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Managerial Leadership, the Climate for Creativity, and a Culture of Innovation and Performance-Driven in Local Government

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Abstract

Based on an in-depth case study of Creative City Governance, a government reform program in South Korea's Seoul Metropolitan Government, the author explores the following research questions: 1) How does senior managers' transformational leadership affect an innovation-focused and performance-driven culture within local government? 2) How does a climate that nurtures creativity (i.e., recognition of creativity, the flexibility to change, and resources for innovation), human resources systems (i.e., performance appraisal systems, supervisors' clear communication of the organization's vision, participatory management, and a useful career development system) help to cultivate an innovation-focused and performance-driven culture in a local government organizations? 3) How does managing for results influence the organization's innovation-focused and performance-driven culture? The results of the study show that senior managers' transformative leadership, management for results, recognition of employee creativity, and participatory management are all positively associated with employee perceptions of the organization's innovation-focused and performance-driven culture in the Seoul Metropolitan Government. The study also finds that the degree of the flexibility to change, resources for innovation, supervisor's clear communication of the organization's vision, and fair performance evaluations are also all positively associated with the level of innovation-focused culture; whereas, the quality of career development and training programs is also positively associated with the level of performance-driven culture.

Key words: local government reform, organizational culture, transformative leadership, climate for creativity, HRM, and management for results

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Introduction

Various forms of 'new public management' (NPM) practices have been adopted by local governments across global communities in an effort to enhance the quality of public services, and to address accountability by managing for results, reforming human resources management (HRM), and delegating responsibilities to managers (Naschold and Daley, 1999; Brown, Ryan and Parker, 2000; Boyne, Jenkins and Poole, 1999; Hays and Keearney, 2001). Local governments in urban cities face continuous challenges concerning the improvement of the quality of public service and the ability to formulate and implement adequate policies and practices that respond to the challenges of globalization, decentralization, economic development, citizen participation, and inter-sector collaboration (Kim, 2008). The effects of economic and social development and decentralized governance also influence citizens' expectations about local government responsiveness, transparency, and accountability. Accordingly, executive and managerial leaders in local governments should respond to these challenges with a proactive strategy focused on building management capacity and fostering an innovation-focused and performance-driven culture in local governments (Kim, 2008).

The key question for local government leaders, in the 21st century, is how to cultivate and foster an organizational culture that focuses on shared behavioral expectations and normative beliefs pertaining to innovation and high performance within work units. Khademian (2002) states that building and maintaining an effective culture is essential to achieving both high performance programs and policy in government and

successful government reform initiatives. This paper argues the need for studying organizational culture, managerial leadership, and management capacity-building in urban local governments. There is an increased need for this research due to significant demands for organizational change and innovation in urban governance. In particular, this study analyzes how senior managers' transformational leadership, a climate for creativity, HRM reforms, and managing for results affect employees' perceptions of their organization's culture as innovation-focused and performance-driven.

Many studies have been conducted to better understand the relationship between leadership, organizational innovation, (Jassawalla & Sashittal, 2002; Prather & Turrell, 200; Sarros, Cooper & Santora, 2008; Waldman & Bass, 1991) and performance (Ogbonna & Harris, 2000; Xenikou & Simosi, 2006). Transformational leadership theory emphasizes that organizational leaders are change agents when they initiate and implement new directions within organizations. Waldman and Bass (1991) note that transformational leadership and innovative ideas and initiatives are closely related. Tichy and DeVanna (1990) also find that leaders manage change in organizations through a three-act process: the recognition of the need for change, the creation of a vision, and then the implementation of changes. Scholars note that transformational leaders and top managers create innovation-focused organizations by motivating their employees to perform at their best, (Jung, Chow, & Wu, 2003; Shamir, House, & Arthur, 1993; Elenkov and Manev, 2005) and by encouraging their employees to be creative. (Sosik, Avolio, & Kahai, 1997). However, in local governments in global communities, there is limited attention to the impact that senior managers' transformational leadership has on creating an innovation-focused and performance-driven organizational culture

Researchers in public administration also stress the need to understand the ways in which management capacity and processes can contribute to improved performance in public organizations (Hou, Moynihan & Ingraham 2004; Ingraham, Joyce & Donahue 2003; O'Toole & Meier 1999; Walker & Boyne, 2006). Management capacity building occurs when leaders translate the organization's vision from image to practice through the creation or reform of administrative rules and structures, (Ingraham et al 2004) and when they build operational capacity to push the vision into practice. (Moore 1995). In order to institute change, leaders need to deconstruct old practices and establish new ones based on innovative ideas (Waldman and Bass, 1991). For instance, because government performance is highly associated with civil servants' commitment to the organization's vision and goals, it is important for local government leaders to engage in human resources management (HRM) reforms including performance appraisal systems, participatory management, and career development systems (Boyne, Jenkins and Poole, 1999; Hays and Keearney, 2001; Kim, 2002). Successful local governments also manage their employees for results to meet the government's needs and to accomplish the government's objectives of efficiency, effectiveness, and citizen participation (Ingraham et al 2004).

Scholars and practitioners emphasize the importance of organizational flexibility, innovative strategy, and creative solutions for government agencies to effectively meet the changing and complex demands of public organizations and their constituents (Parker and Bradley, 2000; Fermandez and Rainey, 2006). Government leaders must develop a workplace climate that recognizes employees' creativity (Abbey and Dickson, 1983), by being flexible and open to change (Kanter 1983), and by providing resources for

innovation (Amabile, 1988; Amabile, Conti, Coon, Lazenby, and Herron, 1996; Angle, 1989).

