

TOTAL QUALITY MANAGEMENT (TQM) IN THE TURKISH PUBLIC SECTOR:
THE VIEWS OF PUBLIC EMPLOYEES ON PRACTICES, IMPACTS AND
PROBLEMS FOR THE IMPLEMENTATION OF TQM IN TWO PUBLIC
ORGANIZATIONS

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ABSTRACT

TOTAL QUALITY MANAGEMENT (TQM) IN THE TURKISH PUBLIC SECTOR: THE VIEWS OF PUBLIC EMPLOYEES ON PRACTICES, IMPACTS AND PROBLEMS FOR THE IMPLEMENTATION OF TQM IN TWO PUBLIC ORGANIZATIONS

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Total Quality Management (TQM) has become a popular management approach and system since the 1980s. While it has been adopted by thousands of organizations, the debate on its originality in theory and its relationship with management theory still continues. It can be defined as a management system and approach that has a set of core principles, assumptions, practices, tools and techniques which are systemized into a coherent framework. The studies suggest that TQM theory and practices can be, to a great extent, considered under the scope of management theory. In addition, it makes unique contributions to the management practice.

This dissertation examines the practices, constraints and potential problems for adoption of the quality management in the public sector in the international and the Turkish public sector context. Public sector organizations in many developed countries widely implemented the quality management as a management approach and utilized it as a tool for reforming public sector. TQM became an important part of comprehensive public sector reform efforts.

Some Turkish public organizations have also adopted the quality management. However, unlike some developed countries, it has been implemented at the organizational level rather than being systematic and being part of comprehensive reform efforts.

Although various scholars have been discussing the feasibility and problems related to adoption of TQM in the Turkish public sector, there is very limited empirical research on the practices and problems of the quality management. Thus, a survey is conducted in two pioneering public organizations for adopting the quality

management in order to explore the views of the workforce. The literature proposes that the positive attitude of the employees is one of factors for the success of the quality management initiatives. The findings reveal that the workforce has generally positive views towards the quality management and public sector reforms. The findings also signify that the success and future of the quality management cannot be isolated from the organizational context and approaches to quality management as well as the problems of Turkish political and public administration system.

Keywords: Total Quality Management, Management Theory, Public Sector Reforms

ÖZET

TÜRK KAMU SEKTÖRÜNDE TOPLAM KALİTE YÖNETİMİ (TKY): ÇALIŞANLARIN İKİ KAMU KURUŞUNDA TKY UYGULMALARI, ETKİLERİ VE PROBLEMLERE İLİŞKİN GÖRÜŞLERİ

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Toplam Kalite Yönetimi (TKY) 1980'lerden itibaren popüler bir yönetim yaklaşımı ve sistemi haline gelmiştir. Binlerce kurum tarafından uygulanmasına karşın, TKY'nin kuramsal bütünlüğü ve yönetim teorisi ile olan ilişkisi tartışılmaya devam edilmektedir. TKY bir dizi ana ilkelere, varsayımlara, öğelere, araç ve tekniklere sahip olan, ve bütün bunları tutarlı bir şekilde bir araya getiren bir yönetim yaklaşımı ve sistemi olarak tanımlanabilir. Çalışmalar, TKY kuramı ve uygulamalarının büyük ölçüde yönetim teorisi kapsamında olduğunu göstermektedir. Ayrıca, TKY yönetim bilimi uygulamalarına da değerli katkılar yapmaktadır.

Bu tez, kalite yönetiminin kamu sektöründe uygulamalarını, uygulamadaki kısıtlamaları ve potansiyel problemleri uluslararası ve Türk kamu sektörü çerçevesinde irdelemektedir. Gelişmiş pek çok ülkede kamu kuruluşları kalite yönetimini bir yönetim yaklaşımı olarak geniş ölçüde uyguladılar ve kalite yönetiminden kamunun yeniden yapılanmasında bir araç olarak kullandılar. Kalite yönetimi kapsamlı kamu reformu girişimlerinin önemli bir parçası haline geldi.

Bazı Türk kamu kurumları da kalite yönetimi uygulama yoluna gittiler. Ancak, bazı gelişmiş ülkelerin aksine uygulamalar kurumsal düzeyde olup, sistematik ve kapsamlı reform çabalarının bir parçası olmaktan uzaktır.

Pek çok bilim insanının kalite yönetiminin Türk kamu sektörüne uygulanabilirliğini ve uygulamaya ilişkin problemleri tartışmalarına karşın, kalite yönetiminin uygulamasına ve problemlerine ilişkin sınırlı sayıda alan araştırması bulunmaktadır. Bu nedenle, kalite yönetimini uygulamada öncü iki kamu kuruluşunda kamu çalışanlarının görüşlerini irdelleyen bir alan araştırması yapılmıştır. Literatür, iş gücünün olumlu tutumlarının kalite yönetiminin başarılı bir şekilde uygulamanın ön şartlarından olarak göstermektedir. Araştırma bulguları

alıřanların genel olarak kalite ynetimi ve kamu reformuna iliřkin olumlu grřlere sahip olduėunu ortaya ıkarmıřtır. Ayrıca, bulgular kalite ynetiminin bařarısı ve geleceėinin kurumsal řartlardan, uygulamadaki yaklařımlardan ve Trk kamu ynetiminin ve siyasal sisteminin genel sorunlarından ayrı dřnlemeyeceėine iřaret etmektedir.

Anahtar Kelimeler: Toplam Kalite Ynetimi, Ynetim Teorisi, Kamu Reformları

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INTRODUCTION

Total Quality Management (TQM) has become a popular management approach and system since the 1980s. Following the private sector organizations, public sector organizations utilized quality management as a modern management approach for reforming their management. The main purpose of this dissertation is to examine the implementation of the quality management in the public sector in the light of quality management practices and discussions in both international and Turkish public sector context.

Although TQM has been widely implemented in both private and public sector organizations, the debate on its originality in theory and contributions to the practice still continues. For this reason, the first part of the dissertation discusses the origins of TQM, the ideas of the main contributors, the elements of TQM, and its relation with management theory in general and at the topic specific levels.

While not refusing other interpretations such as TQM as quality management, as systems management, as people management, as re-engineering¹, in this dissertation, TQM is defined as the management system and approach that has a set of core principles, assumptions, practices, tools and techniques, which are systemized into a coherent framework.²

The content analysis of the studies of the quality gurus as well as the Baldrige and other quality models, which are based on the ideas of the quality

¹ Josephine Yong and Adrian Wilkinson, "Rethinking Total Quality Management." *Total Quality Management*. 25: 2 (2001), 247- 259.

² Richard Hackman and Ruth Wageman, "Total Quality Management: Empirical, Conceptual and Practical Issues." *Administrative Science Quarterly*. 40 (June 1995), 309-340.

scholars, indicate the elements of the TQM as leadership, customer focus and satisfaction, human resources development and management, information and analysis (management by fact), strategic quality planning, and process management.³ Based on the studies at both topic specific level for these elements and general level, it is suggested that TQM theory and practices can be considered under the scope of the management theory.⁴ In addition, TQM has unique contributions to management literature. Hence, its major contribution is that it enables the operationalization of ideas of many management theorists such as Taylor, Fayol, Mayo, and McGregor in to the practice under TQM framework.⁵

The second part of the dissertation summarizes the practices of quality management as a part of public sector reforms in some developed countries and discussions on the potential barriers and constraints for the adoption of quality management in the public sector. Most developed counties have launched massive public sector reforms since the 1980s. These reforms have changed the structure as well as the management of the public administration system. Quality management became an important tool and technique for these reforms.⁶ While governments of

³ A. Rao and et al, *Total Quality Management: A Cross Functional Perspective* (New York: Wiley, 1996), Subra S. Rao, Lues E. Solis, and T. S. Raghunathan T.S., "A Framework for International Quality Management Research: Development and Validation of a Measurement Instrument." *Total Quality Management*. 10: 7 (2002), 1047- 1075. Dale G.B., P.Y. –Wu, M. Zairi, A.R.T. Williams, and T.Van Der Weile, "Total Quality Management and Theory: An Exploratory Study of Contribution." *Total Quality Management* 12:4 (2001), 243- 245.

⁴ James W. Dean and David E. Bowen, "Management Theory and Total Quality: Improving Research and Practice Through Theory Development," *Academy of Management Review*, 19:3 (2002), 392-418.

⁵ Dale and et al, "Total," 447.

developed countries utilized the quality management as a part of reforming public sector management, the relationship between quality management and reforms differed due to political, cultural and administrative context. For example, in the United States, the quality management became an official management approach for the Federal institutions in the latter half of 1980s. The reforms under the title of “reinventing government” usually followed the quality management initiatives. Similarly, British government utilized the quality management as a tool for reforming the management of the public organizations. Yet, in Britain, comprehensive reforms, which started in late 1970s, preceded the quality management initiatives. Continental European countries also utilized quality management tools and techniques in lesser or greater extent.

Quality gurus use a generic approach by arguing that TQM can be applicable to both private and public sector organizations.⁷ However, some scholars point out the constraints and potential problems for the adoption of quality management in the public sector. They argue that these barriers originate from the nature of the public

⁶ Ian Kirkpatrick and Miguel Martinez Lucio, “Introduction: the Politics of Quality in the Public Sector,” in *the Politics of Quality in the Public Sector*, ed. Ian Kirkpatrick and Miguel Martinez Lucio (London and New York: Routledge, 1995), 1-15. Ian Kirkpatrick and Miguel Martinez Lucio, “The Uses of Quality in the British Government’s Reform of the Public Sector,” in *the Politics of Quality in the Public Sector*, ed. Ian Kirkpatrick and Miguel Martinez Lucio (London and New York: Routledge, 1995), 16-43.

⁷ Edwards W. Deming, *Out of the Crisis* (Cambridge: MIT Center for Advanced Engineering Study, 1994), 6. Armand Feigenbaum, “Managing Improvement in the U.S. Government.” *National Productivity Review*. 13: 1 (1993), 7-11.

sector or quality management itself.⁸ On the other hand, they generally agree that quality management can be used as a management approach in the public sector organizations to create more effective and responsive public administration.⁹

The third part of the dissertation includes the reforms, the quality management practices, and discussions on the potential problems for the quality management initiatives in the Turkish public sector. Turkish private sector organizations have begun to be concerned with the quality management since the beginning of the 1990s. Quality management has been implemented in many areas, from banking¹⁰ to higher education.¹¹ Some Turkish public sector organizations have also initiated some kind of quality management practices since the second half of the 1990s. Yet, unlike some developed countries where the quality management became a part of systematic efforts to transform the public administration, the

⁸ Michael E. Milakovich, "Total Quality Management for Public Sector Improvement," in *Public Productivity Handbook*, ed. Mark Halzer (New York: Marcel Dekker, 1992), 577-603, Berly A. Radin and Joseph N. Coffee, "A Critique of TQM: Problems of Implementation in the Public Sector," *Public Administration Quarterly*, 17:1 (1993), 42- 53. William V. Rago, "Adopting Total Quality Management (TQM) to Government: Another Point of View," *Public Administration Review*, 54 :1 (1994), 61- 64. James E. Swiss, "Adopting TQM to Government," *Public Administration Review*, 52: 4 (1992), 352-356.

⁹ Colin Morgan and Stephen Murgatroyd, *Total Quality Management in the Public Sector* (Buckingham: Open University Press, 1994), 59- 60.

¹⁰ Kemal Mellahi and Feyza Eyupoglu, "Critical Factors for Successful Total Quality Management in Turkey," *Total Quality Management*, 12:6 (2001), 745- 756.

¹¹ Gülten Hergüner and N.B.R. Reeves, "Going Against National Cultural Grain: A Longitudinal Case Study of Organizational Culture Change in Turkish Higher Education," *Total Quality Management*, 11:1 (2000), 45-56, Ümit Berkman, "Toplam Kalite Yönetimi ve Örgütsel Davranış: Bir Uygulamaya İlişkin Bazı Gözlemler ve Değerlendirmeler," in *21. Yüzyılda Nasıl Bir Kamu Yönetimi Sempozyumu, Örgüt ve Değişme Grubu Bildirileri in Ankara, Türkiye, 7-9 Mayıs 1997*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, (Ankara, TODAİE, 1997), 34-39.

quality management in Turkey has been implemented at the organizational level. This part of dissertation analyzes reform initiatives, the practices and potential problems of quality management in the Turkish public sector. In terms of the practices of quality management, one important reality needs to be mentioned. While the quality management practices in some organizations such as the Ministry of Industry and Commerce, Military, and Değirmendere municipality were summarized through literature review, there were few written documents for some initiatives, i.e. the Ministry of National Education, or no document at all, i.e. the Ministry of Health. The public servants generally restrained from providing written documents. Therefore, the personal interviews were conducted with the related personnel in order to review the quality management practices in these organizations.

Although various scholars and practitioners have been discussing the feasibility and the problems related to adoption of quality management in Turkish public sector, the literature survey initially conducted showed that there was very limited empirical research on problems and prospects of the quality management. Thus, the fourth part of the dissertation involves a survey conducted in two public sector organizations. These two institutions were chosen as a survey field for various reasons. These two organizations were unique in the sense that they claimed to adopt quality management in their central units. They also utilized different approaches and models for the implementation in different organizational context. The related literature suggests that the knowledge and positive attitudes of the workforce

towards the quality management is a crucial factor for the future and success of quality management.¹² Thus, the survey aimed to explore and compare the views of the public employees in many areas such as their views on the quality management and reforms, the implementation of elements of quality management, problems for the quality management initiatives, and finally the perceived improvements after quality management initiatives.

The survey findings reveal that the majority of respondents from both organizations have positive views towards the quality management and a comprehensive reform for the Turkish public sector. On the other hand, the respondents have different opinions on the success and the practices of the elements of quality management in their organizations. This might be explained with the different models and approaches utilized by the organization. It might also result from the different organizational context in which the quality management is adopted. Despite the differences in the practices of quality management, the respondents in both organizations claimed that there have been improvements after the implementation of quality management initiatives. In terms of the potential problems and constrains for the implementation, the ministries have both similarities and differences. Yet, some problems appeared to be more important in both ministries. Some of these problems are budgetary constraints and inadequate resources, lack of long-term perspective, inadequate intra-organizational

¹² Arvinder P.S. Loomba and Michael S. Spencer, "A Model for Institutionalizing TQM in a State Government Agency." *International Journal of Quality and Reliability Management*. 14 (8) (1997), 758. Gerald Zeitz, "Employee Attitudes Towards Total Quality Management in an EPA Regional Office." *Administration and Society*. 28 (1) (1996), 121.

communication, problems originated from public personnel system, etc. The findings suggest that the success and future of quality management initiatives are contingent upon the approaches for the implementation of quality management and the organizational context in particular and political and public administration system in general.

The final part of the dissertation includes the conclusions and implications for the literature review and the survey sections. This dissertation will first contribute to the discussions on the theoretical integrity of quality management and its relation to the management theory. Second, it will provide a better understanding of quality management practices in the public sector as part of public sector reforms in various Western countries. Third, it will give useful information to both researchers and public administration practitioners by discussing potential issues and constraints for the adoption of quality management in international and Turkish public sector context. Most importantly, considering the very limited research in the Turkish public sector on the adoption of quality management, it is expected that this dissertation will provide useful insights on the views of public employees about a set of issues ranging from their views on quality management and reforms to the problems and practices of quality management in two public organizations.

CHAPTER I: TQM IN GENERAL

1.1. Introduction

Although Total Quality Management (TQM) has been widely adopted by various organizations, both private and public, and thousands of books and articles have been written on the subject, there is no single definition of TQM that all authors have agreed upon.¹³ Similarly, numerous writings and conferences have raised questions about theoretical integrity, feasibility and appropriateness of TQM. As White and Wolf indicate no business innovation since scientific management itself has created the vague that surrounds TQM.¹⁴

Some critiques argue that TQM is nothing new but "the resurrection of Taylorism" and "apotheosis of scientific management." They believe that TQM revitalizes the principles of Taylorism under the rhetoric of new ideas and concepts. Although TQM seems to support the empowerment and full participation of the whole workforce, it creates uniformity everywhere, not only in the production system and in the human culture of organization but also externally in the behaviors of suppliers, customers and the educational system.¹⁵ Similarly as a critique of quality management, Tuchman sees TQM not only a

¹³ Ruth J. Boaden, "What is Total Quality Management... And Does It Matter?" *Total Quality Management*. 8: 4 (1997), 153- 182.

¹⁴ Orion F. White and James F. Wolf. "Deming's Total Quality Management and the Baskins Robbin Problem Part 1: Is It Time to Go Back to Vanilla?" *Administration and Society*. 27: 2 (1995), 204.

¹⁵ Helga Drummond. "Beyond Quality." *Journal of General Management*. 18: 1 (1994), 72. David Boje and Robert D. Winsor. "The Resurrection of Taylorism: Total Quality Management's Hidden Agenda." *Journal of Change Management*. 6: 4 (1993), 57-60

management philosophy and approach but also as a new managerial ideology for worker control and a part of a broader project of managerial and political control of the “New Right.” He believes that the New Right ideology tries to impose the market as the expansion of freedom coupled with a new form of bureaucracy synonymous with inefficiency and waste. He also argues that the notion of citizenship has been increasingly reconstructed as the customer on the market by quality management.¹⁶

Bounds and et al state that there is neither complete agreement on the definition of TQM nor how to put the concept into practice due to at least three reasons. First of all, it is an evolving approach that is changing as new concepts and methods are developed. Secondly, different organizations are in the different stage of transforming to TQM. Finally, different organizations may require different forms of TQM.¹⁷ They define TQM as "a people focused management system that aims at continual increase in customer satisfaction. It is a total system approach (not a separate program) and an integral part of high level strategy. It works horizontally across functions and departments, involving all employees top to bottom, backwards and forwards to include the supply chain and the customer chain."¹⁸ Furthermore, the authors see TQM as a paradigm shift and a way of life

¹⁶ Alan Tuckman, “Ideology, Quality and TQM,” in *Making Quality Critical*, ed. Adrian Wilkinson and Hugh Willmott (New York and London: Routledge, 1995), 57.

¹⁷ Bounds and et al, *Beyond TQM* (New York: McGraw- Hill, 1994), 4.

¹⁸ *Ibid.*, 4.

consisting of three themes: customer value strategy, cross- functional systems, and continuous improvement.¹⁹

Martin evaluates TQM as “the first and foremost a philosophy of management”.²⁰ This is what makes TQM different from previous managerial waves. Those managerial waves like Management by Objectives (MBO), Zero-based Budgeting (ZBB) were essentially tool based systems. On the contrary, TQM is a philosophy of management that requires transformation of the organizational culture. He indicates that TQM attempts to synthesize the analytical and working smarter aspects of scientific management and group and employee focus of human relations school.²¹ Similarly, Hill identifies the “soft” and "hard" forms of TQM. "Soft TQM" emphasizes on the employee participation to deliver quality goods and services to both external and internal customers. "Hard TQM " uses traditional tools and techniques of quality control and corresponds to management by fact. According to the author, the "real TQM" includes both types.²²

1.2. TQM as Management System and Approach

In a recent study, Yong and Wilkinson identify five rationalizations of the TQM phenomenon. These classifications are based upon not only the ideas of

¹⁹ Ibid., 4.

²⁰ Lawrence L. Martin, *Total Quality Management in Human Service Organization* (Newbury Park: Sage Publications, 1993), 10.

²¹ Ibid., 10-11.

²² Stephen Hill, “From Quality Circles to Quality Total Quality Management,” in *Making Quality Critical*, ed. Adrian Wilkinson and Hugh Willmott (London: Routledge, 1995), 38.

original gurus such as Deming, Juran, Ishikawa and Feigenbaum but also interpretations and perceptions of TQM that have since developed. These interpretations are TQM as quality management, TQM as systems management, TQM as people management, TQM as new management paradigm, TQM as re-engineering.²³ Not ignoring all these interpretations and based on the studies of various scholars²⁴ in the context of this dissertation, TQM will be defined as a management system and approach that has been developed by the ideas and contributions of some quality gurus such as Deming, Juran, Ishikawa and other contributors. It provides a set of core principles, assumptions, practices and tools and techniques that are systemized into a coherent framework. Almost all quality gurus share the view that an organization's ultimate purpose is to stay in business. By this way, it can generate products and services that are useful to customers, and provide satisfaction and growth of organization members. In the long run, it promotes the stability in the community.²⁵

TQM has also core assumptions about quality, people, top management, and organization.²⁶ Its first assumption is about quality. Quality is defined in terms of customer satisfaction. All quality initiatives must begin with an understanding of customer perceptions and needs. Producing quality goods is

²³ Yong and Wilkinson, "Rethinking," 247.

²⁴ Hackman and Wageman, "Total," Dean and Bowen, "Management," David D. Carr and Ian D. Littman, *Excellence in Government: Total Quality Management in 1990s* (Arlington: Coopers & Lybrand, 1990).

²⁵ Deming, *Out*, 1-18, Kaoru Ishikawa, *What is Total Quality Control? The Japanese Way* (Englewood Cliffs: Prentice-Hall, 1985), 1.

²⁶ Hackman and Wageman, "Total," 10-11, Barbara A. Spencer, "Models of Organization and Total Quality Management." *Academy of Management Review*. 19: 3 (1994) 446-447, Janet C. Vinzant and

assumed to be less costly than the cost of poor quality due to inspection, rework and loss of customers. Therefore, quality must be established in the process first time rather than inspecting after the job done. The second assumption is about people. Similar to McGregor's theory Y, people are assumed to naturally care about the work they do and take initiatives as long as the management provides them necessary training and education. Therefore, employees must be empowered to make decisions, to build relationship, and to take necessary steps to improve quality.²⁷ The third assumption is about top management. It is believed that quality is ultimately under the responsibility of top management. Management's role is to create a system that produces high quality goods and products. Employees' work effectiveness is the outcome of the systems that top management creates.²⁸ The fourth assumption is about organizations. Organizations are seen as the open systems interacting with and dependent on their environments. TQM blurs the boundaries between organization and environment. Entities normally regarded as outsiders such as suppliers and customers are considered part of the organizations. For example, Deming's "flow diagram" sees the production as a system and begins with suppliers and ends with consumers.²⁹

Douglas H. Vinzant, "Strategic Management and Total Quality Management." *Public Administration Quarterly*, 20: 2 (1996), 205-210.

²⁷ Patrick E. Connor, "Total Quality Management: A Selective Commentary on Its Human Dimension." *Public Administration Review*. 56: 7 (1997), 503.

²⁸ J. M. Juran, *Juran on Leadership on Quality* (New York: The Free Press, 1989), chapter 4, Masaaki Imai, *Kaizen: The Key to Japan's Competitive Success* (New York: McGraw-Hill, 1989), 5-7, Ishikawa, *What is*. 5-7. Deming, *Out*. 25-26.

²⁹ Deming. *Out*. 4

It is generally accepted that TQM has three principles, which are customer focus, continuous improvement and total participation.³⁰ Each principle is supported by a set of practices (Hachman and Wageman call as “interventions”). Then each practice is supported by a number of techniques to effectively perform each principle.³¹

The first principle is the customer focus and satisfaction. The aim of satisfying customer is vital for TQM and it is the organizations' duty to produce goods and services that delight the customers. The customer focus provides a common goal for all organization members because it is believed that customer satisfaction is the key factor for the long term survival of every organization. Practices exploring customer needs and expectation include promoting direct contact with the customer, and collecting information about the customers. Some techniques such as customer surveys and focus groups are utilized to accomplish these practices.

The second principle is the continuous improvement. This includes the improvement of each work processes and the organizational system as a whole. Since the expectations and needs of customers change and increase continuously, organizations have to improve the work processes and the work system day to day. Relevant practices are process and work analysis, reengineering and PDCA cycle. There are many tools and techniques that can be used for these practices:

³⁰ Dean and Bowen, “Management,” 394-395, Rao and et al., *Total*. vii-viii, Adrian Wilkinson, Graham Godfrey and Mick Marghington, “Bouquets, Brickbats, and Blinkers: Total Quality Management and Employee Involvement in Practice.” *Organizations Studies*, 13: 1, (1991), 800.

³¹ Wage and Hackman, “Total,” 311-315.

Flowcharts, Pareto analysis, fishbone diagrams, control charts, scatter diagrams, etc.

Continuous improvement and customer satisfaction requires total participation of all organization members from top to bottom, and the suppliers as well as the customers. It is called total participation. The practices for this principle include group skills training, forming all types of teams including quality and cross functional teams. Team building techniques such as brainstorming and role clarification are relevant to these practices.

All these principles are closely related with one other. Continuous improvement is necessary for the customer satisfaction that requires full participation of all relevant units. As a result, TQM does not only consist of some tools and techniques (as Hill calls hard aspect of TQM) or human relations practices (soft aspect of TQM) but it is a total system and approach based on interrelated assumptions, principles, and practices and techniques to support these principles.

1.3. Origins and Historical Development

There are mainly two different views on the original roots of TQM. The first group sees the quality management as an extension of Taylor's scientific management.³² According to the second group, TQM has its origins on the works of the Walter A. Shewhart in 1930s and later the studies and contributions of the

³² Boje and Winsor, "The Resurrection," 57, Paul S Adler, "Time and Motion Regained." *Harvard Business Review*. 71: 1 (1993), 97, Robert F. Flood, *Beyond TQM* (Chishister: John Wiley & Sons, 1993), 5-6, Malcolm Warner, "Japanese Culture, Western Management and Human Resources in Japan." *Organization Studies*. 15: 4, 1994, 426.

Deming, Juran, Ishikawa, and other quality gurus.³³ On the other hand, both groups agree that TQM evolved and changed by the time with the contributions of the some scholars and institutions. The first group indicates that the Japanese modified Tayloristic principles and other Western management practices into the Japanese unique culture. For example, Boje and Winzor argue that Japanese borrowed the management principles and practices of the West early in the 1900s and synthesized it into Samurai tradition of constant learning and training, and village tradition of mutual help.³⁴ Similarly, Juran refutes the "chauvinistic notion" that two Americans (Juran and Deming) solely responsible for the quality revolution in Japan . On the contrary, he declares that "the unsung heroes of Japanese quality revolution were the Japanese managers".³⁵ Warner synthesizes both views in a clear manner. He believes that the Japanese ultimately improved on the theories and practices originally imported and many of them such as TQM are being re-exported back to the West.³⁶

Whether TQM is an original approach or "the resurrection of Taylorism", it is generally accepted that the modern quality movement is traced back to system known as modern quality control or statistical process control (SPS)

³³ Deming, *Out.* 486-492.

³⁴ Boje and Winsor, "The Resurrection," 53.

³⁵ J.M. Juran, "Made in U.S.A.: A Renaissance in Quality." *Harvard Business Review*, (July/ August, 1993), 44.

³⁶ Malcolm Warner, "Japanese Culture, Western Management and Human Resources in Japan." *Organization Studies*. 15: 4 (1994), 526.

which is created by Walter A. Shewhart in 1930s.³⁷ Shewhart published his book titled "Economic Control of Quality of Manufactured Product" in 1931. During World War II, quality specialists who refine the Shewhart's approach to improve the quality and productivity of American war products formed American Society for Quality Control.³⁸ The import of these approaches to Japan was made by the US occupation forces because of the inefficiency of the Japanese telephone system. They began to cultivate interest in quality control in their programs of reconstruction. In 1950, the Union of Japanese Scientists and Engineers (JUSE) invited Dr. Deming to lecture in Japan. He gave a series of lectures to Japanese Engineers about the quality control and to top management on management tasks and responsibilities. Ishikawa estimates that the outline of the Deming seminar included: 1) how to use cycle of Plan, Do, Check, Action (PDCA or so called Deming Cycle) to enhance quality and to sustain continuous process improvement, 2) the importance of dispersion in statistics, 3) Process control through the use of control charts and how to use it.³⁹ Later, Juran was invited to Japan in 1954. He conducted seminars for top management and middle level managers, explaining them the roles they had to play in promoting quality control activities. In practice, this meant teaching quality to top and middle managers.⁴⁰

From 1955 through 1960s the ideas of the both Deming and Juran spread rapidly in major firms, but with an important on the part of the Japanese. In the

³⁷ Tuchman, "Ideology", 59, Josephine Yong and Adrian Wilkinson, "The Long and Winding Road: The Evolution of Quality Management." *Total Quality Management*. 13: 1 (2002), 107.

³⁸ Flood, *Beyond*. 7.

³⁹ Ishikawa, *What is*. 7.

Japanese reinterpretation, each and every person in the organization, from top to bottom, received exposure to statistical quality control and techniques. They jointly participated in study groups by upgrading quality control practices. This was both the simple and the most profound twist to the original ideas prorogated by Western experts. Quality control shifted from being responsibility of the minority of the engineers to being responsibility of whole workforce. JUSE took the lead in involving the employees in solving quality problems. JUSE published the magazine *Genga to QC* (Quality Control for Foreman) in 1962. The magazine increased its subscription from 6.000 in 1962 to around 70.000 by mid- 1970s.⁴¹ Training programs began using not only conventional textbooks but also radio and television series. For example, in 1957 the Japan Broadcasting Corporation started to broadcast Quality Control programs as part of its educating program.

The Japanese contribution to Total Quality Management can be summarized as follows: 1) company-wide quality control: participation by all members of the organization in quality control, 2) the top management took the personal charge of managing quality, 3) training all workforce for the quality management 4) nation-wide quality control promotion activities, e) utilization of statistical methods, 5) the workforce was enlisted in quality improvement through the quality circle concept.⁴² As Imai argues quality control is introduced to Japan

⁴⁰ Yong and Wilkinson, "the Long," 108.

