

## FROM BUREAUCRACY TO MERITOCRACY AND CUSTOMER FOCUS: A GEORGIA STATE AGENCY REINVENTS ITSELF

*The five-year history of Georgia's Office of State Administrative Hearings (OSAH) had been marked with rampant internal strife, inefficient work practices, customer dissatisfaction, and frequent changes in top leadership. With the Malcolm Baldrige criteria for performance excellence as a model, the new chief judge worked with a transition team to sow a new culture of mutual respect, teamwork, high performance, and customer service. Concurrently, the agency implemented a range of structural, systems, and process changes to support the new culture and a strong customer focus. These changes produced rapid and sustained improvements in performance and have made OSAH a public-sector success story.* © 2004 Wiley Periodicals, Inc.

**John Vinyard**

Prior to 1995, individuals or groups could contest the actions of any Georgia state agency through an appeals process managed by the agency that had originated the action. Since an agency had a vested interest in the outcome of challenges to its own actions, the decisions that resulted from the review process were often perceived to be biased in favor of the agency. To imbue the administrative appeal process with impartiality and integrity, the Georgia legislature created the Office of State Administrative Hearings, an independent agency, in 1995 to conduct these reviews.

Existing appeals workgroups from other state agencies were pulled into OSAH to form the new organization. Each brought along its own work processes and culture, and the transferred em-

ployees continued to perform their jobs as they had in their former agencies. Thus, the agency commenced operations as a fragmented collection of its constituent workgroups, with no cohesive culture and no consistency in the way work was planned or completed. The unrelenting pace of incoming case referrals further taxed the new organization, which was already riddled with inefficiencies and duplicated efforts:

- Without a centralized method of case intake, numerous individuals received cases on behalf of the new agency.
- Employees were assigned only those cases with which they had familiarity from their previous government employment.

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- Each case was processed and accounted for in the idiosyncratic manner of the particular workgroup handling it.
- There was no central repository for case files, no central directory for the cases, and no system for tracking the progress of a case through the administrative appeal process.

The organization's culture was as splintered as its work processes, and this gave rise to an environment that placed too little emphasis on either respect for coworkers or attention to customer needs. The environment—characterized by disagreement, little tolerance for different points of view, verbal attacks, emotional outbursts, disparaging language, and personal diatribe—was, in short, toxic.

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Some changes and improvements to the agency's processes and procedures were implemented during the early years of its existence, but frequent turnover in the agency's top job—four chief judges in four years—complicated the problem. Each successive leader attempted different approaches to managing the agency and its pressing problems, and the organization would achieve only minimal success in performance management and culture building before a new chief judge took the helm.

Performance continued to suffer, and the agency developed a reputation for delay. Delay is an expected corollary of an overloaded judicial docket. Many litigants waited for a hearing and then had to wait another year or more after their hearing for the issuance of a written decision. Delay in the resolution of an administrative appeal, however, is almost always perceived to be the result of government inefficiency and a lack of customer focus. At OSAH, decisions in more than 25 percent of the agency's workload were grossly delinquent.

Five years following its innovative creation, the agency had not achieved its promised objectives. Poor performance was the expectation, and

the agency's customers (typically other state agencies and Georgia citizens) as well as its employees were frustrated with internal conditions and the organization's poor reputation throughout state government. Change was critical to survival; without it, the agency could be at risk of legislative dismantlement if enough disgruntled customers voiced their dissatisfaction to their legislative representatives.

