

연구논문

How Integration Type Matters: The Moderating Effect of Integration Type Between Leadership Styles and Employee Organizational Commitment?: The Case of South Korean Government Reorganization*

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< Abstract >

The purpose of this paper is to identify effective leadership styles in government organization integration, under different integration types, based on fractionalization (Blau index) and polarization (RQ index) contexts. Findings from our analysis indicate that all leadership types generally play important roles in reinforcing employees' organizational commitment to varying degrees, and also demonstrate the importance of considering integration type when thinking about effective leadership. Above all, the innovative and ideal type of leadership, which is often referred to as one of the essential elements of transformational leadership, would be an obstacle to successful organization integration if there are severe conflicts and tension between power blocs of similar size in a newly integrated organization.

[Key words: Leadership type, Organizational commitment, Competing values framework, Administrative reorganization]

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I . Introduction

Organizational development and change can be defined as “the observation of difference over time in one or more dimensions of an entity” (Van de Ven & Poole, 1996). Organizational development and change is performed to enhance individual development and improve organizational performance through the alteration of organizational members’ on-the-job behaviors (Porras & Robertson, 1992). Often, the integration of different organizations is regarded as one of the most severe organizational changes because the previously independent entities of different organizations no longer exist when they become part of a newly integrated organization. There is more evidence of unsuccessful cases of merger and acquisition (M&A) in the business field in comparison to those that have been successful, which shows the difficulties of integrations (Sher, 2012).

Government integration is a type of administrative reorganization (Bertelli & Sinclair, 2016). For various reasons, it is a fascinating topic in the study of organizational change and development, especially immediately after a new administration is elected. Firstly, logic and justification for integration cannot be separated from the political influence and its operation (Kaufman, 1987; March & Olsen, 1983; Miles, 1977). This means that the reason for integration can be loosely coupled with managerial effectiveness and necessity, with alienation from the involvement and consensus of the target agencies. Secondly, sometimes, these types of change, which proceed rapidly and widely, inevitably involve conflict between the employees from different agencies that causes a change in employees’ attitudes and outcomes.

Since 1948, in order to better respond to administrative and social needs, each Korean administration has repeatedly integrated and separated its government organizations as a new president entered the office. Whether by democratic administration or authoritarian military administration, most of the previous cases would find it difficult to be described as producing the expected synergic effects for which they were aimed (Park, 2011a; b; Park, et al., 2011). Rather, they incurred the

resistance of employees, which produced many negative side effects, such as increasing confusion about their goals and tasks, demotivating employees, incurring discordance and power struggles, and lack of cooperative policy implementation (Park, 2011a; b).

Even within the academic knowledge accumulated over a long period in the organizational development and change field, many questions remain unanswered. A good deal of studies have identified the effectiveness of specific leader type (stereotype) to manage employees' motivation and behavior in the process of organizational change (Holten & Brenner, 2015). However, they have paid little attention to both reflecting differences in employee conflict caused by different workgroup's integration and considering comprehensive leadership roles to make employees feel more belonging and oneness to achieve commitment and better performance.

The management literature often argues that the most difficult task in the process of organization integration is reconciling the differences of former organizations' work process, culture, etc. The conflict between workforces from different organizations is inevitably generated in this process (Smeets et al., 2016) because each workforce wants to uphold its own formal and informal systems and policies as much as possible (Prendergast & Topel, 1996). For a successful integration, it is important to know the level of potential conflict and what management aspects are required to minimize the potential confusion and uncertainty that employees may feel during their work in the newly integrated organization (Bouchikhi & Kimberly, 2003; Clampitt & Williams, 2007).

This study aims to identify what types of leadership roles are effective to encourage employee identification and commitment in the newly integrated government agencies under different integration contexts. As a number of agencies of different size are integrated into one agency, different types of group conflict are expected. Depending on the integration type, a certain leadership type may be more effective for successful organizational integrations. In practice, it is hard to define a certain leader as having just one type of leadership style. This is one of the reasons

why the different leadership types could be understood as the components of overall managerial leadership (Quinn, 1988). This paper investigates what specific leadership types are more or less effective for specific integration contexts based on the Competing Values Framework (CVF). Also, this study uses organizational commitment to measure the degree to which each type of leadership contributes successfully to organization integrations. This is because it is almost impossible to achieve successful organization integrations without building a sense of belonging and the same identity among members.

In short, while considering different organization integration types, this paper shows what types of leadership would be more or less effective for the successful organization integration of the Korean government by focusing on organizational commitment. To be specific, under different situational contingencies of integrations, this study tests what roles for each leadership type in a CVF are effective to achieve successful operations.

II. Literature and Framework

1. The Difficulty of Integrating Different Organizations Successfully

To respond to this severe organizational change successfully, strategic change management is necessary (Kotter, 1995). Firstly, this phenomenon can be found in the business field. As mentioned before, the integration of different public organizations is similar to a M&A in the business field. Merger and acquisition cases among private companies are much more numerous than cases of the integration of public agencies. Thus, more various and advanced management approaches have been applied to M&A cases, such as the “plan and prioritize initiatives, roll out synergy identification and implementation processes, coordination across the PMI (post-merger integration), facilitating communication, and identifying and resolving issues” (Strüven et al., 2007). However, the success rates of M&A are less than 50%,

even in the business field (Sher, 2012).

Although many change management tools have been applied to the integration among government organizations, it is also difficult to find successful cases. For example, Meier (1980) empirically shows that major American state government reorganizations from 1965 to 1975 were not successful regarding administrative efficiency. Also, the most reliable assessments of government reorganizations have been pessimistic in many countries (Blenko et al., 2010; Meier, 1980; Thomas, 1993). The Korean government's cases are no exception. The Korean government has tried to apply many management approaches to solve the problems caused by numerous governmental organization integrations (Cho & Hwang, 2008). Nevertheless, the result of these approaches has left much to be desired.

2. The Source of Potential Conflict Level

One notable factor that causes a failure of integration is the potential conflict that is expected to be encountered. Previous literature has considered conflict at an individual level and resistance caused by organizational change (Coch and French, 1948; Bovey et al., 2001; Furst & Cable, 2008; Chnrite & Duxbury, 2018). However, relatively little attention has been paid to how the severity of group dissimilarity impacts on employee attitude to organizational change. Each organization has its unique goal-orientation, vision, cultures, and functions. Therefore, it is reasonable to expect that the potential group conflict caused by the integration is inevitable and its level will vary.