⁴¹ Robert Cole, "Work Reform and Quality Circles and in Japanese Industry," in *Critical Studies Organization and Bureaucracy*, ed. Frank Fisher and Carmen Sirianni (Temple University Press: Philidelphia, 1984), 425.

⁴² Juran, "Made," 44, Ishikawa, *What is*. 36.

by Deming and Juran but Japanese has subsequently developed most of the new concepts, systems, tools that are used in Japan today.⁴³

By the late 1970s onwards experienced under-performing Western industry dominated by Japanese producers, particularly in car and electrical industry. As a result of this, TQM tools and practices regained recognition in 1970s in the West.⁴⁴ At the beginning many Western organizations tried to introduce the TQM tools alone such as quality circles, but most of them failed.⁴⁵ However, from the second half of the 1980s, both private and public agencies realized the necessity of the total approach to quality management. In the USA, developed as the American equivalent of the Japan's Deming Award, which was established as early as 1951, the Baldrige award was created to motivate American Industry to consider quality as a key component in attaining global competition. Federal Quality Institute was established in 1988 and TQM has been officially mandated as the management and organization policy of the United States Military During Bush administration, Executive Order 12637 directed all Federal agencies to develop programs to enhance quality and productivity. To recognize outstanding efforts, the US government initiated the President's Quality Award and Federal Quality Improvement Award (FQI).⁴⁶ Similarly, In Europe many national governments formed their TQM institutions and quality

⁴³ Imai, *Kaizen*. 5.

⁴⁴ Tuckman, "Ideology," 67, Yong and Wilkinson, "The Long," 114.

⁴⁵ Carr and Littman, *Excellence*. 25.

⁴⁶ Laura A. Wilson and Robert F. Duran, "Evaluating TQM: The Case for a Theory Driven Approach." *Public Administration Review*. 5: (1994), 138.

awards. European Foundation for Quality Management (EFQM) was created in 1992 to guide public and private sectors and recognize best practices. Today, many countries, from India to South Africa, have national quality awards.⁴⁷

1.4. Main Contributors

Many scholars contributed to the evolution of TQM in both the United States and Japan. The initial success of the quality movement has been attributed to the two sages: E. Edwards Deming and Joseph Juran. Later others contributed to the movement: Ishikawa and Taguchi in Japan, and Crosby and Feigenbaum in the United States are the most cited quality experts

1.4.1. W. Edwards Deming

TQM was developed and has been shaped by a number of key thinkers but it is perhaps most closely associated with the ideas of W. Edwards Deming.⁴⁸ He was the first American to introduce the quality management principles to Japanese on a large scale after invited by the Japanese Union of Scientists and Engineers (JUSE). In 1951, JUSE established Deming Prize that has been awarded to who has achieved excellence in research in theory or application of statistical quality control and those who made remarkable contributions to the dissemination of statistical quality control methods. In 1960, Japan's Emperor

⁴⁷ Tan Kay Chaun and Lim Chai Soon, "A Detailed Trend Analysis of National Quality Awards World- Wide." *Total Quality Management*. 11: 8 (2000), 1065- 1080.

⁴⁸ Vinzant and Vinzant, "Strategic," 206.

awarded Deming the Second Order Medal of Secret Treasure.⁴⁹ There are some books and articles that explore his management method as well as social and political implications of his theory.⁵⁰

Deming explores his 14 points management method in his book titled "Out of the Crisis" first published in 1986. He indicates that 14 points are the basis of the transformation of American Industry. Deming says that his method formed the basis of the lessons for the top management in Japan in 1950 and subsequent years.⁵¹ In other words, the evolution of Deming management method is a gradual process spanning four decades experience of consulting in both Japan and United States. He explores his management philosophy under 14 points, which is applicable for every organization small and large, public and private. His 14 points will be summarized as follow:⁵²

1. Create constancy of purpose toward improvement of product and service so that the organizations become competitive, stay in business and provide jobs. This is the summary of the Deming's chain reaction that, Deming indicates, was on the blackboard of every meeting in Japan from 1950 onward.⁵³

⁴⁹ Rafeal Aquaya, *Dr. Deming the Man Who Thought the Japanese About Quality* (London: Mercury Books, 1991), vii.

⁵⁰ Aquaya, *Dr. Deming*, Mary Walton, *The Deming Management Method* (London: Mercury Books, 1989), White and Wolf, "Deming's Part 1," Orion F. White and James F. Wolf, "Deming's Total Quality Management and The Baskin Rabbins Problem Part 2: Is This Ice Cream American?" *Administration & Society*. 27: 3 (1985), 307- 321, William W. Scherkenbach, *The Deming's Route to Quality and Productivity: Road Maps and Roadblocks* (Rocville: Mercury Press, 1992), J.C. Anderson, M. Rughtusanatham, and R.C. Schroeder, "A Theory of Quality Management Underlying the Deming Management Method." *Academy of Management Review*. 19: 3(1994), 472- 509.

⁵¹ Deming, *Out*. 23.

⁵² *Ibid.*, 23-96.

2. Adopt the new philosophy: Deming indicates that we are in a new economic age. Therefore, Western management must awaken to this challenge, must learn their responsibilities, and take on leadership for change.⁵⁴

3. Cease dependency on inspection to achieve quality: This requires elimination of the need for inspection on a mass basis by building quality into the product in the first place. According to Deming quality comes not from the inspection, but from the improvement of the production processes. Inspection does not improve quality, or guarantee it. It is costly, unreliable and ineffective.⁵⁵

4. End the practice of awarding business on the basis of the price tag: Companies must try to minimize total cost by contracting with a single supplier for one item by establishing a long term relationship of loyalty and trust. The purchasing department must change its focus from the lowest initial cost to lowest total cost. To do this, the organizations should establish a long term relationship with a single supplier.⁵⁶

5. Improve continuously the system of production: In order to constantly decrease the costs and to improve quality and productivity, it is necessary to improve constantly and forever the system of production. Deming proposes that vast majority of the quality problems is due to common causes that are system

⁵³ Ibid., 3

⁵⁴ Ibid., 26

⁵⁵ Ibid., 28-29.

⁵⁶ Ibid., 31-32.

based. Managers are responsible for correcting system based causes of the performance because these problems are beyond the ability of the workers.⁵⁷

6. Institute training on the job: Every member of the organization should be trained continuously. Deming argues that “ the greatest waste” in an organization is failure to use full ability of people. Therefore, the employees should be trained in a continuous manner.⁵⁸

7. Adopt and institute leadership: The job of the management is not supervision, but leadership. Management must work on the sources of the improvement. The aim of the leadership should be to improve the performance of man and machine, to improve quality, to increase output, and simultaneously to provide pride of workmanship to people. Deming claims that management is responsible for over 90 percent of quality problems because it is the responsibility of management to create a stable system.⁵⁹

8. Drive out fear: In order to everyone works effectively for the company, the management should create a workplace where the employees use full potentials. To do this, Deming proposes to eliminate the performance appraisal system because it lacks the ability to measure the performance of workers and creates fear among the workers.⁶⁰

⁵⁷ Ibid., 41

⁵⁸ Ibid., 53.

⁵⁹ Ibid., 54.

⁶⁰ Ibid., 59- 60.

9. Breakdown barriers between departments: People in various sections must work as a team. Teamwork is solely needed throughout the company.⁶¹

10. Eliminate slogans, exhortations, and targets for the workforce: Such things only create adverse relationship among the workforce. Majority of the low productivity and low quality are due to system deficiencies and lie beyond the control of the workforce. Deming indicates that variation is the enemy of the quality and over 90 percent of it belongs to system.⁶²

11a. Eliminate work quotas on the factory floor and substitute leadership: Deming indicates that the quotas are barriers for improvement and productivity.⁶³

b. Eliminate management by objective, management by numbers and numerical goals: Substitute leadership. Deming believes that goals set without a method is useless.⁶⁴

12. Remove barriers that rob the hourly worker of his right to pride workmanship: The responsibility of supervisors must be changed from sheer numbers to quality. Deming believes that the employees are taken responsible for quality problems that are not under their control by merit rating. So, he suggests that merit rating and management by objective should be abolished.⁶⁵

⁶¹ Ibid., 62-63.

⁶² Ibid., 65-66.

⁶³ Ibid., 71.

⁶⁴ Ibid., 75.

⁶⁵ Ibid., 77.

13. Institute a vigorous program of education and self improvement: Every organization needs people that are improving with education. Competitive position can be acquired by learning and education.⁶⁶

14. Put everybody in the company to work to accomplish the transformation: The transformation is everybody's job.⁶⁷ By points 13 and 14 Deming emphasizes the importance of employee participation, involvement and training in the quality improvement.

Deming also lists seven deadly diseases and obstacles for the transformation. He indicates the seven diseases as follow: 1) Lack of constancy of purpose, 2) emphasis on short term profits, 3) evaluation of performance, merit rating, or annual review, 4) mobility of management, 5) management by using only visible figures, with little or no considerations of figures that are unknown or unknowable, 6) excessive medical costs, 7) excessive cost of liability. He believes that the last two problems are peculiar to United States.⁶⁸ Later, Deming introduced the concept of " the System of Profound Knowledge". It has four parts that are interrelated as the concept of system implies. The four parts are application of a system, knowledge about the variation, theory of knowledge, and psychology. The first part concerns with very understanding of system optimization. Deming sees the production processes as system and they are very interrelated. The importance of understanding variation is the cornerstone of the

⁶⁶ Ibid., 77.

⁶⁷ Ibid., 86.

⁶⁸ Ibid., 97- 98.

Deming's method. The job of leaders requires the knowledge of the sources of variation and how to reduce the variation. As a third part "theory of knowledge" concerns with operational definitions and the nature of theory vis-a-vis experience. The fourth part "psychology" refers to importance of intrinsic over extrinsic motivation.⁶⁹

Despite the significant influence of Deming ideas and 14 points on the public and private sector organizations and the practice of the management theory around the world, only a few thinkers have analyzed his theoretical contribution and theoretical base. Anderson, Rungtusanatsham and Schroeder explore that there is a theory of quality management underlining Deming's management method. Based on conceptual synthesis of Deming's writings, literature on the Deming management method, and the results of a Delphi study, the authors conclude that Deming's method can constitute a theory composed of a set of assumptions, concepts and practices. They propose that "the theoretical essence of Deming's management method concerns with an organizational system that fosters cooperation and learning for facilitating the implementation of process management practices, which in turn, leads to continuous improvement of processes, products, and services, and to employee fulfillment, both are critical to customer satisfaction, and ultimately, to firm survival".⁷⁰ The defining concepts of Deming's theory are explained as visionary leadership, internal and external cooperation, learning organizations, process management, continuous

⁶⁹ Thomas J. Boardman J, "The Statistician who Changed the World: W. Edwards Deming, 1900-1993." *The American Statistician*. 48 (3) (1994), 185-186, Howard S. Gitlow, "A Comparison of Japanese Total Quality Control and Deming's Theory of Management." *The American Statistician*. 48: 3 (1994), 199-200.

improvement, employee fulfillment, and customer satisfaction. The authors also determine a set of relation among these key concepts.⁷¹

1.4.2 Joseph M. Juran

Like Deming, Juran was invited to Japan after 1950 and gave seminars and lectures to the Japanese managers and engineers. He is the author of the many books on quality control and the editor of the " Quality Control Handbook" which became a seminal in the area.⁷² Unlike Deming who only later recognized the importance of human factor, Juran claimed that the technical aspect of quality control had been well covered but managers did not know how to manage to achieve quality. From the beginning, he stresses the importance of organization and communication of all functions.⁷³ He explains that managing quality can be performed through three interrelated managerial processes: quality planning, quality control, and quality improvement. It is called Juran Trilogy. Quality planning is the activity of developing the goods and products required to meet customers' needs. It is under the responsibility of the quality council consisting of top management. It involves the following "universal steps":

1. Determine who the customers are
2. Determine the needs of customer

⁷⁰ Anderson, Rungtusanatham and Schroeder, "A Theory," 483.

⁷¹ Ibid., 480.

⁷² Rao and et.al, *Total*. 40.

⁷³ John S. Oakland, *Total Quality Management* (Oxford: Heinemann Professional Publishing Ltd., 1989), 288.

3. Develop product features that respond to customers' needs
4. Develop processes that are able to produce those product features
5. Transfer the resulting plans to the operating forces.⁷⁴

The quality control is the second level of trilogy. It includes three steps that are meeting established quality goals, detecting departures from planned level of performance, and restoring performance to the planned goals.⁷⁵ Quality improvement builds the last corner of the trilogy. It means "organized creation of beneficial change not "fire fighting" or "sporadic pike". The improvement may take place such forms as new product development, adoption of new technology, or revision of processes to decrease error rates. It also consists of some "universal steps":

1. Establish infrastructure to secure yearly quality improvement
2. Establish improvement projects
3. Establish a project team that is responsible for each project.
4. Provide the resources, training and motivation needed by the team.⁷⁶

Juran calls the broader quality system as "total quality management." He divides the quality management into three parts. At the top, there exists "strategic quality management" which is under the responsibility of the top management or quality council. It is the apex of the broader system of managing quality through

⁷⁴ Juran, *Juran*. 200.

⁷⁵ Ibid., 145.

⁷⁶ Ibid., 21

the company.⁷⁷ "Operational quality management" is middle layer and performed by the middle management.⁷⁸ Finally, the bottom line is the workforce training and participation for the quality management through quality circles and quality teams.⁷⁹ Juran sees upper management leadership and massive training programs as the prerequisite of the total quality management. In his view, workers cause less than 20 percent of the quality problems. In addition, all workforce should be trained in quality to enable them to participate in quality improvement projects.⁸⁰

1.4.3. Phil Crosby

Phil Crosby is well known for the concept of "zero defects" which means that there is no place for defects in his method for statistically acceptable levels of quality. In other words, he rejects the idea that some degree of error is inevitable. Therefore, zero defect is a desirable and achievable goal. Crosby wrote several books but the most famous book is "Quality is Free."⁸¹

He articulated his view of quality as the four absolutes of the quality management.⁸²

⁷⁷ Ibid., chapter 6.

⁷⁸ Ibid., chapter 7.

⁷⁹ Ibid., chapter 8.

⁸⁰ Oakland, *Total*. 288.

⁸¹ Ibid., 81.

⁸² Lloyd Dobyss and Clare Crawford Mason, *Quality or Else* (Boston: Houghton Mifflin Company, 1994), 66-67.

1. Quality means conformance to requirements. These requirements should be specified clearly so that everybody must know what are expected for them.

2. Quality comes from prevention. Like other quality thinkers, Crosby argues that prevention should replace traditional view of mass inspection.

3. Quality performance standard is zero defects. Errors should not be tolerated. Unlike Deming and Juran, Crosby believes that there is no trade off between quality and price.

4. Quality measurement is the price of non- conformance.

In order to improve quality he proposes 14 steps:⁸³

1. The top management commitment is vital for the quality improvement. The management should determine the quality policy so that everyone in the organization should know what he or she is expected for.

2. Quality improvement teams should be formed from the responsibility of each department. These teams should be cross functional and oversee the quality improvement processes.

3. Management should establish measurements of quality for all activities. This can measure any improvement in the processes.

4. Cost of quality should be evaluated so that it can be used where the quality improvement could be made.

⁸³ Robert Cornesky and et al. *Implementing Total Quality Management In Higher Education* (Madison: Magna Publication, 1992), 38-45.

5. Quality should be part of the corporate culture. Everyone should be committed to quality. Employees must be informed on the task of doing the job correctly in the first time.

6. The next step is to take corrective action. The aim is to identify problems and take action necessary to eliminate them. Corrective action procedures should be based on data and can only be effective if the system under investigation is in statistical control.

7. Management should prepare a zero defects plan with the involvement of major suppliers, customers, as well unions and other related parties. Preparation of zero defects plan is a long process and can take more than one year.

8. After management is educated on TQM tools and techniques, all employees should be educated to carry out their part of quality improvement team.

9. Zero defect day is held to demonstrate that a new performance standard is established.

10. Goal setting is the step in which people are encouraged to set goals for themselves and their groups. These goals should be specific and measurable, and the progress should be measured against them.

11. Employees should point out what is wrong with the processes and system. This is called error- cause removal . The management must remove the obstacles that prevent employees from achieving these goals.

12. Provide recognition who participates and who are successful. This recognition should be in public and non- financial. Like Deming, Crosby believes the effectiveness of intrinsic motivation.

13. There must be quality councils consisting of department heads and quality professionals. These councils develop quality improvement plans, set mission to design the improvement plans, develop guidelines and establish education plans, measure progress, and assist in implementation. As a summary, the top management has the main responsibility for the quality management.

14. “Do it over again” stresses the fact that the improvement process is a continuous process.

Crosby also provides a number of tools to implement 14 step method. The main ones are “Quality Maturity Grid”, “Make Certain Program”, and “Quality Vaccine”. Quality Maturity Grid is a tool for management to measure the organizations' progress in quality. It has five stages: uncertainty, awakening, enlightenment, wisdom, and certainty. On the other hand, The Quality Vaccine means vaccinating an organization against non- conformance. It has five ingredients: integrity, systems, communications, etc.⁸⁴

1.4.4. Armand V. Feigenbaum

Feigenbaum's classical work “Total Quality Control” was first published in 1951 but was reissued in an expanded version in 1983, and third edition in

⁸⁴ Flood, *Beyond*. 24-26.

1991.⁸⁵ He is known as being the first quality expert to call attention to cost of quality.⁸⁶ As the other quality gurus Feigenbaum indicates that it is cheaper in the long run to build quality into products and services to correct errors after the works have been finished.

Feigenbaum calls his approach as Total Quality Control and defines it as: "Total quality control is an effective system for integrating the quality-development, quality- maintenance, and quality improvement efforts of the various groups in an organization so as to enable marketing, engineering, production, and service at the most economical levels which allow for full customer satisfaction."⁸⁷ As the definition implies his quality improvement is a systematic, integrated, organization-wide perspective. It involves all company employees and representatives, from the top management through assembly workers, office personnel dealers, and service people.⁸⁸ This is very similar to approaches of other quality thinkers.

In his approach, effective human relation is basic to quality control. It is the under the management responsibility to involve and build up employee's responsibility for, and interest in quality improvement. The quality is defined in terms of customer satisfaction and requirements. He mentions some aspects of

⁸⁵ Martin, *Total*. 16

⁸⁶ Dobyss and Crawford- Mason, *Total*. 72.

⁸⁷ Armand V. Feigenbaum, *Total Quality Control* (New York: McGraw -Hill, 1983), 7.

⁸⁸ *Ibid.*, 13

quality as reliability, serviceability, and maintainability. Quality of any product requires balancing these characteristics.⁸⁹

1.4.5. Genichi Taguchi

Taguchi has the significant influence on the Japanese quality movement. His prime focus is to make statistics practical. He first won the Deming Price in 1960 and later he also won the same price three times.⁹⁰

Taguchi indicates that the quality is the issue of the entire organization and statistical methods should be used to improve quality. One of the original concepts he developed is "the loss function." It attempts to provide a formal process for computing the cost of deviation from the target value. This is called social cost which is very low if the part meets the target dimensions exactly. On the other hand, if the dimension of the part deviates from the target, some people become unhappy. Taguchi calls this social cost as the loss.⁹¹

In order to achieve quality goods and products, he proposes three steps design. System design involves designing a product to satisfy the customers' requirements. He uses "Quality Function Deployment" to build customer's requirements and convert them to design characteristics. Parameter design is related to determine key process variables. Then, the parameters that minimize the variation will be established. Statistical experimental design is used to identify these parameters. Finally, tolerance design aims to find out components

⁸⁹ Ibid., 8

⁹⁰ Saylor, *TQM*. 6, Rao and et al, *Total*. 49.

that contribute most to variations in the product. By this way, the most significant components can be identified and be set appropriate tolerances for these components.⁹²

1.4.6. Kaoru Ishikawa

Ishikawa is the best known of the Japanese quality experts. He is the author of "What is Total Quality Control? the Japanese Way" which is published in 1985. He devoted his life for the quality movement in Japan. He made great effort for the quality movement to become nation wide in Japan.⁹³ His real uniqueness is that he created certain methods that can be thought to large number of workers. He created tools and techniques that can be utilized by even ordinary worker. He suggested that all employees could participate in quality improvement by using seven statistical tools: Pareto diagrams, cause and effect diagrams, histograms, control charts, scatter diagrams graphs, and check sheets. He calls this approach as management by fact and data. He created one of these tools: cause and effect diagram that is also known as Ishikawa diagram. One of his original concepts is the quality circles which involve putting workers into teams to solve quality problems. The quality circles are based on voluntary participation of organization members and they made suggestions to management about the quality efforts. Unlike in the Unites States and other Western countries, these suggestions were listened and recognized by the top management.

⁹¹ Dobyss and Crawford- Mason, *Quality*. 83-84.

⁹² Rao and et al, *Total*. 89.

Employee education and training has an important place on the Ishikawa's philosophy. He suggests that “quality control begins with education and ends with education.”⁹⁴ To promote quality control with participation by all, quality education must be given to all employees, from top to assembly line workers. Quality control is a revolution in management, that though process of all employees must be changed. To accomplish this, education must be “repeated over and over again.”⁹⁵

Like other quality gurus, Ishikawa argues that the quality should be the first priority of the organizations rather than short term profit. By that way, the organizations can gain the consumer confidence step by step and win the loyal consumer. Consequently, the long run profit will be substantial and the company can survive in the long run. Ishikawa proposes the consumer focused organization not the producer orientation. Therefore, the organizations should listen to the consumers' options and to act in a way that will take their accounts. He also defines the next process as the consumer. The person who gets someone's work and, or who relies on someone is defined as the consumer. In other words, the consumer is not only the person who buys the final product but also includes the co-workers.⁹⁶

He believes that the management needs to adopt to “respect for humanity as a management philosophy”. The management must standardize all processes

⁹³ Dobyss and Crawford- Mason, *Quality*. 76

⁹⁴ Ishikawa, *What is*. 13.

⁹⁵ *Ibid.*, 37.

⁹⁶ *Ibid.*, 104-107.

and producers and then delegate authority to subordinates. The basic principle of successful management is to allow subordinates to make full use of their ability. Both top and middle management must delegate as much authority as possible. Everyone who is connected with the company such as consumers, employees and their families, shareholders, subcontractors must have the opportunity to contribute to the organization.⁹⁷

Ishikawa advocates both internal and external cooperation. Vertical cooperation occurs between managers, supervisors and the workers. Horizontal cooperation goes beyond the internal organization and includes the suppliers and purchasers. In order to produce quality products and the goods, the organizations should develop a strong relationship with the suppliers and the purchasers. Cross-functional management is also vital through cross functional committees. Ishikawa indicates that most quality problems occur in the cross functional areas. Therefore, various cross- functional committees should be created among functions such as planning, production, personnel department, and marketing. By this way, organizational members no longer think in terms of narrow sectional interests and can see the broader perspective.⁹⁸

Although the quality can only be achieved by the involvement of whole members including suppliers and buyers, unless the person in charge, the president or the chairman, takes the initiative and assumes the leadership in implementing quality control, the quality improvements cannot be achieved.

⁹⁷ Ibid., 118.

⁹⁸ Ibid., 13-16.

Therefore, Ishikawa argues that the top management has the special role and the final responsibility for the quality programs. It is his or her job to create an organizational environment and get involve the organizational members into the quality efforts. Similarly, the middle managers have the responsibility to make quality circle activities work. They should foster the relationship among the employees and divisions. In other words, he suggests that the management support, from bottom to top, is for vital for quality management success.⁹⁹

1.5. The Elements of TQM

What are the main elements or tenets of TQM? There is no easy answer for this question if one looks at the writings of the quality gurus. Quality gurus list some general points of their management approaches rather than giving elements of TQM. Moreover, each quality guru focuses on different aspects of quality management. Deming emphasizes management commitment and leadership, statistical process control, importance of employee participation and involvement, and continuous improvement of processes. Juran focuses on planning and product design by management council, quality audits and involvement of suppliers and customers. Crosby's major emphasis is organizational factors such as cultural change, leadership for change, training, and ongoing calculation of quality cost.¹⁰⁰ Ishikawa focuses on the priority of quality rather than short term profit, customer not the producer orientation, use of

⁹⁹ Ibid., 121-136.

statistical methods, cross functional management, importance of training and education of workforce and total organizational commitment to quality improvement.

Though quality experts have different approaches to quality and emphasize on different aspects of the quality management, the content analysis of their studies indicate that they have key elements in common. These common elements are as follow: top management support, customer focus and relationship, workforce management, process management and product design, quality data and reporting (management by fact), and supplier relationship (Table 1.1).¹⁰¹

Table 1.1: TQM Dimensions (Elements)

<i>Dimensions</i>	<i>Crosby</i>	<i>Deming</i>	<i>Feigenbaum</i>	<i>Ishikawa</i>	<i>Juran</i>
Top management support	Yes	Yes	Yes	Yes	Yes
Customer focus and relationship	Yes	Yes	Yes	Yes	Yes
Work force management	Yes	Yes	Yes	Yes	Yes
Process management	Yes	Yes	Yes	No	Yes
Supplier relationship	No	Yes	Yes	Yes	Yes
Management by fact	Yes	Yes	Yes	Yes	Yes

Source : Dale and et al, 2001, p. 445 (Modified).

¹⁰⁰ David A. Waldman, "The Contributions of Total Quality Management to a Theory of Work Performance." *Academy of Management Review*. 19: 3 (1994), 511.

¹⁰¹ Dale and et al, "Total," 444-445.

The second way to figure out the elements of TQM is to analyze the categories of the Malcolm Baldrige National Quality Award.¹⁰² Established in 1987 to recognize private and public organization that excel in quality management, it does not only codifies the elements of TQM but also provides a comprehensive framework for assessing their progress.¹⁰³ The seven categories of the Award are as follow: 1. Leadership, 2. Information and Analysis (Management by Fact), 3. Strategic Quality Planning, 4. Human Resource Development and Management, 5. Process Management, 6. Customer Focus and Satisfaction, 7. Quality and Operational Results.

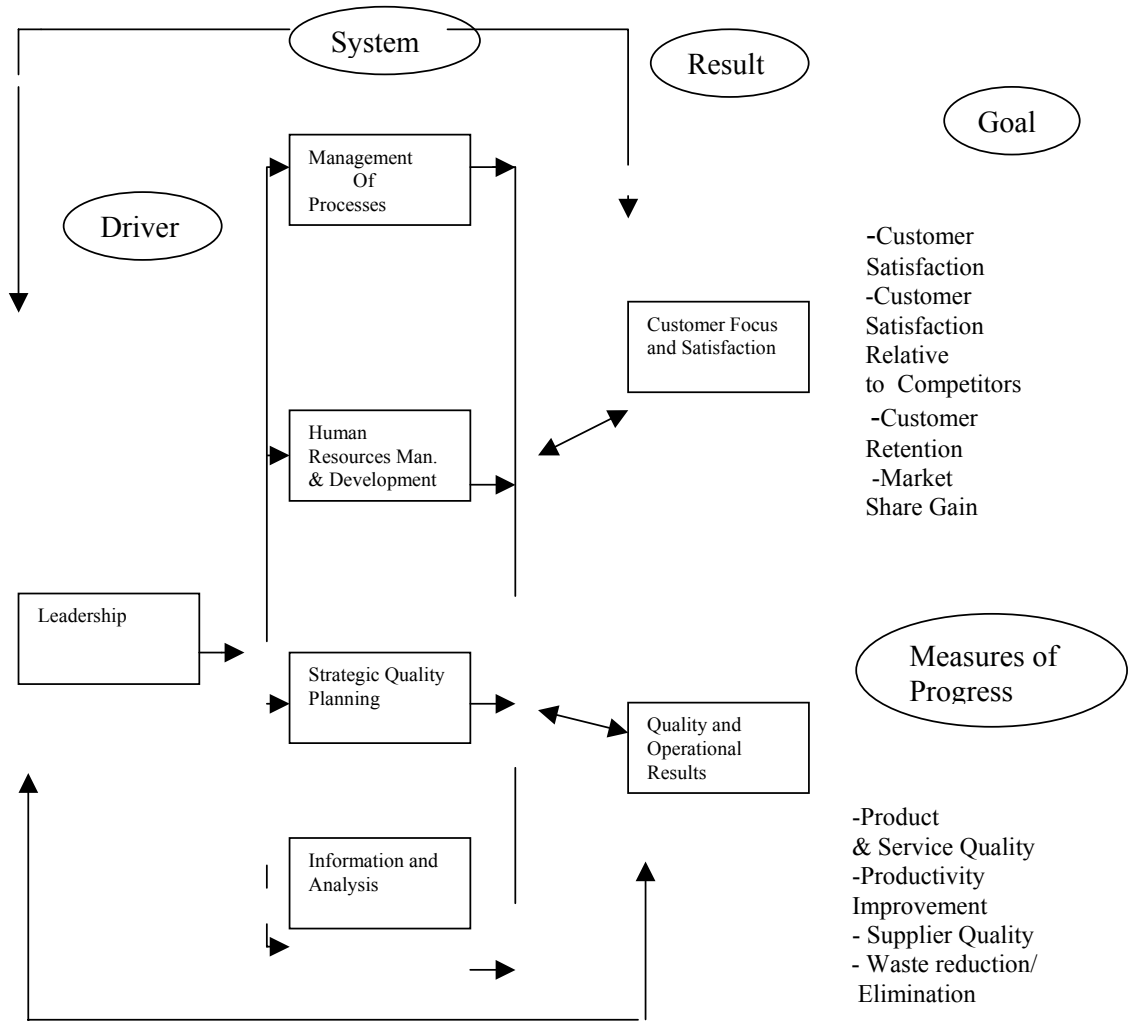
The Award framework has four main parts: the driver, the systems, the measures of progress, and the goal. The driver refers to the leadership of management that creates the values, the goals and systems and guides the purpose of quality and performance objectives. The systems are the group of well- defined activities such as strategic quality planning, employed to meet the customer and performance requirements. The measures of progress are the result oriented activities to deliver improving customer value and performance of the organization. Finally, the goal is the basic aim of the system to deliver quality goods and services in order to achieve strategic objectives, customer retention and market share gain.¹⁰⁴

¹⁰² Dean and Bowen, "Management", Rao and et al, *Total*. Chapter 3, Rao, Solis, and Raghunathan, "A Framework", Martin, *Total*, 21-22.