## PLANNING FOR CHANGE

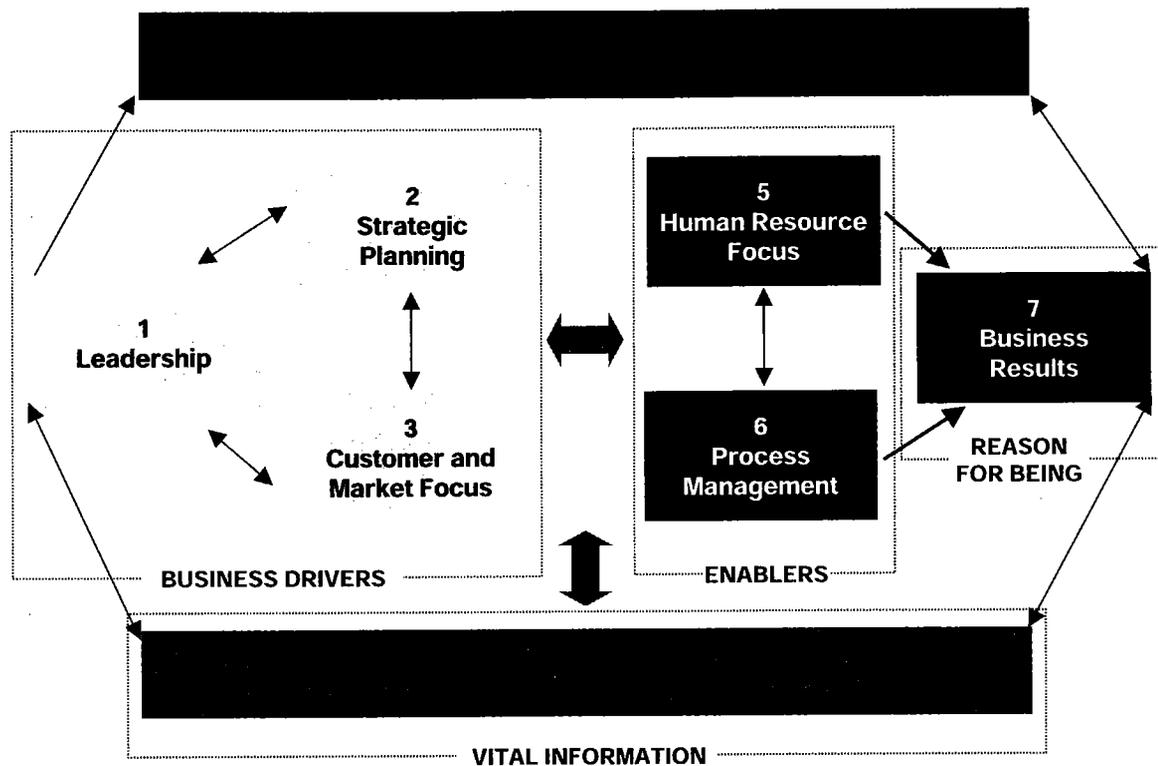
In 2000, the internal and external dissatisfaction with the agency culminated in the appointment of new leadership for the organization. For Judge Lois F. Oakley, the agency's new chief judge—the fifth in as many years—maintaining the status quo was not even an option. Change was clearly the imperative. Because of the duration and extent of the agency's problems, the rate of change was also critical. There would be little tolerance for a trial and error approach, and thus change had to be rapid, dramatic, and on target.

The agency embarked on a change process with the objective of radically altering the organization's culture. To avoid the toxic experiences of the past, it was clear that the new direction had to be based on a set of underlying beliefs that all 56 employees could understand and support. Additionally, because on-time delivery of the agency's services would require people with different skill sets working together effectively, the new culture had to emphasize teamwork. The path to better performance would also require development of integrated systems and efficient processes for accomplishing the agency's work.

The change process began with a thorough evaluation of the past and present situation. Past successes and failures of the agency were examined in an exhaustive manner. Agency employees were systematically interviewed, the agency's customers were consulted, and a comprehensive business model to guide systemic change was sought.

**Selecting the Model.** In the absence of examples of similar turnarounds in the judicial community, the agency chose the Malcolm Baldrige National Quality Award criteria for performance excellence as the model to guide its change process. Although not developed specifically for application in the public sector, the

Exhibit 1. Baldrige Criteria for Performance Excellence Framework



Baldrige business criteria had been adapted by public sector organizations in the past. Its framework is an appealing model with clearly defined criteria, accessible concepts, a foundation of 11 core values—including a strong customer focus—and a systems approach to producing measurable results. The components of the Baldrige framework are shown in **Exhibit 1**. (Additional information on the Malcolm Baldrige criteria can be found on the organization's web site at <http://www.baldrige.nist.gov>.<sup>1</sup>) The elements of the model include the business drivers (Leadership, Planning, and Customers), the enablers of success (Human Resources and Processes), the reason for being (Business Results), and the flow of vital information that keeps the organization viable (Measurement, Data, and Knowledge Management).

**Winning over the Transition Team.** A transition team of representatives from each of the constituent work groups was formed to collaborate on the creation of an organization motivated by core values, a desirable culture, teamwork, and integrated systems and processes. The team in-

cluded representatives from all organizational levels, and from both professional and clerical staff, in order to give all parts of the agency a voice in the change process. This broad membership was intended to disseminate a new way of thinking throughout the agency and to create a dialogue using the new language of improvement.