For the example of the private sector, Google merged Nest in 2014 to strengthen a business foundation of the Internet of Things (IoT) with a connection between AI and smart home device. But, it hasn't generated expected profits yet and, at the same time, Google has been struggling with losing talented employees due to the cultural difference under opposite styles of managers; between a collaborative and bottom-up culture which encourages over-communication in the organization and a directive top-down culture (Torrance, 2016; Malik, 2016).

In the same vein, several reports and empirical studies in Korea have been referring to several cases of difficulty in successful administrative reorganization in the public field due to culture or group conflicts inside the organization (Choi, 2001; 2012; Korea Institute of Public Administration, 2016). One example is a case of a merger between the Economic Planning Board and the Ministry of Finance, integrated into the Ministry of Finance and Economy (MOFE). It is known to have group conflict, which employees from different agencies have lower solidarity and show cohesiveness on problem-solving and decision making on the issues. In the end, it failed to monitor financial institutes and set up regulation for checking conglomerate adequately, which in turn provided a part of the reason for the economic crisis (Choi, 2001; Ha, 2017).

Therefore, how can the influence of this conflict between different workgroups in the process of organization integration be explained? The literature on ethnic conflict and assimilation (Montalvo & Reynal-Querol, 2005) provides the persuasive answer with applicable measurements (e.g., Blau index, RQ index, etc.) for this question. If there is one large dominant group, the process of organizational integration is more likely to proceed without any appearance of a severe conflict because small groups are inclined to assimilate, and not resist integration with the larger group. However, if there are two large groups which are of similar workforce size, severe conflict is more likely to come to the surface in the process of integration because both large groups have enough political power and resources to resist the integration believed to be largely driven by the other side. Therefore, as business practitioners argue (O'Reilly, 1998; Pautler, 2003), the integration of equally sized organizations is expected to be more difficult than other types of organization integration.

In this line of thinking, two types of organizational integration among government agencies can be suggested regarding the relative size differences of workforce groups from the integrating organizations: 'integration of equal sized' type and 'integration of unequal sized' type. The possibility of internal conflict and subsequent resistance arising from the organizational changes and integration

reflects the difficulty in having a sense of belonging and oneness as a whole (Van Knippenberg & Schie, 2000). This leads to negative employee identification and acceptance of organizational level goals and values, which hampers individuals' group cohesion and the internalization process of the individuals.

In respect of the interaction effect between integration types and leadership types on organizational commitment, it can be expected that the more severe the conflict between the workgroups is, the less strength there is in employees' identification with and involvement in an organization newly established by integration. Therefore,

H1: Employees in the integration of equal types of organizations are likely to show lower organizational commitment than those in the integration of unequal types.

3. Why is Organizational Commitment Important in Organization Integration?

The failures above demand consideration of which factors make integration so difficult and what the missing link is in the previous explanation. One likely factor is employees' attitude change. To be specific, employees' identity and loyalty to their organization can be influenced by the pressure and stress caused by organization integration. When organizations are integrated the employees do not have a clear sense of how to change their organizational goals and priorities, which results in insecurity. Those uncertainties bring about a resistance to change as well as ambiguity about their roles and identity (Clampitt & Williams, 2007), which in turn influences their commitment to their organization and is directly related to organizational success.

Organizational commitment is one of the appropriate measures that should be checked for successful integration. Firstly, among employee attitudes and outcomes measures, organizational commitment is accepted as having strength in measuring human behavior in the organization (Moon, 2000). Organizational commitment is "the relative strength of an individual's identification with and involvement in a

particular organization” (Porter et al., 1974): (1) a belief in and acceptance of the organization’s goals; (2) a willingness to exert considerable effort on behalf of the organization, (3) a definite desire to maintain organizational membership (O’Reilly & Chatman, 1986; Allen & Meyer, 1990a).

Secondly, without increasing the employee’s commitment, it is almost impossible to achieve the goal which integration initially intended. Mottola et al. (1997) argue that the success of integration is dependent on the organizational commitment of employees. Employees having a higher organizational commitment not only have less stress and more willingness to change during the merger and integration, but also show more effort in communicating and finding a better quality of work and productivity (Nijhof, de Jong & Beukhof, 1998). Similarly, voicing concerns about change reflects employees’ resistance to change and has a high correlation with their commitment to organizational change (Chinite & Duxbury, 2018). All these findings represent the fact that organizational commitment is a key factor, to which the organization and its leadership must pay attention in order to lead a successful integration by minimizing employees’ resistance, conflict, and uncertainty.

4. Which Types of Leadership are More Effective for Organization Integration?

A plethora of studies indicate and have demonstrated that leadership behaviors and roles are tightly connected to employees’ organizational commitment (Lee, 2005). Transformational leadership, relational leadership such as leader-member exchange, participative leadership, leader communication, and leader considerations are those that have been constantly mentioned as the antecedents of organizational commitment in meta-analysis research (Mathieu & Zajac, 1990; Meyer et al., 2002). Some researchers have also paid attention to the effect of leadership roles on organizational commitment in the organizational change situation. Turner Parish et al. (2008) found that employees’ perceived quality of relationship with managers becomes one of the important explanations of employees’ affective, normative, and

continuance commitment by focusing on the role of organizational commitment as the source of organizational learning and performance improvement. Similarly, Sofat et al.'s (2015) study showed the role of leadership as one of the levers leading organizational change and influencing organizational commitment.

A good deal of discussion and research has found that the managerial role is important for an organizational change because manager has a strong influence on shaping employee attitudes towards an organizational change, such as in the case of a merger (Covin et al., 1997). Many studies have conducted empirical tests to discover the most effective leadership style to manage employees and change their resistance and cynical attitudes toward organizational change, such as transactional and transformational leadership (Bass, 1985; Beatty & Lee, 1992; Bommer et al., 2005; Pawar & Eastman, 1997), relational leadership (Furst & Cable, 2008), and attribute leadership (Conger & Kanungo, 1987).