¹⁰³ David Garvin, "How the Baldrige Award Really Works?" *Harvard Business Review*. (November/ December 1991), 83.

¹⁰⁴ Rao and et al, *Total*. 73.

Figure 1.1: Baldrige Award Criteria Framework Dynamic Relationship



Source: Rao and et al, p. 73.

Modeled after the Baldrige Award, European Foundation for Quality Management has the similar elements but it only adds partnership development

and public responsibility instead of information and analysis and strategic quality management.¹⁰⁵

In the context of this dissertation, the Baldrige Award framework will be used to clarify the main elements of TQM since the Baldrige Award categories are based on a systematic analysis of ideas of quality gurus and other scholars.

1.5.1. Leadership

Leadership along with the customer focus forms two major elements of TQM.¹⁰⁶ As Martin points out the "unqualified" commitment of the top management is essential for the success of the quality management.¹⁰⁷ The commitment of the top management is the most important determinant of the successful quality management implementation.¹⁰⁸ All important quality experts agree on the idea that top management has the leading and the most important role in the quality management adoption and implementation. For example, Ishikawa assumes the top management has vital responsibility in quality efforts. The top management responsibility includes:

- To establish long term plan
- To be in front of the activities and to assume the leadership positions
- To provide adequate education and training for the workforce

¹⁰⁵ European Foundation for Quality Management (EFQM). *European Quality Award (EQA) 2001. Information Brochure*. Brussels, 2001.

¹⁰⁶ Saylor, *TQM*. 58.

¹⁰⁷ Martin, *Total*. 80.

¹⁰⁸ Morgan and Murgatroyd, *Total*. 14, Imai, *Kaizen*. 203.

- To assume customer satisfaction and establish an organization culture to accomplish this task
- To assume leadership in breaking through the existing barriers.¹⁰⁹

Similarly, top management plays vital role for the Juran trilogy: namely, quality planning, quality control, and quality improvement. For the quality improvement function, a quality council should be established. The main responsibility of this council is to launch, coordinate and institutionalize annual quality improvements.¹¹⁰ In respect to the quality control, the top management must personally exercise control with respect to strategic goals determined by the annual council, and to assure that quality control system is established for the whole organization. In relation to quality planning, establishment and implementation of the strategic quality planning is the duty of the top management.¹¹¹

Deming's 14 points clarify the functions of top management to create an organization environment in which customers are satisfied, workforce are trained, involved and empowered to contribute the customer satisfaction and continuous improvement, the trust are built among people, and coordination rather than competition are established among both people and functions. In other words, 14 points are the guidelines for the top management to create a quality organization. Deming proposes that managers should pursue the long term survival through continuous improvement processes. They should also establish and communicate

¹⁰⁹ Ishikawa, *What is*. 125-129.

¹¹⁰ Juran, *Juran*. 42-43.

a vision that emphasizes continuous improvement. Moreover, managers also take the role model for the whole workforce.¹¹²

Leadership in Baldrige Award includes: 1) creating and sustaining clear and visible customer- focused quality values, 2) integrating quality values to management system, and, 3) addressing public responsibilities. . In the Award context, leadership refers to the success of the top management in creating, deploying and maintaining a quality culture and related systems.¹¹³ Similarly, Martin indicates that the primary concern for top management is to transform the existing culture one that focuses on the values, norms and assumptions on TQM.¹¹⁴ The organization culture is defined as the underling assumptions, beliefs and values of any organization. TQM culture has many elements: Internalization of quality and continuous improvement as goal of all activities, the absolute priority of the customer satisfaction, a systematic and fact- based approach to quality improvement issues, more open communication both horizontally from supplier to customer and vertically from top to bottom and bottom to top, and involvement of everyone in the decision making.¹¹⁵ Therefore, the primary responsibility of the top management is to create and maintain an organizational environment in which all TQM principles, values, practices and techniques can survive.

¹¹¹ Ibid., 151.

¹¹² Waldman, "The Contributions," 521.

¹¹³ Rao and et al, *Total*. 66.

¹¹⁴ Martin, *Total*. 81.

¹¹⁵ Hill, "Quality," 38.

1.5.2. Customer Focus and Satisfaction

Emphasis on the customer satisfaction or the customer driven quality is the major success of quality management.¹¹⁶ Customer focus and satisfaction is the central element and principle of the TQM.¹¹⁷ It provides the organizational direction as well as the purpose. All of the efforts of the quality management boil down to two words: customer satisfaction. No matter what management does, it is no avail if it does not lead to increased customer satisfaction in the end.¹¹⁸

All quality experts agree on the importance of exploring customer needs and expectations so that they can be satisfied. As the Scherkenbach cites Dr. Deming has said for decades " the customer is the most important part of the production line".¹¹⁹ Deming encourages organizations to understand the customers needs and wishes in the present and future so that products and services could be designed to meet these needs and wishes. He also argues that dissatisfied customers are detrimental to the business performance.¹²⁰ Ishikawa defines the successful Japan companies as consumer not the producer oriented organizations. The goal of the organization is to satisfy the consumer not the management.¹²¹ In Juran Trilogy, quality planning is the activity of determining customer needs and developing the products and processes required to meet those

¹¹⁶ Rao and et al, *Total*. 83.

¹¹⁷ Dean and Bowen, 408, "Management," Deming, *Out*. 175.

¹¹⁸ Imai, *Kaizen*. 207.

¹¹⁹ Scherkenbach, *The Deming*. 5.

¹²⁰ Anderson, Rugtusanatham, and Schoeder, "A Theory," 491.

¹²¹ Ishikawa, *What is*. 106.

needs.¹²² Similarly, Feigenbaum suggests the aim of the organization to produce goods and services that meet the expectations of customers.¹²³

TQM not only embraces the ultimate buyers as a customer but also whole people affected by the production process. Thus, there are two kinds of customers: external and internal customers. TQM defines the next process down the line as customer of the next process. In other words, the next process is defined as the internal customer.¹²⁴ In a similar way, Juran points out that internal customers include the managers of the affected departments and the workforce. He also broadens the concept of external customer by including the ultimate buyers as well as the all parties affected by the production: merchants, retailers, public etc.¹²⁵

Regardless of the type of customers, external or internal, there are certain steps to satisfy the customers.¹²⁶ The first step is to identify internal and external customers. The next step is to understand customers' needs and expectations. This requires systematic and continuous effort because the needs and expectations of customers are the moving target changing every time. There are some tools and techniques to explore the needs and expectations such as media research, customer auditing, customer focus groups, customer analysis and customer

¹²² Juran, *Juran*. 82.

¹²³ Feigenbaum, *Total*. 11.

¹²⁴ Ishikawa, *What is*. 107, Deming, *Out*. 87.

¹²⁵ Juran, *Juran*. 92-93.

¹²⁶ Martin, *Total*. 36-47, Saylor, *TQM*, 56-58, *Juran*, Juran. 87-88.

function deployment. As the final step, organizations should develop goods and products that meet customer needs and satisfaction. Since the customer satisfaction is not static, once customers' needs and expectations are satisfied, they must be continuously monitored to ensure that the product and service satisfy them. Therefore, a systematic and continuous relationship should be established to satisfy the customers, both internal and external.

1.5.3. Human Resources Development and Management

Human resources development and management constitutes the soft aspect of the quality management. Human resources utilization constitutes one of the seven categories of the Baldrige Award. It examines " the effectiveness of the company's efforts to develop and realize full potential of the workforce, including management and to maintain an environment conducive to full participation, quality leadership, and organizational growth".¹²⁷ This is consistent with the quality gurus' ideas that full participation, involvement and training of whole workforce is fundamental to quality management. TQM requires employees to take responsibility of their own work, and demands their active participation in the search of continuous improvement.¹²⁸

Deming focuses directly on the employee participation and practices issues in his 14 points. Points 6 and 13 explore the importance of the training, education and self improvement for the quality management. He advocates the

¹²⁷ David E. Bowen and Edward E. Lawyer, "Total Quality-Oriented Human Resources Management." *Organizational Dynamics*. 20 (Spring 1992), 30.

¹²⁸ Wilkinson, Gofrey and Marghington, "Bouquets," 805.

importance of supervision as a coach rather than director (point 7), preparing an organizational environment so that everybody may work effectively for the company and pride of workmanship (points 8 and 12). He also argues that team work including cross functional ones is "sorely needed" throughout" the company. He proposes merit system and annual rating of performance be demolished because it hinders team work and cooperation. Similarly, Ishikawa advocates that all employees must participate "from top down and bottom up and humanity is fully respected."¹²⁹ In Juran's theory, all workforce must have a dominant role in quality control and a significant role in quality improvement. According to Feigenbaum effective human relationship is basic to quality management.¹³⁰

Employee participation and involvement under TQM requires intensive training and education on the statistical process control and other statistical tools as well as the group process and group decision making. Training on the group process and group decision making is essential for quality management since employee involvement and participation can be performed by various types of teams. Teams are essential for TQM effort because teamwork enables whole organization to participate to meet customer needs and expectations. TQM generally utilizes three types of teams: steering committees, problem solving teams and self managed teams.¹³¹ Steering committees include senior

¹²⁹ Ishikawa, *What is*. 122.

¹³⁰ Feigenbaum, *Total*. 6.

¹³¹ Rao and et al, *Total*. 477-488.

management. They make key decisions about quality programs, their structures and training of the workforce. Problem solving teams are the most common. They identify, analyze and develop solutions for the organizational quality programs. They may contain members from the single department or from a variety of cross functional departments. Quality circles are the examples of the problem solving teams. Cross functional teams are advised by all quality gurus because large amount of quality problems arise from the cross functional areas. Self managed teams have been formed in TQM organizations. Over the years organizations become flatter and less hierarchical as these self management teams have become more common. Suggestion system is another tool that is utilized very successfully in Japan.

1.5.4. Information and Analysis (Management by Fact)

Information and analysis element includes "the scope, validity, analysis, management and use of data and information to drive quality excellence and to improve operational and competitive performance. It also covers adequacy of company data, information, and analysis system to support improvement of company's customer focus, products, service, and internal operations".¹³² Achieving quality and other TQM goals requires decision making based on information and analysis, what is called management by fact rather than emotions.¹³³

¹³² Joel E. Ross, *Total Quality Management* (Florida: St Lucie Press, 1995), 14.

¹³³ Jerry W. Koehler and Joseph M. Pankowski, *Quality Government* (Delray Beach: St Lucie Press, 1996), 30.

The information and data for the quality management drive from many sources both internal and external: including customer, operations and processes, competitors, suppliers, and employees. TQM uses some tools and techniques to gather and analyze the data and information. Many of them are quite simple, easy to use but very powerful.¹³⁴ Every employee should be trained to use these tools and techniques. Among the most famous them are the "old" and "new" seven tools of the quality management. The old tools were used in quality circles in both Japan and the United States to train quality circle members and include cause and effect diagram, check sheets, stratifications, histograms, Pareto charts, scatter diagrams, control charts. The new and more advanced tools are relations diagram, affinity diagrams, tree diagrams, matrix diagrams, matrix data analysis, process decision program chart, and arrow diagrams.¹³⁵

The quality management also requires collecting and using data and information of other companies. In other words, the TQM organization benchmarks on the performance and practices of other TQM organizations. Benchmarking can be defined as "the comparison of products, services, work processes, and measures against the best practices in the field."¹³⁶ The purpose of benchmarking is to provide a basis for comparison and learn from the experiences and practices of others.

¹³⁴ Tony Bendell and Ted Merry, "The Tools and Techniques of Quality Management." In *Quality Management Handbook*, ed. Max Hand and Brain Plowman (Oxford: Butterworth-Heinemann, 1992), 61.

¹³⁵ Bendell and Merry, "The Tools," 61-81.

¹³⁶ Martin, *Total*. 49.

1.5.5.Strategic Quality Planning

This element of TQM addresses organization quality plans and deployment of these plans. It focuses on customer and operational performance requirements. In the quality management, customer driven quality is the vital strategic issue that needs to be a part of overall business planning.¹³⁷ As Garvin points out strategic quality plans are the glue holding together the organization's quality effort. They incorporate findings of benchmarking information, and to use customer data to design goal setting and improvement activities.¹³⁸ According to Juran, strategic quality management is a systematic approach for setting and meeting the organizational goals throughout the company. It is the apex of the Juran trilogy of the planning, controlling and improvement.¹³⁹

The essential step in the establishment and implementation of the strategic quality plans is the creation of quality council that consists of top management. Quality council exercises a complete oversight with respect to establishment and maintenance of strategic plans. It establishes the quality policies that aims to satisfy customer and exceeds competitor's quality. It is also quality council's responsibility to provide necessary training and resources for the strategic plans.¹⁴⁰

Quality deployment or implementation is an integral part of quality strategy. Long term goals have been determined by the top management, they are

¹³⁷ Dean and Bowen, "Management," 403.

¹³⁸ Garvin, "Baldrige," 91.

¹³⁹ Juran, *Juran*. 176.

deployed throughout the lower levels of organization. Juran defines the deployment as the subdividing the goals and allocating them to lower levels of the organization. He indicates that such implementation provides an opportunity for participation by lower levels, as well as the both top down and bottom up communication in the hierarchy.¹⁴¹ Strategic quality plans are proposed at the top with the participation of both internal and external customers but deployment occurs in the lower levels by preparing more detailed plans for achieving them at the each stage. Therefore, although top management prepares the strategic quality plans with the inputs provided by the other organization members, the whole organization participates in the deployment stage.

1.5.6.Process Management

Process management constitutes the core of quality management. The core ideas behind this element of TQM are that organizations are sets of interlined processes, and that improvement of these processes is the foundation of the continuous improvement.¹⁴² In the TQM framework, the organizations are composed of interlinked processes. In other words, the basic building blocks of the organizations are the processes that can be defined as a set of causes and conditions and a set of steps that transforms an input into output. These processes

¹⁴⁰ Ibid., 176, Daniel V. Hunt, *Quality Management for Government: A Guide to Federal State and Local Implementation* (Wisconsin: ASQC Quality Press, 1993), 35.

¹⁴¹ Juran, *Juran*. 190.

¹⁴² Dean and Bowen, "Management," 407.

are interlinked meaning that one process affects the next process and output of one process becomes input of other process.¹⁴³

The process management includes two interrelated goals: the first, the processes should be under control, and then these processes should be improved continuously. Therefore, in order to improve the processes the organizations need to determine whether the core processes are under statistical control or not. Thus, statistical process control constitutes the first and necessary step of the process management. The process control includes certain steps. The first step is to identify the core processes of the organizations. The most effective way to identify core processes is to use flowcharts that provide a picture of organization. By this way, workforce begins thinking of organization as processes.¹⁴⁴ The next step is to collect and analyze the data whether the processes are under the control. The aim of the this step is to figure out the causes of the variation in the process, which Deming and other quality experts see as the main enemy of the quality efforts.¹⁴⁵ Variation can be defined as any deviation from the standard.¹⁴⁶ There are two kinds of variation; common causes of variation arise from the system and always present in the system or process. It is beyond the control of the individual employee. Both Deming and Juran indicate that over 80 percent of the variation is caused by the system. Therefore, removal of the common causes of variation is

¹⁴³ Deming, *Out. 4*, Carr and Littman, *Excellence. 46*, Hunt, *Quality. 27*.

¹⁴⁴ Koehler and Pankowki, *Quality. 97-98*.

¹⁴⁵ Hackman and Wageman, "Total," 311

¹⁴⁶ Martin, *Total. 54*.

under the responsibility of the top management.¹⁴⁷ Special causes of variation are non- random and are caused by sources outside the system or the process. Although control charts are mainly used to control the processes other seven old tools such as check sheets, cause and effect diagrams (also known as Iskikawa diagram), scatter charts, histograms are utilized.¹⁴⁸ When all special causes of variation are under statistical control, the system or processes can be said stable. A system that is under control or stable has a definite identity and definable capability.¹⁴⁹

Removal of the special causes of variation, in other words, building stable system and processes, is not improvement of the system and processes. Process control is the only first and prerequisite step for what TQM calls continuous quality improvement. Based of the process control results, organizations should establish ongoing and never ending strategy for the continuous improvement of the system and processes.¹⁵⁰ Imai identifies tree kinds of the Kaizen (continuous improvement).¹⁵¹ The first pillar of the Kaizen is the management oriented Kaizen. It concentrates on the most important strategic and logistic subjects and provides necessary training and resources. Secondly, group oriented Kaizen is represented by quality circles and quality teams. TQM teams use various

¹⁴⁷ Oakland, *Total*. 292.

¹⁴⁸ Carr and Littman, *Excellence*. 70-73.

¹⁴⁹ Deming, *Out*. 321

¹⁵⁰ Martin, *Total*. 67.

¹⁵¹ Imai, *Kaizen*. 81-82.

statistical tools and PDCA cycle.¹⁵² Quality circles and teams not only identify the causes of the problems but also analyze them, implement and test new measures, and establish new standards and procedures. The third level is the individual oriented Kaizen that is manifested the form of suggestion system that has been widely used in Japan since 1950s. Suggestion systems provide an opportunity for the workers actively involve the in the organizational problems. By this way, employees have the opportunity to speak with their supervisors and fellow workers. Therefore, suggestion system is a valuable opportunity for two way communication as well as worker self development.

1.5.7. Quality Results

The implementation of elements of quality is expected to lead performance improvements in some areas such as organization's products and services, key processes, market and financial results. Based on the Baldrige model, The President's Quality Award includes customer focused results, financial performance results, human resources results, supplier and partner results, and organizational effectiveness results.¹⁵³ The quality results can be divided into two broad categories: internal quality results and external quality results.¹⁵⁴ Internal quality results encompass improvements in process and products, human relations and communication and data and information analysis. Good quality practices resulting in the improvement internal quality performance

¹⁵² Martin, *Total*. 70-71.

¹⁵³ Unites States Office of Personnel Management (OPM), *The President's Quality Award Program: 2000 Information and Application*, (Washington, D.C, 2000), 30-32.

will lead to the improvement to the external performance such as customer satisfaction, increased market share and competitiveness.¹⁵⁵

1.6. TQM and Management Theory

Even though TQM has been widely adopted by various organizations in all over the world, scholars have been debating on it in terms of its contribution and relation to management theory and literature. While some claim that it is just resurrection or more innovative form of Taylorism and his scientific management,¹⁵⁶ others tend to see it as a new paradigm of management and the anti- thesis of traditional management and Taylorism.¹⁵⁷ On the other hand, a vast majority of the scholars point out that TQM has utilized existing organization and management theory but it has also contributed to the management theory as a unique approach.¹⁵⁸

Adler argues that "time and motion regained" by the TQM practices. He evaluates quality management as an innovative form of Taylor's time and motion studies. In Taylorism, formal work standards are developed by industrial engineers and management and imposed on the employees. Unlike Taylorism, in quality management, procedures and standards are designed by workers themselves in continuous, successful effort to improve quality and skills.

¹⁵⁴ Rao, Solis and Raghunathan, "Framework," 1053.

¹⁵⁵ Deming, *Out.* 1-3.

¹⁵⁶ Adler, "Time," Boje and Winsor, "Resurrection,"

¹⁵⁷ Carr and Littman, *Excellence.* 3-4, Ishikawa, *What is.* 25, Bounds and et al, *Beyond.* 3-4.

Therefore, standardization is vital for organizational effectiveness in Taylorism and quality management. However, quality management allows participation in establishing standards as opposed to Taylorism in which standards are imposed from above.¹⁵⁹ Similarly, Boje and Winsor make harsh criticism on TQM by stating that it is "just neo- modern Taylorism."¹⁶⁰ According to them, TQM is not different from Taylorism in the production system. "Kaizen" system of continuous improvement requires a program of standards that are measurable and reproducible. Moreover, work tasks become regulated and enforced in a manner that is indistinguishable from the scientific management. They also argue that Kaizen system of scientific management results in the designing of tasks by workers themselves. Generally, detailed task specifications come from management. Workers are then encouraged to make suggestions.¹⁶¹ They conclude that TQM exemplifies a new level in application of Taylor's scientific management principles in postmodern times. In addition, they suggest that team work and employee involvement in TQM context are nothing more than self-Taylorization of employees. Creation of corporate culture, which is the main responsibility of top management in TQM, facilitates use of psychological and social control and coercion. They believe that this is the in parallel with Taylor's

¹⁵⁸ Anderson, Rungtusanathan, and Schroeder, "A Theory," Dean and Bowen, "Management", Dale and et al, "Total," Hunt, *Quality*. Martin, *Quality*. Warner, "Japanese," Spencer, "A Model,"

¹⁵⁹ Adler, "Time," 97- 98.

¹⁶⁰ Boje and Winsor, "The Resurrection," 57.

¹⁶¹ *Ibid.*, 60.

third principles scientific management, which is principle of inducing worker acceptance of the system.¹⁶²

As opposed to arguments above, some authors present TQM as the anti-thesis of Taylorism and traditional management theory. The quality guru Ishikawa names Taylor method as one of management by specialists. It suggests that specialists and engineers formulate both technical and work standards. According to him, Taylor's method was probably efficient fifty years ago when employees were uneducated. However, in today's world it is not effective because the Taylor's method does not recognize hidden abilities workers possess. It ignores humanity and assumes workers like machine. On the contrary, quality management utilizes employees' abilities in the work processes.¹⁶³

Similarly, Carr and Littman argue that TQM differs from the traditional management in terms management structure, focus on systems improvement, and the idea of the continuous improvement.¹⁶⁴ First of all, they state that the management of structure of TQM is different from that of traditional management. The origins of the traditional management structure include time and motion studies of Taylor. In that structure, supervisors and middle managers control workers by hierarchy. The management is centralized and hierarchical. In such a structure, employees are supposed to do what they are said to do. As Taylor says "a high priced man does what he is told and no back talk... When your manager tells you to walk, you walk; when he tells you to sit down, you sit

¹⁶² Ibid., 64-65.

¹⁶³ Ishikawa, *What is*. 25.

down."¹⁶⁵ On the contrary, TQM's structure of authority is decentralized. Instead of relying on the hierarchy of managers and specialists to coordinate the things, the teams including managers, specialists and employees are the dominant figure in the quality management. Therefore, TQM management structure is much flatter and more flexible than that of a traditional management.¹⁶⁶ Secondly, the key difference between traditional management and TQM is the quality management's focus on the system performance versus the traditional management's focus on individual performance. Traditional management focuses on individuals, measures their performance by periodic appraisals, and rewards and punishes individual results. On the other hand, quality management assumes that over 80 percent of the organizations problems arise from the systems and it is meaningless to evaluate employees for the problems beyond their control.¹⁶⁷ Finally, Carr and Littman suggest that TQM differs from the traditional management in terms of improvement philosophy. Traditional management depends on the innovations such as automation and computers to improve quality. On the other hand, TQM give more attention to the small but regular process improvements.¹⁶⁸

¹⁶⁴ Carr and Littman, *Excellence*. 17-21.

¹⁶⁵ *Ibid.*, 18.

¹⁶⁶ *Ibid.*, 17-19.

¹⁶⁷ *Ibid.*, 19.

¹⁶⁸ *Ibid.*, 20.

Saylor has similar arguments stating that TQM is a departure from traditional management mindset. He defines TQM as the opposite of the traditional management method by creating following dichotomies: Looking for quick fix vs. long term orientation, firefighting vs. disciplined methodology of continuous improvement, operating the same old way vs. systematic improvement, focusing on inspection vs. focus on prevention, decisions based on opinions vs. decisions based on fact, controlling organizations by function vs. optimizing resources, controlling people vs. empowering people, individual orientation vs. team orientation, motivated by profit vs. striving for customer satisfaction, relying on programs vs. relying on processes.¹⁶⁹

Both argumentations, TQM as the resurrection of Taylorism and TQM as the anti-thesis of traditional management theory, seem to be over simplification of both quality management and management theory. They assume that quality management and management theory had a single conceptualization and had never changed over the years. On the contrary, both have been developed and modified and evolved by the contributions of various thinkers and approaches.¹⁷⁰ To illustrate, Taylor's scientific management is assimilated in diverse ways in specific cultures. It had taken different forms in Britain, Germany, France and former Soviet Union. Likewise, Taylor's principles were adopted in Japan in the early in 1900s but it was modified with local values and norms. Japanese quality

¹⁶⁹ Saylor, *TQM*. 18-20.

¹⁷⁰ Yong and Wilkinson, "The Long,".

management was built on Taylor's ideas rather than negating it.¹⁷¹ Similarly, as Yong and Wilkinson explore, TQM has been evolved and changed by the contribution of various thinkers.¹⁷² In addition, different countries modified and adopted quality management in accordance with their national culture.¹⁷³

In order to show the differences and similarities between quality management and scientific management, the ideas of the founders, Taylor and Deming, can be compared. The studies point out that there are differences as well as similarities in Taylor's and Deming's ideas.¹⁷⁴ First, both place emphasis on scientific approach to work and organizational improvement. Both scientific management and TQM recognize the importance for learning and knowledge in the process of organizational improvement. However, Taylor sees management and staff as the keepers of organizational knowledge. Management and staff design the worker's task. On the contrary, Deming advocates ongoing organization wide learning process in which all organizational members engage.¹⁷⁵ Training is important to both theories but the content of training differs. According to Taylor, training is necessary for task execution, not for further learning or self improvement. However, for Deming training is also important for self improvement.¹⁷⁶ Another similar point between scientific

¹⁷¹ Warner, "Japanese," 526.

¹⁷² Yong and Wilkinson, "The Long,"

¹⁷³ Gitlow, "A Comparison," Philippe Hermel, "New Faces of Quality in Europe and the US." *Total Quality Management*. 8: 4 (1997), 131-144.

¹⁷⁴ Anderson, Rungtuanhanson and Schroeder, "A Theory," 497-499.

¹⁷⁵ *Ibid.*, 498.

¹⁷⁶ *Ibid.*, 498.

management and quality management is the importance of cooperation. Nevertheless, the scope and purpose of the cooperation is quite different. Whereas cooperation under scientific management is needed to ensure that work is done properly as it is predetermined in a rigid manner by the management, cooperation in the TQM is not only broader (involving both internal and external cooperation) but also less control oriented.¹⁷⁷

The systematic analysis on the relationship between quality management and management theory indicates that most elements of TQM have existed for some time. For example, Cohen and Brand designate that TQM represents a synthesis of a variety of trends in the world of management: 1) renewal emphasis on production line as focus of management attention, 2) use of statistical techniques to understand processes, 3) reduction of hierarchy and creation of flatter organizations, 4) greater worker involvement of workforce in the decision making process, 5) increased use of teams and groups to solve problems.¹⁷⁸ What is new and different about TQM is that it synthesizes these elements into single conceptual framework. Martin indicates that TQM attempts to blend analytical and working smarter aspect of scientific management, and employee focus of human relations school.¹⁷⁹ Similarly, according to Hunt TQM combines of "hard" management techniques such as statistical process control and managing with data on operations with soft aspects of management such as providing visionary

¹⁷⁷ Ibid., 499.

¹⁷⁸ Steve Cohen and Ronald Brand, *Total Quality Management in Government: A Practical Guide to Real World* (San Francisco: Jossey Boss, 1993), 55.

¹⁷⁹ Martin, *Total*. 11.

leadership, promoting a spirit of coordination and cooperation, and team work and practicing participatory management.¹⁸⁰

Dean and Bowen compare TQM with management theory in general as well as well the elements of TQM with existing management literature. They conclude that there are some differences between management theory and TQM in general but many prescriptions of TQM are not outside the bounds of the management theory. According to them, the fundamental difference between TQM and management theory is their audiences. While TQM is aimed at managers, management theory is mainly directed to the researchers. This difference in audiences results in other two differences. First, TQM is inherently cross functional. In a single article on TQM, it can be found references to marketing, product design, human resource management, strategic planning, organizational culture etc. On the other hand, management theory as a field is multidisciplinary but individual theories and articles tend to be discipline bound. Second, TQM seems to be prescriptive and universalistic in its prescriptions to improve organizational effectiveness. For example, Deming's and other quality gurus' statements are prescriptive and universalistic. On the contrary, management theory concerns with not only improving performance but also understanding organizations. Even management theory is prescriptive, it is prescriptions contingent on organizational context. On the other hand, quality

¹⁸⁰ Hunt, *Quality*. 4.

management recommendations tend to be context independent and universalistic.¹⁸¹

Dean and Bowen summarize the implication of their analysis in three categories. In many areas, quality management is consistent with the management theory. These include top management commitment and leadership, and human resources management practices such as employee involvement, the use of teams and training of whole workforce, and career management. In some areas, quality management prescriptive is incomplete in the light of management research. These areas include overreliance on formal analysis of information, strategy formulation depending only customer needs and expectations, universalistic approach on customer – supplier relationship, and employee involvement and empowerment. In these areas quality management should benefit from the insights of management theory. Finally, there are some areas in which quality management proposes important research questions. These are related to the role of the quality in the competitive strategy, the improvement of strategy formation, and relative contributions of person and system factors to performance.¹⁸²

There are some studies that compare the elements and practices of the TQM with the management literature.¹⁸³ These studies explore that the elements

¹⁸¹ Dean and Bowen, “Management,” 396-397.