Initially, most of the transition team members were vociferous in their reluctance to embrace change. Five years of seemingly arbitrary changes in management style that accompanied each change in leadership left the team members skeptical about a new leader with yet another request to do things *differently*. The team also had misgivings about the applicability of the Baldrige model for effecting change in a public agency.

Chief Judge Oakley astutely began the transition team meetings by encouraging members to voice their concerns, which covered a range of issues:

- Is customer displeasure an unavoidable byproduct of the adverse decisions issued by our agency? If so, how is it possible to

change the way our customer base feels about OSAH?

- Will we have input into defining what changes are necessary?
- Will all members of the agency accept the changes?
- Does this business model have any relevance to a state agency?
- Will the use of the Baldrige criteria interfere with the dictates of judicial independence?
- Will the implementation of the Baldrige criteria result in meaningful change or be yet another futile attempt to improve the agency's performance?

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The chief judge discussed each concern and rumor with an openness and candor that at first was both unexpected and uncomfortable for team members. The chief judge was willing to discuss anything honestly—no subject or concern was off limits—and she encouraged others to do this as well. (In fact, she began every agency “all hands” meeting in the same way.) Gradually the hallway rumors decreased, and open communications became the norm. This approach effectively defused the fears and misgivings that posed barriers to the change process. Furthermore, by modeling the behavior of open communications, the chief judge set the tone from the top down, initiating culture change by example.

### CHANGING THE AGENCY'S CULTURE

After a period of intense discussion, the team forged an agenda to focus on several organizational fundamentals required to define, communicate, and reinforce the desired cultural change:

- Create a clear mission, vision, and values statement for the agency as the first order of business. These would be the foundation for the culture and supportive of what the Baldrige framework includes in the

Organizational Profile (Exhibit 1). These would also become part of the expectations of all leaders and employees (Baldrige Category 1—Leadership).

- Help define agency performance expectations, including acceptable behaviors, and provide input to the creation of a cultural norm of consistent performance management (Baldrige Category 7—Business Results).
- Assist in the design of agencywide staff development to help employees meet the new behavioral expectations (Baldrige Category 5—Human Resource Focus).
- Develop a leadership system that articulated the expectations for every leader in the agency (Baldrige Category 1—Leadership).
- Redesign the agency's organizational structure to support the desired culture and improvement in customer service (Baldrige Category 5—Human Resource Focus).

**Mission Statement.** The agency's existing mission statement was too lengthy and filled with legal terminology. The transition team dismissed it and crafted a new mission statement that was concise, direct, and unmistakable: “To resolve disputes between the public and state agencies in a timely, impartial, courteous, and professional manner.”

Embedded within this new mission statement are four imperatives related to the manner in which the agency's employees are to deliver the agency's mission:

- Timeliness
- Impartiality
- Courteousness
- Professionalism

These became critical indicators of the nature and direction of the cultural change needed within the organization.

**Core Values.** The transition team next developed a statement of the agency's core values as an integral part of the mission statement. The core values, shown below, were designed to clarify a framework for decision making within the organization. These were to be supported not only by leaders, employees, judges, and support staff but also by every employee during every transaction at the agency.

- We believe *mutual respect* should be extended by all OSAH employees to each other and to those we serve. This includes
  - Personal integrity
  - Individual trust
  - Professionalism
- We believe having a *common vision* is the link between respect and performance. This involves
  - An organizational focus on excellence
  - An understanding of the needs of litigants
  - An understanding of the needs of others
- We believe *excellent performance* is the key to OSAH's success. This requires
  - Accountability
  - Impartiality
  - Teamwork
  - Quality
  - Timeliness

These beliefs form the core of what the agency would now expect from every leader and every employee. These are "hard posts" in the ground that would not move and would not be ignored.