Furthermore, besides managerial reasons, the initiative of government agency integration following an administration change tends to often reflect the political intention and ideological orientation of the president rather than other circumstances for the following government operation (Kaufman, 1987; March & Olsen, 1983; Miles, 1977). In the Korean case, these types of initiatives in government transition are driven by the decisions of the transition committee and follow political compromise in legislation rather than the consensus and participation of public employees in the agencies (Ha, 2017; Min, 2008; Park, 2011b). Often, those plans are made with a focus on a presidential election pledge without a deep consideration or a precise diagnosis of the function and tasks of the agencies. Change is also rapid and large-scale.

From the belief in "a strong model of overhead democracy" (Van Wart, 2003), some noted that leaders in a public organization have a relatively limited role of power and strategic discretion, as leaders are guided by the powerful forces beyond their control (Kaufman, 1981; Terry, 1995). The topic of administrative leadership draws relatively little attention from the main leadership literature in the public sector compared to its prominent role contributing to the organization and its

employees (Terry, 1995; Van Wart, 2003). However, the more often integrations of government agencies have taken place due to the political intentions of the government's transition, the more the administrative leadership becomes important, especially at the post-integration stage, to deal with the negative side effects triggered by governmental reorganizations with a lack of managerial reasoning.

Furthermore, few previous studies have considered comprehensive models with multifaceted leadership styles in the organizational change context, especially for cases of government reorganization. It is probable that, under rapid and massive organizational change, the leadership roles that would be effective and desirable at specific stages and processes of organizational change would be mixed and necessary, even in an integrated organization. This study examines how diverse leadership roles within a comprehensive leadership model exert different influences on organizational commitment in various integration contexts.

5. Framework and Hypotheses

The CVF was originally designed to provide comprehensive considerations based on cognitive complexity rather than dichotomous approaches among bipolar categories such as transactional or transformational leadership (Denison et al., 1995). With the usefulness of a leadership inventory in a CVF considering diverse situational contingencies, the distinction between leadership roles in a CVF is supported (Hooijberg, 1996). It appears to be suitable to test the impact of leadership in the process of organizational integration situations such as M&A and administrative reorganization (Cameron, Quinn, DeGraff & Thakor, 2006; Densten, 2008)¹⁾.

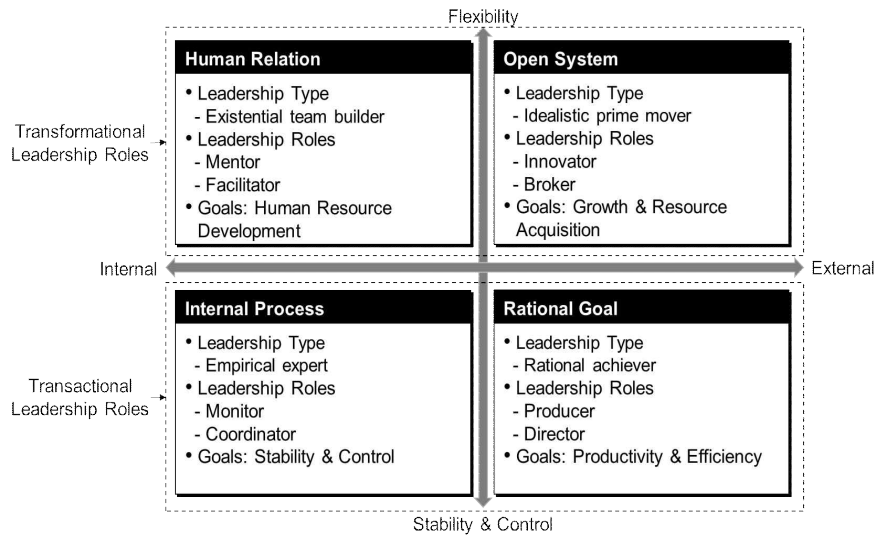
1) Iain Densten's (2008) approach suggests that each leadership role in a CVF is meaningful in the different stages of an integration process. He matches leadership roles of each quadrant with four different stages of the integration process: sparking (initiation process) with idealistic prime mover (innovator and broker), igniting (legitimization process) with rational achiever (producer and director), forging (clarification and control process) with empirical expert (monitor and coordinator), and energizing (after shock process) with existential team builder (mentor and facilitator). Densten's approach implies that there is a moment

As a suitable framework to apply a context of administrative reorganization in this study and to identify the successful leadership types to motivate organizational commitment, a more comprehensive approach encompassing diverse leadership types is required. In this regard, the CVF is well known for its wide applicability as a comprehensive diagnostic and development tool for organizational culture, leadership, and human resource management considering multiple and contradicting conditions in the organization (Cameron et al., 2006; Belasen & Frank, 2008; Quinn & Rohrbaugh, 1983). Quinn and McGrath (1985) suggested four types of leadership: an existential team builder, an idealistic prime mover, a rational achiever, and an empirical expert. Furthermore, Quinn (1988) expanded these four types of leadership to eight leadership roles based on the CVF of organizational effectiveness established by Quinn and Rohrbaugh (1983). These eight roles were defined based on the two underlying dimensions of flexibility versus stability and external versus internal focus: facilitator, mentor, innovator, broker, producer, director, coordinator, and monitor (See Figure 1).

More specifically, the facilitator and mentor roles are the main roles of an existential team builder who focuses on teamwork, seeking consensus, and the individual needs of members, etc. In the idealistic prime mover type of leadership, innovation and creativity are important values. Therefore, the innovator and broker roles of a leader are emphasized as the core values of an idealistic prime mover. As a rational achiever, the important roles of a leader are those of a producer and director because this type of leadership concentrates on the maximization of current performance. Lastly, the leader's roles as coordinator and monitor are important in the empirical expert type of leadership because this leadership style stresses the stability of an organization and the maintenance of the status quo based on the experiences of the past.

that each leadership role becomes crucial in the process of integration.

Figure 1. Competing Values Leadership Roles



Data: Reproduced from Quinn (1988)

In the context of organizational change, especially for administrative reorganization driven by external political needs rather than internal managerial needs with rapid transformational change, a particular leadership type in the four dimensions in a CVF may be differently related to organizational commitment as the process of internalization and the individuals' attachment to the organization. This study argues that the potential conflict caused by different sizes of groups may have a distinctive difference impact on the relationship between leadership type and commitment.