¹⁸² Ibid., 410-411.

¹⁸³ Vinzant and Vinzant, “Strategic,” James S. Bowman , “At Last, an Alternative to Performance Appraisal: Total Quality Management.” *Public Administration Review* 54: 2 (1994), 129-135, Wilkinson, Gofrey and Marghington, “ Bouquets,” Louise Mc Ardle and et al, “Total Quality Management and Participation: Employee Empowerment or Enhancement of Exploitation” in

and practices of quality management is not outside the scope of the management theory. Yet, there are some unique aspects of the quality management. The following pages will discuss the relationship between elements of the quality management with management theory.

1.6.1. Leadership

The concept of the leadership is the key for the quality management success and it is covered extensively in the management literature. The type of leadership in TQM context may be called "visionary leadership" in which top management defines a long range of vision of the organization's development, communicate this vision, implement a plan for action, and inspire and motivate the entire organization toward the accomplishment of this vision.¹⁸⁴ Visionary leadership is very similar to transformational leadership as opposed to transactional leadership.¹⁸⁵ To the extent that a leader is transformational is measured primarily in terms of the leader's effect on followers. The leader transforms and motives the followers by making them more aware of importance of organizational goals, inducing them to transcend their self interest for the sake of organization and team, and activating higher order needs such as self esteem, pride of workmanship.¹⁸⁶ This type of leadership seems to be very much line with

Making Quality Critical, ed .Adrian Wilkinson and Hugh Willmott (London: Routledge, 1995), 152-172.

¹⁸⁴ Anderson, Runghusanatham, and Schoroeder, "A Theory," 482.

¹⁸⁵ Dean and Bowen, "Management," 398-389, Waldman, "The Contribution," 521.

TQM proponents advocate. For example, Deming proposes that top management should create "constancy of purpose" by establishing leadership instead of "management by fear". In other words, according to him, managers should pursue a long term perspective to stay in the business. They also should communicate an appealing vision emphasizing continuous improvement, team work and customer satisfaction. In addition, it is also management responsibility to "institute leadership" and "make the employees pride of workmanship."¹⁸⁷

Another type of leadership in the management literature is the transactional leadership. Transactional leadership stresses clarification of goals and roles, and successful accomplishment of these goals and roles. The purpose of transactional leadership is to strengthen performance as well as the their acceptance and commitment to goals. However, this also encourages short term, individually based goal setting. This has been criticized by TQM advocates.¹⁸⁸ To illustrate, management by objectives has been criticized for encouraging short term individual performance which is a barrier for the team work and continuous improvement.¹⁸⁹

1.6.2. Information and Analysis (Management by Fact)

¹⁸⁶ Gary Yukl, *Leadership in Organizations* (Englewood Cliffs: Prentice Hall, 1994), 351. A.J. Trofino, "Transformational Leadership: Moving Total Quality Management to World Class Organizations." *International Nursing Review*. 42 (2000), 233.

¹⁸⁷ Deming, *Out*. 59-60.

¹⁸⁸ Waldman, "The Contribution," 520.

¹⁸⁹ Deming, *Out*. 54.

In the TQM context, the decisions are based on the fact and information collected from various resources such as internal and external customers, competitors and processes. Management theory has also worked extensively on the information and analysis. Management theory topics that overlap considerably with this element include decision making and information processing. TQM prescription to collect and analyze data in order to enhance organizational effectiveness is quite similar to well known rational model decision making. Some management theorists believe that information processing is related to organizational effectiveness. On the other hand, some others are less optimistic about how the data and information is used in the organizations and about link between organizational effectiveness and information analysis. First, organization members' arguments may be more strongly influenced by the people they are working with than data. Second, analysis of information often serves political rather than rational motives. Data and information may be used to support predetermined conclusions rather than rational conclusions. Third, analysis may be conducted solely to create the appearance of rational process, in hopes of whatever course of action is eventually persuaded. Finally, people's limited information processing ability suggests that decision making will always be working with simplified decisions of situations, and the choices they make at best satisfactory.¹⁹⁰ Therefore, management theorists would be reluctant to predict that extensive analysis of information will necessarily lead to high performance. Similarly, Martin calls attention to the type goal displacement resulting from extensive use of data and information. He calls it "the measure and

¹⁹⁰ Dean and Bowen, "Management," 407-408. 66

improve fallacy."¹⁹¹ An organization may become so busy with measuring and improving everything that the whole organization will deal with only paper work and measuring the data. This is what happened to Florida Power & Light, a public utility and the first American company to win the Deming Quality Award.¹⁹²

1.6.3. Strategic Quality Management

Strategic management has been discussed in the management literature for a long time. Strategic quality management is also an important element of the quality management. Vinzant and Vinzant compare TQM and strategic management in terms of views of organizations, primary time orientation, impact of organizational culture, and requirements of leadership. They conclude that both approaches overlap in a great extent.¹⁹³ Both TQM and strategic management have an implicit view of organizations as open systems interacting with and dependent on their environment. Both approaches emphasize the importance of identifying external opportunities and pressure so that organizations can adopt themselves to changing environments.¹⁹⁴ Secondly, both tend to emphasize long term time perspective.¹⁹⁵ Thirdly, attention to the

¹⁹¹ Martin, *Total*. 87.

¹⁹² *Ibid.*, 87.

¹⁹³ Vinzant and Vinzant, "Strategic," 209.

¹⁹⁴ *Ibid.*, 206.

¹⁹⁵ *Ibid.*, 206.

organizational culture is critical to the implementation outcomes for both quality management and strategy management. Implementation of both approaches requires profound changes in the organizational culture. The existing organizational culture should be changed to accommodate the organizational mission and values.¹⁹⁶ Finally, both strategic management and TQM emphasize the central importance of leadership. Either approach deems the importance of commitment and support of top management to guide organizational transformation. Thus, transformational leadership perspectives are consistent with and necessary for the successful implementation of both approaches.¹⁹⁷

Even though both approaches overlap in many aspects, they differ in some points. Perhaps the most important difference between them is the role of the quality in the strategy. In TQM, customer driven quality is the key strategic business issue that needs to be an integral part of overall business planning. For the management theory, quality is potentially important source of competitive advantage but only one among many. Moreover, TQM perspective on strategy deals with business unit strategy (how to compete for a set of customers) but it is neglects the corporate strategy (how to decide which customer to compete for).¹⁹⁸ Another point is that the strategic management type suggested by the quality management is transactive mode, which is only one type among other modes

¹⁹⁶ Ibid., 207.

¹⁹⁷ Ibid., 208.

¹⁹⁸ Dean and Bowen, "Management," 404- 405.

namely symbolic mode, rational mode, and generative mode.¹⁹⁹ In the transactive mode, the strategy is created based upon a continuous dialogue with key stakeholders- employees, suppliers, and customers, etc. This mode requires the creation of cross- functional communication channels for involving customers and other stakeholders in planning and quality initiatives.²⁰⁰

1.6.4. Process Management

The core ideas behind this element of quality management are that organizations are sets of interlined processes and that improvement of these processes is the basis for the performance improvement. Deming and other quality gurus see organizations as the systems consisting of interlined processes and this is consistent with this term in the management theory.²⁰¹ Anderson, Rungtusanatsham and Schroeder indicate that the process management is in agreement with three of four scientific management practices: replacing rules of thumb with science, training and developing workers, and cooperating with workers.²⁰² However, unlike Taylorism, TQM does not encourage the clear separation of planning from the execution. In other words, in the scientific management context, the management does the plans and the employees just execute them. On the other hand, in TQM context, the engineers and management

¹⁹⁹ Stuart L. Hart, "An Integrative Framework for Strategy Making Processes," *Academy of Management Review*. 17: 1 (1992), 327-351.

²⁰⁰ *Ibid.*, 338.

²⁰¹ Spencer, "Model," 467-468.

²⁰² Anderson, Rungtusanatham, and Schroeder, "A Theory," 298.

develop the standards and procedures; then, they are continuously improved through suggestions and feedback coming from the workers. Thus, although the standardization of the work processes is essential to both scientific management and TQM, in the latter standards are continuously improved by the participation of all workforce, not only by the management.²⁰³

Dean and Bowen argue that management scholars because of his failure to incorporate psychological and sociological constructs into his theory downplayed the work of Taylor. On the other hand, management theorists ignored the technical aspect of the work performance. Therefore, management theorists have abandoned this aspect of the work, and the industrial engineers currently occupied it. With the exception of socio-technical systems of thought, management theorists rarely extended their theories to include both social and technical aspects of organizational and process design.²⁰⁴ As a result, TQM is only remainder of technical aspect of organizations that is recognized by Taylor's principles. Therefore, quality management brings together the soft and hard aspects of the management theory, which has been neglected for a long time.

1.6.5. Customer Focus and Satisfaction:

Customer focus and satisfaction constitutes the unique aspect of the quality management. As Dean and Bowen indicate the word "customer" rarely appears in journal article titles, management handbook indexes, or sessions.

²⁰³ Adler, "Time," 408, Imai, *Kaizen*. 14-15.

²⁰⁴ Dean and Bowen, "Management," 408.

Management theorists have little emphasis on customer focus and satisfaction. In contrast, the customer focus is the essence and the goal of the TQM. Organizational theorists tend to look at organizations from the top down (management's perspective) or from the inside out (employee's perspective) but rarely outside in (customer perspective).²⁰⁵ Another unique aspect of the TQM is that it treats the next process in the line as the internal customer. This is in parallel with its view of organizations as a system in which all work processes are interrelated and affect each other.

1.6.6. Human Resources Management and Practices

Human resources management (HRM) includes a variety of practices such as human resources planning, employee involvement, employee education and training and employee performance and recognition. Various authors have compared quality management's human resources management practices with management theory.²⁰⁶

Two sub- areas in the human resources management are human resources planning and employee education and training. TQM includes developing an overall HRM plan for selection, employee involvement, training, performance management and recognition that should be in parallel with overall company strategy. This is very similar to strategic HRM that is well covered by

²⁰⁵ Ibid., 403.

²⁰⁶ Bownan, "An Alternative," Connor, "Total," Khalid A. Aldakhillah and Diane H. Parante, "Redesigning a Square Peg: Total Quality Management Performance Appraisals." *Total Quality Management*. 13: 1(2002), 39-51, Bowen and Lawyer, "Total,".

management theory in recent years.²⁰⁷ In TQM perspective overall work environment heavily influences work performance; therefore, employees should be hired not only for certain traits or skills but also for his or her whole personality. So, models of hiring for person organization- fit would appear to well match to the TQM perspective. Another similarity is that both management theory and TQM approach give great importance to the employee education and training believing that employees are the most valuable asset of the organizations.²⁰⁸

Quality management has the assumption that people are inherently good; they want to experience meaning in their work. In other words, quality management assumes that people are important and they want to contribute. This is similar to McGregor's theory Y as opposed to theory X.²⁰⁹ Therefore; employees should participate in the organizational activities and be involved actively in the daily life and activities of the organizations. As Rao and et al point out employee involvement and participation evolved out of need of American business to improve performance. It is not a new idea. Management theorists believe that productivity and performance will increase by involving employees in problem solving, decision making and business operations. In order to participate effectively, employees need power, knowledge and rewards that are relevant to business performance. There are some structural designs and activities

²⁰⁷ Christopher J. Rees and Ed Doran. "Employee Selection in a Total Quality Management Context: Taking a Hard Look at a Soft Issue." *Total Quality Management*. 12: 7&8 (2001), 856.

²⁰⁸ Deming, *Out*. 53-54.

²⁰⁹ Connor, *Total*. 53, Hunt, *Quality*. 31-32.

to involve people in the organizations. Activities such as quality circles, quality of work life groups and quality teams are some parallel structures used to transfer power down the organizations.²¹⁰ In TQM perspective, too, teams are the essential for employee involvement and participation. As Connor indicates the idea of teams for the goal accomplishment is not new idea. McGregor published his "characteristics of an effective team work" almost 40 years ago."²¹¹ In that respect, quality management is a remainder of importance of teams in accomplishing organizational goals. Nevertheless, quality literature seems to regard the establishment and development of teams as strait forward, mechanical task. Quality gurus focus on the results teams can achieve rather than how to create teams. They tend to ignore the fact that team building is a complex task with many factors at play.

There has been criticism on the TQM perspective on employee involvement and participation. First of all, it is argued that the empowerment and participation in the TQM context is not participation "per se" but achieving the content of policies that management has already determined. In addition, people are not allowed to participate in critical decisions related to organizational policy. Connor calls it "trivial employee participation."²¹² Secondly, as McArdle and et al argues TQM assumes an organic unity of interests within organizations. Under this model, the aim is submission of identify and other interests to organizational

²¹⁰ Rao and et al, *Total*. 462.

²¹¹ Connor, "Total," 504.

²¹² *Ibid.*, 506.

goals.²¹³ Similarly, Spencer signifies that the organizational model in TQM approach overlaps with the orgasmic model of organization in a great extent. The orgasmic model assumes that employees subordinate their interests to common goals.²¹⁴ Therefore, it is expected that all employees should subordinate their interests to the company's goal, which is customer satisfaction. However, in some organizations, especially in public sector, the organizational environment is highly political. It is unlikely that the organization has a uniform culture. Finally, it is argued that teamwork in the TQM context is a nothing but self Taylorization of employees. Self managing teams may be incredibly coercive even when they practice participatory democracy. It is further argued that in TQM teams the peer pressure and control replaces the hierarchical control.²¹⁵ Wilkinson, Godfrey and Marchington found the limited and controlled employee participation and involvement in the companies that they made surveys. However, they also indicate that the employee participation and involvement depends on largely the approach taken by management and other contextual factors.²¹⁶

The key difference between TQM and management theory of HRM is about the individual performance and reward system.²¹⁷ Management theory and practices focus on individuals, measures their performance through periodic

²¹³ McArdle and et al, "Total," 159.

²¹⁴ Spencer, "Model," 455.

²¹⁵ Boje and Winsor, "The Resurrection," 63, Connor, "Total," 506-507.

²¹⁶ Wilkinson, Gofrey and Marghington, "Bouquets," 814-815.

²¹⁷ Bowman, "An Alternative," Carr and Littman, *Excellence*. 19, Dean and Bowen, "Management," 402.

appraisals, and rewards and punishes individuals. On the contrary, in TQM perspective, the entire organization is considered as system of interlocking processes. The performance problems result from the lack of the understanding of work processes. Quality gurus believe that most of variation (problems) in the performance is due to systemic factors such as producers, suppliers and equipment, which are not under employee control. The management job is to reduce the level of variation, and involve all employees to continuously improve the processes. TQM assumes that individual performance stays within the limits determined by the system. The issue is how to change the system. On the contrary, performance appraisals assume that individual performance come from individual behaviors. Therefore, performance improvement efforts focus on changing of workers not the system.

Based on the normal distribution of talents, TQM advocates that appraisals of individual are both unnecessary and inappropriate. It is unnecessary because the differences between the employees are negligible within normal distribution with in the system. It is inappropriate because employees are performing within the system designed by the management. Therefore, TQM suggests that individual performance appraisal should be abolished or changed in accordance with objectives and values of TQM philosophy.²¹⁸

²¹⁸ Aldakhilillah and Parente, "Redesigning," Doug Cederblom and Dan E. Pernerl, "From Performance Appraisal to Performance Management: An Agency's Experience." *Public Personnel Management* . 31: 2 (2002), 131-140.

CHAPTER II: TQM IN THE PUBLIC SECTOR CONTEXT

2.1. Introduction

The public sector has been experiencing a drastic change in all over the world since the late 1970s. The developed countries have initiated the massive administrative reforms to create more efficient, effective and responsive government to citizens. In such a context, quality management as management approach has been adopted by public sector organizations since the second half of the 1980s. Quality management has become the official governmental policy in the United States and the United Kingdom as a part of reform initiatives. Some other governments in different places of the globe, i.e. France, Germany, Denmark, Germany, New Zealand, Australia and Canada, utilized quality tools and practices in public sector organizations. The public authorities have also created quality awards for the public sector or developed public sector version of national quality awards.

At the beginning of this section, the administrative reforms will be explored. The administrative reforms are important at least for three reasons for the scope of this dissertation. First, the exploration of the reforms will contribute to understand the context in which the governments are adopting TQM. In other words, it may help why the adoption of the TQM approach is vital for governments. Second, the administrative reforms are strongly affected by the

TQM philosophy. Reforms used the concepts and tools of quality management. In other words, the quality management was applied as a management approach for reforming the management of the public sector. Finally, the reforms provided an environment in which quality management can be adopted effectively by public sector institutions.

2.2. Public Sector Reforms and Quality Management

The quality management has been the key feature of the government reforms since early 1980s.²¹⁹ In general, the reform movement became associated with the quality management in two ways. First, related to the reforms, it was aimed at increasing quality of money by raising the efficiency of public services. In other words, at the beginning the aim of the reforms was to increase the performance of public sector by improving the quality of public sector management. Therefore, emphasis was placed on setting standards, monitoring performance and strengthening management. Later, the reforms became increasingly concerned with the consumer voice. The reforms proposed that citizens as customers of public services should be given more voice. As a result, the consumer focus of the quality management became dominant in the public sector. This new emphasis on the role of citizens as customers went hand in hand with plans to restructure public services

²¹⁹ Kirkpatrick and Martinez Lucio, "Introduction," p. 1.

through decentralization, creation quasi- markets and contractual relations between purchasers and providers.²²⁰

Even though the governments of Western countries adopted and utilized the quality management in their reform initiatives, the relationship between the reforms and quality management differed in every country due to political, cultural and administrative contexts. In the United States, the Federal Government adopted the quality management in broader sense as a national policy during Reagan and Bush administration. The government ordered Federal institutions to apply quality management. Later, during the Clinton administration in the 1990s, the reforms under the title of “reinventing government” became popular. On the other hand, the reform project was not as an alternative project that replaced the quality management.²²¹ In contrast, as it will be explained later, “reinventing government” contains some elements of quality management. As a summary, in the United States the reforms followed the quality management initiatives.

Unlike the United States, in the United Kingdom, the government initiated comprehensive reforms in the late 1970s and early 1980s. Later, in late 1980s and early 1990s, TQM principles became “universal” in the public services including health, education and welfare.²²² The Citizen’s Charter project, which was issued in 1991 as a part of reform initiatives, carried some principles of TQM management.

²²⁰ Kirkpatrick and Martinez Lucio, “The Uses,” 25-26, Keiron Walsh, “Quality Through Markets: the New Public Service Management,” in *Making Quality Critical*, ed. Adrian Wilkinson and Hugh Willmott (London and New York: Routledge), 88.

²²¹ Bonnie G. Mani, “Measuring Productivity in Federal Agencies: Does Total Quality Management Make any Difference?” *American Review Of Public Administration*. 26: 1 (1996), 37.

²²² Tuckman, “Ideology,” 73.

The Charter project was a commitment on behalf of government to guarantee standards and efficiency of service as well as rights of complaint and redress if public services performed badly. The need to increase consumer satisfaction and to improve quality is also mentioned in the Charter.²²³ However, the Citizen's Charters cannot be deemed as quality management in broader sense. It would be accepted as quality assurance or quality control rather than TQM. The full commitment to quality management started in 1996 under the title of "Public Sector Benchmarking Project." In the project, a pilot initiative including 30 Executive Agencies was started. EFQM Excellence Model became the quality management model. Other developed countries utilized the quality management in more, i.e. Denmark, or less, i.e. France, extent as a part of public sector reforms.

It would be a mistake to equalize the whole reforms with the quality management. In fact, quality management constituted only one aspect of reform initiatives. Reformers used quality management tools and concepts to improve the management of the public services to be more effective and responsive to the citizens.. The reforms also provided an environment in which quality management could be applied effectively. The structural changes such as decentralization, giving more autonomy to the management, relying on more participatory management and teamwork contribute to the implementation of quality management. On the other hand, each country used different approaches for reform movements and utilization of quality management in the reforms. There are also some practices of the reforms that are clearly contrary to quality management philosophy. For example, results orientation became more dominant

²²³ Kirkpatrick and Martinez Lucio, "The Uses," 379

in the reforms. Similarly, in Western countries, the quality awards have become more and more result oriented.²²⁴ As Imai points out Western management is inherently result oriented as opposed to Japanese management philosophy, which is process oriented.²²⁵ Therefore, the reformers seem to use the quality tools and concepts but they also reinterpreted quality management within their management culture.

2.3. Public Sector Reforms

Since the end of the 1970s, the entire Western World has moved into an era of severe administrative reforms. Although the administrative reforms are not new phenomena for the governments of both developed and developing countries, the current movement has become a kind of world- wide movement in a variety of countries including, the United States, Great Britain, Continental European countries such as France, Germany, Netherlands, Spain, Denmark, and Finland as well as the on the other side of the globe in Australia and New Zealand.²²⁶

There are several interrelated reasons for the fact that the 1980s and 1990s have been the golden age of the administrative reforms throughout the Western world. The first one is the financial and economic necessity for the reform. In

²²⁴ Chaun and Soon, "A Detailed," 1077-1078.

²²⁵ Imai, *Kaizen*. 16-21.

²²⁶ J.M. Walter Kickert, "Public Management in the United States and Europe," in *Public Management and Administrative Reform in Western Europe*, ed. J.M. Walter Kickert (London and New York: Routledge, 1995), 15.

most developed countries, government roles and functions expanded significantly during the 1960s and early 1970s as a means to improve infrastructure and strengthen welfare state. However, the economic recession after the oil crisis of the 1970s resulted in enormous deficits on public budgets and the welfare states proved unaffordable. There were three ways to deal with the deficits: the first, the expenditures could be limited and public tasks could be terminated. This happened in a more or less extent in the Western countries. The second, the revenues, especially taxes could be raised. However, it was almost impossible or a political suicide as in the United States when former President Bush tried and lost the elections. In other words, the voters demanded neither more taxes nor less public service.²²⁷ This led us to the third way: to find out the ways to perform the public services in a more productive and efficient way.²²⁸ The second factor that forced the public sector reform was the perceived quality problems for public services and decreasing public confidence for the government. As a product of the Keynesian Welfare State, public bureaucracies have become increasingly complex and have failed to deliver quality goods, leading to public "disenchantment".²²⁹ There was a widening gap between the citizens' expectations and the capacity of governments to meet these expectations. The governments were seen as "incapable of delivering on promises made, overly bureaucratic, insufficient, and delivering services not well targeted the needs and

²²⁷ Rabin Butler, "Reinventing British Government." *Public Administration*. 72 (Summer 1994), 265.

²²⁸ Kickert, "Public," 17.

²²⁹ R.C. Mascarentes, "Building an Enterprise Culture in the Public Sector: Reform of the Public sector in Australia, Britain and New Zealand." *Public Administration Review*. 53: 4 (319), 1993.

expectations”.²³⁰ As a result, the public confidence on the government was at the lowest level. According to a survey conducted in the USA in 1988 only 1 in 11 Americans thought government did a very satisfactory job in providing quality services.²³¹ Therefore, the low confidence for the government forced the governments to reform the public sector management and structure. Another reason for the reforms was the international competition and economic globalization, which seemed inconsistent with the prevailing government policies. The state intervention to the economy was seen incompatible with economic liberalization.²³² Moreover, the increasing global competition as a result of economic liberalization forced the public sector to search for more efficient and economic ways of performing the public services. Put it differently, the global competition at the state level forced nation states in the different regions of the world to reform their public sectors.²³³

There is no single intellectual basis for the reform movement in the public sector. The reforms have served a vehicle for synthesizing and expressing of ideas and recommendation from different schools of thought and sources about how the public administration can be changed: public choice, rational choice, total quality management, privatization, business process reengineering and

²³⁰ OECD. *Synthesis of Reform Experience in Nine OECD Countries, Government Roles and Functions, and Public Management*. Symposium to be Held in Paris, 14-15 September, 1999, 5.

²³¹ Carr and Littman, *Excellence*. 9.

²³² Mascarentes, “Building,” 320.

²³³ Ian E. Pownall, “An International Perspective of Administrative Reform.” *Public Administration and Management*. 4: 4 (1999), 4.

benchmarking.²³⁴ As Gray and Jenkins point out, the rise of the reform ideas as form of the public management can be traced to the late 1960s and 1970s. In this period many academicians and practitioners tried to increase the performance of the central and local administration through the application of the decision making and organization theory, development of policy studies and policy analysis.²³⁵ Many of these people were also strongly influenced by the large, high performing organizations in the private sector.²³⁶ The private sector organizations recognized that they had to change their cultures and structures to survive in a rapidly changing world. Therefore, they decentralized authority, flattened organizational structures, increased employee involvement, and focused more on their customers. These trends improved quality and quickened the response to customer needs. As a result of the factors mentioned above, public sector managers adopted these practices to the public sector in order to deal with the problems they faced. They focused on the strategic planning, rational techniques of the budgetary reforms and adopted some tenets of TQM to be more responsive to citizens.²³⁷ As Gray and Jenkins indicate, "from these small beginnings, the erosion of the traditional administration and development of reforms on form of

²³⁴ John M. Komensky, "Role of 'Reinventing Government Movement' in Federal Government." *Public Administration Review*. 56: 3 (1996), 248- 249, Rita Mea Kelly, "An Inclusive Democratic Polity, and the Public Management." *Public Administration Review*. 58: 3 (1998), 201, James D. Carroll, "Introduction." *Public Administration Review*. 56: 3 (1996), 245.

²³⁵ Andrew Gray, and Bill Jenkins, "From Public Administration to Public Management: Reassessing A Revolution?" *Public Administration*. 73 (Spring 1995), 78.

²³⁶ Komensky, "Role," 248.

²³⁷ Gray and Jenkins, "Revolution," 78-79, David Osborne and Ted Gaebler, *Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector*. (Reading: Addison-Wesley, 1992), 159-163.

public management have developed at a remarkable pace and by the 1990s have emerged as a world wide movement."²³⁸

Despite the fact that the public reforms have been widely adopted by many countries in different social, political and economical national settings, they have similar characteristics. The reforms occurred at two levels. At the macro level, the roles and functions of government were redefined. The states became less involved in production and actual service provision. They were given different and more strategic roles. A series of measures such as privatization and shifting functions to lower levels of government (decentralization) were carried out. Some state functions having commercial objectives were either privatized or corporatised. Many governments withdrew from banking, rail and air services and some infrastructure provision. Some other state activities were corporatized and expected to perform under private sector conditions. Some countries delegated functions to lower levels of government in order to achieve more responsive government and to be closer to the client/ citizen groups.²³⁹

At the micro level, the management of the government agencies was also changed.²⁴⁰ The reformists argued that the classical public administration was ineffective in solving problems for some years.²⁴¹ The reforms were more or less managerial reforms. In other words, the reforms were in the direction of what

²³⁸ Gray and Jenkins, "Revolution," 79.

²³⁹ OECD, *Synthesis*. 10.

²⁴⁰ *Ibid.*, 13.

²⁴¹ Owen Huges, "Public Management or Public Administration?" *Australian Journal of Public Administration*, 51:3 (1992), 290.

some calls "new public management" and " neo- managerialism."²⁴² Even though there have been debates on the origin, definition and elements of both concepts²⁴³, neo- managerialism suggests that the professional managers should be given necessary autonomy and resources to manage the organizations, both public and private. The new public management basically refers to introducing private sector management in the public sector and a management culture that emphasizes the importance of the citizens as customers.²⁴⁴ As a reforming tool for the public sector, it has some common features. First of all, it suggests a more decentralized, flatter, participatory organizational structure as an alternative to "bureaucratic model" based on specialization, trained expertise, hierarchy and rules.²⁴⁵ Another feature of new public management project is to reduce governmental regulations- red tape. It gives discretion to the public servants to find creative and simplified ways to solve problems rather than depending on excessive regulation.²⁴⁶ Thirdly, it suggests that government agencies should be operated in business like way.²⁴⁷ As it is suggested by this "new approach", the reforms emphasized on the autonomy of the public managers, the importance of

²⁴² Kickert, "Public," 17-18.

²⁴³ Larry D. Terry, "Administrative Leadership, Neo- Managerialism, and the Public Management Movement." *Public Administration Review*. 58: 3 (1998), 184- 201.

²⁴⁴ R.A.W Rhodes, "Reinventing Whitehall 1979-1995," in *Public Management and Administrative Reform in Europe*, ed. Walter J.M. Kickert (Cheltenham: Edward Elgar Publishing, 1997), 47.

²⁴⁵ Jack H. Knott and Gary Miller, *Reforming Bureaucracy: the Politics of Institutional Choice* (Englewood Cliffs: Prentice- Hall, 1989), 259- 268.

²⁴⁶ H. George Fredericson, "Ethics and New Managerialism." *Public Administration and Management*. 4: 2 (1999), 302-303.

²⁴⁷ *Ibid.*, 316.

the strategic planning, performance management, and management by results.²⁴⁸ Finally, as mentioned above, the new public management advocates the priority of citizens as customer. Therefore, the reforms strongly support the empowerment of the citizens through providing different choices for public services to the citizens as customers. In order to accomplish this, the public services should be provided by the alternative sources including both private and public organization. Moreover, the citizens should have a voice for the designing the public services.

The reforms are comprehensive in the sense not only they changed the functions of state and management of the public services but also they covered a range of areas. Improved service delivery was an important area of reform. Public sector was expected to make effective use of available resources and to provide excellent services to citizens as well as to make greater contribution to the public. Information technology was another area of reform. The developments in this area aimed to improve the citizen access to information and service delivery. Government database provided the opportunity to inform citizens about their rights and duties, administrative formalities and procedures.²⁴⁹ Financial and performance management were also important areas of reform. Budget reforms and performance management were commonly used tools to increase economic efficiency in the environment of limited resources. The reform of financial management and budgetary processes can be characterized by a shift from

²⁴⁸ Kickert, "Public," 18.