**Behavioral Expectations.** The transition team engaged in intense discussion concerning a strategy for implementing the core values throughout the organization. A decision was made to involve all agency staff in the development of concrete behavioral expectations. Several days were devoted to small group discussions about the meaning of the core values and the development of definitions of congruent behaviors. The following are examples that emerged from those discussions about the behaviors that OSAH employees are expected to display:

- A positive attitude toward diversity in the workplace by not making negative remarks about another individual's race, color, religion, gender, sexual orientation, disability or handicap, familial status, or national origin
- A receptive and supportive attitude by avoiding temper tantrums, personal attacks, verbal abuse, gossip, and destructive criticism about others
- Loyalty to the organization by avoiding breaches of confidentiality or commit-

- ments, habitually negative attitudes, or dishonorable comments about others
- A common desire to attain excellence by creating, following, and enforcing clear, reasonable, and measurable performance standards
- A willingness to understand and meet performance standards by accepting responsibility for performance consistent with expectations and conduct consistent with the OSAH mission and core values
- A willingness to understand, meet, and strive to exceed customer service expectations by providing excellent customer service to all customers, asking for clarification of customer service expectations when necessary, and being proactive in suggesting possible revisions to practices and procedures that would improve customer service.

***The transition team engaged in intense discussion concerning a strategy for implementing the core values throughout the organization.***

Because these were developed over a period of time and virtually every employee had participated in their development, the behavioral expectations became well known, supported, and a common topic of conversation. They were virtually self-implemented by the employees, who felt a strong sense of ownership in the letter and the spirit of the expectations. Compliance with these behavioral expectations was made a condition of continued employment with the agency, which reinforced with employees the agency's commitment to change.

**Staff Training and Development.** To provide employees with a broader understanding and tools to implement the core values and behavioral expectations, the agency initiated an intensive staff development program. The training addressed the culture, the strengths of diversity, and the ability to leverage those strengths through more effective communication:

- Within a few months, every staff member was introduced to Stephen Covey's book, *Seven Habits of Highly Successful People*.<sup>2</sup>

This was directly aligned with the mission, values, and new behavioral expectations and was positive affirmation from a recognized expert that the organization was on the right track.

- Each staff member participated in an interactive workshop presented by the Anti-Defamation League designed to encourage genuine understanding and dialogue about diversity.
- A nationally recognized trainer provided a daylong workshop, "The Path of Dialogue," which was designed to enhance the communication skills of each employee.

**Performance Management.** The transition team developed a process for performance management to ensure that employees *at all levels* in the agency were reflecting the core values and desired behaviors. This process, which entailed clearly articulated direction/expectations, feedback, and reinforcement, was critical for instilling culture change. As part of the process, each person was shown her or his performance in quantitative terms (the Baldrige core value of *management by fact*). In the case of poor performers and staff demonstrating unacceptable behaviors, performance expectations were clarified, and then the individuals were coached, appropriately reinforced for improvements, or disciplined (if necessary) in the absence of improvement. (Performance standards related to work processes and customer service were also incorporated into the performance management process. See "Customer Focus" later in this article.)

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**The Leadership System.** Culture change, process improvement, and better customer service—the goals of the change effort—would not become a reality if the leaders in the agency were allowed to "wing it" in how they led. In the Baldrige model, any business function can be articulated as a process that can be standardized and measured to assure consistent application and results. The transition team developed a systematic process, the