1) Existential team builder leadership type

The leadership roles required by this dimension are facilitator and mentor. Firstly, leaders need to strive to build a team and develop group cohesion and social capital by intervening in interpersonal and group conflict as a facilitator. Also, leaders are required to perform a role of mentor as they support and encourage employees to develop competencies and help with their training. These leadership

roles are known to directly influence individual employees' development of commitment and human resources (Quinn, 1988). These characteristics of the existential team builder make this leadership style useful to energize the organization from the employees' shock of the integration (Densten, 2008). From this perspective, it is easy to see that an existential team builder leadership type will positively increase individual employee's organizational commitment in general.

In an organizational change context, employees' perception of a leader's support and efforts to build trust, and to communicate with them as a mentor and facilitator, can be key factors determining positive employees' attitude and further performance. By using communicative strategies, the leader will constructively resolve the conflict and develop a common identity and oneness despite the difference between integration types (Darling & Walker, 2001; Ayoko, Hartel & Callan, 2002).

H2: An existential team builder leadership type (facilitator and mentor) is positively related to employees' organizational commitment in the process of integrating different organizations.

Given the dearth of empirical studies, it is not easy to properly test whether the severity of the potential group conflict makes a difference to organizational commitment interacting with leadership types. Compared to studies considering individual resistance to change, the impact of group conflict caused by different integration types interacting has been underestimated so far. Even though the direction of the relationship between existential team builder leadership type and organizational commitment is expected to be positive regardless of integration type, the strength of relationship between existential team builder type of leadership and organization commitment is expected to show significant difference according to the interaction with integration types.

H2-1: The relationship between existential team builder leadership type and organizational commitment in integrations of equal context has a significant difference to that in integrations of unequal context.

2) Idealistic prime mover leadership type

When considering the massive and rapid change processes of reorganization, it seems that an idealistic prime mover type of open system may be well suited to explain government integration (Cameron et al., 2006). The leadership type in this quadrant is good for adjusting to change, as it performs the roles of broker and innovator. Effective leaders in this dimension develop strategic directions and improvement by suggesting a clear vision and having a good sense of flexibility and agility. Also, they seek ways to secure external legitimacy and resources for the organization. Those features of leadership roles seem to be effective when they are prepared at the beginning of changes (Densten, 2008). Therefore, idealistic prime mover leadership is expected to have a positive relationship with organizational commitment.

However, in the context of the situation immediately after the different organizations have integrated into one, this leadership role can be accepted differently by employees. In many ways, innovative behavior is generally accepted as a positive source of organizational effectiveness. But, as the leadership type is located on the opposite side of the internal control model, the leadership roles of an idealistic prime mover may not be able to control employees sufficiently to increase their internalization and attachment to the organization. Rather, as the potential conflict level is higher (integration of equal type), leaders' innovative behavior may increase the resistance of employees due to feelings of insecurity and uncertainty (Argyris, 1957; Janssen, 2003; Jones, 2013). Therefore, the hypotheses related to an idealistic prime mover type of leadership role can each be established depending on the type of organizational integration:

H3-A: In an integration of equal context, an idealistic prime mover leadership type (innovator and broker) is negatively related to employees' organizational commitment in the process of integrating different organizations.

H3-B :In an integration of unequal context, an idealistic prime mover leadership type (innovator and broker) is positively related to employees' organizational commitment in the process of integrating different organizations.

Furthermore, the expected directions of relationship between an ideal prime mover leadership type and organizational commitment in an integration of equal types of organization is the opposite to the unequal. Therefore, it can be expected that the relationship between an ideal prime mover leadership type and organization commitment will show significant difference according to the interaction with integration types.

H3-1: The relationship between idealistic prime mover leadership type and organizational commitment in an integration of equal context has a significant difference to that in an integration of unequal context.

3) Rational achiever leadership type

The leaders in this dimension stress the goal setting and effectiveness of the organization as a director and producer. They are required to clarify goal-related expectations by the following: "defines problems, selects alternative, establishes objective, defines roles and tasks, generates rules and policies, evaluates performance, and gives instructions" (Quinn, 1983). Also, the producers are task oriented and encourage employees to have accountability and meet high levels of productivity. These goal clarification attributes of leadership roles seem to be tied to employees' organizational commitment (Allen & Meyer, 1990).

As leaders foster a productive work environment by planning and setting goals, in the administrative reorganization context, the leadership approach is expected to be positively associated with employees' organizational commitment regardless of integrations having different group conflict situations. Previous discussion on goal setting theory maintains that clearer and stretching goal setting leads employees to have affective responses and achieve better performance (Locke & Latham, 2002; Latham, 2004). Also, creating performance expectations is expected to encourage a unified group culture (Earley & Mosakowski, 2000). With the interaction with integration types, the higher employees' perception of rational achiever leadership in the organization will be constantly connected to higher organizational

commitment. Therefore, the rational achiever leadership type is expected to have a positive relationship with organizational commitment in general.

H4: A rational achiever leadership type (producer and director) is positively related to employees' organizational commitment in the process of integrating different organizations.

However, a significant difference would be found in the level of employees' organizational commitment according to the potential group conflict difference caused by the integration type, even though the direction of the relationship between rational achiever leadership type and organizational commitment is expected to be commonly positive.

H4-1: The relationship between rational achiever leadership type and organizational commitment in an integration of equal context has a significant difference to that in an integration of unequal context.

4) Empirical expert leadership type

By performing the roles of a coordinator and monitor, the empirical expert leadership type in the internal process model pursues stability and control. The coordinator role is expected to "maintain the structure and flow of the work" by minimizing potential disruptions in the process. The monitor role is required to know what happens in the organization by tracking detailed information and performing rational analysis. The leadership of internal process helps to stabilize the disordered situation after the integration. Thus, it is generally expected that the empirical expert leadership type is likely to have a positive relationship with organizational commitment.

It is not only effective communication, but also leadership roles that establish rules for interpersonal and task-related interaction that are known to help unify organizations (Earley & Mosakowski, 2000). Leadership roles emphasizing a logical and systematic approach to analyze work is also described as an effective conflict

management strategy (Darling & Walker, 2001). In particular, in the context immediately after an integration has occurred, employees' perception of leaders coordinating the work and analyzing the work process and performance by monitoring based on official authority and hierarchy will help them to have a sense that their organization has become systematized and stabilized from the potential confusion and uncertainty caused by the integration (Densten, 2008). Regardless of the integration types, an empirical achiever leadership type will have a positive relationship with organizational commitment.

H5: An empirical achiever leadership type (coordinator and monitor) is positively related to employees' organizational commitment in the process of integrating different organizations.