²⁴⁹ OECD, *Synthesis*. 18.

accountability for inputs to accountability for results, the actual outputs and outcomes.²⁵⁰ Performance management reforms were common in the developed countries. The main objective was to promote accountability frameworks between and within government agencies, departments and institutions. Service or Citizen's Charters as a way of making clear the expected standards of service strengthened performance management. Restructuring public institutions was another area of reform. Public agencies were reorganized or restructured to create an organization with fewer levels to reduce bureaucracy, improve flexibility and responsiveness to the citizens.²⁵¹

2.4. Quality Management and Reforms in Europe

2.4.1. EFQM Excellence Model and European Quality Award

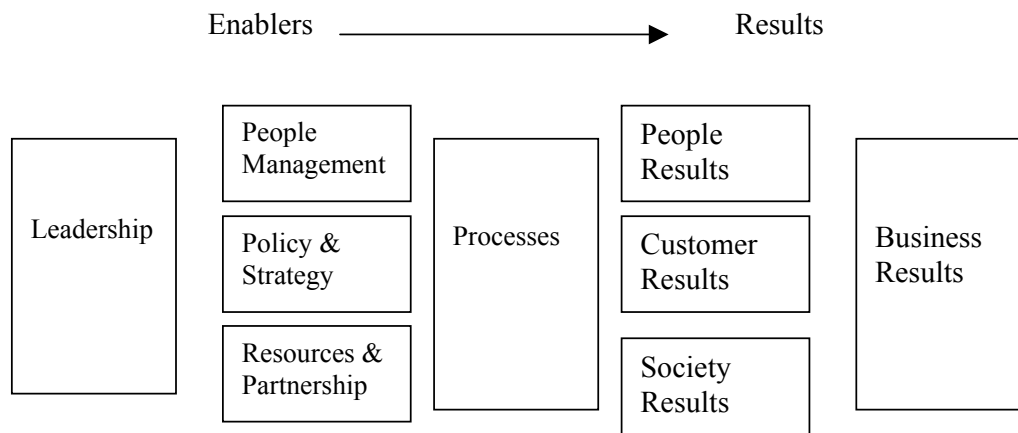
Like the Baldrige Award model in the USA, EFQM Excellence Model became the basis of the European Quality Award (EQA) and other national awards. As a non-profit organization European Foundation for Quality Management (EFQM) has hundreds of members around Europe including 28 Turkish members.²⁵² In 1991, EFQM initiated European Quality Award with the support of the European Organization for Quality and European Commission (Directorate- General III). Over the years since 1992, many national and regional quality awards have been created in Europe. Almost all of them are based on the methods and processes developed for the European Quality Award.

²⁵⁰ Ibid., 19.

²⁵¹ Ibid., 20.

The EFQM model (at the same time EQA model) has been designed to be generic model and applicable to business as well as non- business organizations such as government and non- profit organizations. The model has eight fundamental elements and concepts as the criteria and sub-criteria. These elements are interrelated and constitute a dynamic framework.²⁵³ The elements or criteria are split between four enablers and four results. The enablers concern how an organization approaches its business in each area described. The results concern with how an organization achieved and is achieving its goals.²⁵⁴

Figure 2.1: EFQM Excellence Model



Source: EFQM 2001, p.20

“Leadership” concerns with how the management develops and facilitates the achievement of the organizational mission and vision, create

²⁵² EFQM, *EFQM Members* (Brussels, 1999).

²⁵³ T.W. Hardjono, S. ten Have and W.D. ten Have, *The European Way to Excellence* (London: Quality Publications, 1997), 47.

²⁵⁴ Kevin Shergold and Deborah M. Reed, “Striving for Excellence: How self – Assessment Using the Business Model Can Result in All Areas of Business Activity.” *The TQM Magazine*. 8: 6 (1996), 240.

plans for long term success and implement these via appropriate actions and behaviors.²⁵⁵

“Policy and strategy” reviews the organizations' mission, values, and strategic direction. It concerns with how the concept of total quality and principles of quality management are used in the formulation, deployment and improvement of strategy.²⁵⁶

“People management” refers to how the organization manages and develops the full potential of its workforce at individual and organization-wide level, and plans these activities in order to support its policy and strategy and the effective operation of its processes.²⁵⁷

“Processes” analyses the management of all value-adding activities within the organization, and addresses how the processes are identified, reviewed and revised to ensure continuous improvement of organization's business and service.²⁵⁸

“Partnership and resources” concerns with how the organization plans and manages its external partnerships and internal resources in order to support its policy and strategy and the effective operation of its processes.²⁵⁹

²⁵⁵ EFQM, *The European Quality Award (EQA) 2001 Information Brochure* (Brussels, 2001), 28.

²⁵⁶ Shergold and Reed, “Striving,” 49.

²⁵⁷ EFQM, *The European*. 29.

²⁵⁸ Shergold and Reed, “Striving,” 50.

²⁵⁹ EFQM, *The European*. 29

“The results element” includes customer results, people results, society results and key performance results. Customer results deal with the organization is achieving its goals in relation to its external customers. People results concern with what the organization is doing in relation to its workforce. Society results refer to the activities in relation to local and national society. Finally, key performance results relates to what the organization is performing in relation to its planned performance.²⁶⁰

As stated before, the EFQM Excellence Model is a generic model and the European Quality Award (EQA) is open to the all organizations including public sector. On the other hand, sector specific guidelines have been developed for the public sector and this category was launched in 1995. In the public sector version, the main elements are the same as the generic model and there are only small differences in some sub-criteria.²⁶¹ Since then, some public sector organizations from different countries have received public sector version of EQA. These public organizations included Inland Revenue- Accounts Office of Cumberland in UK²⁶² AVE as a unit of REFNE (Spanish Public Sector Rail Operator)²⁶³, and Arbejdsformidlingen (Public Service Employment Service) of Denmark,²⁶⁴ and Foxdenton School in UK.²⁶⁵

²⁶⁰ Ibid., 30-31.

²⁶¹ EFQM. www.efqm.public/1999 (25.10.1999).

²⁶² EFQM, *Aspects of Excellence: European Quality Award Report: 1998* (Brussels,1998), 54-57.

²⁶³ Ibid., 50-53.

²⁶⁴ EFQM, *Aspects of Excellence: European Quality Award Report: 2000* (Brussels, 2000), 72-73.

²⁶⁵ Ibid., 74-75.

2.4.2. Quality Awards at the National Level

Many governments in Europe created quality awards at national level to promote quality management. Most of the awards are modeled after EFQM Excellent Model and open to all organizations including public sector. British Quality Foundation established the UK Quality Award for Business Excellence in 1994. It is equally applicable to public sector organizations.²⁶⁶ "Ludwig- Erhard- Preis - Auszeichnung für Spitzenleistungen im Wettbewerb " was established in 1997 as German Quality Award. Regarding the context, the award relies on European Quality Award.²⁶⁷ Created in the first half of 1990s, Australian Quality Award is open to all kind of organizations: service, for profit, non- profit, health and education, government and local authorities.²⁶⁸

Based on the Baldrige criteria, Northern Ireland Quality Award is open to all organizations and operational units in the public, private and voluntary sectors.²⁶⁹ Denmark is the unique in the sense that it has a special award for the public sector at the national level. In 1993 the Danish Quality Award was established. In 1997, the Ministry of Finance introduced Quality Award for the

²⁶⁶ Chris Taylor, "The UK Quality Award- the 1996 Winners and Runners- up." *Managing Service Quality*. 7: 2 (1997), 97.

²⁶⁷ Klaus J. Zink and Wolfgang Voss, "Quality in Germany: an Overview." *The TQM Magazine*. 10: 6 (1998), 460.

²⁶⁸ Johann Jager, "Promoting TQM Through National Quality Awards." *Managing Service Quality*. 6: 2 (1996), 17.

²⁶⁹ Rodney McAdam, "Developing an Appropriate Quality Award for Northern Ireland." *Managing Service Quality*. 6: 2 (1996), 23.

Public Sector. The Prime Minister heads the award committee. Many institutions applied for the award. The applicants include various kinds of organizations from service to taxation authorities. Overall picture of the average scores obtained by the public applicants in 1997. Public organizations were doing well in enabling areas but generally not so professional in the results areas. Compared to the results from the private sector, only small differences were found expect for "impact on society". The score of this element was surpassingly low.²⁷⁰

2.4.3. The Reforms and Quality Management in Continental Europe

The Continental European countries involving France, Germany, Austria, Switzerland, Denmark, Finland and Italy issued a set of public reforms.²⁷¹ As a part of these reforms, the quality management was adopted by various organizations including higher education,²⁷² defense,²⁷³ local governments,²⁷⁴ and Telecom industry.²⁷⁵

²⁷⁰ Kai Kristensen and Hans Jern Juhl, "Five Years with Quality Awards in Denmark." *The TQM Magazine*. 12: 2 (1999) , 80-83.

²⁷¹ Kickert, "Public,"15.

²⁷² Frans van Vught and Don F. Westerheiden, "Quality Measurement and Quality Assurance in European Higher Education," in *Quality Improvement in European Public Services*, ed. Christopher Pollitt and Geert Bouckeart (London: Sage Publications, 1995), 33-57.

²⁷³ Nico Mol, "Quality Improvement in Dutch Department of Defence," in *Quality Improvement in European Public Services*, ed. Christopher Pollitt and Geert Bouckeart (London: Sage Publications, 1995), 111-120.

²⁷⁴ Helmut Klages and et al, "Quality Improvement in German Local Government," in *Quality Improvement in European Public Services*, ed. Christopher Pollitt and Geert Bouckeart (London: Sage Publications, 1995), 69-81.

²⁷⁵ Sylvie Trosa, "Quality in French Public Sevice," in *Quality Improvement in European Public Services*, ed. Christopher Pollitt and Geert Bouckeart (London: Sage Publications, 1995), 58-68.

In France, some public service organizations initiated quality circles and total quality initiatives in the first half of the 1980s.²⁷⁶ Later, the administrative reforms were introduced by the "circulaire Rocand of 1989." In the circulaire, three reforms were emphasized: "circles de quality", "projets de service", and "centres de responsabilite." "Circles de quality" concerned with the adoption of the quality management techniques to the public sector. "Projets de service" intended to provide more autonomy to the top management of executive agencies, linked with concise formulation of mission, the goals and the task of the service. "Centres de responsabilite" concerned with the improvement of client orientation, the shortening of waiting periods, and the reception of clients.²⁷⁷ Some public organizations such as France Telecom and the Ministry of Equipment adopted the quality programs. Yet, these initiatives remained at the organizational level. The government failed to launch a systematic quality management program for the whole administration.²⁷⁸

In Germany, there have been large scale reform sector initiatives such as down- sizing under the name of "lean state" and "modernization of administrative structures" and "cost- to- performance accounting" since the early 1990s.²⁷⁹ It resembles American and British model having the similar features: output and result orientation, performance budgeting, service and client orientation, and

²⁷⁶ Trosa, "Quality," 58.

²⁷⁷ Kickert, "Public," 21-22.

²⁷⁸ Trosa, "Quality," 58-63.

²⁷⁹ OECD, *Examples of Recent Public Management Initiatives in Germany*. www.oecd.org/puma/country/germany.htm. 2000.(17.03.2000), 2.

delegation of responsibility to organizational units. Among these initiatives, quality management is the “central element.” The Federal government introduced quality management by step by step approach.²⁸⁰

Step 1: Developing a quality notion

Step 2: Informing and training of staff members

Step 3: Analyzing the actual state of affairs

Step 4: Preparing a detailed concept of quality

Step 5: Final documentation.

Quality Management is tested in various organizations of Federal administration as pilot projects. The pilot institutions include Federal Office of Motor Traffic, Federal Office of Ocean Shipping and Hydrography, Federal Office of Administration. It is planned to compare the results of quality management to exchange experience.²⁸¹ Together with these organizations, some local governments such as the city of Duisburg and some cities in Nordrhein-Westfalia adopted quality improvement programs.²⁸²

In Continental Europe, Denmark is perhaps the most emphatic country for the quality management. As a result of the concern with the quality in the public sector, Danish Public Sector Quality Award is created in 1997. The EFQM Excellence Model is taken as the basis of the award. It is open to all types public organizations. The first winner of the award was the regional branch of the Danish Labor Market Agency in 1997. In addition, in January 2000 a new center

²⁸⁰ OECD, *Germany*. 11-12.

²⁸¹ *Ibid.*, 12.

for Development of Human Resources and Quality Management was established as a part of 1999 agreement between the Minister of Finance as the central government employer and public service labor unions. The purpose of the center is to intensify, coordinate and advice central government organizations for the human resource development and the quality management.²⁸³ Similarly, as a technique of the quality management, the use of benchmarking has increased in the Danish public sector. It is utilized both as a method by central government to find out the differences in efficiency between comparable public agencies and as a tool for local learning and spread of innovative and effective practices. Benchmarking is performed at national and international level.²⁸⁴

In Finland, “customer orientation” has been the basic tenet of public management reform during 1980s and 1990s. In 1990, a project was initiated to improve public service delivery and become more sensitive to demands of citizens. Within this framework Good Service Office competition has been organized since 1990.²⁸⁵ In 1993, a two years productivity and quality project was created. In regards to this project, several ministries set up their own quality projects. In 1998, the Association of Finnish Local and Regional Authorities established a “Quality Strategy for Public Services.” The Quality Strategy includes recommendations and principles that public sector can use to provide

²⁸² Klages and et al, “Quality,” 75-81.

²⁸³ OECD, *Denmark: Examples of Initiatives in Performance Management and Public Service Delivery.* ” www.oecd.org/puma/country/denmark.htm.2000 (17.3.2000), 3.

²⁸⁴ *Ibid.*, 1-2.

²⁸⁵ OECD, *Public Sector Developments in Finland: Update 2000.* www.oecd.org/puma/country/finland.htm.2000 (17.03.2000), 5.

services in efficient and “more customer- oriented manner”. One of the elements of the Quality Strategy is the extensive use of service charters. Although public administration units have been able to participate in the Finnish Quality Award competition since 1994, the Ministry of Finance created a two year project called “National Quality Initiative 2000- 2001” at the beginning of year 2000. The purpose of the project is to increase the use of EFQM Excellence Model and service charters among public sector organizations. There exist 30 organizations participating in this project. The initiative is based on the EFQM assessment. The target of the project is to complete EFQM self-assessments and service charters by participant organizations in 2000. Making external EFQM assessment and possible participation in Finnish Quality Award contest is declared as year 2001 goal.²⁸⁶

In Greece, the Ministry of Interior and Public Administration designs “Quality of Citizens Programme.” The main goal of the program is to improve the quality of the services provided by the public agencies and ensure maximum satisfaction of the citizens’ needs. The program also concerns with the preparation of citizen’s charter, debureaucratization- simplification of procedures and preparation of administrative procedure.²⁸⁷

The Italian government initiated comprehensive administrative reforms in the 1990s. The reforms aim to reorganize “whole Italian administrative system: its institutional structure, its mission, its organizational and management models,

²⁸⁶ Ibid., 6-7.

its way of dealing with citizens and businesses, the patterns of behavior of managers and employees.”²⁸⁸ Similar to reforms in other countries, the reforms reorganize four main areas. The first one relates to reshaping of the government macrostructure. The administration is decentralized and local levels are given to more autonomy. Moreover, the government is downsized and it concentrates on core businesses.²⁸⁹ The second one is related to the reforming the management of the public sector. The reforms borrowed “private sector management” techniques: Appointed as private sector managers, the public sector managers are given more autonomy and responsibility. In addition, new planning and control systems and performance evaluation systems are introduced.²⁹⁰ The third one is “the reviewing regulations and administrative decision making.” In order to cut “the red tape”, the decision making procedures are simplified by cutting the number of procedural steps, and by shortening terms for carrying out procedures, etc.²⁹¹ Finally, the last area that reforms regulated concerns with improving government responsiveness to citizens and quality of public services. In relation to this, some initiatives have been undertaken: setting of service standards, consultation of public, complaints and redress procedures, transparency and accessibility of public services and dissemination of best practices. Similar to

²⁸⁷ OECD, *Recent Public Management Initiatives In Greece*. www.oecd.org/puma/country/greece.htm. 2000 (17.3.2000).

²⁸⁸ Franco Bassanini, “Overview of Administrative Reform and Implementation in Italy: Organization, Personnel, Procedures and Delivery of Public Services.” *International Journal of Public Administration*. 23: 1&2 (2000), 229.

²⁸⁹ *Ibid.*, 232-234.

²⁹⁰ *Ibid.*, 236.

²⁹¹ *Ibid.*, 242.

Citizen's Charter in the United Kingdom, "Carta dei Servizi" (Public Service Charter) was created in 1993 by the Minister of Public Service.²⁹² The Charter sets up a framework in which public services should be served in accordance with certain criteria: openness, courtesy and helpfulness, consultation and value for money. The Charter states that the customers must be consulted through periodical customer satisfaction surveys. The management must take into account the results of these surveys in the decision making process. Moreover, complaints as well as reimbursement and remedy procedures would be provided.²⁹³ In order to promote quality management related activities, a program for granting awards is established in 1995. It is called "One Hundred Projects to Benefit of Citizens." The award project aims at rewarding and extending excellence in delivering public services. The award criteria are: focus on customers, cost-effectiveness, consistency to agency mission, and involvement of employees.²⁹⁴

2.4.4. The Reforms and Quality Movement in the United Kingdom

The administrative reforms in the United Kingdom were quite comprehensive. The reforms included redefining the role of the state, reforming the structure of public sector, reforming public sector management, and

²⁹² Luca Lo Schiavo. "Quality Standards in the Public Sector: Differences between Italy and United Kingdom in the Citizen's Charter Initiative." *Public Administration*. 78: 3 (2000), 682.

²⁹³ Bassanini, "Overview," 268.

²⁹⁴ *Ibid.*, 248.

transforming the governmental culture.²⁹⁵ Even though the reforms began in late 1970s, the quality movement in the government is mostly post 1987 phenomenon. Before 1987, the emphasis for the public reforms had been on introducing and legitimating a range of performance indicators along with increasing budgetary constraints.²⁹⁶

There are a number of organizational changes that have been introduced in the attempt of establishing quality revolution in the public sector.²⁹⁷ The first one is related to the organization and management of the government services. In 1987, the Next Step Report was published aiming to improve executive service delivery agencies with higher efficiency and better quality. The Next Step initiative can be seen as a way of management decentralization.²⁹⁸ It created semi- autonomous agencies responsible for the operational management. The managers of these agencies are selected with open competition on contract depending on the basis of managerial skills. Similar to managers in private sector, the managers are given more autonomy to set out organizational objectives and performance targets. This initiative is in parallel with the New Public Management and Neo- managerialism. It is claimed that the Next Step agencies

²⁹⁵ Rhodes, "Reinventing," 42. Michael J. Goldsmith. "Farewell to the British State," in *Public Sector Reform, Rationale, Trends and Problems*, ed. Jane Jan- Erik (London: Sage, 1997), 148-152.

²⁹⁶ Sarah Jenkins, Mike Noon and Miguel Martinez Lucio, "Negotiating Quality: the Case of TQM in Royal Mail." *Employee Relations*. 17:3 (1995), 87.

²⁹⁷ Walsh, "Quality," 88-94.

²⁹⁸ Goldsmith, "Farewell," 151.

are managed business like being more sensitive to cost, efficiency and performance.²⁹⁹

The second organizational change relates to the separation of the purchaser and provider role in the government organizations. In that, the purchasers are responsible for defining service policy, specifying the service to be delivered and monitoring the quality of service actually delivered. The providers are responsible for the delivery of the service within the parameters determined within the standards by the government. Another attempt is breaking down of the large organizations that have been characteristics of British public service. Individual service providing units such as schools, hospitals have been given an independent status. These institutions are given direct control of finance they need, with discretion of virement- that is ability to move money from one budget head to another. In 1993, the government introduced the "Financial Management Initiative into the Civil Service" in order to give greater autonomy to the management of public agencies.³⁰⁰

Perhaps the most well known reform initiative which is in parallel with the quality management in the public sector is the Citizen's Charter.³⁰¹ In 1991, the Prime Minister launched the Citizen's Charter as a ten-year program to increase the standards of public services and make public organizations more responsible to needs and demands of citizens. It can be seen as a program to

²⁹⁹ Butler, "Reinventing" 267.

³⁰⁰ Walsh, "Quality", 90.

³⁰¹ Andrew Erridge, Ruth Fee and John McIlroy, "Public Sector Quality: Political Project or Legitimate Goal?" *International Journal of Public Sector Management*. 11: 6 (1998), 342.

coordinate different kind of quality techniques in the public sector.³⁰² The six principles of the Charter are:

- standards
- information and openness
- choice and consultation
- courtesy and helpfulness
- putting things right
- value for money.³⁰³

By 1997, there were more than 42 main charters, including all important key public services. At the same time, there were more than 10.000 local charters covering local service providers such as police forces and fire services.³⁰⁴ The Charter requires the public services to tell the citizens as the customers what kind of services she or he is entitled to expect and offers a means of redress if it is not provided.³⁰⁵ Once the standards established by the Charters are achieved, the new standards should be set. Therefore, the standards are improved continuously by creating higher standards.³⁰⁶

As a government award scheme, Charter Mark is created to encourage and reward the quality improvements in the public sector. The main goals of the

³⁰² Jenkins, Noon and Martinez Lucio, "Negatiating," 88.

³⁰³ OECD, *Issues and Developments in Public Management: Survey 1996- 1997 on the United Kingdom*. www.oecd.org/puma/country/uk.htm.1998 (17.03.2000), 4.

³⁰⁴ Schiavo, "Quality," 680- 681.

³⁰⁵ Butler, "Reinventing," 269.

³⁰⁶ Next Step Report, 1997, 17.

Charter Mark are to improve performance, to increase workforce morale, and raise the standards of services to the citizens.³⁰⁷ The organizations are assessed against ten criteria such as service standards, fair treatment, effective use of resources, user satisfaction, innovation and improvement, access and choice.³⁰⁸ The Charter Mark competition has been run annually since 1992.³⁰⁹ The public organizations have been interested in the Charter Mark Awards since the establishment of award scheme. To illustrate, by 1998 there were 417 Charter Mark holders. Over 1500 nomination were received in 1996.³¹⁰

There also has been an increase in commitment to training in many public service organizations. It is commonly used as a structured approach organized around "National Vocational Qualifications" and "Management Charter Initiative." The training systems are certified under "Investors in People" initiative. Investors in People program is a national standard which sets quality framework for improving public organizations' performance through investment in the training and development of employees.³¹¹ There has been a strong element of customer care training in the development of public service

³⁰⁷ Eileen Walsh, "Applying for a Charter Mark." *Managing Services*. (June 2000), 14.

³⁰⁸ Rodney McAdam and Robbie Soulters, "Quality Management Frameworks in the Public Sector." *Total Quality Management*. 11: 4&5 (2000), 653, Walsh, "Applying," 16.

³⁰⁹ John Davison and Jim Grieves, "Why Should Local Government Show an Interest in Service Quality?" *The TQM Magazine*. 8: 5 (1996), 34.

³¹⁰ OECD, *Issues*. 4.

³¹¹ McAdam and Soulters, "Quality," 653.

management. Another purpose of the training programs is to create an organizational culture for the quality management.³¹²

However, neither the Citizen's Charters nor the other initiatives can be accepted as quality management in the broader sense. It would be closer to quality assurance or quality control levels in the evaluation of the quality method than TQM. The government in 1996 adopted a broader approach for the quality management.³¹³ This broader approach is called "Public Sector Benchmarking Project." In the context of this project, a pilot initiative including 30 Executive Agencies was launched in order to reveal best practices and areas of improvement. EFQM Excellence Model is used by the agencies as the quality management model. This provides a framework for measuring public agencies internal management performance and benchmarking this against the private sector as well as public sector organizations in other countries in order to identify potential areas of improvement.³¹⁴

2.4.5. TQM Practices in the UK Public Sector

In the United Kingdom, TQM is adopted by many public sector organizations including education, health care, government executive agencies and as well as local governments. A survey carried out during April and May 1993 in Scotland covering manufacturing, service and public sector organizations indicated that 20 percent of public sector organizations initiated one sort of TQM

³¹² Walsh, "Quality," 97- 98.

³¹³ Erridge, Fee and McIlroy, "Public," 344- 345.

program. Remaining 39 percent was starting and 34 percent was thinking of TQM.³¹⁵ A nationwide survey conducted by Redman and et al. in 1995 indicated that quality management efforts were widespread in both public and private sectors. Half of respondents from both sectors reported that their organizations had formal TQM program. Moreover, they appeared to be relatively new phenomenon. 52 percent of public sector and 53 percent of private sector organizations had introduced their TQM programs within last five years. Only 5 percent of public and 10 percent of private organizations had a program dating back more than five years. Most of the managers in both sectors expected quality management to be a long term commitment. The survey results also showed that public and private sector were roughly similar state of development in quality management. The survey found quality management to be well established and relatively successful in both sectors. However, there were some important concerns about its implementation and effects in the public sector. In the softer, easier to develop areas such as mission statements public sector was quite successful but the areas in which resources required such as rewarding quality improvement and/technical skills such as competitive benchmarking, there was evidence of a considerable shortfall (Table 2.1).³¹⁶

³¹⁴ Next Steps Report, 1997, 17.

³¹⁵ Barry Witcher, "Adoption of Total Quality Management in Scotland," *The TQM Magazine*. 6: 2 (1994), 48-49.

³¹⁶ Tom Redman, Brain Mathews, Adrian Wilkinson and Ed Snape, "Quality Management in Services: Is the Public Sector Keeping Pace?" *International Journal of Public Sector Management*, 9: 7 (1995), 24-25.

A recent survey conducted in the local governments in the USA, the UK and Canada supports the idea that the quality management has been utilized by the public sector organizations. The survey explores that nearly 40 percent of the local governments in the UK are using quality management as a new management technique. Over the 70 percent of chief administrative officers participated in the survey found the quality management very effective (16.3 percent) and moderately effective (58.1 percent). Constituting a part of TQM, benchmarking appeared to be utilized by over 70 percent of the local governments.³¹⁷

Table 2.1: Usage of Quality Management Techniques in Public and Private Sector Organizations (United Kingdom)

TQM technique	Public	Percent	Private	Percent
Mission Statement	154	78	124	78
Vision statement	79	59	67	62
Customer satisfaction surveys	131	76	132	81
Quality awareness training	113	76	113	76
Customer care training	109	69	111	76
Quality improvements projects	100	64	101	67
Quality steering group/committee	95	64	80	58
Quality circles/teams	78	55	84	60
Training quality tools/techniques	59	47	63	50
Quality awards or prizes	50	38	64	50
Quality Days	32	28	43	36
Competitive Benchmarking	28	23	43	36

Note: Sample size varies through non responses being excluded from analysis

Source: Redman and et al, 1995, p.25

There are also case studies concerning the implementations of TQM in public organizations including central government and local authorities. To

³¹⁷ Linda A Kindwell and et al, "New Public Management Techniques: An International Comparison." *The CPA Journal*. (February, 2002), 14-15.

illustrate, Royal Mail embarked on a total quality strategy. In line with so many organizations in the public sector, it developed its own quality management policy under the title of “Customer First.” In 1988, a management structure was developed with the aim of implementing this policy. Organized nationally, this structure was coordinated along regional and functional lines. Moreover, a series of national conferences was periodically held to provide a certain degree of coordination. As an advanced form of suggestion schemes, “Quality Improvement Projects” were introduced. In these projects, the management, unions and individual worker representatives constituted project committees. These committees discussed and oversaw the implementation of agreed suggestions.³¹⁸ Employee opinion surveys and a customer satisfaction index (CSI) were introduced as part of quality management initiative. In 1990- 1991 benchmark visits were made s number of UK and overseas companies.³¹⁹ Similarly, the formal implementation of the TQM in National Health Service (NSH) dated back to 1989 when Department of Health funded those health authorities that submitted suitable proposals for implementation of TQM. Funding was provided for 17 demonstration sites with more added later.³²⁰ Another success story is the Government Purchasing Agency (GPA) that was

³¹⁸ Miguel Martinez Lucio, “Quality and ‘New Industrial Relations’: The Case of Royal Mail,” in *The Politics of Quality in the Public Sector*, ed. Ian Kirkpatrick and Miguel Martinez Lucio (London and New York: Routledge, 1995), 239.

³¹⁹ Richard J. Varey and Robert L. Hamblett, “Business Excellence in Royal Mail: A Case of Strategic Communication Management.” *Managing Service Quality*. 7: 6 (1997), 281.

³²⁰ Mike Hart, “Improving the Quality of NHS Out Patient Clinics: The Applications and Misapplications of TQM.” *International Journal of Health Care Quality Assurance*. 9: 2 (1996), 22.

established as an Executive Agency within Department of Finance and Personnel in 1996.³²¹

The case studies indicate that some “Social Housing” departments utilized the quality improvement techniques. For example, Housing Department of Alyn and Deeside District Council in North Wales adopted quality management. The stated targets of its quality program were the meeting of the pre-determined targets, the need for competitive services and ensuring customer satisfaction. Coventry Churches Housing Association in the Midlands also undertook a quality program. A training program introduced the concept of quality to all staff together with emphasizing the need for teamwork and for the application of other techniques such as data gathering and problem solving.³²²

There are case studies on the quality management initiatives in education institutions such as South Bank University³²³ and high schools³²⁴ as well as many local governments.³²⁵ Finally, British Rail is another public sector institution that adopted quality management. British Rail issued a Passenger Charter in response

³²¹ Erridge, Fee and McIlroy, “Public,”.