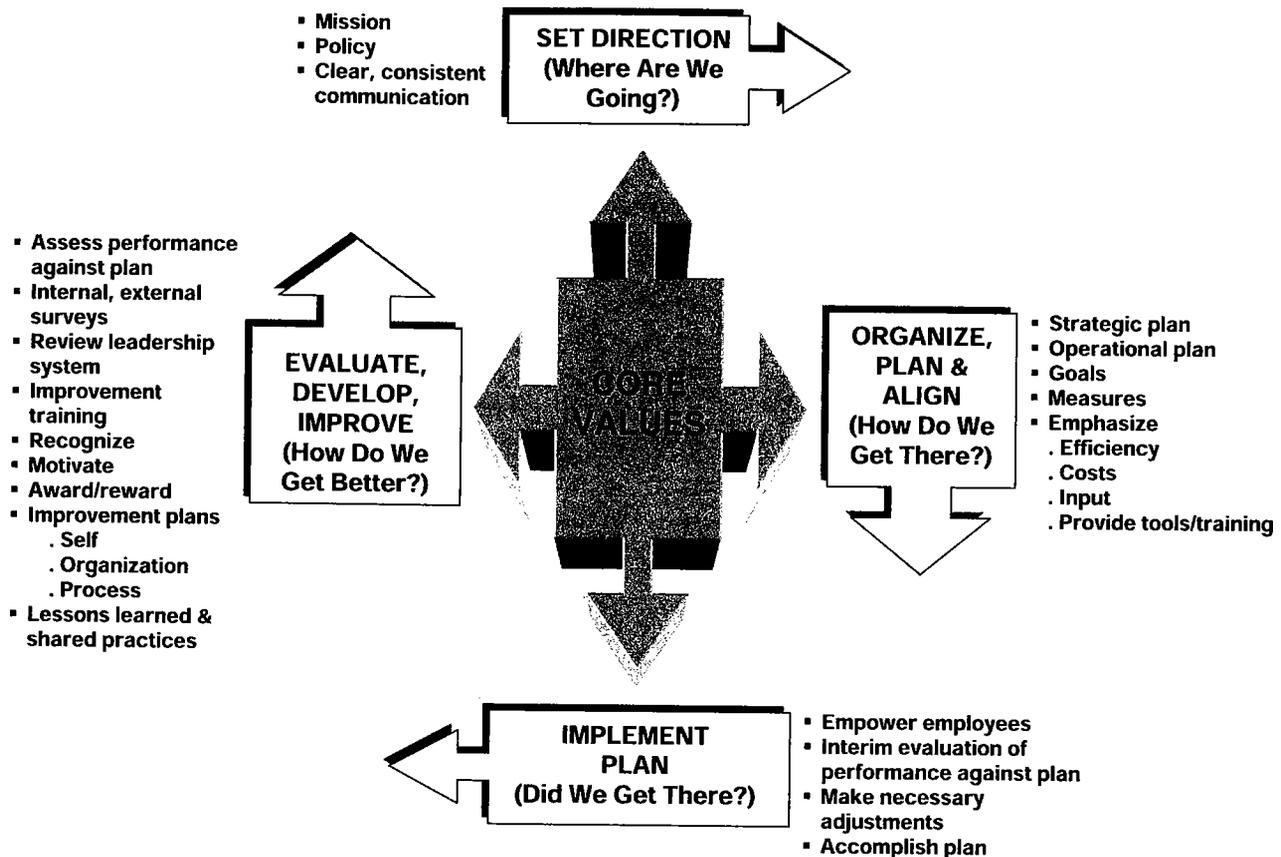
leadership system shown in **Exhibit 2**, which contained the components that all leaders must embrace if they are to be effective. The leadership system would be used at all levels in the agency.

The center of the leadership system is the agency's core values. Every leader is expected to model those values. The second responsibility of leaders is to "Set Direction," a responsibility that no leader can delegate. With a clear direction, leaders must then "Organize, Plan, and Align" to ensure that all employees understand the plan, their role in executing it, and the roles of others. Once aligned, the leaders must "Implement the Plan" and drive responsibility and action down to every employee. Finally, with the objective of continuous improvement, leaders must "Evaluate, Develop, and Improve" all aspects of organizational operations and results. All the other processes developed as part of the change effort could be seen as fitting into or supporting one or more elements of the new leadership system.

**Organizational Structure.** Because of the rapid succession in agency leadership, each member of the transition team had first-hand experience with the shortcomings of earlier management styles and structures. Thus when the transition team set out to determine what organizational structure would best serve the objectives of improved performance, it proved to be the most contentious of the team's tasks, rife with controversy.

At the time, nearly every employee reported directly to the chief judge. As a result, she spent most of her days solving low-level "run the business" problems, which left her little time to plan for the agency's future (the "change the business" decisions). The transition team felt certain that the traditional hierarchy of state agency organizational structure would be an ineffective mechanism for achievement of the envisioned systemic cultural change. The agency could not survive if the chief judge was at the epicenter of virtually every decision. Decentralization of decisions and group consensus were the desired features of a new organizational structure, since the lower levels of the organization are where the knowledge needed to solve detailed problems resided.

Reporting directly to the chief judge afforded a status that was important to most of the employees. In addition there was a cultural bias

*Exhibit 2. The Leadership System*

against the use of teams—they had been tried in the past and had not worked. When the topic of moving to a team structure was put on the table, the resentment was intense. The problems of the past were rehashed, and virtually nobody felt this option was a good idea. Nevertheless, the transition team persevered by thoroughly discussing each of the past problems and diagnosing the root causes. None of the root causes proved that teams could not work; rather they all pointed to ineffective implementation and inadequate tools, training, and support.