However, a significant difference would be expected in the level of employees' organizational commitment according to the potential group conflict difference caused by the integration type, even though the direction of the relationship between rational achiever leadership type and organizational commitment is expected to be commonly positive.

H5-1: The relationship between empirical achiever leadership type and organizational commitment in an integration of equal context has a significant difference to that in an integration of unequal context.

III. Data and Methods

1. General Information about the Survey Population

To investigate the relationship between effective leadership types and organizational commitment following the integration of Korean central government organizations, data from the on-line survey conducted by the Ministry of Public Administration and Security at the beginning of the former Korean president Lee

Myung-Bak's administration between April and June in 2008 was used for this paper. This survey covered the whole population of the newly integrated twelve Korean central ministries. Total respondents numbered 3,854 and the response rate was 35.2%. This survey data provided a meaningful study of various aspects of governmental reorganization activities because its scale was much larger than other Korean administration's governmental reorganizations in recent history²⁾. Since the establishment of government in 1948, a total of 61 administrative reorganizations have been performed. Since the democratic government came to power in 1992, there have been 12 reorganizations which have brought changes in more than three or four departments (National Assembly Research Service, 2017). Among them, the case of administrative reorganization in the government transition for President Lee's administration was the latest initiative which showed tremendous integration between agencies with the purpose of shrinking the government.

Table 1 shows how the actual workforce of previous agencies moved into new ones. Korean central government organizations were reduced from 18 ministries, 4 departments, and 18 offices to 15 ministries, 2 departments, and 18 offices by undertaking organizational integration among different governmental organizations. In the process of downsizing the government, 12 brand-new organizations were created by integrating previously different organizations.³⁾

2) There have been three big administrative reorganization initiatives in Korea's history; (1) When the military government changed to a democratic government in 1992, (2) When the opposition party took power for the first time after 36 years in 1998, and (3) When the other opposition party won the election in 2008 (Ha, 2017).

3) Ministry of Land, Transport and Maritime Affairs, Ministry of Education, Science and Technology, Ministry of Strategy and Finance, Ministry of Culture, Sports and Tourism, Ministry for Health, Welfare and Family Affairs, Ministry of Security and Public Administration, Ministry for Food, Agriculture, Forestry and Fisheries, Korea Communications Commission, Anti-Corruption and Civil Rights Commission, Prime Minister's Office, and Financial Services Commission.

Table. 1 The List of Integrated Ministries

Department Name	Integrated former departments	Proportion of workforce (%)
Ministry of Land, Transport and Maritime Affairs	Ministry of Construction and Transportation	69.8
	Ministry of Maritime Affairs and Fisheries	28.6
	Ministry of Government Administration and Home Affairs	2.1
Ministry of Education, Science and Technology	Ministry of Education and Human Resource Development	57.4
	Ministry of Science and Technology	41.8
	Ministry of Commerce, Industry and Energy	0.8
Ministry of Strategy and Finance	Ministry of Finance and Economy	52.0
	Ministry of Planning and Budget	41.0
	Office for Government Policy Coordination	5.0
	Ministry of Science and Technology	2.0
Ministry of Culture, Sports and Tourism	Ministry of Culture and Sports	79.1
	Government Information Agency	19.5
	Ministry of Information and Communication	1.4
Ministry for Health, Welfare and Family Affairs	Ministry of Health and Social Affairs	74.30
	National Youth Commission	15.74
	Ministry of Gender Equality and Family	6.36
	Ministry of Planning and Budget	3.59
Ministry of Security and Public Administration	Ministry of Government Administration and Home Affairs	78.0
	Civil Service Commission	14.0
	Ministry of Information and Communication	11.0
	Emergency Planning Commission	2.0
Ministry for Food, Agriculture, Forestry and Fisheries	Ministry of Agriculture and Forestry	73.8
	Ministry of Maritime Affairs and Fisheries	26.2
Korea Communications Commission	Ministry of Information and Communication	71.0
	Korea Broadcasting Commission	29.0
Ministry of Knowledge Economy	Ministry of Commerce, Industry and Energy	87.2
	Ministry of Information and Communication	7.7
	Ministry of Finance and Economy	3.2
	Ministry of Science and Technology	1.9
Anti-Corruption and Civil Rights Commission	Korea Independent Commission Against Corruption	38.0
	Ombudsman of Korea	50.0
	Administrative Appeals Commission	12.0
Prime Minister's Office	Office for Government Policy Coordination	54.0
	Ministry of Finance and Economy	26.0
	Ministry of Government Administration and Home Affairs	
	Prime Minister's Secretariat	20.0
Financial Services Commission	Ministry of Finance and Economy	64.0
	Financial Supervisory Commission	36.0

In this study, the data from nine government organizations was used, and the number of respondents was reduced to 2,670, due to missing survey questions for

three ministries (Anti-Corruption and Civil Rights Commission, Prime Minister's Office, and Financial Services Commission). Among the overall sample, the proportion of men and women is 75.6% (2019) and 24.4% (651) respectively. It seems that the gender ratio well represents actual gender ratio of the central government at the time.⁴⁾ The position distribution of the sample can be classified with 5 categories: 1) above grade 3=1.6% (43), 2) grade 4=7.9% (212), 3) grade 5= 29.7% (792), 4) grade 6 = 33.7% (899), and 5) below grade 7=27.1% (724). Lastly, tenure information of the sample is described below: 1) 1-5 years = 20.6% (551), 2) 6-10 years=14% (375), 3) 11-15 years=20.4% (545), 4) 16-20 years = 20.1% (537), 5) above 20 years = 24.8% (662).

2. Measurement

1) Organizational Commitment

The organizational commitment of employees in newly integrated Korean government organizations was measured by using three different questions reflecting: 1) a sense of pride as an organization member, 2) a sense of belonging, and 3) a sense of continuance based on the measurement of the following statements from Mowday, Steers and Porter (1979) and Allen and Meyer (1990b): 1) I am proud to tell others that I am part of the organization; 2) I feel a sense of belonging to my organization; 3) I want to continue to work for my organization as long as possible. The overall score of each employee's organizational commitment was calculated by the average score given for each question based on a 5-point Likert-type scale (where 1 = strongly disagree and 5 = strongly agree). Principal factors (PF) with orthogonal varimax were conducted for the variable. Cronbach's alpha of these items was .863.