³²² Alf Fitzgoerge-Butler and Peter Williams, “Quality and Social Housing: Inconceivable Partners,” in *the Politics of Quality in the Public Sector*, ed. Ian Kirkpatrick and Miguel Martinez Lucio (London and New York: Routledge, 1995), 351.

³²³ Priscilla Chadwick, “TQM at South Bank University: Issues in Teaching and Learning.” *Quality Assurance in Education*. 3: 1 (1995), 39-44.

³²⁴ Tresor Thornett and Rosemary Viggiani, “Quality in Education: Creating a Learning Society: The Penny Dre Experience.” *The TQM Magazine*. 8: 4 (1996), 29-35.

³²⁵ Carney Steve, “Westminster City Council: Improving Quality Through Complaint Management.” *Managing Service Quality*. 6: 4 (1996), 20-22, Anthony Clark and Alex Appleby. “Quality Management in Local Government: Four Case Studies.” *Leadership and Organizational Development Journal*. 18: 2 (1997), 74-85.

to the Citizen's Charter initiative. The Passenger Charter set out its performance targets and obligations to its passengers. The Charter was the first to provide for customers refunds when certain targets were not achieved.³²⁶

2.5. Reforms and Quality Management in Australia and New Zealand

2.5.1. The Reforms

The Australian election in 1993 centered on the public sector reform. The Labor Party government that came to power issued White Papers on "the Reform in the Public Service", "Budget Reform", and "Statutory Authorities and Government Business Enterprises." The objectives of the reform were to make the administration more efficient and effective, to eliminate the various steps in the administrative process, and to give the responsibility of decisions to managers at appropriate level.³²⁷ In 1996, the Minister Assisting the Prime Minister for the public service announced reform of major element of the employment framework. The reform initiatives are in line with the New Public Management emphasizing that: the workplace arrangements for the public service should be based on those in the private sector, agency heads have maximum autonomy possible, there needs to be far greater flexibility in the way in which staff are administered.³²⁸ In February 1997 the Public Service and Merit Production Commission initiated "Innovations Expo- Conference": Best Practice in

³²⁶ Andrew Pendleton, "The Emergence and Use of Quality in British Rail," in the Politics of Quality in the Public Sector, ed. Ian Kirkpatrick and Miguel Martinez Lucio (New York and London: Routledge, 1995), 212.

³²⁷ Mascarentes, "Building," 323-325.

³²⁸ OECD. *Public Management Initiatives in Australia*. www.oecd.org/puma/country/australia.htm. 2001 (30.5.2001), 1.

Commonwealth, State and Local Government and the Prime Minister's for Innovation in the Public Sector . The aim was to exhibit, benchmark and promote innovative and best practices in the public sector.³²⁹

The public management system of New Zealand is “substantially” reformed in the 1980s, with some changes in 1990s. . The basic ideas that reform were laid down in a treasury document title "Government Management." Later, it was enacted as two pieces of legislation: "the State Sector Act of 1988 and the Public Finance Act of 1989".³³⁰ The reforms are founded on the principles of:

- Clear objectives: specification of objectives, and the interventions that are needed to achieve these objectives
- Clear relationship between all the groups in the public sector system
- Managers' freedom to manage: public sectors are given more autonomy as suggested by New Public Management.
- Accountability and transparency about decisions.³³¹

As general trend in all recent reforms, these principles give more responsibility to the departmental heads and emphasized that objectives are clearly defined. The chief executives of the public sector agencies are appointed on limited term contracts. They enjoy greater independence and can exercise discretion in the management of their departments.

³²⁹ Ibid., 8.

³³⁰ Mascatenes, “Building,” 323- 325.

³³¹ OECD. *Public Management Developments in New Zealand*. www.oecd.org/puma/country/newzealand.htm.1998 (17.03.2000),1.

2.5.2. The Quality Management Initiatives

As some other Western countries, Australia and New Zealand began their quality efforts in 1970s with quality circles and other partial initiatives after their economy scattered. However, the comprehensive quality efforts began during the latter part of 1980s. Both countries developed a quality council that publicized and supported quality improvement efforts and each established a national quality award that has to be administered by these councils.³³²

The Australian Quality Award (AQA) is introduced in 1988, therefore, it is the as old as Baldrige Award. Although it is open to all organizations, both public and private, special guidelines are introduced to cover the needs of health care sector, professional and public sector organizations. AQA has seven categories that well capture the elements of quality management.³³³

- Leadership: This category examines the top management's commitment and behavior concerning total quality elements.
- Strategy, policy and planning: This includes the development of organizational strategies, policies and the formulation of operative plans.

³³² Danny Samson, "Progress in Total Quality Management: Evidence From Australasia." *International Journal of Quality*. 2: 4 (1997), 214.

³³³ K.J. Zink, A. Schmidt and W. Wob, "Total Quality "down under": The Australian Quality Award." *The TQM Magazine*. 9: 3 (1997), 218.220.

- Information and Analysis: This category deals with the organization's ability to collect and data information concerning key activities and stakeholders.
- People: This category examines the extent to which the organization integrates its employees into the continuous improvement and how it empowers them to deliver personally satisfying contributions to organization's overall success.
- Customer focus: This category assesses how the organization deals with and satisfies the needs of its external customers.
- Quality of process, products and service: This category refers to the activities for providing customers with high quality products and services. It also involves the cooperation with suppliers and system of process management.
- Organizational performance: This category analyses the extend to which organization and leadership initiatives contribute to organizational goals and performance.

After the establishment of nation- wide quality program, there has been growing interest for the quality management in both local and state level.³³⁴ To illustrate, the South East Queensland Electricity Board (SEQEB) won Australian Quality Award as public sector institution in 1991. SEQEB began its quest for quality by focusing on customer satisfaction. In April 1988, it officially adopted

³³⁴ Christopher Jones, "Building a Customer Focused Local Authority- in .Christchurch, New Zealand." *Managing Service Quality*. 5: 3 (1995), 15-19. K.K Navartham and Bill Harris, "Customer Service in an Australian Award Winning Public Sector Service Industry." *International Journal of Public Sector Management*. 7: 2 (1994), 42-49.

TQM as a management strategy. Its mission statement is “to excel in satisfying customers’ energy requirements.” It is based on four quality management principles:

- Respect for people
- Management by fact
- Customer satisfaction
- Improvement through PCDA.³³⁵

2.6. Quality Management and Reforms in the United States

2.6.1. Quality Management in the US Public Sector

TQM became a national policy in the United States. It is widely implemented in the Federal, state and local levels as well as various areas including tax collection, construction, health care, education, defense and police, park and recreation.³³⁶ The adoption of the quality management has evolved since mid- eighties and by the 1990s it became a national movement. The reasons for the government organizations to adopt quality management are similar to public sector reforms: the decreasing public's trust in government agencies, the perceived quality problems of public services, the shrinking tax revenues because of citizens' reaction to any extra tax burden and at the same time demanding more

³³⁵ Ibid., 42.

³³⁶ Evan M. Berman and Jonathan P. West, “Municipal Commitment to Total Quality Management: A Survey of Recent Progress.” *Public Administration Review*. 55: 1 (1995), 57- 66, Cohen and Brand, *Total* ., Delvin Grant, Erhan Mergen and Stanley Widrick, “Total Quality Management in US Higher Education.” *Total Quality Management*. 13: 2 (2002), 207- 215.

quality services. In other words, public sector organizations have to "do more with the less."

A few agencies adopted TQM before the Federal Government undertook a government-wide effort. The Defense Department began a formal program of productivity improvement in the mid 1970's. The program was generally technical driven and promoted use of efficiency reviews and quality circles. The Department also encouraged contractors to analyze their processes to improve the products and services supplied to the Department. By 1987, these policies evolved to the full commitment of the quality management. Similarly, the Internal Revenue Service (IRS) pioneered the application of the quality management in the public sector mid-eighties. In 1986, IRS established an organization-wide quality improvement process. The agency has developed a quality vision, policy and strategic plan and trained its executives and other personnel for the quality management. In 1987, the Federal government held the first National Conference on Federal Quality and Productivity Improvement. It became an annual event. It provides an opportunity for Federal Organizations to learn practical TQM tools and to share information.³³⁷

2.6.2. Quality Management in the Federal Government

The Federal Government's efforts for the quality management formally commenced with the President Reagan's Executive order 12637 in 1988. Entitled "Productivity Improvement Program for the Federal Government", the program

³³⁷ United States Office of Personnel Management (OPM), *Introduction to Total Quality Management in the Federal Government*, Washington D.C., 1991, 23-24.

covered all executive departments and agencies. Its goal was to "improve the quality, timeliness and efficiency of services provided by the Federal Government."³³⁸ In compliance with the Executive Order, Office of Management and Budget (OMB) issued Circular No A- 132 in April 1988. The circular established operational guidelines for the development and implementation of federal productivity and quality improvement programs. The goals of the program were more clearly defined in this circular than in the Executive Order. According to the circular, executive agencies were given responsibility for the development and implementation of their own programs to improve productivity and quality. The circular listed 10 productivity and quality management practices that must be included in the improvement programs. Some of the practices were in parallel with the TQM principles but some other actually might inhibit quality improvement efforts. After analyzing the problems with the productivity and quality improvement program, the Office of Management and Budget (OMB) revised the circular. The revised circular is based largely on the ideas of Deming and Juran; thus, fully embraces TQM. The circular defines TQM as the "a total organizational approach for meeting customer needs and expectations that involves all managers and employees in using quantitative methods to improve continuously the organizations' processes, products and services."³³⁹

There are mainly three Federal agencies that contribute to the dissemination of the TQM efforts at Federal level. The Office of Management

³³⁸ Milakovich, "Total," 591.

³³⁹ Ibid., 595.

and Budget (OMB) provides central leadership, coordination, and technical assistance by monitoring agency progress, integrating productivity programs into the budget process. It also provides information and strategies for improving quality and sponsors conferences for managers on quality related topics.³⁴⁰ Established in 1988, Federal Quality Institute is the primary source on information, and consulting services to agencies on quality. It's mission and responsibilities include leadership for the federal quality effort, technical and consulting assistance to agencies, organizing national and regional conferences on the quality management, and coordination of the integrity of quality principles and practices.³⁴¹ President's Council on Management Improvement (PCMI) is composed of key career and non-career executives from 23 agencies and departments. The council provides support and leadership for all Federal Government agencies and departments. PCMI enables Federal agencies to improve federal management by encouraging the sharing of the best ideas and practices, thus improving governmental effectiveness and timeliness of service.³⁴²

By the 1990s, the quality programs have been adopted by many Federal institutions. In 1992, General Accounting Office (GAO) conducted "Total Quality Survey." The goal was to obtain information on the status and scope of quality management in the Federal Government. To do this objective, GAO sent questionnaires to the heads of more than 2800 civilian and the Department of

³⁴⁰ Ibid, 594.

³⁴¹ United States Office of Personnel Management (OPM), *Introduction*. 25.

³⁴² Milakovich, "Total," 594.

Defense agencies. The survey explored that about 68 percent of agencies were involved in a sort of quality management efforts. In addition, more than half of the agencies without quality management initiatives said that they planned to implement quality management activities in the future.³⁴³

In the same survey, GAO also asked about the significance of 21 potential problems. Nine problems appeared to be moderate or major problems: funding and budget constraints (over 80 percent), employees do not believe they are empowered to make changes (almost 90 percent), problems due to Federal personnel regulations (over 70 percent), employees do not have sufficient information how to implement TQM and use TQM tools (over 80 percent), employees have insufficient information and training on TQM (over 80 percent), top management unable to spend sufficient time on TQM (almost 70 percent), lack of long term planning approach (70 percent), resistance to moving toward a participatory management style (over 60 percent), management unfamiliar or uncomfortable with statistics and measurement techniques (over 90 percent) (Table 2.2).³⁴⁴

Table 2.2: Reported Barriers to Introducing TQM (1992 GAO Survey, the United States)

³⁴³ Hunt, *Quality*. 3.

³⁴⁴ Ibid., 16-17, Carr and Littman, *Excellence*. 336-337.

<i>Perceived Barrier</i>	<i>Percent Responding</i>		
	No problem at all	Small to moderate problem	Major problem
Funding/budget constraints	12	54	34
Employees do not believe they are empowered to make changes	9	63	28
Problems due to personnel regulations	28	49	23
Employees have insufficient knowledge how to implement TQM and TQM tools	9	65	21
Employees have insufficient information and training on TQM	20	62	18
Senior Management at the installation unable to spend sufficient time on TQM	30	55	16
Lack of long term planning approach	31	55	15
Resistance to moving toward a more participatory management style	18	68	14
Management unfamiliar or uncomfortable with statistics and measurement techniques	27	58	14

Source: Carr and Littman, 1993, p.337

2.6.3. Quality Awards at the Federal Level

The Federal Government created quality awards in 1988 to promote the quality management. There are two awards at the Federal level: The President's Quality Award Program, and Quality Improvement Prototype Award. Both Awards are created with two purposes. The first is to recognize Federal organizations that implemented quality management in an "exemplary manner" so that they produce high quality services and products, and use the taxpayers' money effectively. The second purpose is to use awarded organizations as models

showing how commitment to the quality management leads to more satisfied customers as a result of better products and services.³⁴⁵

Up to two President's Quality Award and six Prototype Award are delivered each year. To become an applicant for the Quality Improvement Prototype Award, an organization must be Federal Government agency with minimum 100 employees. For the President's Quality Award, applicants must be the Federal Government's agency with at least 500 employees, be autonomous, and provide service or products to general public. Moreover, an organization is not eligible to apply the President's Award unless it receives at least one Quality Improvement Award at that year.³⁴⁶

Similar to the quality management, the Federal Quality Awards have evolved and changed drastically since 1988. At the beginning, the quality management was a very new concept in the Federal government. Similarly, the Quality Improvement Prototype Award application included only general 10 questions. In 1989, the name and focus of the award changed from productivity to quality. The process currently used to evaluate applications for both awards began in 1990. In that year, the criteria of for both awards were patterned after Malcolm Baldrige Award criteria. A structured evaluation process, patterned after the Baldrige Award, was created. Examiners and judges were selected from both public and private sector organizations. A set of scoring guidelines that

³⁴⁵ Hunt, *Quality*. 93-94.

³⁴⁶ Mary Burdette Dean and Marilyn M. Helms, "Implementation of Total Quality Management into Public Sector Agencies: A Case Study of Tennessee Valley Authority." *Benchmarking for Quality Management and Technology*. 3: 1 (1998), 53-54.

described various levels of the quality management implementation for each criterion was established.³⁴⁷

2.6.4. The President's Quality Award

It is useful to examine the President's Quality Award for at least two related reasons. First of all, it captures and summarizes the TQM concepts and elements like the Baldrige Award, which it is modeled after. Secondly, the other awards in the United States and other countries use the similar framework as the President's Award. Created in 1988, Office of Personnel Management (OPM) administers the President's Quality Award. Award purposes are indicated as:

- To recognize improvements of Federal Organizations' capabilities and performance.
- To promote sharing best management techniques, strategies and performance practices among all Federal Government agencies as well as state and local governments.
- To provide models for other organizations to assess their overall performance in delivering continuous value to customers.
- To provide a systematic, disciplined approach to deal with change by establishing a framework for conducting analysis, training and performance planning.³⁴⁸

³⁴⁷ Hunt, *Quality*. 91-92.

³⁴⁸ United States of Personnel Management (OPM), *The President's*. 1-2.

Other than the purposes mentioned above, the award also supports the Administration's effort to reinvent the Federal Government and improve overall performance.³⁴⁹

It is indicated that the Award Program depends on the certain core values and concepts: customer driven quality, leadership, continuous improvement and learning, employee participation and development, fast response, design quality and prevention, long- range view of the future, management by fact, partnership development, organization responsibility and citizenship, and results focus.³⁵⁰

Together with core values and concepts, the program has seven main criteria (elements) and sub- criteria under these main categories:

- Leadership: This element addresses how the top management guides the organization in setting directions and seeking future opportunities. The top management sets and deploys clear values and performance expectations related to needs and expectation of all stakeholders. This item explores how the senior management creates an organizational climate conducive to high performance, individual and organizational learning, empowerment and innovation. It also includes the organization's responsibilities to the public and how the organization practices contribute to good citizenship.³⁵¹

³⁴⁹ Ibid., 4.

³⁵⁰ Ibid., 4-7.

³⁵¹ Ibid., 20-21.

Strategic Planning: This category examines how the organization develops strategic objectives, action plans and related human resources plans. In addition, it includes the deployment of these plans.³⁵²

Customer Focus: This element examines how the organization determines current and emerging customer needs and expectations. Furthermore, it includes how the organization builds relationship with the citizens as customers.³⁵³

Information and Analysis: This category examines the use and gathering of the data and information related to performance improvement and other related improvement areas.³⁵⁴

Human Resource Focus: This item examines how the organizational environment is created to support full participation and personal and organizational growth. By this way, the employees develop and utilize their full potentials. This category contains categories such as employee education, training and development, employee support climate, employee satisfaction and work systems.³⁵⁵

Process Management: This category includes the key aspects of organization's process management such as customer- focused design, product and service delivery, supplier and partnering processes.³⁵⁶

³⁵² Ibid., 10

³⁵³ Ibid., 11.

³⁵⁴ Ibid., 13.

³⁵⁵ Ibid., 14-16.

³⁵⁶ Ibid., 16.

Business Results: This category examines organization's performance and improvements in key business areas including customer satisfaction, human resources results, financial performance, supplier and partner results, and operational performance. Through this element, dual purposes can be maintained; improvement in customer and employees needs and expectations as well as in operational and financial indicators.³⁵⁷

2.6.5. Quality Management at State and Local Levels

After becoming a national movement at the Federal level, most states and many local governments adopted TQM and created quality awards. Arkansas started quality management programs during the governorship of Bill Clinton. It was the first state to adopt quality management in many respects. It was the first to apply quality management principles throughout the state government. It was also first to pass a law with provision for all state agencies to get involved. In addition, the state government gave the large number of employees a quality education program.³⁵⁸ Following Arkansas, Arizona, Colorado, Florida, Connecticut, Massachusetts, Minnesota, Missouri, North Dakota, Ohio, South Carolina, Vermont and Wisconsin implemented TQM statewide.³⁵⁹ According a survey including fifty states and District of Columbia, thirty one states reported

³⁵⁷ Ibid., 18-20.

³⁵⁸ Hunt, *Quality*. 185.

³⁵⁹ James Kline, "State Governments' Growing Gains From TQM." *National Productivity Review*. 12: 2 (1993), 265.

that TQM programs were underway in 1992.³⁶⁰ Similarly, public sector quality report by Council of State Governments in 1995 pointed out that about 40 states had implemented TQM in the executive branch, on either a mandatory or voluntary basis. 13 states did so by executive order, 11 by agency head directive, while 2 states passed special legislation.³⁶¹

A number of states established state level awards to recognize the quality management programs and practices. All awards take the Baldrige Award as model. The State Quality Award Network (SQAN) was created in 1993 in order to assist states to develop their award approaches.³⁶² A recent study indicates that the number of state-level awards has increased from 24 in 1993 to 42 in 2000.³⁶³

At the local level, the City of Madison, the capital city of the Wisconsin was the pioneer local government in adopting quality management principles.³⁶⁴ A nation-wide survey conducted by Berman and West indicated that 11 percent of cities with population over 25,000 has substantial commitment to TQM. In addition, an estimated 22 percent has token commitment. The survey indicated that the quality management initiatives were post- 1990 phenomenon. Half of

³⁶⁰ Robert S. Kravchuk and Robert Leighton, "Implementing Total Quality Management in the United States." *Public Productivity and Management Review*. 17: 1 (1993), 73.

³⁶¹ Public Sector Quality Report, 1995.

³⁶² Donald E. Roosenhoover and Horald W. Jr. Kuhn, "Total Quality Management and Public Sector." *Public Administration Quarterly*. (Winter 1996), 440.

³⁶³ Coraline Fisher, Jerry Dauterive and Jesse Barfield, "Economic Impacts of Quality Awards: Does Offering an Award Bring Returns to State?" *Total Quality Management*. 12: 7&8 (2001), 982.

³⁶⁴ William G. Hunter, Janet K. O'neil and Carol Wallen, "Doing More with Less in the Public Sector," *Quality Progress*. (July 1987), 19, Joseph Sensenbrenner, "Quality Comes to City Hall," *Harvard Business Review*. (March/April 1991), 64-75.

efforts was less than four years. TQM applications were most found in police services (125), followed by recreation (107), parks (103), and personnel services and streets (both 100). Other service areas where TQM applications were reported include: solid waste, water/sewer, fire, fleet and vehicles, data processing, traffic, emergency services, libraries, animal control, tax collection, public health, and museums.³⁶⁵ A recent survey covering UK, Canada and the USA indicates that the 56.3 percent of local government reported to use TQM. Over 80 percent of respondents rated the quality management very effective (23.8 percent) and moderately effective (58.3 percent).³⁶⁶

2.6.6.Reinventing Government and Reforms

The reforms in the USA became popular with the name of “reinventing government.” The phrase “reinventing government” came to popular usage with the David Osborne and Ted Gaabler's book titled "Reinventing Government: How the Entrepreneurial Spirit is Transforming the Public Sector". The central theme of the book is that government in America is restructuring in response to citizen dissatisfaction, revolution in information technology and competitive pressure of global marketplace.³⁶⁷ In the book, the authors argue that "the kind of government that developed during the industrial era, with their sluggish, centralized bureaucracies, their preoccupation with rules and regulations and

³⁶⁵ Berman and West, “Municipal,” 60.

³⁶⁶ Kindwell and et al, “New,” 65.

³⁶⁷ Leslie Lenkowsky and James L. Perry, “Reinventing Government: The Case of National Service,” *Public Administration Review*. 60: 4 (2000), 298.

their hierarchical chains of command, no longer work well."³⁶⁸ As a result of the reasons mentioned above, a new type of government, which is called “entrepreneurial government”, emerged. The authors believe that this new type of government has common features. They explore these common features by “ten principles.” They indicate that these features are not their ideas but the sum of the practices of the various public institutions and public managers.

The “ten principles” are as follows: 1- Catalytic government: Steering rather than rowing: The entrepreneurial government has begun to shift to the systems that separate the policy decisions (steering) from the service delivery (rowing). In other words, the government should make the plans and decisions how to provide the services by leading the service provision to the various private sector service providers.³⁶⁹ 2- Community owned government: Empowering rather than serving: the basic idea is that the community should be empowered and feel the ownership of the problems. This requires pulling the ownership out of the bureaucracy into the community via participatory democracy.³⁷⁰ 3- Competitive government: Injecting competition into service delivery: The public services should be delivered by various organizations both public and private so that the competition can be created in providing services.³⁷¹ 4- Mission driven government: Transferring rule driven organizations: The huge rule driven

³⁶⁸ Osborne and Gaebler, *Reinventing*. 15.

³⁶⁹ *Ibid.*, chapter 1.

³⁷⁰ *Ibid.*, chapter 2.

³⁷¹ *Ibid.*, chapter 3.

bureaucracies should be replaced by the smaller, mission driven government.³⁷²

5- Results- oriented government: Funding outcomes, not inputs: The traditional public organizations focus on inputs. Instead of focusing on inputs, the authors offer payment for performance, managing for performance and budgeting for results.³⁷³

6- Customer driven government: meeting of the needs of the customer, not the bureaucracy: The authors argue that the public organizations are customer blind for some reasons: Since most public agencies do not get their funds from their customers, they are not responsive to the citizens. Moreover, most of the customers of the public services are captive, short of moving, they have few alternatives to the services their government provide. So, the managers in the public sector tend to ignore them. Therefore, the government should establish some mechanisms to be more responsive to the citizens as customers.³⁷⁴

7- Enterprising government: Earning rather than spending: Under this principle the authors offer turning a proactive move to public use, raising money by charging fees.³⁷⁵

8- Anticipatory government: Prevention rather than cure: It is offered that the government should prevent the problems such as healthcare, environmental pollution rather than solving after they occur.³⁷⁶

9- Decentralized government: from hierarchy to participation and teamwork: The rapid change and need to decide more quickly in the uncertain environment led to more

³⁷² Ibid., chapter 4.

³⁷³ Ibid., chapter 5.

³⁷⁴ Ibid., chapter 6.

³⁷⁵ Ibid., chapter 7.

³⁷⁶ Ibid., chapter 8.

decentralized organizations. The public sector organizations, too, should be decentralized and flatten organizational hierarchies through participatory management and teamwork.³⁷⁷ 10- Market oriented government: Leveraging change through the market: According to authors, the government can shape the market and inject the market features into public sector by various tools: providing information to customers, creating or augmenting demand, catalyzing private sector suppliers.³⁷⁸

As it can be seen from the principles, the authors summarize the transformation of the public sector that has occurred since early 1980s. “Reinvention government has achieved “a movement status” with Vice-President Gore and President Clinton’s National Performance Review (NPR).³⁷⁹ The First NPR report was issued in 1993. It was stated that NPR recognized and supplemented prior “core effort to reform the federal government of the United States during the 1980s and 1990s.”³⁸⁰ The report made recommendations to make the government work better and cost less.

The reforms under the title of NPR incorporate a group of interventions in order to achieve multiple objectives. One of the goals of the NPR is to improve the quality of service by tailoring service delivery to the needs and expectations of the public. Similar to Citizen’s Charters in the UK and some other countries,

³⁷⁷ Ibid., chapter 9.

³⁷⁸ Ibid., chapter 10.

³⁷⁹ Lenkowsky and Perry, “Reinventing,” 298.

³⁸⁰ United States General Accounting Office (GAO), *Reinventing Government: United States General Accounting Office Report to Congressional Requesters* (Washington D.C. 2000), 1.

the NPR recommends that all Federal Government agencies develop customer service standards.³⁸¹ Downsizing and reducing administrative costs are mentioned as goals. The NPR includes the reforming the administrative systems (reform of the civil service, procurement, and budgetary systems), and decentralization of authority within agencies in order to give front-line managers more authority on the organizational affairs. Another goal is the improvement of agency work practices by redesigning basic work processes to achieve higher quality. Finally, NPR targets the changing the culture of federal organizations towards “initiative and empowerment.”³⁸²

Similar to other reforms elsewhere, several important intellectual traditions constitute the Reinvention: privatization, public choice theory, business re-engineering, Total Quality Management and new organizational economics.³⁸³ Reinventing government reforms share some of quality management principles such as focus on customers, management by fact and long term perspective.³⁸⁴ It is also indicated that the President’s Quality Award Program criteria support the Administration’s effort to reinvent the Federal Government and improve overall

³⁸¹ Binshan Lin and Francine Ogunyemi, “Implications Total Quality Management in Federal Services: The US Experience.” *International Journal of Public Sector Management*. 8: 4 (1998), 4.

³⁸² James R. Thompson, “Reinventing as Reform: Assessing the National Performance Review.” *Public Administration Review*. 50: 6 (2000), 510-511.

³⁸³ Jeffrey L. Brudney , F. Ted Heber, and Deil S. Wright. “Reinventing Government in the American States: Measuring and Explaining Administrative Reform.” *Public Administration Review*. 59: 1 (1999), 20.

³⁸⁴ United States General Accounting Office (GAO), *Management Reform: Using the Results Act and Quality Management to Improve Federal Performance*. Statement of Christopher Mihm, Washington D.C. (September 2000), 4, Eric E. Anschutz, “TQM- The Public Sector Challenge,” *National Productive Review*. 15: 1 (1995), 3-4, Karen Bernowski, “Trailblazers in Reinventing Government.” *Quality Progress*. (December 1993), 37, “Osborne and Gaebler, *Reinventing*. 172-180.

performance.³⁸⁵ Later, as a part of “reinventing government reform”, Government Management Reform Act of 1994 was enacted to improve program effectiveness and public accountability by promoting results, service quality and customer satisfaction. The Reform Act and TQM share common elements.³⁸⁶

- Successful implementation of the Reform Act and of quality management principles requires a clear and substantive commitment by top management.
- Both promote development of organization’s human capital through training and empowerment.
- Both seek to create decision making processes that are based on accurate, reliable and timely data (management by fact).
- Both TQM and Results Act require identifying organization’s main processes and linking them with results and customer satisfaction.

2.7. Accessing the Impact: Does TQM Make Any Difference?

Quality management is assumed to make improvements in the customer satisfaction, productivity, and internal conditions of the organizations both public and private. There are a number of case studies and surveys that explore the impact of quality management initiatives in the public sector.

In terms of non- Western countries, there is very limited information on the effectiveness of quality management initiatives in the public sector. A cross-sectional study in Hong Kong found out that many public utility and service

³⁸⁵ United States Office of Personnel Management (OPM), *The President’s*. 4.

companies “embarked” on quality improvement programs and became more citizen- responsive.³⁸⁷ A study in Brazil mentions that a health care institution increased annual revenue 70 percent in three years and a high school reduced failure rate from 20.3 to 6.1.³⁸⁸

There are quite a number of studies exploring the improvements in public sector organizations due to the quality management initiatives in European countries. Analyses indicate that the public sector organizations that won public sector version of European Quality Award (EQA) accomplished some positive results. As winner of public sector of EQA in 1998, Inland Revenue- Accounts Office Cumberland attained improvements in leadership, communication, customer satisfaction, empowerment and involvement of employees. Similarly, AVE, which is the unit of Spanish Public Sector Rail Operator, obtained improvements in many areas including increasing profits, customer satisfaction rates, and timeliness of the services.³⁸⁹ A case study in a maternity clinic in the Sweden shows that the hospital had “positive results” in evaluations, ability to implement changes, and increase creativity.³⁹⁰ There are also case studies examining the improvements in some UK public sector organizations: Royal

³⁸⁶ Thomson, “Reinvention,” 519, United States General Accounting Office (GAO), *Management*. 6-9.