Having made this diagnosis, the transition team felt more confident recommending the adoption of a team structure for the agency. The proposed organization was structured around several case management teams, each with a group of judges and several support staff. Each team was charged with the responsibility for all cases em-

anating from a specified geographic area within the state. A separate team was formed to take responsibility for case intake, case tracking, and ensuring case closure. The teams were all empowered with group responsibility for decisions in their defined areas of responsibility. If judges or staff needed backup, their team would work out a process that was fair to all concerned and that provided its customers with the best possible level of service.

Once the team structures were implemented, each member of the agency's new teams was administered the Myers-Briggs Type Instrument. They then participated in a workshop to learn what the Myers-Briggs profile told them about their own style, the style of others, and how to leverage the differences. Individual attitudes transitioned from "different is bad" to "different is needed and valued," which laid a solid foundation for more

productive team dynamics and better collaboration within the newly formed teams.

**CREATING A STRONG CUSTOMER FOCUS**

While the transition team conducted its work on mission, values, and culture, agency leaders embarked on a process to better understand the needs of OSAH’s customers and the implications for work processes, measurement, and feedback, with the overall goal of improving customer service.

**Customer Requirements.** During the first four years of OSAH’s existence, a wide range of internal and external customers had voiced strong dissatisfaction with the agency’s performance. OSAH, however, had never systematically defined its customer groups, what they want, and how the agency was performing (on a group or individual employee basis) to meet those requirements.

A key to performance excellence in the Baldrige model is developing a strong customer focus. The customer’s requirements are seen as one of the *drivers* of an organization. In the new leadership system developed by the transition team (Exhibit 2), the requirement that leaders *set direction* necessitated that the agency clearly understand its customers’ needs and expectations. The Baldrige framework presented the key questions that OSAH leaders had to address:

- Who is our customer?
- What are the customer’s requirements?
- How are we performing against those requirements?
- Is the customer satisfied?
- Is the customer loyal?

With the help of the matrix shown in **Exhibit 3**, the agency identified its specific customers, which included individuals as well as groups and ranged from the state governor to Georgia taxpayers. The process then defined the needs of each customer/group, the impact of meeting (or not meeting) those needs, and the priority/urgency of each customer group relative to other agency customers.

Customer requirements were clearly defined, translated into quantitative goals, and performance against goals was then tracked on a regular basis—sometimes daily, where necessary. Meeting or exceeding the customer’s requirements was made a standard of performance and integrated into the agency’s new performance management system (discussed earlier). A clear message was communicated to all OSAH employees: Status quo performance and behavior would not be tolerated. Customer focus and excellent performance (with quantitative measures) were nonnegotiable expectations. This was the standard for the agency, as well as for every employee.

**The Highest Priority—Improving Timeliness.** Delay was the agency’s most serious and frequent

*Exhibit 3. Matrix for Defining OSAH Customers and Their Requirements*

Customer	Requirement	Impact	Priority/ Urgency
Governor			
<ul style="list-style-type: none"> <li>▪ Legislators</li> <li>▪ Taxpayers</li> </ul>			
<ul style="list-style-type: none"> <li>▪ Referring agencies</li> <li>▪ Litigants’ representatives</li> <li>▪ Attorney General’s office</li> </ul>			
Judiciary			

Exhibit 4. Matrix of Performance Outcomes

Type of Employee	Level of Demonstrated Performance	
	Good Performance and Embraces Values:	Poor Performance or Does Not Embrace Values:
Has seniority or is in a protected category:		Leave soon
Has no seniority and is not in a protected category:		Leave now

customer complaint, thus agency leadership made timeliness the agency's highest priority for improving customer service. The steps the agency took illustrate how it used measurement processes (Baldrige Category 4 in Exhibit 1) and feedback to improve performance.

Data were compiled so that the timeliness of the agency's case resolution could be quantified, and the resulting picture was not pretty. The data confirmed the complaints of the agency's customers: Hearings had been conducted in hundreds of appeals cases for which no decisions had been issued.

To improve the agency's overall timeliness, timeliness had to be translated into performance expectations at the individual level (i.e., objectives and measures for each judge who handled appeals cases). Each judge (and their support team) would then be held accountable for meeting that standard of performance. The agency accomplished this through several steps:

- Agency staff embarked upon the laborious task of verifying the accuracy of the timeliness data.
- Once the data were verified, a performance standard for timeliness was developed and communicated to all judges and their teams.
- Monthly measurements of each judge's degree of compliance with the timeliness standard were generated and distributed to the judge and support team. Actual performance

was also openly displayed to show results relative to the agency's goals/standard.