4) Based on the result of government employee census of 2008, female public employees consist of 28.7% of overall employees.

2) Leadership Types

Four different leadership types were measured by four individual questions. Each question was based on the eight leadership roles suggested by Quinn (1988) because two of these eight leadership roles are grouped within each of the four leadership types. More specifically, the question for facilitator and mentor as a main managerial role was used to measure the existential team builder type of leadership; innovator and broker for the idealistic prime mover type of leadership; producer and director for the rational achiever type of leadership, and coordinator and monitor for the empirical expert type of leadership. In this survey, a 7-point scale was adopted to measure each type of leadership (where 1 = strongly disagree and 7 = strongly agree). For the detailed questions, please see appendix 1.

3) Integration Types

To classify nine newly-integrated governmental organizations according to the types of integrations, fractionalization (Blau index) and polarization (RQ index)⁵⁾ indices were used as the main criteria because a struggle similar to 'ethnic conflict' may arise during the organizational integration (Smeets et al., 2016).

Fractionalization or Blau's index (Blau, 1977; Easterly & Levine, 1997) is most commonly used in the organizational literature for measuring categorical diversity, which was proposed by Simpson (1949) and has also been known by other names such as the Herfindahl-Hirschman index. Blau's index can be understood as the

5) The formulas for the Blau's and RQ index are:

$$\text{Blau's Index} = 1 - \sum_{i=1}^k p_i^2 \text{ ----- (1) and}$$

$$\text{RQ Index} = 1 - \sum_{i=1}^k \left[\frac{1/2 - p_i}{1/2} \right]^2 p_i \text{ ----- (2),}$$

where p_i is the proportion of members within a work group that belong to the same former organization i , and k is the number of work groups in the newly-integrated ministry. Blau's index and RQ index are not always positively correlated because the highest risk of severe violence in the process of organization integration is not associated with the high or low level of work group diversity (Horowitz, 1985). Rather, there is less conflict in highly heterogeneous and highly homogeneous organizations.

inverse of the probability of any two members in a newly-integrated organization being from the same former organization in the context of organization integration, and its theoretical range is between 0 and 1, where 0 indicates no diversity. For less diverse groups, Blau's index would be smaller; for more diverse groups, it would be larger.

While the probabilities of two individuals belonging to different former groups are not weighted by the relative size of each group in Blau's index, polarization (RQ index) puts more weight on large groups because they have more incentives and resources than small groups to engage in conflict for taking the initiative of organization integration (Montalvo & Reynal-Querol, 2005; Reynal-Querol, 2002). According to Horowitz (1985), the sufficient condition for severe ethnic conflict is the existence of a large ethnic minority which is not divided into many different groups. The RQ index is based on the idea that the worst possible case in ethnic conflict is that a large ethnic minority faces an ethnic majority. Thus, the RQ index could be a more precise measurement for the strength of conflict with work groups from different former organizations. The index is close to the maximum when both a majority and a large minority group in a newly integrated organization are close to 50 percent of the total workforce, simultaneously.

In our case, these two indices provide convincing explanations of the classification criteria for organization integration types: integration of unequal type and integration of equal type. Table 2 reports the Blau's index and RQ index scores of newly integrated Korean government ministries. Based on these results, only two ministries (Ministry of Education and Science and Ministry of Strategy and Finance) are classified as cases of 'integration of equals' with severe conflict among nine newly-integrated governments. More specifically, the Blau's indices of the Ministry of Education and Science and Ministry of Strategy and Finance are .496 and .551, respectively. These scores mean that the probability of any two members coming from the same former ministry is close to .50. In other words, most of the workforce is composed of a majority group and a large minority group of similar size in these ministries. Therefore, it is easy to understand why the RQ indices of these two

ministries are much higher than the others; the RQ indices of these two ministries are .968 and .929, respectively. This is close to the worst possible case that Horowitz (1985) expects regarding workgroup conflict in an organization.

Table 2. Result of Blau’s index and RQ index

Name of Government Organization	Blau's Index	RQ Index
Ministry of Education, Science and Technology	0.496	0.968
Ministry of Strategy and Finance	0.551	0.929
Ministry of Land, Transport and Maritime Affairs	0.438	0.825
Korea Communications Commission	0.412	0.824
Ministry for Food, Agriculture, Forestry and Fisheries	0.387	0.774
Ministry of Security and Public Administration	0.446	0.696
Ministry for Health, Welfare and Family Affairs	0.418	0.671
Ministry of Culture, Sports and Tourism	0.337	0.647
Ministry of Knowledge Economy	0.231	0.415

Thus, a one for the dummy variable related to integration types was assigned to the Ministry of Education and Science and Ministry of Strategy and Finance as the cases of ‘integration of equal type’ and a zero to the other ministries as cases of ‘integration of unequal type

IV. Data Analysis and Findings

To investigate the relationship between Table 3 and Table 4 report summary statistics for the dependent, independent, and control variables and bivariate correlations between variables.

Table 3. Summary Statistics.

Variables		Mean	Std. Dev.	Min	Max
Organizational Commitment		0	0.91	-2.78	1.65
Leadership Type	Existential team builder (Lead1)	4.53	1.34	1	7
	Idealistic prime mover (Lead2)	4.50	1.33	1	7
	Rational achiever (Lead3)	4.80	1.28	1	7
	Empirical expert (Lead4)	4.67	1.31	1	7
Integration Type	Integration of Equals (=1)	0.22	0.42	0	1
	Integration of Unequals (=0)	0.78	0.42	0	1
Female		0.24	0.43	0	1
Position Rank		2.23	0.99	1	5
Tenure		3.14	1.46	1	5

Table 4. Bivariate Correlations

	1	2	3	4	5	6	7	8
1.Organizational Commitment								
2.Existential team builder (Lead1)	0.37***							
3.Idealistic prime mover (Lead2)	0.34***	0.70***						
4.Rational achiever (Lead3)	0.33***	0.58***	0.67***					
5.Empirical expert (Lead4)	0.35***	0.74**	0.69***	0.65***				
6.Integration type	-0.16***	-0.01	-0.05**	-0.06**	-0.01			
7.Female	-0.07***	-0.08***	-0.05**	-0.04*	-0.10***	0.11***		
8.Position	-0.01	0.09***	0.07***	0.07***	0.13***	0.05**	0.31***	
9.Tenure	0.07***	0.05**	0.08***	0.07***	0.07***	-0.18***	-0.24***	0.30***

* p < .05. **p < .01. ***p < .001

To test our hypotheses more precisely, this paper conducted a series of multiple regression analyses based on three equation models: overall, integration of equal type, and integration of unequal type.⁶⁾ In the first overall model, four different leadership types and the integration were included as major explanatory variables

6) For the model specification, variance inflation factor (VIF) were calculated for each integration of unequal type model and integration of equal type model because some of the correlation values were high. The result shows that the mean VIF value was 1.98 and 1.88, which are not over 2.00, thus representing that probably there is no multicollinearity issue. Robust standard error was applied to prevent the violation of the homoscedasticity assumption.

for estimating the influence of each leadership type and integration type on organizational commitment in newly integrated Korean government organizations. The results of the first model are reported in Table 5 in column 1.