³⁸⁷ Kee Lui Hung, Talika Weerakoon and T.C.E. Cheng, “The State of Quality Management Implementation: A Cross Functional Study of Quality Oriented in Hong Kong.” *Total Quality Management*. 13: 1 (2002), 35,

³⁸⁸ Paula A. Miguel, “Quality Movement Continues in Brazil . » *Quality Progress*. 35: 2 (2002), 73.

³⁸⁹ EFQM, *Award: 1998*. 50-57.

³⁹⁰ Stefan Lagrosen, “Born with Quality: TQM in a Maternity Clinic.” *Journal of Public Sector Management*. 13: 5 (2000), 472.

Mail,³⁹¹ Government Purchasing Agency,³⁹² British Rail,³⁹³ and some NHS hospitals.³⁹⁴

In the United States, there are many success stories for the implementation of quality management at federal, state as well as the local levels. Cohen and Brand give many success stories of various federal and state agencies: Environmental Protection Agency (EPA), Sacramento Air Logistics Center, New York Department of Sanitation, Department of Veterans Affairs, Blount Memorial Hospital in Maryville, etc.³⁹⁵ Similarly, Kline mentions “state governments’ growing gains from TQM.” He explores savings in time and labor improvements in processes, interpersonal skills and team building in state agencies in Florida, Missouri, Minnesota, South Carolina, and Wisconsin.³⁹⁶ Likewise, some state agencies in Connecticut declared they made some productivity improvements as a result of quality management initiatives.³⁹⁷ However, critiques rightly claim that all these are composed of stories and anecdotes rather being systematic and analytical.³⁹⁸

³⁹¹ Martinez Lucio “Quality,”

³⁹² Erridge, Fee, McIlroy, “Public,”

³⁹³ Pendleton, “The Emergence,”

³⁹⁴ Uche, Nwabuze, “The Implementation of TQM for the NHS Managers.” *Total Quality Management*. 12: 5 (2001), 672.

³⁹⁵ Cohen and Brant, *Total*. Chapter 8.

³⁹⁶ Kline, “State,”

³⁹⁷ Nancy L. Hadley, “A State Government Which Costs Less and Achieves Results.” *Work Study*. 3: 3 (1995), 10-11.

³⁹⁸ Lee Frost- Kumpf, “Total Quality Management in Government (Book Review),” *Journal of Public Administration and Theory*. 4: 1 (1994), 83-89.

In the United States, General Accounting Office (GAO) conducted the most comprehensive survey of quality management in the Federal Government in 1992. The respondents reported significant gains in performance indicators and internal conditions such as productivity and efficiency, reduction in the cost of doing business, quality of products and services, service to customers, customer satisfaction, timeliness of the services, etc.³⁹⁹ In a nationwide survey in the local governments by Berman and West, the respondents noted moderately positive impacts of quality management on efficiency, cost reduction, quality of service, group decision making, increasing communication within units, and coping with resource constrains.⁴⁰⁰ The limitation of both surveys is that it reflects only the opinions of the management, not employees or citizens as customers.

While some surveys and success stories indicate the gains from the quality management initiatives, some well established case studies based on productivity measurement data give inconclusive results. To illustrate, an analysis of TQM program in the Florida Department of Transportation found that the employees had positive perceptions of its impact on department's operating efficiency. Yet, the analysis of financial and operating data did not support this perception.⁴⁰¹ On the other hand, the cost benefit analysis related to quality management initiative in Pennsylvania Department of Transformation (PennDott) found significant benefits. The findings suggested that TQM activities in the

³⁹⁹ Carr and Littman, *Excellence*. 324- 326.

⁴⁰⁰ Berman and West, "Municipal," 64.

⁴⁰¹ James S. Bowman and Barbara J. French, "Quality Improvement in a State Agency Revisited." *Public Productivity and Management Review*. 16 (1992), 53-64.

highway maintenance area were associated with a seven percent increase in overall effectiveness, with benefits exceeding costs by 35 percent.⁴⁰² A more recent study in the same agency supports the findings of the previous study. The analysis found positive impacts of quality management on the highway condition, service delivery, and satisfaction among the employees and citizens.⁴⁰³ In the other study, Mani analyzed several input and output indicators before and after TQM implementation in Internal Revenue Service (IRS). The results showed no statistically significant positive results. On the other hand, there were cost savings and improvements in customer satisfaction as a result of problems solving techniques and teams.⁴⁰⁴ The same author conducted a more comprehensive survey including some Federal agencies: Internal Revenue Service, Department of Agriculture, Department of Commerce, Department of Housing and Urban Development, Department of State, and Department of Veterans Affairs. The analysis found no significant difference between the agencies those had implemented TQM and those that had not implemented TQM. On the other hand, the author believes that it is too early to decide because it takes a long time to obtain the benefits of quality management. Besides, he indicates that excluding potential productivity gains, TQM implementation are useful for some reasons: improvement employee participation, greater employee

⁴⁰² Theodore H. Poister and Richard H. Harris, "The Impact of TQM on Highway Maintenance: Cost/Benefit Implications," *Public Administration Review*. 57:4 (1997), 301.

⁴⁰³ Theodore H. Poister and Richard H. Harris, "Building Quality Improvement over the Long Run: Approaches, Results, and Lessons Learned for the PennDott Experience." *Public Performance and Management Review*. 24: 2 (2000), 168-171.

⁴⁰⁴ Bonnie G. Mani, "Measuring Productivity in Federal Agencies: A Case of TQM Implementation in IRS." *Public Administration Review*. 55: 2 (1995), 157.

commitment to accomplishing agencies mission, and incremental changes that help employees to understand organization mission and vision.⁴⁰⁵

A case study by Loomba and Spencer in Iowa Department of Employment Services found that the employees were in agreement with the importance of role and satisfaction customers and other TQM values and objectives. On the other hand, their responses raised questions about actual implementation of both cultural (soft) and technical aspects of quality management. The questions included inadequate amount of TQM training, lack of understanding of TQM principles, insignificant improvements due to the TQM program, lack of employee performance feedback organizational communication and problems in level of teamwork and amount of decision making. The authors suggest that these results appear to be due to the realities and constraints of public sector agencies.⁴⁰⁶

As Poister and Harris point out the majority of studies assessing the effectiveness of quality management in the public organizations focus “on primarily start- up activities or relatively short term experience.⁴⁰⁷ Yet, quality management is not magic or quick fix. It requires long term perspective, continuous effort by top management, and investment in employees’ training. There is no easy way to adopt quality management and reach the positive results in private or public sector. For this reason, Hyde calls the principles of quality

⁴⁰⁵ Mani, “Measuring,” 39.

⁴⁰⁶ Loomba and Spencer, “A Model,” 758.

⁴⁰⁷ Poister and Harris, “Building,” 161.

management as “proverbs” reminding Herbert Simons’ quotation: “proverbs of public administration.” He suggests that there are unique issues and constraints for the public organizations considering TQM.⁴⁰⁸ Hyde is not alone in stressing the issues and constraints for the adoption of quality management. As examined below, there are a number of authors that explore the problems and challenges for the implementation of TQM in the public sector.

2.8. The Issues and Constraints for the Adoption of TQM in the Public Sector

The quality gurus use a generic approach suggesting that TQM can equally be applicable to private and public organizations. Deming proposes that the quality management can be adopted by the government organizations. On the other hand, there is no market to capture for public organizations; therefore, the goal is to deliver economically the service described by law and regulations. The continual improvement in the governmental service would earn the appreciation of citizens, hold jobs in the service, and help industry to help create more jobs.⁴⁰⁹ Similarly, Feigenbaum believes that quality management can be applied to public sector but there are some requirements that government organizations consider if they are to be successful. First requirement is the leadership with a clear management vision. The management should understand the fact that an organization's culture is the collective result of the organizations' actions and can

⁴⁰⁸ Albert C. Hyde, “The Proverbs of Total Quality Management: Recharting the Path To Quality Improvement in the Public Sector,” *Public Productivity and Management Review*. 16: 1 (1992), 25-37.

⁴⁰⁹ Deming, *Out*. 6.

only be affected by the changes depending of the capabilities of all employees. The second one is identifying the goals required for achievement of the necessary improvement of the organization. The third one is the full utilization of human resources through empowerment by increasing employee responsibility. It can be achieved through openness, trust and multi-channel communication. The fourth one is the development of the team and group work management processes. The last one is that the organization should be managed correctly for the improvement of three important metrics: user service quality satisfaction, cost effectiveness and human resource utilization.⁴¹⁰

There are mainly two groups concerning the issues and constraints for the implementation of quality management in the public sector. Those in the first group argues that the adoption of TQM in the public sector is problematic due to the nature of TQM itself. For example, Swiss is the one who argues that "unmodified" or orthodox TQM is ill suited to the government since it is very much product of statistical process control and industrial engineering. He suggests that the orthodox TQM has to be modified in order to be fit the public sector environment. After the modification some elements of TQM can be useful for the public sector agencies. First of all, client feedback and customer reaction can be used as one consideration but not as the guiding principle as suggested by the unmodified TQM. Secondly, the tools and techniques for the decision based on the fact can be used by government agencies. By this way, it can be non-intimating for government employees who fear that facts may be used as a

⁴¹⁰ Feigenbaum, "Managing," 2-3.

weapon against them. Thirdly, TQM's continuous improvement principle can be most valuable consideration if employees and managers internalize it. If fully accepted, this principle would decrease the resistance to the future innovations. Finally, worker participation or mostly called empowerment has been an important "axiom" in the management literature for the decades but hardly used in practice. By TQM, this "axiom" can be revitalized in the public sector.⁴¹¹

As a response to Swiss, Rago indicates that problems related to the implementation of TQM in the public service arise from different factors: government culture, quality vs. quantity dilemma and additional customers do not mean additional revenues in the public sector.⁴¹² According to him, the first problem for the quality management initiatives is the government culture. He argues that highly political nature of government culture constitutes a significant obstacle for the system- wide implementation of quality management.⁴¹³ The second problem is that the additional customers do not mean additional revenues in the government. On the contrary, in the private sector, companies adopt quality management to increase their profits because increased market share means new customers and new revenues. On the other hand, the new customers in the public sector brings new citizens and additional costs under the limited budget determined by legislature.⁴¹⁴ The third problem that Rago points out is the quantity vs. quality dilemma. In the public sector, the government organizations

⁴¹¹ Swiss, "Adopting," 358-359.

⁴¹² Rago, "Adopting," 63-64.

⁴¹³ Ibid., 63

⁴¹⁴ Ibid., 63-64.

have to find a balance between serving to greater amount of citizens (quantity side of dilemma) and better service to fewer citizens (quality side of dilemma).⁴¹⁵ Although he mentions these issues as the potential problems in the public sector he believes that TQM can be successfully integrated into the public sector.

As the second group, a great majority of authors argue that the nature of public sector itself creates problems for the implementation of TQM. To illustrate, Milakovich indicates that there are a number of barriers for adopting TQM in the public sector. He believes that the merit system currently used in the public sector is an important barrier for quality management since it discourages constructive competition, creates fear, destroys morale, and decreases motivation among the employees. It emphasizes results rather than the process. Some civil servants are rewarded and some others are punished as a result of performance outcomes outside of their control.⁴¹⁶ According to him, another barrier for the quality management in the public sector is the dependence on theory X or top down management. The Weberian model or chain of command hierarchy is still predominant management approach in the public sector despite call for the worker participation and empowerment. He points out that the widespread use of performance appraisal and current productivity measurement techniques also constitute an important barrier for the TQM. Finally, he suggests that the annual budgeting systems that governments use inhibit the quality initiatives. Rather than cooperation and process oriented improvement, incremental budgeting

⁴¹⁵ Ibid., 64.

⁴¹⁶ Milakovich, "Total," 587.

increases protectionism and gamesmanship. It encourages individual program directors to build their own power base at the expense of the entire organization.⁴¹⁷

As mentioned above, Hyde criticizes the generative and prescriptive aspect of the quality management theory. He indicates that TQM requires both a long term time perspective and careful and detailed attention to implementation process. According to him, there are unique issues to be dealt with for adoption of quality management in the public sector. First, the employees must participate and involve the initial design and implementation of quality management. Second, the unions must be true involvement, not just “additional consultation.” Third, the customer concept should be broadened including customers, clients, stakeholders and user agencies. Fourth, TQM has to redesign budgeting and resource allocation systems in accordance with the quality improvement efforts. The final issue he points out is related to human resources management system and organizational restructuring. He indicates that participatory management style reduces organizational layers. In that process, mid- level managers would be given new roles rather than downsizing.⁴¹⁸ Indeed, three issues, which are employee and union involvement, and human resources management, are relevant to all organizations, both public and private. On the other hand, the issues related to budgeting and customer satisfaction seem to be unique for the public sector.

⁴¹⁷ Ibid., 587-588.

⁴¹⁸ Hyde, “The Proverbs,” 31-33.

Radin and Coffee also call attention to some attributes of the public sector that constraint for the utilization of quality management. They indicate that issue is not “whether TQM fits into the theories of public administration but rather it fits the realities of the world of public administration practice.”⁴¹⁹ According to authors, the potential problems can arise form either values or attributes of public sector.

The values constraining the adoption of quality management in the public sector are explored as productivity values, leadership values, and changing organizational culture. In relation to productivity values, the management by fact (information and analysis) element of TQM might be used or perceived by the civil servants as “control “ element. They believe that the efforts to measure work in some agencies are viewed as intimidating since people see measurement as absent of managerial effectiveness. Although TQM focuses on system effectiveness rather than individual effectiveness, public agencies restrain from measurement due to political nature of public sector.⁴²⁰ The second constraint they point out is related to the leadership. They indicate that TQM requires “visionary leadership” to balance internal and external dimension of the leadership role. In other words, public managers have to consider multiple activities such as dealing with internal and external stakeholders, obtaining the necessary resources to achieve and maintaining organization autonomy. This means that the leaders in the public sector need to have personal competency and

⁴¹⁹ Radin and Coffee, “A Critique,” 43.

⁴²⁰ Ibid., 46.

ability to apply the quality management. The competency, tenacity and political requirements for the public sector management will be quite difficult to meet.⁴²¹ Third problem relates to the changing organizational culture. Quality management aims to create an organization built on trust, openness and innovation. It requires teamwork and horizontal and vertical coordination. However, these are threat to those who got used to work in hierarchically controlled organizations where functions and turfs are protected and separated rather than integrated. Creating a quality organization and culture takes a long period of time. This is another challenge to implement quality management principles in the public sector.⁴²²

Together with the values mentioned above, Radin and Coffee explore some attributes of public sector that complicate the implementation of TQM: uncertainty, multiple accountability mechanisms, and symbolic action. The first attribute of public sector that constraints the implementation of quality management is uncertainty in the public sector. TQM emphasizes on long term perspective and strategic planning. On the other hand, some factors such as annual budget process, frequent turnover of both political leadership and top managers and time- limited authorization create a sense of uncertainty.⁴²³ The second attribute is the multiple accountability mechanisms. For the quality management, customers and quality are two important values. According to them,

⁴²¹ Ibid., 46.

⁴²² Ibid., 47.

⁴²³ Ibid., 48.

it is quite difficult for the public agency to define quality clearly and who their customers are. The multiple accountability mechanisms originate from three sources: First, public organizations have multiple masters such as central government, parliament and the ministry that the public agency belongs to. Secondly, local public agencies are restricted with the policies and plans of central agencies when they determine their policies and plans. Thirdly, public agencies have to serve multiple interest groups and stakeholders.⁴²⁴ The last attribute that Radin and Coffee mention is the “symbolic action”. TQM assumes that a public organization is established to produce something; a service, a product or regulations. Yet, government actions are sometimes symbolic meaning that they are taken to “shape the cognitions of large numbers of people in ambiguous situations.”⁴²⁵ This makes the quality management premises obsolete because the elements of TQM such as management by fact, creating quality planning becomes meaningless.

In sum, one can argue that there are issues and problems that public managers need to consider. These problems may be caused by either from TQM or constraints special to public sector. However, this does not mean that TQM cannot be implemented in the public sector. Rather, these barriers and problems should be seen as challenges to be aware of and dealt with by the public managers. As Morgan and Murgatoyd suggest the elements and basic concepts of TQM are equally in the public sector as elsewhere even though some practices

⁴²⁴ Ibid., 48-49.

⁴²⁵ Ibid., 50.

of quality management is problematic in the public sector.⁴²⁶ The issues that are mentioned in the literature related to the implementation of quality management in the public sector will be summarized under following headings.

2.8.1. Problems Related to Customer Satisfaction

The purpose of TQM is to satisfy and delight the customers. In the business, it is relatively easy to define and satisfy the customers as the ultimate user of the products or services. On the other hand, in relation to customer satisfaction in government, there are many questions to be addressed; to illustrate, who are the true customers of government agencies, how and by what standard in service quality is measured, and who determines when the customers are satisfied? These are not only technical questions but they also reflect philosophical debates over the purpose and existence of government.⁴²⁷

As ideological debate, there are different views on the suitability of quality management's concept of citizens as customers. Osborne and Gaebler suggest that the government should be customer driven because the democratic government exists to serve its citizen-customers. Customer driven government offers many advantages over bureaucratic government. Some of these advantages include accountability to customers, greater innovation, and more service choices and less waste.⁴²⁸ Similarly, Madsen believes that the principle of customer focus

⁴²⁶ Morgan and Murgatroyd, *Total*. 59.

⁴²⁷ Michael E. Milakovich, "Improving Customer Service in the Government." *The Public Manager*. (Fall 1995), 5-9, Jane E. Fountain, "Paradoxes of Public Sector Customer Service." *Governance*. 14: 1(2001), 55-77.

⁴²⁸ Osborne and Gaebler, *Reinventing*. 180-185.

and satisfaction of quality management is consistent with democracy and democratic accountability. He states, “according to the classical representative theory, to satisfy the political masters is in principle the same as satisfying the citizens.”⁴²⁹ He indicates that this is an “illusion” in a complicated society. Therefore, being customer oriented for the public organizations is more relevant to democracy. On the contrary, Moe claims that the customer focus in the public sector is not compatible with the democratic accountability. The bureaucracy is presumed to be accountable to the elected officials. He fears that democratic values could be undermined if the public officers will be too enthusiastic in regarding the customer needs.⁴³⁰ Similarly, Frederickson states “citizens are not customers. They are the owners. Customers choose between products presented in the market: citizens decide what is so important that the government will do it at the public expense.”⁴³¹

As a technical debate, Swiss is the one of the first to question the application of the customer concept to government environments. According to him, the adoption of the customer concept to the public sector would be difficult for some reasons. Government customers may often have politically controversial demands due to multiple interest groups. He also indicates that public organizations have obligations more than their immediate customers. Sometimes,

⁴²⁹ Ole Norgaard Madsen, “Public Enterprise and Total Quality Management.” *Total Quality Management*. 6: 2 (1995), 165.

⁴³⁰ Ronald C. Moe, “The “Reinventing Government Enterprise: Misinterpreting the Problem, and Misjudging the Consequences,” *Public Administration Review*. 54 : 2 (1994), 112.

⁴³¹ George H. Fredericson, “Printing Bull’s –eyes Around Bullet Holes.” *Governing*. 6: 1 (1992), 13.

the most important customers- the general public- is absent. Moreover, there may be conflicts among the immediate customers (clients) and the ultimate customers (the general public). Unlike the private sector where the buyers and payers are the same people, in the public sector general public (tax payers) pay for the services and clients use them. The general public (the ultimate customer) will often prefer to minimize the costs. Conversely, the immediate customers may expect a level of quality that is found at a very high price, because they do not pay the full price.⁴³²

The difficulties that Swiss identifies with the customer concept in the public sector are real and should be taken seriously. However, Swiss' conceptualization of the government customers is too broad and leads to inappropriate conclusions. The ambiguity of defining one's customers at the departmental level simply does not exist, at least to the degree that Swiss would claim.⁴³³ Similarly, while government may not be able to satisfy the needs of all customers for the reasons Swiss mentions, the principle of identifying the customer needs and satisfying some of them with the existing sources can not be undermined. Moreover, the difficulties in the concept of external customer in the government do not deflect from the validity of the internal customer concept that has a vital importance for the quality of public service.⁴³⁴

Another problem in relation to satisfaction of the customer in the public sector arises from the nature of public sector itself. In the private sector, satisfied

⁴³² Swiss, "Adopting," 358-359.

⁴³³ Rago, "Adopting," 62.

customers are extremely important to the firms because profits are maximized when satisfied customers stay loyal. The customers can take business elsewhere if they are not satisfied with products and services. This is not the case in the public sector since most public sector organizations have monopolistic nature. They do not need to compete for the customers. Yet, this does not mean that public sector organizations can be insensitive to citizens' needs and expectations. As Deming points out the government agencies would earn "the appreciation of citizens" and deliver the services economically.⁴³⁵ Another remedy could be to inject competition within the government as suggested and realized by the reforms. In other words, public services could be delivered by a number of organizations both public and private.

Public sector organizations have multiple customers with often conflicting demand and needs. Unlike the private sector where the firms could select a certain group of people as customers and satisfy them, public agencies need to balance the needs and demands of multiple interest groups, politicians, clients and customers.⁴³⁶ Plural nature of the customer groups in the public sector makes it difficult to measure the customer satisfaction. In addition, applying the concept of customer to the domain of public sector must be with the awareness of unique functions of government in society.⁴³⁷ According to Fountain, improved customer

⁴³⁴ Morgan and Murgatroyd, *Total*. 54.

⁴³⁵ Deming, *Out*. 6.

⁴³⁶ Hyde, "The Proverbs," 32, Fountain, "Paradoxes," 62.

⁴³⁷ Gregg G. Van Ryzin and Wayne E. Freeman, "Viewing Organizations as a Customer of Government Services." *Public Productivity and Management Review*. 20: 4 (1997), 425.

satisfaction is likely to “exacerbate” political inequalities. Some citizens may receive more qualified services at the expense of the poor and politically weak citizens.⁴³⁸ Therefore, the customer demands and satisfaction must be balanced with other governmental values such as fairness, equity, due process and protection of individual rights.⁴³⁹

2.8.2. The Issue of Quality vs. Quantity

Another issue in the public sector is the quality vs. quantity dilemma of the public services. In the public sector, the public organizations operate in an environment where demands generally exceed capacity of the agencies at least two important ways. There are people who require services, the potential customers, but can not receive them because of insufficient funding. On the other hand, there is another type of unmet need related to customers who receive some services they need but not all services they actually need. Therefore, the public agencies have to decide whether to meet the needs of citizens in greater depth (the quality side of dilemma), or a minimum services to more people (the quantity side of dilemma).⁴⁴⁰ In addition, in the public sector, improving service quality without increasing the cost would be more difficult as compared to business sector for some reasons. The elected officials under political pressure must attempt to balance multiple and conflicting demands of the diverse groups.

⁴³⁸ Fountain, “Paradoxes,” 56.

⁴³⁹ Joseph A. Pegnato, “Is a Citizen a Customer?” *Public Productivity and Management Review*. 20: 4 (1997), 403.

⁴⁴⁰ Rago, “Adopting,” 64.

Moreover, the annual budgeting constraints the public officers to serve more people with higher quality. As a result, the public administrators have to deal with dual challenges. First, they are expected to balance the quality and quantity aspect of the public services. Second, they have to deliver the best quality services possible under the pressure of budgetary constraints.

2.8.3. Problems Related to Leadership and Government Culture

The adoption of the quality management requires strong leadership and transformation of the organization culture by the top management. Many authors indicate that the top management commitment and the cultural transformation in the public sector is a real challenge in the government.⁴⁴¹

In the public sector, measurement of leadership success and effectiveness itself is more complicated as compared to private sector. The public sector managers need to balance representativeness, accountability, and effectiveness and efficiency. In other words, for the managers to be successful, they need to balance pressure for representativeness and accountability with pressure for effectiveness and efficiency.⁴⁴²

It is generally agreed that the successful implementation of the quality management can be achieved by a strong transformational leadership that

⁴⁴¹ Rago, "Adopting," 64, Madsen "Public," 169, Rudolph B. Garrity, "Total Quality Management: An Opportunity for High Performance in Federal Organizations," *Public Administration Quarterly*. (Winter 1993), 444-449, Jonathan West, Evan Berman and Michael E. Milakovich, "Implementing TQM in Local Government: The Leadership Challenge." *Public Productivity and Management Review*. 17: 2 (1993), 177-178, Pan S. Kim, Wolfgang Pindur and Keith Reynolds, "Creating and Organizational Culture: The Key to Total Quality Management in the Public Sector." *Journal of International Public Administration*. 18: 4 (1995), 675-709).

⁴⁴² Garrity, "Total," 435-436.

changes the culture of the organization. However, the leadership has many problems that make this transformation difficult in the public sector. First of all, there is a strong political influence to the government culture. This makes the constancy of purpose more difficult, which Deming strongly recommends. In other words, the authority is fragmented and there are multiple accountability mechanisms to which the public managers need to consider. For this reason, the public managers do not only need to have the skills of transformational leadership but also that of representational leadership.⁴⁴³ Representational leadership skills ensure that TQM efforts are acceptable to external stakeholders such as political and community groups. It is necessary to obtain support from elected officials, influential interest groups and other players in the external environment who can affect the fate of quality initiatives. Therefore, representational leadership distinguishes public from the business administration for the implementation of quality management.

Another problem with the leadership is the mobility of the public managers.⁴⁴⁴ In the public sector, the turnover of the top management is higher as compared to business sector.⁴⁴⁵ The top managers often leave the office as new politicians are elected. It is much higher in the countries like Turkey where usually the coalition governments rule the country and the top public

⁴⁴³ West Berman and Milakovich, "Implementing," 176, Berman and West, "Municipal," 62.

⁴⁴⁴ Swiss, "Adopting," 369, Radin and Coffee, "A Critique," 51.

⁴⁴⁵ Milakovich, "Total," 583.

administrators change more frequently, which make the institutionalization of the quality culture quite difficult.

The bureaucratic socialization process in the public sector constitutes another barrier for the establishment of the quality culture in the government.⁴⁴⁶ Due to bureaucratic socialization process, the public sector is more resistant to any organizational change. There is empirical evidence that the public sector has conformed to one of the "hallmarks of mature bureaucracies" with the over commitment in regulations and rules.⁴⁴⁷ In addition, professionals generally staff the public organizations. Morgan and Murgatroyd indicate that the work cultures of professionals are inimical to TQM.. They may resist the TQM culture for some reasons. To illustrate, each professional group can be assertive and protective of their own professional identity and autonomous actions.⁴⁴⁸ On the other hand, TQM requires lateral and cross-functional cooperation and improvements.

For the reasons mentioned above, Morgan and Murgatroyd call attention to the possibility of what they call "contrapreneurship." They define it as the effective and creative use of skills and competencies to prevent significant organizational change.⁴⁴⁹ Public sector employees may resist the change for various reasons: the fear that the adoption of TQM will reduce the numbers of jobs and opportunities of the promotion, the fear of data based decision making,

⁴⁴⁶ David N. Ammons, "Productivity Barriers in the Public Sector." In *Public Productivity Handbook*, ed. Mark Halzer (New York: Marcel Dekker, 1992), 123-124.

⁴⁴⁷ Morgan and Murgatroyd, "Total," 47.

⁴⁴⁸ *Ibid.*, 52.

⁴⁴⁹ *Ibid.*, 162.

the lack of skills and education for the TQM initiatives, the reluctance to accept the full accountability of actions, etc. Finally, top managers have to transform not only the organization culture but also they need to change the way they conceptualize and approach their work. Transformation of organization culture is contingent in this change. If the personal transformation does not occur it is unlikely that transformation of organization culture will be successful. Unless the top managers are able to make this personal transformation, they will not be able to the time required to work constructively with the other members of the organization in generating organization and mission.⁴⁵⁰

2.8.4. Problems Related to Long Term Perspective and Strategic Planning

The strategic plan and long term perspective are the vital parts of the quality efforts. In the public sector, the strategic management has been in the practice since early 1980s.⁴⁵¹ A number of authors have indicated that strategic planning is quite difficult in the public sector context.⁴⁵² Strategic management in the public sector needs to take the political context into consideration. The public sector policy makers are subject to more direct and greater influence from the various groups such as politicians, interest groups, professional groups. These groups react differently to the goals and plans developed by a particular agency.

⁴⁵⁰ William V. Rago, "Struggle in Transformation: A Study in TQM, Leadership, and Organization Culture in a Government Agency." *Public Administration Review*. 56: 3 (1996), 227-228.

⁴⁵¹ W. Earle Klay, "Transitioning to a Public Administration Program." *Public Administration and Management*. 4: 2 (1999), 255.

⁴⁵² David S. Bushnell and Michael B. Halus, "TQM in the Public Sector: Strategies for Quality Service." *National Productivity Review*. (Summer 1992), 336-367.

Therefore, planning in the public sector has to consider multiple or even conflicting objectives. Another problem is that heads of the government organizations have less decision making authority than does a private sector CEO. Not surprisingly, political circumstances of public agencies lead to more passive rather than proactive strategic planning.