Despite the urgency to create an innovation-focused and performance-driven culture in urban local governments, there is limited empirical research demonstrating senior managers' transformational leadership and its association with the organization's level of innovation-focused and performance-driven culture. The field of public administration has paid limited attention to the idea of a creative climate that encourages government employees to develop new ideas and solutions. Furthermore, there has been limited research on the practice of transformative leadership by senior managers, HRM reforms, managing for results, and a creative climate in cultivating an innovation-focused and performance-driven organizational culture.
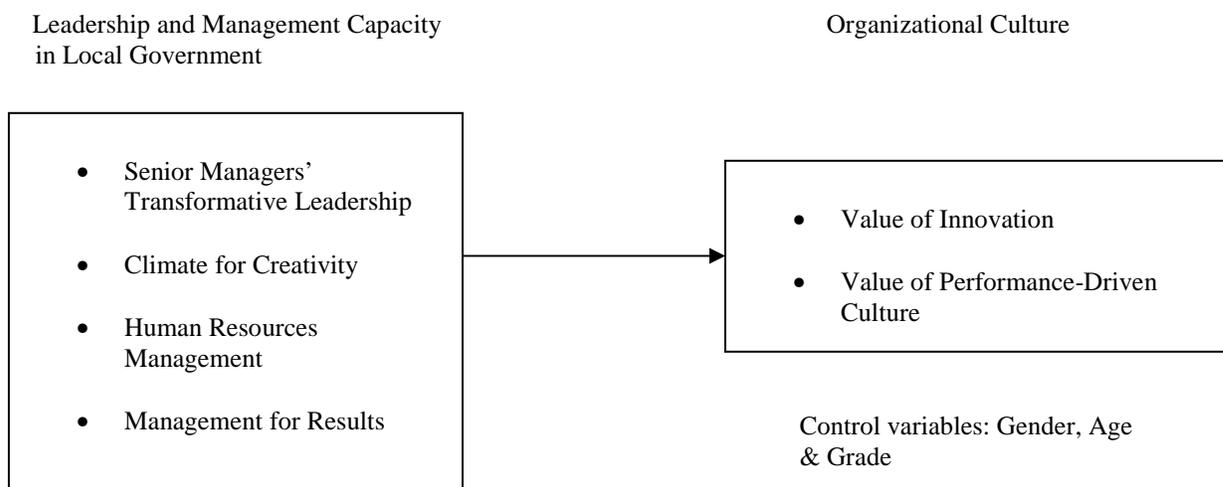
The findings in this paper are based on an in-depth, government reform case study of the Creative City Governance (hereafter CCG) which was implemented in the Republic of Korea's Seoul Metropolitan Government (hereafter SMG), that analyzed how transformational leadership, the climate for creativity, HRM reforms, and management for results have a bearing on cultivating an innovation-focused and performance-driven culture within the organization. In 2006, under Mayor Oh Sehoon, SMG established a new strategic plan called Creative City Governance which presented the vision of "A Clean and Attractive Global City". SMG developed strategies to empower senior managers, to build HRM capacity, and to change the organization's culture through three public service initiatives 1) high quality public service that aims for citizen satisfaction; 2) city marketing to create brand value; and 3) an organizational culture open to creativity and change (SMG, 2007). Mayor Oh Sehoon established the

Creativity Promotion Division to accomplish his goal to develop an organizational climate that nurtures creativity. Within "Creative City Governance" he integrated human capital development by implementing several dimensions of HRM reforms to increase the competency of human capital and to stress citizen satisfaction, innovation, and performance as significant elements of the organization's new culture.

This study explores the following research questions regarding local government: 1) How does senior managers' transformational leadership play a role in an organization striving to create an innovation-focused and performance-driven culture? 2) How do the climate for creativity (i.e., recognition of creativity, the flexibility to change, and resources for innovation) and HRM systems (i.e., performance appraisal systems, supervisors' vision communication, participatory management, and career development systems) facilitate the organization's innovation-focused and performance-driven culture? 3) How does managing for results facilitate an innovation-focused and performance driven organizational culture? The paper concludes with a discussion of key lessons and recommendations for specific leadership practices to help local, urban government leaders create a climate of creativity and innovation.

Figure 1. Research Framework

Leadership and Management Capacity in Local Government

Organizational Culture

- Senior Managers' Transformative Leadership

- Climate for Creativity

- Human Resources Management

- Management for Results

- Value of Innovation

- Value of Performance-Driven Culture

Control variables: Gender, Age & Grade

Literature Review and Hypotheses

Studies on organizational culture have been conducted by scholars from various fields in social sciences, using different methodological approaches at different levels of analysis (Sarros et al, 2002). Schein (1973) indicates that culture represents a pattern of basic assumptions that was learned by a group as it solved its problems of external adaptation and internal integration, and has worked well enough to be considered valid and, therefore, should be taught to new members as the correct way to perceive, think, and feel in relation to these problems. Denison (1996, 624) defines culture as "the deep structure of an organization, which is rooted in the values, beliefs and assumptions held by organizational members.

Several studies examine an organization's culture based on individual perspectives of the values held within the organization (e.g., Kristof, 1996; Van Vianen, 2000; O'Reilly, Chatman, and Caldwell, 1991). Specifically, O'Reilly, Chatman, and Caldwell (1991) developed the Organizational Culture Profile (OCP) that measures culture based on various aggregated value orientations of an organization's individuals. This study adopts the OCP as amended by Sarros, Gray and Densten, (2002) and analyzes employees' perceptions and expectations of the level of innovative-centered and a performance-driven culture in their work unit. An organization's innovation-focused culture can be characterized by employees' observations regarding the introduction of a new product, process, or system into the organization (Suranyi-Unger, 1994), and the level of risks taken within the organization (O' Reilly et al, 1991). An organization's performance-driven culture can also be characterized by employees' observations of the results and outcomes in their work unit (O' Reilly et al, 1991).