Table 5. Regression Results

Organizational commitment	Overall sample (Model 1)	Integration of Unequal Type (Model 2)	Integration of Equal Type (Model 3)
Existential team builder (Lead1)	0.1153*** (0.0345)	0.1149*** (0.0251)	0.1744*** (0.0341)
Idealistic prime mover (Lead2)	0.0924*** (0.0316)	0.0915*** (0.0261)	-0.0772** (0.0317)
Rational achiever (Lead3)	0.0570*** (0.0331)	0.0567** (0.0237)	0.1055*** (0.0332)
Empirical expert (Lead4)	0.0539*** (0.0352)	0.0577** (0.0264)	0.1248*** (0.0345)
Integration Type (dummy =1)	-0.2797*** (0.0358)		
Lead1 X Integration type	0.0644 (0.0426)		
Lead2 X Integration type	-0.1763*** (0.0409)		
Lead3 X Integration type	0.0571 (0.0407)		
Lead4 X Integration type	0.0652 (0.0438)		
Female	-0.0827** (0.0399)	-0.1062** (0.0493)	0.0085 (0.0646)
Position	-0.0557*** (0.0168)	-0.0885*** (0.0195)	0.0548* (0.0319)
Tenure	0.0147 (0.0117)	0.0211 (0.0137)	-0.0055 (0.0216)
Constant	0.1583*** (.0579)	0.2149*** (0.0635)	-0.3563*** (0.0933)
N	2670	2070	600
R2	0.195	0.166	0.243

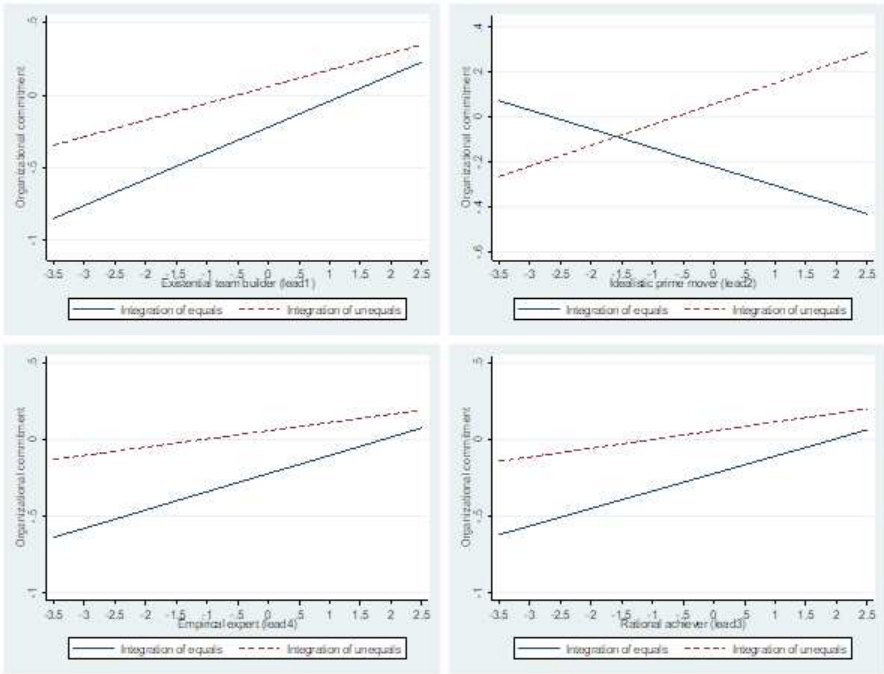
a) Variable lead1, lead2, lead3, and lead4 were centered at the mean in the regression for identifying marginal effect.

b) Standard errors in parentheses

* $p < 0.05$, ** $p < 0.01$, *** $p < 0.001$

Regarding hypotheses 1 and 5, this study investigated the change of the influence of each leadership type on an employee's organizational commitment under different situations depending on integration types based on two additional separated models. The results of the second and third model are displayed in Table 5 in columns 2 and 3. For more detail, see Figure 2 showing the predicted line for each leadership type with the marginal effect of integration type on organizational commitment in the case of idealistic prime mover leadership, respectively.

Figure 2. Moderating effect of integration type between leadership types and organizational commitment



Firstly, the result of the series of regressions showed that the impact of leadership types in the CVF model on employees' organizational commitment is straightforward and the relationships between them are statistically significant throughout the models, which supports the main hypotheses 2, 3a, 3b, 4, and 5. To

be specific, existential team builder, rational achiever, and empirical expert leadership types show similar trends. They are positively associated with employees' organizational commitment regardless of integration types, which supports the hypotheses 2, 4, and 5.

However, in the case of the idealistic prime mover leadership type, as expected in the hypotheses 3a and 3b, this is positively related with organizational commitment in the integration of unequal context, whereas it shows an opposite negative direction in the integration of equal context. The idealistic prime mover leadership in each integration type reports different direction of slopes, and 'integration of equal type' shows a negative relationship with organizational commitment. In other words, the managerial roles as an innovator and broker are not helpful in integrating different former organizations which have almost the same size of workforce.

The coefficient of the existential team builder leadership (as a facilitator and mentor) is relatively higher than any other type of leadership. This pattern is shown across all our models. Therefore, the managerial role as a facilitator and mentor could be more effective in increasing employees' organizational commitment or more important than the others in the situation of organization integration.