- The agency staff members who did not meet the timeliness standard were coached. If the coaching was not effective, or if the individual did not embrace the need for performance excellence, he or she was progressively disciplined, sometimes resulting in nonperformers being terminated. (Termination is an action not common in the public sector but felt to be critical to OSAH for reinforcing the consequences of poor performance.)
- The chief judge gave high performing judges and their teams recognition for their contributions.

OSAH leaders gave every employee a fair opportunity to embrace the performance standards and values. If they did not, then they did not belong at OSAH. Some employees had many years of service or other factors that they felt "protected them for life," a difficult mindset to change in a state government environment. Nonetheless, these individuals were coached repeatedly, and if it became clear that they did not embrace the values and chose not to meet the performance standards, they too were asked to leave (see the decision matrix in Exhibit 4). This process was another important step in the agency's journey from bureaucracy to meritocracy.

In a fairly short time, the organization moved from one with no clear goals to one that displays performance data publicly and works as a team to improve the results. Furthermore, measurable improvements in agency performance reinforced the cultural transition as employees began to feel pride in the fruits of their collective efforts.

**Improving Efficiency.** The goal of improving customer service led to the examination of the numerous outdated and inefficient practices inherited from the agency's constituent work groups and grafted onto its organization without alignment. Efficiency dictated that processes be standardized and duplication of effort eliminated. Agency staff were interviewed about these processes and were encouraged to participate in the design of more efficient ways of accomplishing work.

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***The improved case-tracking database has had a tremendous impact on efficiency and productivity.***

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One significant example was the agency's case database and tracking system, which was slow and cumbersome to change. One employee would enter case receipt information into the database, another would input information regarding the hearing date and time, and yet another employee entered case status information. This serial process of data entry resulted in delay and inconsistent formatting, which in turn limited the ability to search the database for needed information and to generate performance reports.

In a separate process, judges' assistants would enter similar information to complete the document used to notify hearing participants of the date, time, and location of their hearing. Because these documents were not connected to the case-tracking database, these notices sometimes contained information different than that in the database. Furthermore, generating notices and other case-related documents provided additional opportunities for errors in the name and address of the hearing participant.

Agency staff implemented the following improvements to the system:

- Created a faster, more flexible system that could be easily modified and updated as needs dictate

- Eliminated redundant data entry to reduce the potential for errors (duplicate fields on various screens are now automatically filled in when the data are entered the first time)
- Standardized data entry formats to facilitate report generation
- Standardized frequently used case-related forms, embedded these forms in the database, and had the database automatically enter personalized information onto each form to ensure consistency and eliminate errors

The improved case-tracking database has had a tremendous impact on efficiency and productivity. Use of different software and programming dramatically increased the system's speed; data quality is higher, which also enhances the effectiveness of the system's search and reporting features; and the effort required to generate accurate case-related forms has been greatly reduced, with the overall result that three support positions have been eliminated through attrition.

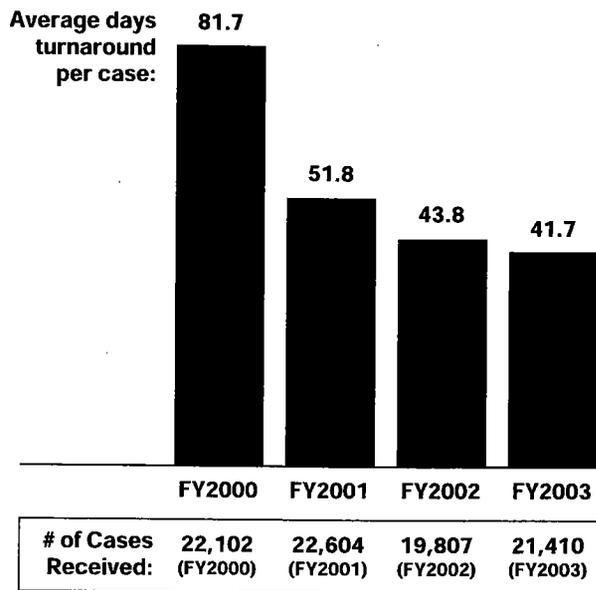
The success of the efforts to improve timeliness and the case-tracking system provided solid evidence of the benefits of continuous improvement. Employees could see that nothing is set in stone, that every process can be improved on some level, and they now feel free to question processes and suggest changes that will improve agency operations. The mindset of continuous improvement has been institutionalized by the "Evaluate, Develop, Improve" element of the agency's leadership system (Exhibit 2), which calls for OSAH leaders to periodically evaluate processes with the goal of continually improving the agency's ability to meet customer requirements.