Transformational Leadership and the Climate for Creativity

Ancona and Caldwell (1987) note that transformational leadership supports and promotes innovation, which in turn ensures long-term survival of an organization. In order to understand how effective senior managers' leadership is, and how necessary it is to creating an innovation-focused and performance-driven culture, this study establishes factors to measure transformational leadership style. These factors include how managers articulate their vision, provide appropriate role models, promote goals and collaboration, provide individualized support, and intellectually stimulate their employees (Podsakoff et al., 1990). The transformational leadership model defines vision and goals as the decision to create a new management system or reform an existing one. Moore (1995) also indicates that organizational strategy in the public sector demands a declaration of the overall mission or purpose of an organization, based on the political environment. Others have suggested that a clear vision and determined goals produce a sense of involvement and contribution among employees (Davenport, Jarvenpaa & Beers 1996; O'Dell & Grayson 1998; Popovich 1998).

Several scholars of the transformational leadership model (Avolio 1999; Bass & Avolio 1990; Northouse 2001) also emphasize that intellectual stimulation and motivation are significant factors as well. Leaders can implement intellectual stimulation by encouraging employees to be creative and innovation-focused and to challenge both their beliefs and their leader's beliefs and values (Northouse 2001, 138). Accordingly, in the context of government reforms, managerial leadership requires clear communication and promotion of the government's vision and goals, with internal stakeholders (employees) as well as external stakeholders (citizens, community, private corporations,

and other governments). To explore the relationship between the factors of transformational leadership style and the presence of an innovation-focused and performance-driven culture, the following hypotheses are proposed and tested in this study:

> Hypothesis 1a-1b: The degree to which an employee perceives senior managers' transformative leadership is positively related to the degree which the employee perceives an innovation-focused culture (1a) and a performance-driven culture (1b).

Scholars emphasize the effects of an organizational climate that recognizes and supports creativity and innovative change in organizations (Abbey & Dickson, 1983; Kanter, 1983; Siegel & Kaemmerer, 1978). Compared to culture, Denison (1996) considers climate as relatively temporary, subject to direct control, and largely limited to aspects of the social environment consciously perceived by organizational members. He argues that culture evolves, and is sufficiently complex, and not easily manipulated, while climate is temporal and easily manipulated by people with power and influence (Denison, 1996:644). Scott and Bruce (1994, 582) also state that "climate represents signals individuals receive concerning organizational expectations for behavior and potential outcomes of behavior".

This article focuses on developing a creative climate that encourages employees to take initiative and explore creative approaches in an effort to enhance organizational effectiveness The climate for creativity is the degree to which encouragement to explore creative and innovation-focused approaches is given to employees by their organization (Mattins and Terblanche, 2003). It examines how the recognition of employees' creativity (Abbey & Dickson, 1983), organizational flexibility (Kanter 1983), and resources for innovation (Amabile, 1988; Amabile, Conti, Coon, Lazenby, and Herron,

1996; Angle, 1989) are all positively associated with an innovation-focused and performance-driven organizational culture. Scholars define creativity as the production of novel and useful ideas in any domain (Woodman, Sawyer, & Griffin, 1993; Scott and Bruce, 1994). The ideas of climate for creativity in this paper, is therefore defined as an employee's perception of the level of leader flexibility to change, recognition of employees' creativity, and resources for innovation within their work unit. The following hypotheses are proposed and tested in this study:

> Hypothesis 2a- 2b: The degree to which an employee perceives recognition of creativity is positively related to the degree which the employee perceives an innovation-focused culture (2a) and a performance-driven culture (2b).

> Hypothesis 3a-3b: The degree to which an employee perceives organizational flexibility for change is positively related to the degree which the employee perceives an innovation-focused culture (3a) and a performance-driven culture (3b).

> Hypothesis 4a-4b: The degree to which an employee perceives resources for innovation is positively related to the degree which the employee perceives an innovation-focused culture (4a) and a performance-driven culture (4b).

Human Resources Management and Management for Results

Regarding the institution of organizational change, Tichy and DeVanna (1990) indicate that leaders need to deconstruct old structures and establish new ones in order to implement new visions and ideas. A government's HRM capacity can be assessed in terms of several criteria, including workforce planning, workforce hiring, workforce sustainability, workforce motivation, and the workforce structure (Donahue, Selden, & Ingraham, 2000). This paper focuses on HRM practices in SMG, especially fair performance evaluation systems, career development and training programs, participatory management, and the leader's clear communication of the organization's vision. Several

researchers have emphasized the importance of these HRM practices in determining

employees' job satisfaction in the public sector (Daley, 1986; Kim, 2002a, 2002b;

Donahue, Selden, & Ingraham, 2000). However, limited attention has been paid to the

associations between HRM reforms and the organization's innovation-focused and

performance-driven culture. The following hypotheses are established and tested in this

study:

> Hypothesis 5a-5b: The degree to which an employee perceives a supervisor's communication of organizational vision is positively related to the degree which the employee perceives an innovation-focused culture (5a) and a performance-driven culture (5b).

> Hypothesis 6a-6b: The degree to which an employee perceives a supervisor's fair performance evaluation is positively related to the degree which the employee perceives an innovation-focused culture (6a) and a performance-driven culture (6b).