The result of the overall model shows that integration type makes a significant difference to organizational commitment. It supports that employees in the integrated organization between similar size agencies show significantly lower organizational commitment than the organization between different size agencies, which supports hypothesis 1. The result implies that employee's organizational commitment can be negatively influenced by the context where higher group conflict is expected. More specifically, when it interacts with leadership types in the CVF, only the relationship between idealistic prime mover leadership type and organizational commitment is significantly influenced by the types of integration. Therefore, only hypothesis 3-1 is supported by our results among the last sub-hypothesis for each leadership type. Figure 2 displays the predicted lines showing the moderating effect of integration types on the relationship between each

leadership type and organizational commitment based on models 2 and 3. This identifies that the organizational commitment gap between integration types decreases as employees responded that the leaders in their organization had higher existential team builder, rational achiever, and empirical expert leadership types.

On the contrary, the idealistic prime mover type leadership shows a different trend. After an initial decrease, the difference of organizational commitment depending on integration type starts to increase as employees had a higher perception that their leaders had an idealistic prime mover type leadership above the point of intersections between the predicted lines. This represents the opposite direction of influence of the ideal prime mover type leadership depending on integration type and this leadership style is not effective for increasing employees' organizational commitment in the integration of equals context.

V. Discussion and Conclusion

This paper aimed to investigate what types of leadership would be effective for successful organization integration in the process of administrative reorganization, especially under a rapid and massive integration. Our results consistently show that all leadership types and integration types were significantly associated with organizational commitment in newly integrated organizations. In particular, this study identifies that the idealistic prime mover leadership type, as an innovator and broker, can rather hamper increasing employees' organizational commitment when a greater possibility of internal conflicts are expected between integrating agencies.

Overall, the consideration of integration type is a matter for successful governmental reorganization. This is one of the few studies that has sought ways to measure organization integration type by considering the concept of group conflict. By considering potential conflict from the integration between different numbers and sizes of groups, this study identified not only the difference in organizational commitment caused by different severities of group conflict, but also different

patterns of commitment difference in the interaction with diverse leadership styles. Therefore, one of the contributions of this study is to show that the integration type could be one of the critical factors affecting an employee's organizational commitment at the post-integration stage. Our result confirms the practitioner's argument that the integration of equal types is more difficult than other cases because of the severe conflict between different workgroups (O'Reilly, 1998; Pautler, 2003).

In the rapid reorganization process of government integration, as the given period of time for preparing an integration will be short, some tasks may need to be finished for each preparatory stage before the integration is completed, but the organization members may still struggle with these even after the integration process is complete, such as generating and articulating visions and values, evaluating ideas, operationalizing directions, and tailoring work routines. When the administrative reorganization is decided and driven by political reasons and not by managerial need, and when the legitimization of reorganization comes from political compromise rather than employee consensus, this tendency can be more evident. This was partly identified from the glimpse of that fact, as all the leadership types were statistically significant.

Consequently, among the diverse theoretical discussions on the CVF leadership roles in organizational change, Densten's (2008) approach, which suggests that each leadership role in a CVF is meaningful but at different stages of the integration process, seems to be well supported by the results of this study. With the result that all leadership types are statistically significant, it is easy to conclude that just one particular type of leadership cannot be the ultimate solution for dealing with the turmoil emerging from governmental reorganizations. However, considering that the survey was conducted after the integration, the relatively stronger influence of the role of existential team builder is quite reasonable. The result supports what Densten (2008) noted well: the role of trust building and emotional support of leaders will be prominent to recover from the shock of integration.

The integration type difference, in particular, becomes larger as employees

perceive the higher idealistic prime mover type of leadership and, furthermore, the results showed that this leadership type negatively impacts on organizational commitment. This is even more interesting given Cameron et al.'s (2006) argument about the importance of innovative and ideal types of leadership in rapid and transformational organizational change. However, more leadership roles for internal focus or stability of the structure are needed for the integration of equal types of organization than in other cases because the securing of internal stability is the most urgent and important task in this type of organization integration. Thus, leadership roles in the open systems' quadrant for external focus and flexibility of the structure are not likely to be effective in this situation. Therefore, it is difficult to prescribe what type of leadership role is effective invariably across all integration cases without consideration of the specific situation facing the newly integrated organization.

There are some limitations to this paper. Besides integration types based on the workforce size from different former organizations, culture and organization members' previous experience of organization integration could also be an important factor which can affect their organizational commitment in the process of integration. Therefore, if these kinds of deficiencies can be addressed in future research, then more complete knowledge and a clearer picture regarding the most effective type of leadership role to utilize in the process of organization integration can be gained.

Denison and Spreitzer (1991) argue that an organization is likely to become dysfunctional if managers play a certain type of leadership role extensively to the neglect of other roles. In other words, just one type of leadership **cannot** be an effective solution to any problem in an organization, even in the case of organization integration. Also, as contingency and situational leadership theories argue, the effectiveness of certain types of leadership is highly dependent on the internal and external situations facing an organization (Ayman, 2004). The major contribution of this study is to provide empirical evidence about these theoretical arguments by analyzing the case of Korean government reorganization.

Furthermore, this paper can provide useful insight for practitioners, especially for managers who must deal with the turmoil, uncertainty, and distress caused by organizational integration.

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□ Appendix: Survey Questions

Dependent variable:

Organizational Commitment (Cronbach's Alpha: .863)

I am proud to tell others that I am part of the organization;

I feel a sense of belonging to my organization;

I want to continue to work for my organization as long as possible.

Independent variables: 7)

1. Existential team builder

The main managerial role of our leader is the one as a facilitator or mentor

2. Idealistic prime mover

The main managerial role of our leader is the one as an innovator or broker

3. Empirical expert

The main managerial role of our leader is the one as a producer or director

4. Rational achiever

The main managerial role of our leader is the one as a coordinator or monitor

Control variables

1. Gender: What is your gender?

1) Male 2) Female

2. Position: What is your current position?

1) Senior executive 2) Director 3) Deputy director 4) Official 5) Assistant official

3. Tenure: How many years have you worked as a public official?

1) 1~5 years 2) 6~10 years 3) 11~15 years 4) 16~20 years 5) more than 20 years

7) All items in dependent variable measured based on 7 Likert Scales: (1) Strongly disagree (2) Disagree (3) Somewhat disagree (4) Neutral (5) Somewhat agree (6) Agree (7) Strongly agree