#### **A TURNAROUND BEYOND EXPECTATION**

Within a year after the agency began its change process, OSAH had exceeded the highest expectations of the once skeptical transition team:

- The case backlog was at a very reasonable level.
- The average case turnaround time had dropped dramatically.

**Exhibit 5. Customer Service Improvements at OSAH—Case Turnaround Time**



- The concept of working in teams was accepted by employees, and every team was high performing compared to the performance standards and prior levels of actual performance.
- Feedback from customer agencies was positive. In fact, many increased the types of cases they referred to OSAH for resolution.
- Employees were proud to be associated with the agency. The number of employees leaving the agency had decreased, and high performing employees from other agencies were seeking employment in OSAH, something that had rarely happened in the past.
- Shortly after the first year, OSAH's change effort was cited in several national judicial publications, and the agency has since received recognition from national professional organizations and from similar agencies in other states.

Today, just three years after the chief judge's directive to improve, OSAH is a completely different organization. Key performance metrics show sustained levels of good performance. For example, with a relatively steady caseload over

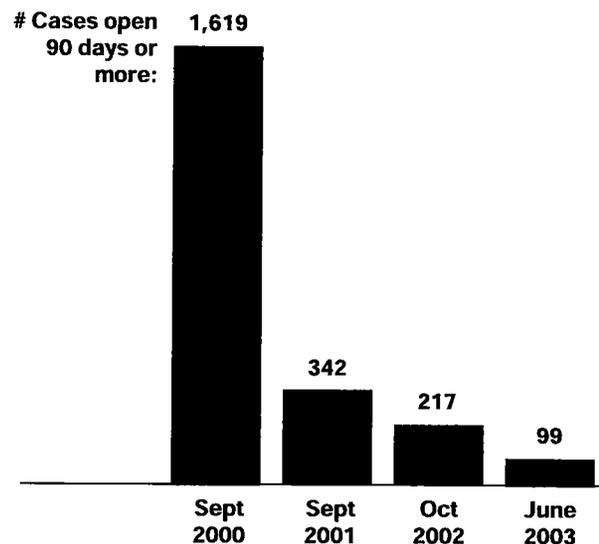
the 2000-2003 period, the agency achieved a nearly 50 percent reduction in the average time for case resolution, from 81.7 days turnaround in 2000 to 41.7 days in 2003 (see Exhibit 5). During the same period, it decreased the number of cases open more than 90 days by a dramatic 94 percent, from 1,619 cases in 2000 to just 99 cases in 2003 (see Exhibit 6).

This success story was accomplished without an increase in budget, payroll, or number of managers, and without a thicker policy manual. In fact, as processes have become more efficient and standardized, total staff size has been decreased through attrition by nearly 20 percent.

The agency continues to seek opportunities for improvement, and employees are continually rewarded in their quest to find ways to perform better. Expectations continue to rise, and employee morale is at an all-time high. Continuous improvement is solidly embedded in the culture of an agency where employees would have said four years ago—in fact, did say—"It can't happen here."

Chief Judge Lois F. Oakley is sold on the value of using the Baldrige framework to guide organizational change. "OSAH is a completely different organization than it was three and a half years ago," she says. "When we started this journey, I

**Exhibit 6. Customer Service Improvements at OSAH—Open Cases**



thought it would be much more difficult to turn OSAH into a high-performing organization. But by using the Baldrige framework to guide our change efforts, we were able to quickly create a

culture defined by teamwork, respect, high performance, customer service, and continuous improvement. I am proud of the value we now bring to Georgia state government.” ■

**NOTES**

1. Information about applying for the Malcolm Baldrige National Quality Award and becoming an examiner can be found on the organization's web site at <http://www.baldrige.nist.gov>.
2. Covey, Stephen R. (1989). *The seven habits of highly effective people: Restoring the character ethic*. New York: Simon and Schuster.