> Hypothesis 7a-7b: The degree to which an employee perceives the usefulness of the organization's career development and training programs is positively related to the degree which the employee perceives an innovation-focused culture (7a) and a performance-driven culture (7b).

> Hypothesis 8a-8b: The degree to which an employee perceives participatory management is positively related to the degree which the employee perceives an innovation-focused culture (8a) and a performance-driven culture (8b).

Does the level of managing for results in public organizations relate to the cultivation of

an innovation-focused and performance-driven culture? Governments around the world

have targeted organizational performance as a key target of reform (Pollitt & Bouckaert,

2000). Improved performance requires attention to cost, elimination of duplication and

redundancy, and improved transparency and accountability in government operations.

Without a government organization's commitment to managing for results, it is difficult

for local governments to create a strategy that continues to improve government

performance and efficacy. Ingraham, Joyce and Donahue (2003, 22) define managing for

results as "the dominant mechanism by which leaders identify, collect, and use the performance information necessary to evaluate the institution's success with respect to key objectives, to make decisions, and to direct institutional actions." Ingraham, Joyce and Donahue (2003) note that the effectiveness of management is driven, not only by a leaders' ability to focus the government on his or her mission, but also by mechanisms that track activities and performance relative to the overall objectives. To explore the relationship between managing for results and the perceptions of an innovation-focused and performance-driven culture, the following hypotheses are proposed and tested in this study:

> Hypotheses 9a-9b: The degree to which an employee perceives management for results in his or her work unit is positively associated with the degree which the employee perceives an innovation-focused culture (9a) and a performance-driven culture (9b).

Methodology: A Case Study

Case Setting: Seoul Metropolitan Government

Seoul Metropolitan Government (SMG), located in the capital city of South Korea and in 2008 was home to 10,456,562 citizens and 255,207 foreigners. In 2006, direct foreign investment in Seoul was 6.4 billion USD; 85 international conferences were held in Seoul, and in order to enhance global networks, SMG signed sisterhood agreements with 22 cities around the world. The SMG government consists of one mayor, (elected by Seoul citizens every four years) three vice mayors, 1 office, 4 headquarters, 21 bureaus, and 111 division offices. SMG's legislature is the Seoul Metropolitan Council, and SMG is comprised of 25 self-governing local administrative districts (Gu), divided into 522 administrative sub-units (Dong). The executive leader of each district is elected

by the citizens of each district. The SMG has approximately 10,325 employees (7,689 male and 2,636 female), and there are an additional 30,376 employees across the 25 districts.

In 2009, SMG received two public service innovation awards from the United Nations for its on- and off-line real-time water quality opening service and Oasis, a service which allows citizens to submit ideas and opinions online. Oasis was cited as an example of an innovative strategy that has increased citizens' involvement in the policy-making process. In December 2008, the Anti-Corruption and Civil Rights Commission ranked SMG as the highest in overall integrity among 16 other self-governing cities and provinces. Under the administration of former Mayor Goh Kun, SMG was, and continues to be, recognized as a leader in electronic-government development and transparency. Many local governments across global communities visit SMG to learn about electronic-government development because SMG was selected as the top electronic-governance city by the U.N. Department of Economic and Social Affairs and American Society for Public Administration in 2003, 2005, and 2007.

Vision for Creative City Governance and HRM Reforms

The Seoul Metropolitan Government established their new strategic plan Creative City Governance (hereafter CCG) and presented their new vision of "A Clean and Attractive Global City" under mayor Oh Sehoon's administration. Elected in 2006, Mayor Oh has emphasized his commitment to advancing public administration by creating more citizen-centered governance, and by cultivating a creative, imaginative, instructive, and ethical organizational culture. According to his speeches and memorandums, CCG is defined as "a governance system to enhance the life quality of

citizens and to strengthen global competitiveness of Seoul through the applications of

creative ideas and imagination from civil servants and citizens to public affairs in SMG."

Excerpts from several of the Mayor's annual addresses show his commitment to CCG:

"Once creative administration bears fruit, creative genes will become embedded in our bodies, and administrative services will improve to an extent where every one of our citizen customers feels the change. To that end, let us make Seoul a place of both thought and action. Let us find ourselves amid citizens' daily lives and listen to their problems" (Oh, 2009).

"This [Creative City Governance] is not about generating extraordinary or novel ideas. It is about harboring hard-working, learning genes present within all of us to identify and change issues that citizen customers are unsatisfied with or perceive as inconvenient. I am confident that the Creative City Administration will able to take a great leap forward by fostering a learning atmosphere in our organization throughout the coming year" (Oh, 2008).

"I believe that only when creative learning genes are engrained into the minds of public servants and a creative city administration is established to continue long after I step down from this office, that a truly unique Creative City Administration will be fully accomplished" (Oh, 2008).

 "Fighting corruption cannot be successful through the will of the mayor alone. My aim to build a clean city can be achieved only when the active participation of its citizens is combined with the tireless efforts of the civil servants and members of the global business community" (Oh, 2006).

In order to combine the new vision of CCG with human capital development, several

dimensions of HRM reforms were implemented to enhance the competency of human

capital while facilitating change in the organization's culture, specifically regarding

citizen satisfaction, innovation, and performance (Interview data, 2009). Those reforms

include the following measures:

- Empowering senior managers to evaluate employee performance and make HRM decisions
- Enhancing performance appraisal systems (i.e., extension of performance-based promotion and incentive systems)
- Producing new incentive systems that promote and implement creative ideas that meet the organization's vision and goals (i.e., Imagination Bank' web portal, open presentations, public recognition, and bonuses)
- Creating new disciplinary policies for employees with poor performance (i.e., intensive training programs for employees with poor evaluation results)
- Producing new career development and training systems based on job analysis and employee competency; increasing budget allocations for education and training; using training programs based on self-assessed career development

plans; creating a one-stop web-portal for career development and training programs.

- Integrating a new Auditing System to track performance management (e.g., auditing protocol to proactively identify employees and divisions with high performance)
- Emphasizing ethical leadership and transparency
- Generating a new Community of Practice System (Dong-A Ree); recognizing small groups' knowledge sharing and idea development
- Introducing an Employee Assistance Program (i.e., health education and stress management)

The quarterly employee performance evaluation system runs through an intranet web-portal where, for each employee, employees and supervisors regularly record major tasks, priorities, responsibilities, goals, objectives, achievements, and performance evaluation criteria (Interview data, 2009). A key achievement of HRM reforms in SMG has been the investment in human capital development. A vast amount of resources have been applied to the development of employee skills, abilities, and knowledge of their tasks, and toward various training programs for cultivating creativity, a global mindset, and ethical leadership. After an intensive, participatory job analysis of all employees in 2008, SMG established new career development and training programs based upon the results of the analysis. A significant outcome of the SMG's commitment to human capital development and competency building was an intranet web-portal to easily access career development and job training programs (http://learning.seoul.go.kr/edu/). The web-portal is a one-stop service center where employees can receive an individualized competency development assessment, sign up for training programs, access information from on-line and off-line training programs, utilize databases for information and knowledge sharing, and self-assess their career development progress (Interview data, 2009).

Incentive systems to promote creativity have been implemented to reward employees who enhance operational processes by applying creative ideas and cost savings' methods, constructively solve the problems stemming from complex citizen complaints, and giving citizens quality and satisfying service (Interview data, 2009). To present employees' creative ideas to the organization's stakeholders and citizens, the Imagination Bank web portal was created so stakeholders and citizens could have access to ideas for new policies. This web portal allows users to share ideas and further discuss them, give feedback, and assess the idea's feasibility (Interview data). According to the survey data, 1,411 employees indicated that they have participated in the Imagination Bank to propose ideas. The SMG has also used administrative auditing to look for exemplary performance by agency or employees.

Data Collection

To explore transformational leadership, organizational culture, and the climate for creativity and innovation, this case study employs three data collection methods: 1) in-depth interviews with 20 government employees conducted in May 2009, 2) a survey of 1,613 employees (Grades 1-7) taken in May 2009, and 3) an examination of executive memorandums. Interview participants include senior managers, supervisors, and employees from various divisions, more specifically, the divisions of: Creative Governance, Strengthening Competitiveness, Human Resource, Auditing and Oversight, Da-San Call, Women and Family, Customer/Citizen Satisfaction, and Global Center. The purpose of the interviews is to identify how various leadership components and a vision of creative governance generate management capacities to influence cultural change within organizations.

In addition, an employee survey was conducted to explore the impacts of transformational leadership, the climate for creativity, HRM reforms, and workplace environments that focus on the efficacy of the organization's culture. Surveys were distributed to 2,033 employees in 28 agencies (total employment pool of 5,947); 1,625 employees responded to the survey (response rate of 80%). Among the 1,625 responses, 1,613 responses were deemed useable and included in the data analysis. (See table 2 for more information on the survey participants.) All the employees from Grade 1, Grade 2, Grade 3, and Grade 4 were included in the survey distribution (i.e., middle managers and senior managers). For Grade 5, 95% of the employees were included in the survey sampling, and a method of stratified sampling was used for selecting 523 and 527 employees from Grade 6 and 7, respectively.

Measurements

Organizational culture was measured by the version of the Organizational Culture Profile (O'Reilly, Chatman and Caldwell, 1991) amended by Sarros, Gray and Densten (2002). The revised version of the OCP involves the following organizational values: competitiveness, social responsibility, supportiveness, innovation, emphasis on rewards, performance orientation, and stability. This study focuses on two values of innovation and performance-orientation to measure employees' perceptions of the organization's level of innovation-focused and performance-driven culture. (see Appendix 1 for all the survey items). Responses were recorded along a five-point Likert scale ranging from 1 (strongly disagree) to 5 (strongly agree). Responses for transformational leadership and organizational culture were recoded along a five-point Likert scale ranging from 1 (not at

all) to 5 (very much). Cronbach's alpha reliability estimates for an innovation-focused and performance-driven culture were 0.82 and 0.75, respectively.

This study adopts the Transformational Leadership Scale developed by Podsakoff et al. (1990), which examines the five transformational factors: articulation of vision, provision of appropriate role models, encouragement of the acceptance of goals and collaboration, individualized support, and intellectual stimulation. Cronbach's alpha reliability estimates for the transformational leadership was 0.94. The study also measured employees' perceptions of the climate for creativity. To assess the climate for creativity, five factors were adopted and modified from Scott and Bruce's (1994) Climate for Innovation scale. Two factors measure the degree to which individuals view the organization as open and flexible to change, (the Cronbach's alpha for the flexibility to change was 0.74) one factor measures the availability of financial resources to support innovation. The remaining two factors measure the presence of systems that recognize and reward employee creativity (the Cronbach's alpha for recognizing employee creativity was 0.77). Survey factors and measurements related to HRM reforms were developed by the author based on the context of government reforms and the content of strategic plans within SMG. The exploratory factor analysis (principal components with varimax rotation) was conducted to measure employees' perceptions of innovation and used four factors, performance-driven culture used three factors, and transformative leadership used eleven factors. All factors of each variable are loaded on a single factor with eigenvalues greater than 1.0; the factor loadings support the use of these factors as indicators of the underlying constructs they were designed to measure (Table 1).

Table 1. Factor Analysis of Organizational Culture and Transformational Leadership

Transformational Leadership	Factor Loadings	Value of Innovation	Factor Loadings	Value of Performance-Driven	Factor Loadings
Have a clear understanding of where we are going	.76	Being innovation-focused	.84	Being performance oriented	.81
Always seeking new opportunities for the organization	.77	Quick to take advantage of opportunities	.86	Having high emphasis on the quality of services and tasks	.85
Inspire others with leaders' plans for the future	.82	Taking risk	.82	Enthusiasm for the job	.78
Are able to get others committed to organizational vision	.84	Taking individual responsibility	.70		
Lead by "doing" rather than simply "telling"	.83				
Provide a good model for others to follow	.85				
Foster collaboration among work groups	.81				
Encourage employees to be "team players"	.79				
Show respect for others' personal feelings	.74				
Behave in a manner thoughtful of others' personal needs	.79				
Have encouraged others to rethink the way they do things	.77				
Eigenvalues	7.10		2.61		2.02

Findings

Among the 1613 employees of survey respondents, only 259 were female. Respondents' ages ranged from mid 20s to over 60, with more than 80% of respondents over the age of 40. Respondents' length of employment with the Seoul Metropolitan Government was broken down as follows: fewer than 5 years, 10 %; 6-10 years, 6.6 %; 11-15 years, 16.8%; 16-20 years, 24.3%; and 21 years or more, 43.9%. Thirty eight senior managers (Grade 1, 2, 3) and 111 division managers participated in the survey.

Table 2. Survey Participants in 28 Agencies (N = 1613)

Demographic Characteristics	Category	Numbers (%)
Grade	1, 2, & 3	38 (2.6)
	4	111 (7.7)
	5	403 (28.3)
	6	428 (30.0)
	7	444 (31.4)
Gender	Male	1255 (82.8)
	Female	259 (17.2)
Years of civil servant	Less than 5 years	121 (10.0)
	6-10 years	100 (6.6)
	11-15 years	251 (16.8)
	16-20 years	363 (24.3)
	21-30 years	488 (32.6)
	31 -39 years	170 (11.3)
Age	24-29	46 (3.1)
	30-39	232 (15.9)
	40-49	631 (43.4)
	50-59	539 (37.1)
	60-62	4 (0.2)

Descriptive statistics, correlation coefficients, and reliability figures for the study variables are presented in Table 3. The mean score of the organization's performance-driven culture (3.71) was higher than the mean score of the organization's innovation-focused (3.35). The majority of zero-order correlations were statistically significant at $p<.01$. The prevalence of significant relationships may suggest some weaknesses in the study measures. To determine whether an ordinary least squares multiple regression analysis was the appropriate estimator, multicollinearity was tested by collinearity statistics. All the independent variables' variation inflation factor values indicate that there is no severe multicollinearity among the variables.

Key transformational leadership dimensions ranked by mean score were as follows: fostering acceptance of goals and collaboration (3.74), articulating vision (3.64), providing appropriate role models (3.62), stimulating intellect (3.60), and providing individual support (3.44).

Table 3. Descriptive Statistics, Reliabilities, and Correlations

	Mean (s.d.)	1	2	3	4	5	6	7	8	9	10	11	12	13	14
1.Value of innovation	3.35 (.64)	1	(.82)												
2.Value of performance-driven	3.71 (.63)	.62**	1	(.75)											
3. Transformative leadership	3.6 (.70)	.65**	.50**	1	(.94)										
4.Recognition of creativity	3.4 (.74)	.56**	.40**	.51**	1	(.77)									
5. Flexibility to change	3.4 (77)	.63**	.41**	.58**	.54**	1	(.74)								
6.Resources of innovation	2.9 (.89)	.40**	.26**	.32**	.47**	.39**	1								
7. Supervisor's communication of vision	3.5 (.86)	.57**	.39**	.57**	.56**	.60**	.33**	1							
8. Fair evaluation of performance	3.3 (.78)	.49**	.34**	.54**	.42**	.40**	.30**	.43**	1						
9. Career development/ training systems	3.5 (.80)	.30**	.29**	.32**	.29**	.25**	.21**	.25**	.23**	1					
10. Participation in decision-making	3.3 (.90)	.49**	.34**	.50**	.43**	.48**	.33**	.43**	.36**	.26**	1				
11. Managing for results	3.6 (.69)	.47**	.43**	.48**	.41**	.39**	.25**	.41**	.32**	.25**	.32**	1			
12. Gender	1.1 (.37)	-.10**	-.05	-.11**	-.04	-.10**	.00	-.09**	-.11**	-.00	-.13**	-.08**	1		
13. Age	45.8 (7.6)	.09**	07**	.14**	.10**	.12**	-.06*	.11**	.09**	.07*	-.17**	.13**	-.38**	1	
14. Grade	5.8 (1.1)	-.20**	-.16**	-.22**	-.22**	-.19**	-.08**	-.18**	-.18**	-.12**	-.38**	-.21**	.28**	-.58**	1

* $p<.05$; ** $p<.01$

Multivariate Analysis

What are the factors associated with employees' orientation and perceptions of the organization's innovation-focused and performance-driven culture? Results from ordinary least squares (OLS) multiple regression analyses appear in Table 4 and 5. The equation of each model achieves statistical significance at the .001 level. The data shows that employees who perceived higher levels of transformational leadership style present in their senior managers, reported higher levels of the organization's innovation-focused

culture in their work unit ($p <.001$). Employees who perceived higher levels of organizational flexibility for change ($p <.001$), recognition of employee creativity ($p <.01$), and resources for innovation ($p <.05$) expressed high levels of their organization's innovation-focused culture. Among the HRM variables, supervisors' clear communication of their vision, participatory management, and fair evaluation of employee performance are all significantly associated with employees' perceptions of the innovation-focused culture in their work unit. However, the effects of career development and training programs were not significantly associated with the level of the organization's innovation-focused culture. No statistical support was found for the control variables of grade, gender, and age.

Results from a separate ordinary least squares analysis, evaluating the organization's performance-driven culture, is presented in Table 5. The study found that senior managers' transformative leadership ($p <.001$) and management for results ($p <.001$) were positively associated with the level of performance-driven culture within the organization. Among the variables of the climate for creativity, the data show that employees who perceived a high level of management recognition of employee creativity were more likely to express a high level of performance-driven culture within the organization ($p <.01$). On the other hand, no statistically significant associations were noted between either the flexibility to change or resources for innovation and the level of performance-driven culture within the organization. The data show that useful career development and training programs ($p <.05$), and participatory management ($p <.05$), were positively associated with employees' perceptions of the performance-driven culture within the organization. However, supervisors' clear communication of their

organizational vision and fair evaluation of employee performance were not significantly

associated with the level of performance-driven culture. Finally, no statistical support

was found for the control variables of grade, gender, and age.

Table 4. Factors Affecting an Organizational Culture of Innovation

	Regression Coefficients	Standard error	t
	Beta		
Transformative leadership of senior managers	.25***	.03	6.38
Recognition of creativity	.11**	.05	2.86
Flexibility to change	.15***	.04	3.81
Resource of innovation	.07*	.03	2.22
Supervisor's communication of vision	.09*	.04	2.50
Supervisor's fair evaluation of employee performance	.08**	.04	2.67
Career development/training systems	.04	.03	1.51
Participation in decision-making	.10**	.03	2.81
Managing for results	.14***	.04	4.64
Gender	.02	.08	.89
Age	-.00	.00	-.24
Grade	-.01	.03	-.29
R^2	*.607*		
Adjusted R^2	*.599*		
F	*70.482****		

* $p<.05$; ** $p<.01$; *** $p<.001$

Table 5. Factors Affecting an Organization's Performance-Driven Culture

	Regression Coefficients	Standard error	t
	Beta		
Transformative leadership of senior managers	.24***	.05	4.65
Recognition of creativity	.12**	.06	2.61
Flexibility to change	.03	.05	.67
Resource of innovation	-.02	.04	-.74
Supervisor's communication of vision	-.00	.05	-.10
Supervisor's fair evaluation of employee performance	.02	.05	.69
Career development/training systems	.07*	.04	2.13
Participation in decision-making	.11*	.04	2.47
Managing for results	.20***	.06	5.09
Gender	.01	.11	.52
Age	-.01	.00	-.23
Grade	-.03	.04	-.71
R^2	.364		
Adjusted R^2	.350		
F	26.440***		

* $p<.05$; ** $p<.01$; *** $p<.001$

In summary, this study found that senior managers' transformative leadership, recognition of employee creativity, participatory management, and management for results significantly affected employees' perceptions of the organization's innovation-focused and performance-driven culture that were examined in this study (see table 6). Regarding the organization's innovation-focused culture, the study found that the flexibility to change, resources for innovation, supervisors' clear communication of their vision, and fair performance evaluation were all positively associated with employees'

perceptions of the value of innovation in their work unit. And the study found that useful

career development and training systems were also positively associated with employees'

perceptions of a performance-driven culture within their work unit.

Table 6. Summary of Hypotheses Supported

	Culture of Innovation	Culture of Performance-Driven
Transformative leadership of senior managers	Hypothesis 1a	Hypothesis 1b
Recognition of creativity	Hypothesis 2a	Hypothesis 2b
Flexibility to change	Hypothesis 3a	Not supported
Resource of innovation	Hypothesis 4a	Not supported
Supervisor's communication of vision	Hypothesis 5a	Not supported
Supervisor's fair evaluation of employee performance	Hypothesis 6a	Not supported
Career development/training systems	Not supported	Hypothesis 7b
Participation in decision-making	Hypothesis 8a	Hypothesis 8b
Managing for results	Hypothesis 9a	Hypothesis 9b

Implications

The key lesson for local government reforms gleaned from this study is that the

cultivation of an innovation-focused and performance-driven oriented local government

culture is reliant on (a) senior managers' transformative leadership, (b) management for

results, (c) recognition of employee creativity, and (d) participatory management. The

findings of the study also imply that local government leaders should pay attention to

their flexibility to change, resources for innovation, clear communication of their vision,

and fair performance evaluations that foster an innovation-focused culture within the

organization. In order to sustain a performance-driven culture, the study findings imply

that government leaders should continuously invest in quality career development and training programs for their employees. These findings support the idea that clear communication strategies and a participatory approach can fuel organizational change through persuasion, little resistance, employee ownership of changes, and an effective delivery of reforms (Khademian 2002; Denhardt and Denhardt, 2001).

This study furthers our understanding of how the integrated government reform approach of transformative leadership, HRM reforms, a climate for creativity, and management for results facilitate the cultivation of an innovation-focused and performance-driven culture. This study provides, not only a broader understanding of the major components that stimulate organizational change and HRM reforms, but also presents examples of innovation-focused government practices developed by a local government. The local government leadership model assessed in this paper provides a useful framework which practitioners can use to analyze transformative leadership of senior managers, an organization's climate for creativity, HRM capacity, and management for results. All of these factors must be incorporated as part of any government reform plan that aims for innovation and high performance.

This study reveals that leaders must continue to make effective innovative reforms in local government. In order to strengthen a local government's innovation-focused and performance-driven culture within specific organizations, several strategies can be applied. First, government leaders can establish an effective management system that uses a formal performance evaluation process to assess program and policy results. In particular, local government leaders can use incentive systems to promote and reward employee dedication. Second, they should emphasize human resources management

strategies that enhance senior manager's transformational leadership, supervisor's participatory management, and improve upon the climate for creativity in a work unit. Third, they need to recognize and reward the accomplishments of teams and individuals that apply creative and innovation-focused ideas that improve local government performance and efficacy. Fourth, training programs for supervisors should emphasize the importance of clearly communicating their organizational vision, and discuss the importance of fair evaluation performance appraisal systems.

In order to put a successful climate for creativity into practice, local government leaders can consider the following practices: 1) focus on creating a climate where employees consistently share information about government initiatives and best practices; leaders can do this by providing ongoing project updates for staff, division leaders, department heads, and officials; 2) local government leaders can create a learning climate by encouraging employees to analyze past successes and failures, and suggest how an organization can apply those findings to further improve government performance and accountability; 3) local government leaders should make sure that employees clearly understand the importance of inter-divisional and inter-governmental collaboration and cooperation in successfully implementing new, creative and innovation-focused ideas from employees or teams; finally 4) leaders should encourage employees to build informal and formal networks with national and international professional organizations to share the best practices and efficacy of other local governments.

Conclusion

The focus of this study—that the introduction of transformational leadership among senior managers, a climate for creativity, HRM reforms, and management for results cultivate an innovation-focused and performance-driven culture within local government organizations—can be the starting point for other research projects on effectiveness of senior manager leadership styles in other local governments. However, because this study was based on one local government case, its findings are very limited. Since this study analyzes the case of SMG, which had a highly advanced information technology infrastructure and a high level of financial independency compared with other local governments, it could have limited applicability in different environments. In order to verify how the Seoul Metropolitan Government (SMG) reform process, analyzed in this study, relates to local government reforms in other urban cities, multiple case studies should be conducted. For instance, a few metropolitan governments in other countries, which have similar urban contexts to SMG, could be selected for comparative case studies of HRM reforms, innovation strategy, and a climate for creativity.

Future researchers may also want to focus on: 1) the surrounding political context and its impact on local government initiatives, (especially on human resources management reforms), and 2) motivational factors (i.e., internal and external) and their impact on an employee's commitment to innovative ideas and high performance. Dealing with the emerging issues of cultural change within an organization, HRM reforms, transformative leadership, the climate for creativity, and managing for results are all challenging tasks in light of the rapid speed with which democratic local governments are evolving. However, it is hoped that the ideas presented in this paper

will encourage discussion among executive leaders, citizens, academic researchers, and

civil servants on how to connect these emerging issues with ongoing development of

leaders in local governments. It seems as though a natural follow-up to this research

would be to map urban government leadership models onto current municipal and state

government reforms, and create experiments to analyze the management system and

leadership approaches behind successful implementations.

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Appendix 1 Survey Items

Responses to items of transformational leadership, organizational culture, and career development were measured along a five-point scale, where 1 = "not at all" and 5 = "very much." Responses to all other items were measured along a five-point scale, where 1 = "strongly disagree" and 5 = "strongly agree."

Organizational culture: I would like to ask your perception and observation about the organizational culture of your work unit**:**

Culture of Innovation:
        Being innovation-focused
        Quick to take advantage of opportunities
        Taking risk
        Taking individual responsibility

Performance-Driven Culture:
        Having high emphasis on the quality of services and tasks
        Enthusiasm for the job
        Being performance oriented

Transformative Leadership: I would like to ask your general perception and observation about senior managers in general in SMG. Senior managers in my organization

    Have a clear understanding of where we are going
    Always seek new opportunities for the organization
    Inspire others with future plans
    Are able to get others committed to the organizational vision
    Lead by "doing" rather than simply "telling"
    Provide a good model for others to follow
    Foster collaboration among work groups
    Encourage employees to be "team players"
    Develop a team attitude and spirit among employees

Show respect for others' personal feelings
Behave in a manner thoughtful of others' personal needs
Have encouraged others to rethink the way they do things

Climate for creativity

Around here, people are allowed to try to solve the same problems in different ways.
This organization can be described as flexible and adaptable to change.
There are adequate resources devoted to innovation in this organization.
This organization publicly recognizes those who are creative.
The reward system here encourages employees' creativity.

Human Resources Management

My supervisor's assessments of my job performance are fair.
The Supervisor in my division actively communicates a clear organizational vision to employees.
I participate in decisions on adopting new policies or programs.
How useful do you find the career development and training programs offered?

Management for Results

My work unit regularly evaluates the results and performance of services delivered and programs and policies implemented.

Demographic Items

Gender?   Male _____ Female _____
Your age?
Your grade? Over Grade 1, Grade 2, Grade 3, Grade 4, Grade 5, Grade 6, Grade 7, Grade 8, and Grade 9