The strategic planning assumes a level of stability within organizations to make relatively accurate predictions about the future directions. Public managers have to deal with the uncertainties and discontinues of the public sector since the structure of the public sector involves a set of actors and processes that maximizes a sense of uncertainty. To illustrate, electoral cycles and the short tenure of elected officials make it difficult for public managers to make long term planning.⁴⁵³ The time horizons of the politicians are generally short term because they are elected on four or five year terms of office basis. Their main goal is to develop policies and projects on the short term perspective for the next elections. Therefore, most of the public agencies operate on short term office basis. Finally, budget system in the public sector can be mentioned as a barrier for long term perspective. The annual budget cycles force the public managers to think on the basis of short term perspective rather than a long term strategic plan.⁴⁵⁴

2.8.5. Process Management: The Issue of Services vs. Products

⁴⁵³ Klay, "Transitioning," 256.

⁴⁵⁴ Ronald J Stupak and Rudolph B. Garrity, "Change, Challenge, and the Responsibility of Public Administrators for the Total Quality Management in the 1990s: A Symposium, Part 1." *Public Administration Quarterly*. 17: 2 (1993), 412-413, Milakovich, "Total," 588.

It is argued that it is problematic to implement TQM in the public sector because the public organizations produce services whereas quality management originated from the manufacturing. The process management in the government services is more challenging in view of the fact that services are more labor intensive, and they are often produced and consumed simultaneously. This makes uniformity and standardization more difficult. Moreover, the consumer will evaluate the service not only result but also on the behavior and even the appearance of person delivering it. Furthermore, quality measures for services are quite complex. Quality measures for services include many dimensions such as access, competence, courtesy, creativity, reliability, responsiveness etc.⁴⁵⁵ Therefore, it is a challenge to the public organizations to measure and weight these dimensions before it can be determined that high quality service has been delivered.

The standardization and "doing the same thing same thing right every time" is not the primary concern in the service industry because it does not fit to the varied needs of the individual customers. Rather than elimination of the variance, so necessary for achieving standardization in the products and the prerequisite for the process improvement, for the service sector, the challenge is to provide both consistency of standard and appropriation of choice from a range of process options. In other words, the objective should be to provide a degree of

⁴⁵⁵ Swiss, "Adopting," 358, Fountain, "Paradoxes," 58, Keith A. Smith, "Total Quality Management in the Public Sector: Part 1" *Quality Progress*. (June 1993), 46.

standardization while responding to unique needs and expectations of the citizens.⁴⁵⁶

2.8.6. Problems Related to Human Resources Practices

The adoption of TQM involves empowerment, intense participation and team work of the employees from all levels. In that area, there are some potential problems in the public sector organizations. The first problem is the performance appraisal that is widely used in the public sector. It is claimed that performance appraisal system discourages constructive competition and destroys morale, and creates fear. Under this system, some are rewarded and others are punished without examining the underlying causes of system variation. The other problem is the dependence on "hierarchical theory X" or top down management. Despite the reforms towards more participatory management style, Weberian model is still predominant management method. It discourages employee participation in problem solving and goal setting.⁴⁵⁷

Quality management requires organizational restructuring by the empowering workforce and delegating authority and responsibility to the lower levels. For this reason, TQM produces self- directed work teams that cut some layers of hierarchy and middle level staff and managers. This means that there should be significant role changes in the organization. However, middle managers generally find this change difficult to accept. In other words, pushing

⁴⁵⁶ Morgan and Murgatroyd, *Total*. 45.

⁴⁵⁷ Milakovich, "Total.," 587.

responsibility and accountability to down the organization creates tension and resistance among the some employees.⁴⁵⁸

Some other problems concerning teamwork and employee participation relate to the professional nature of the public sector. Professional groups can be disturbed by some quality management practices. Two central characteristics of professional work are autonomy and exclusive jurisdiction. Most public sector organizations consist of wide-professional groups each with their own identities. The quality management requires lateral and cross- functional teams and breaking down barriers between the departments to satisfy the customers and to improve the work processes. Yet, the professional groups can see teams as a threat for their autonomy and jurisdictions.⁴⁵⁹ The professionals also can establish quality teams and other teams but the leaders should be aware of such a potential problems when initiating the quality management.

CHAPTER III: TQM IN THE TURKISH PUBLIC SECTOR

3.1. Introduction

There has been an increasing concern for quality management in Turkey since the early 1990s. Two organizations played important role in spreading TQM in Turkey; the Turkish Industrialist and Businessmen Association (TUSİAD) and

⁴⁵⁸ Morgan and Murgatroyd, *Total*. 177, Hyde, "Proverbs," 33, Keith A. Smith, "Total Quality Management in the Public Sector: Part 2." *Quality Progress*. (July 1993), 57.

⁴⁵⁹ Zeitz, "Employee," 122-123.

Quality Association (KalDer).⁴⁶⁰ The leading holdings such as Koç and Sabancı Holdings and their companies played the pioneer role for the adoption of quality management.⁴⁶¹ By 1999, 28 Turkish companies were the members of the European Foundation for Quality Management (EFQM).⁴⁶² Some Turkish companies became finalists and received European Quality Award.⁴⁶³

In Western countries, state agencies, quasi- governmental agencies, professional organizations, and consulting companies supported the quality management practices.⁴⁶⁴ For example, in the United States, the Federal government directed all Federal agencies to adopt quality management as a management and organization policy. The Federal government also created quality awards to recognize quality management initiatives. Federal agencies, namely Office of Management and Budget (OMB), Federal Quality Institute (FQI), and General Accounting Office (GAO), supported quality management programs. Similarly, in the United Kingdom, the central government initiated quality management practices

⁴⁶⁰ Ümit Berkman and Şükrü Özen, “A Discursive Analysis of Institutional Change Process in an Emerging Economy: The Institutionalization of TQM in the Turkish Context” (Paper presented at the 18th EGOS Colloquium, Organizational Politics and the Politics of Organizations. Barcelona, Spain, July 4-6, 2002), 9-10.

⁴⁶¹ Orhan Alkan, “Koç 2000 Kalite ve Müşteri Odaklı Stratejik Yönetim, Topluluk Seviyesinde Toplam Kalite Yönetimi,” in *Toplam Kalite Türkiye Perspektifi in Istanbul, Türkiye*, Eylül 1994, by İTÜ İşletme Mühendisliği Toplam Kalite Araştırma Komitesi, (İstanbul: İTU, 1994), 391-405, Ender Önöz, “Arçelik Satış Sonrası Hizmetlerde Kalite Yönetimi,” in *Toplam Kalite Türkiye Perspektifi in Istanbul, Türkiye*, Eylül 1994, by İTÜ İşletme Mühendisliği Toplam Kalite Araştırma Komitesi, (İstanbul: İTU, 1994), 101-108. Ali Rıza Orçunuç, “Kalite Ödülünün Getirdikleri: Brisa,” in *Toplam Kalite Türkiye Perspektifi in Istanbul, Türkiye*, Eylül 1994, by İTÜ İşletme Mühendisliği Toplam Kalite Araştırma Komitesi, (İstanbul: İTU, 1994), 111-112. Oktay Sokullu, “Beko’da TKY Uygulamaları,” in *Toplam Kalite Türkiye Perspektifi in Istanbul, Türkiye*, Eylül 1994, by İTÜ İşletme Mühendisliği Toplam Kalite Araştırma Komitesi, (İstanbul: İTU, 1994), 546- 553.

⁴⁶² EFQM, *Members*.

⁴⁶³ EFQM, *Report: 1998*. 12-18,59, EFQM, *Report: 2000*. 6-12, 18-24.

⁴⁶⁴ Berkman and Özen, “A Discursive,” 27.

through projects such as Citizen's Charter, Charter Mark Awards and Public Sector Benchmarking Project. In Europe, European Foundation for Quality Management (EFQM) is the main carrier of TQM with support of European Commission. Berkman and Özen indicate that Turkey is unique in the sense that interest associations representing big businesses (TUSİAD and KalDer) have the main role for disseminating TQM.⁴⁶⁵ They also explain that TUSİAD and KalDer have "reconstructed TQM" in the Turkish context. They suggest that these two institutions followed "a rhetorical discourse" for legitimating TQM on the bases of three premises: globalization, national development, and organizational success.⁴⁶⁶ Consequently, they symbolized TQM not only as a management approach to promote productivity and quality of products and services but more than that; they represented TQM as 1) a tool for a national economic and social development, 2) a system of social order providing peace and welfare and, 3) a way of life for individual happiness.⁴⁶⁷ Both organizations have supported adoption of quality management through various activities such as publications, training programs, conferences, and mass media. Training programs included rural areas through projects such as "Local Quality Days" and "Anatolian Quality Days." A broader project called "National Quality Movement" was initiated in 1998 to diffuse quality management in all Turkey.⁴⁶⁸ Moreover, "National Quality Congresses" have been

⁴⁶⁵ Ibid., 27-28.

⁴⁶⁶ Ibid., 22.

⁴⁶⁷ Ibid., 25.

⁴⁶⁸ Ibid., 19.

organized in many areas including health, education, law, politics, public administration, etc.⁴⁶⁹

There has been an increasing concern for the implementation of quality management in the Turkish public sector as well. Various academicians and practitioners have been discussing the feasibility and issues related to the adoption of quality management in the public sector via articles, congresses and conferences. Public Administration Institute of Turkey and the Middle East (TODAİE) organized the first and second national congress of quality management in public administration in 1998 and 1999 respectively. In 2000, KalDer hosted an international conference on the quality management in the public sector. In the same year, KalDer established the public sector version of National Quality Award. The first public administration symposium in 2000 discussed quality management and its role in reforming public sector.⁴⁷⁰ Even though Turkish public sector has been interested in quality management since the early 1990s, they began to implement quality management in the second half of the 1990s. Therefore, some public sector organizations including military, and the central and local administrations have adopted quality management since the second half of 1990s.

3.2. Turkish National Quality Award and Public Sector Version

⁴⁶⁹ Ibid., 21.

⁴⁷⁰ “Kamuda Yuttaş Odaklı Kalite,” *Önce Kalite*. 6. 36 (2000), 14.

KalDer jointly with TUSIAD organizes the National Quality Award, which is based on the EFQM Excellence Model used in European Quality Award. The award has been distributed since 1993. It has three categories: large enterprises, small-medium enterprises, and public sector category.⁴⁷¹

Similar to public sector version of European Quality Award, public sector version of the quality award is based on the EFQM Excellence model. It is created in 2000 and first distributed in 2001. It is stated that the model questions the excellence of the management of the public organizations rather than questioning the appropriateness of political decisions.⁴⁷² As proposed by the New Public Management approach, it separates management of the public organization from politics.

It is indicated that the model contains similar themes with reforming and modernizing the public sector. They all include the following subjects:

- Being more sensitive towards the needs of customers as citizens
- Management based on performance
- Decentralization in terms of management and financial issues
- Application of modern management approach
- Improvement of process management.⁴⁷³

In the handbook of public sector version of the quality award, it is stated that National Quality Award draws a general framework for both public and private

⁴⁷¹ KalDer (Turkish Society for Quality), *Information Brochure*. 4-5.

⁴⁷² KalDer, *Ulusal Kalite Ödülü Bilgilendirme El Kitabı 2001, Kamu Kurum ve Kuruluşla* (KalDer: Istanbul, 2001), 6.

⁴⁷³ *Ibid.*, 6.

organizations. On the other hand, it is mentioned that the public organizations face some constraints peculiar to the public sector. First, public organizations practice within the constraints determined by some law and regulations. Second, there exist constraints for the distribution, use and administration of financial resources. Finally, customer relations in the public sector are very different from that of private sector due to the monopolistic and unique nature of the public services. However, it is indicated that it does not change the fact that public organizations should consider the needs and demands of citizens as customers.⁴⁷⁴

3.3. The Reforms and Quality Management: An Historical Overview

Modern Turkish Republic inherited an elitist and patrimonial bureaucracy from the Ottoman Empire. Atatürk, the founder of the modern Turkey, tried to transform the bureaucracy an instrumental one- a bureaucracy “structured on the principle of strict hierarchy and staffed by civil servants acting in accordance with the letter of law.” However, Turkish bureaucracy became only a partially rational- legal one and “patrimonialism carried the day during the Republican period, too.”⁴⁷⁵ A turning point for the Turkish Republic and Turkish bureaucracy is the transition to multi-party system. During the multi- party system period, the governments tried to control and politicize the bureaucracy while the bureaucrats tended to be elitist by seeing themselves as the guardian and representatives of state interests. Another important turning point for Turkey and as well as the Turkish Bureaucracy was the

⁴⁷⁴ Ibid., 6-7.

⁴⁷⁵ Metin Heper and Selçuk Sancar, “Is Legal- Rational Bureaucracy a Prerequisite for a Rational Productive Bureaucracy?” *Administration and Society*. (May 1998), 14.

1980s where the Turkish economy experienced a radical transformation towards export orientation, aims to be more open and “competitive”. During this period, “program oriented expertise”, “being innovative and entrepreneur” were the qualifications that the bureaucrats needed to have. Similar to some Western countries, some autonomous units in the existing agencies were created. Yet, unlike the counterparts in the Western countries where professional managers manage the agencies like the private sector, some friends and relatives of the politicians are appointed as the agency heads.⁴⁷⁶

In such a context and having patrimonial characteristic, reforming the public sector has been on the agenda since the 1940s. A number of projects, papers and reports have been prepared in order to reform and restructure the public administration. The reform initiatives started in 1947 by the order of the Prime Ministry to create “rationality” in public administration. Later, some foreign experts and international organizations prepared reports. The Neumark report, Barker report and Martin and Cush report are the important ones.⁴⁷⁷

After the establishment of State Planning Organization (DPT) in 1960, the public sector reform initiatives became more comprehensive and systematic. The first comprehensive project containing all central administration is the Central Government Organization Research Project (known as MEHTAP). The project started in 1962 and completed in 1963. The goal of the project was to create a more rational organizational structure and procedures, more systematic planning and

⁴⁷⁶ Ibid., 156.

⁴⁷⁷ Cengiz Akın, “Kamu Yönetimini Yeniden Yapılandırma ve Denetim Sistemimiz.” *Türk İdare Dergisi*. 427 (Haziran 2000), 79.

coordination, and more effective financial control and personnel system. The problems that central government faces in performing its duties and responsibilities were also mentioned in the report as follows: lack of financial resources, problems in personnel system, absence of guidance and monitoring, organizational dysfunctions, red type, centralized structure, and problems related to administration of public organizations.⁴⁷⁸ Later, some other projects related to central administration, local and public personnel were issued as subsidiary studies to MEHTAP.⁴⁷⁹ After the political crisis in 1971, Administrative Reform Advisory Council prepared another reform report. The report pointed out to similar problems and proposed similar solutions as stated in MEHTAP report.⁴⁸⁰

In the history of the Turkish Republic, the most comprehensive research for the reorganization of administration is the Public Administration Research Project (well known as KAYA report). In 1988, the State Planning Organization (DPT) asked the Public Administration Institute for Turkey and the Middle East (TODAİE) to make a research regarding the problems of public administration. The goal of the project was to:

- Restructure the central and local administration in order to provide effectiveness, efficiency and quality in the public services
- Identify and propose solutions for the problems in the organizational structure, personnel system, regulations, utilization of resources,

⁴⁷⁸ Ibid., 82.

⁴⁷⁹ Namık Kemal Öztürk and Bayram Coşkun, “Kamu Yönetiminde Yeniden Yapılanma ve Kamu Hizmetlerinde Kalite: Etiksel Bir Bakış.” *Türk İdare Dergisi*. 426 (2000), 147.

⁴⁸⁰ Akın, “Kamu,” 83.

communication and public relations, and delegation of authority and responsibility

- Monitor and implement the developments in the modern public administration.⁴⁸¹

In the project, there were seven research groups: central administration, local and international branches of central administration, local administrations, financial and economic institutions, European Union, personnel regime, and simplification of bureaucratic procedures.⁴⁸² The research groups used questionnaire and interview techniques for the research. The project was completed in 1991 and each project group prepared a research report concerning their problem area.

All these projects, reports and papers made similar recommendations and proposed similar solutions to the problems of bureaucracy. It is recommended that a more decentralized, open and participative public administration should be created.⁴⁸³ However, almost none of these projects and reports could be implemented properly even though some governments supported them in rhetoric.

Another project titled “the Restructuring Public Administration Project” has been on the agenda since the late 1990s. The project aims to “reorganize the state on a rational and efficient basis by using information and communications

⁴⁸¹ Öztürk ve Coşkun, “Kamu,” 148.

⁴⁸² Turgay Ergun, “Yönetimin Yeniden Düzenlenmesi Gerekmesi ve Kamu Yönetimi Araştırma Projesi.” *Amme İdaresi Dergisi* 24: 4 (1991), 15.

⁴⁸³ Bilge Hacıhasanoğlu, “Açılış Paneli,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 26.

technology.”⁴⁸⁴ It has three reform areas: administrative reform, legislative reform and personnel reform. The administrative reform primarily addresses delegation of authority to local and lower levels.⁴⁸⁵ The legislative reform includes simplification of procedures, improvement in state- citizen relationship, establishment of a more participative and democratic administration, and seeing the citizens as customers.⁴⁸⁶ Finally, the personnel reform aims to create a personnel system based on merit rather than seniority and to establish an effective and just wage system.⁴⁸⁷ The principles underlying the restructuring are: use of information and communications technology, transparency in administration, giving more autonomy to the local administration, the state’s withdrawal from the private sector activities.⁴⁸⁸

Similar to some developed countries where the quality management became a part of reform efforts, the utilization of the quality management in the public sector reforms has been expressed by some authors, bureaucrats and private sector representatives.⁴⁸⁹ For example, Aktan suggests that it is necessary to reform “the

⁴⁸⁴ OECD, *Public Management Initiatives in Turkey*, www.oecd.org/puma/country/turkey.htm.2000 (17.3.2000), 1.

⁴⁸⁵ Gürol Banger, “Kamu Yönetiminin Yeniden Yapılandırılması Projesi.” *İşveren*. 36: 9 (2000), 21-23.

⁴⁸⁶ *Ibid.*, 21-22.

⁴⁸⁷ *Ibid.*, 22.

⁴⁸⁸ OECD, *Turkey*. 2.

⁴⁸⁹ Gürsel Gündoğdu, “Yerel Yönetimlerin Yeniden Yapılandırılmasında Bir Araç Olarak Toplam Kalite Yönetimi,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I,(Ankara: TODAİE, 1999), 349-356, Yalım Erez “Açılış Konuşması,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I,(Ankara: TODAİE, 1999), 5-8. TODAİE. *Yerel Yönetimler Sempozyumu*. (Ankara: TODAİE Yerel Yönetimler Araştırma ve Eğitim Merkezi, 2000), Coşkun Can Aktan, “Değişim ve Türkiye’de Devlet Reformu.” *İşveren*. 36. 9

whole state system.” He proposes a reform project similar to reforms in Western countries. He names the project as “reinventing state project.”⁴⁹⁰ His project includes reorganization of state structure as well as redefinition of its functions, rightsizing (downsizing) of public sector. As a part of “reinventing the state project”, he believes that TQM should be utilized for the improvement of human resources and system quality.⁴⁹¹

The last “Five Years Development Plan” prepared by the State Planning Organization (DPT) also proposes the quality management as a modern management approach for reforming public sector. As the official report, “special report on the improvement and restructuring of the public administration of 8th five years development plan” proposes the quality management as an approach to reform public sector.⁴⁹² In parallel with quality management philosophy, the report states that the managers and employees should be given education for the services that the citizens demand. In addition, a government culture that gives priority to citizens’ demand and expectations should be created.⁴⁹³

The Report points out that the following reasons necessitate the application of quality management in line with the reforming public administration: the scarcity of resources that are allocated to the public sector, the public dissatisfaction for the

(1998), 12-20. Aktan Coşkun Can, “Türkiye’de Toplam Kalite Yönetiminin Kamu Sektörüne Uygulanmasına Yönelik Öneriler.” *Türk İdare Dergisi*. 426 (Mart 2000), 1-12.

⁴⁹⁰ Aktan, “Değişim,” 15.

⁴⁹¹ Ibid., 20.

⁴⁹² Devlet Planlama Teşkilatı (DPT). *Sekizinci Beş Yıllık Kalkınma Planı. Kamu Yönetiminin İyileştirilmesi ve Yeniden Yapılandırılması ÖİK Raporu*, (Ankara : DPT, 2001).

⁴⁹³ Ibid, 64.

public services, the need for managerial changes in the public sector as a result of changes in the private sector, emergence of new technologies that might improve service quality, the increase in the citizens' expectations and demands as a result of development of communication and rise of educational level.⁴⁹⁴ In the report, the potential benefits of the implementation of the quality management by the public sector is estimated as the following:

- Improvement in the service quality
- Increase in the citizens' satisfaction
- Decrease in the waste of resources
- Increase in efficiency
- Improvement in the flexibility of the services
- Improvement in the processes
- Establishment of stronger ties between citizens and the state.⁴⁹⁵

The report explains the necessary steps to implement the quality management under four headings: human resources, hardware, communication and organizational development. It proposes the EFQM model as model for self-evaluation of the quality management practices.⁴⁹⁶

3.4. TQM Practices in the Turkish Public Sector

As mentioned above, some public organizations have carried out quality management practices since the second half of the 1990s. The quality management

⁴⁹⁴ Ibid., 65.

⁴⁹⁵ Ibid., 63.

initiatives are being adopted at organizational and departmental levels rather than being systemic and organized by the central government as it has been the case in the United States and some other developed countries.⁴⁹⁷ Some local administrations such as Değermendere Municipality of İzmit, Kadıköy, Aydın, Bodrum and Greater İzmir Municipality initiated quality management practices.⁴⁹⁸ At the institutional level, Turkish military organizations officially ordered to implement the quality management in its all units.⁴⁹⁹ Similarly, in the Turkish Police Organization, Mardin and Aydın Police Departments initiated some kind of quality management initiatives.⁵⁰⁰ Some units of public organizations such as Turkish Fertilizer Industry, State Water Affairs, Turkish Locomotive and Engine Industry, and Turkish Airlines also declared to start some quality management practices.⁵⁰¹ In addition, some

⁴⁹⁶ Ibid., 67-72.

⁴⁹⁷ Ulvi M. Saran and Ahmet Göçerler, “Kamu Hizmetlerinde ve İçişleri Bakanlığı’nda Toplam Kalite Yönetimi,” *Türk İdare Dergisi*, 421 (1998), 254.

⁴⁹⁸ Ertuğrul Akalın, “Yerel Yönetimlerde Kalite ve Değermendere Belediyesi Uygulamaları,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I, (Ankara: TODAİE, 1999), 371-378. Mehmet Tekinkuş and Hüseyin Özgür, “Belediyelerde Toplam Kalite Yönetimine Geçiş Zorlaştıran Sebepler,” in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, 21-22 Ekim, Türkiye*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, (Ankara: TODAİE, 1999), 265.

⁴⁹⁹ Muhittin Adıgüzel, “Savunma Hizmetlerinde Kalitenin Önemi ve Türk Silahlı Kuvvetlerinde Toplam Kalite Yönetimi Uygulamaları,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 23-27. Cihangir Akşit, “Cumhurbaşkanlığı Muhafız Alay Komutanlığında Toplam Kalite Yönetimi Uygulamaları,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I, (Ankara: TODAİE, 1999), 9-22. Uğur Zel, “Kara Harp Okulunda Toplam Kalite Yönetimi Uygulamaları,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I, (Ankara: TODAİE, 1999), 3-8.

⁵⁰⁰ Nurullah Öztürk, “Toplam Kalite Yönetimi Bağlamında Kamu Kurumlarında İletişim Kalitesi: Emniyet Genel Müdürlüğünde Halkla İlişkiler,” in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, Türkiye, 21-22 Ekim*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, (Ankara: TODAİE, 1999), 168-169.

⁵⁰¹ Timuçin N.Gürel, “Kamu Sektöründe Toplam Kalite Yönetiminin Gerekliği ve Türk Hava Yolları A.O. Eğitim Merkezi Uygulamaları,” in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in*

education institutions claimed to initiate some quality management initiatives. To illustrate, Marmara University Faculty of Engineering applied for the European Quality Award (EQA) for public sector version and succeeded to become finalist in 1999.⁵⁰² Perhaps the most well known quality initiative in the central administration is the adoption of quality management by the Ministry of Industry and Commerce. It is the first ministry that adopted quality management at the ministry level. Ministry of National Education followed the Ministry of Industry and Commerce by launching quality management at the ministry level in 1999.

3.4.1. Değirmendere Municipality

As a good example of public- private coordination for the quality management, the Değirmendere Municipality launched quality management initiative with the support of Brisa A.Ş in 1994. As a part of quality management program, the personnel received education and training including the following subjects:

- Total quality basic concepts

Ankara, Türkiye, 26-27 Mayıs, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, (Ankara: TODAİE, 1999), 142-150, Mithat Yüzügüllü and Hayri Avcı, "TÜLOMŞAŞ'ın Kalite Yolculuğu," in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt 1, (Ankara: TODAİE, 1999), 131-137, Türkan Yılmaz and Reyhan Lafcı, "Türkiye Gübre A.Ş.'de TKY Uygulamaları," in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, 26-27 Mayıs, Türkiye*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I, (Ankara: TODAİE, 1999), 123-130, Saim S. Eferli and et al, "Kamu Yönetiminde Toplam Kalite," in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I, (Ankara: TODAİE, 1999), 151-154, Saim Efelerli, "Yurtsever Bir Değişim," in *Avrupa Kalite 1. Ulusal Kongresi 2. Kamu Kalite Sempozyumu in Ankara, Türkiye, 9-10 Mayıs*, by KalDer (İstanbul: Kalder, 2001), 56-59.

⁵⁰² „Kamuda Yurttaş Odaklı Kalite.“ *Önce Kalite*, 6: 36 (2000), 16.

- Team and group activities
- Quality award criteria
- Human resources
- Process management
- Quality in service sector
- Human dimension in the total quality.⁵⁰³

The Mayor (Mr. Ertuğrul Akalın) believes that quality management led to improvement in many areas including: creation of a more friendly and healthier work environment, a decline in personnel expenses in the budget from 51 percent to 40 percent, establishment of standards in the internal and external written communications, and creation of lectures in the schools for the participation of citizens in municipal activities.⁵⁰⁴ Akalın indicated that there were various problems, however:

- The political preferences in serving citizens
- Political interventions to the municipal administration
- Lack of qualified personnel
- Wage gap among personnel
- Difficulties in measuring citizens' satisfaction
- Differences in the citizens' service expectations
- Problem of high turnover of managers.⁵⁰⁵

⁵⁰³ Akalın, "Yerel," 375.

⁵⁰⁴ Ibid., 375.

3.4.2. The Quality Management Practices in the Military

The quality management project in the Turkish Military commenced with “Quality Assurance System and Total Quality Management” in Turkish Air Forces Supply Center. Later, Turkish General Staff ordered to launch studies of Quality Assurance System in 1995. In relation to these studies, some military institutions such as Electro-optic Systems Department, Turkish Navy Forces, Gölçük and Taşkızak Shipyards, Ankara and Diyarbakır Military Hospitals received Quality Assurance Certificate.⁵⁰⁶

The Turkish Armed Forces adopted quality management in a systematic and institution-wide scale with “the directive no 1 for the Total Quality Management application” in 1997. With the directive, all the organizations, institutions and armies were obliged to plan and apply quality management program. Related to the directive, the Army Forces started education and training programs for the quality management. The military performed a series of initiatives in order to educate the staff in the quality management:

- Turkish Navy Forces became the member of KalDer in 1997
- Turkish Armed Forces quality management seminar was organized in 1998.⁵⁰⁷

In parallel with the order mentioned above, Turkish Army Academy initiated “Total Quality Management Program” in 1997. The program includes all the units

⁵⁰⁵ Ibid., 375-376.

⁵⁰⁶ Adıgüzel, “Savunma,” 25-26.

⁵⁰⁷ Ibid., 27.

and personnel in the Academy.⁵⁰⁸ In relation to the program, the following activities have been regulated:

- The concept of quality and strategies such as customer, mission and vision were defined.
- As a first step for the quality management, it was decided to get ISO-9001 certificate and Turkish Standardization Institute (TSE) that gave the necessary training for the certificate.
- The personnel were involved in training programs in order to overcome the problem of “resistance to change.”
- A series of seminars and conferences were given to the personnel in order to increase the communication in school.
- The booklets titled “Total Quality Management” and “Quality Circles” were prepared and delivered to all school personnel.
- The administrative personnel visited Arçelik factory in order to get experience and make observation on the quality management.
- Total Quality Management Center was established to coordinate and plan the quality management activities.⁵⁰⁹

All training programs include the following programs: strategic planning, self-assessment, leadership, benchmarking and customer satisfaction.⁵¹⁰

⁵⁰⁸ Zel, “Kara,” 4.

⁵⁰⁹ Ibid, 4-5.

⁵¹⁰ Ibid, 6-8.

Similarly, Presidential Guardian Regiment Forces officially launched quality management initiatives in 1997. The following steps were taken to implement quality management:

- ISO 9001 certificate was taken as the beginning of the quality management.
- The Quality Council was established as consisting of personnel from every level.
- All personnel were trained for the quality concepts and tools.
- Quality improvement circles were organized and rewards were established.
- The inputs and processes were defined.
- Both internal and external customers were defined so that customers were satisfied.
- The vision and common values were defined.⁵¹¹

It is stated that there are more than 70 quality circles due to intensive demand for participation. The quality techniques such as brainstorming, cause- effect diagrams, and Pareto analysis are utilized in these circles.⁵¹² The possible problems are determined as the following headings:

- The bias and resistance against the new initiatives
- The problem of inadequate information by the lower level of personnel

⁵¹¹ Akşit, "Cumhurbaşkanlığı," 11-12.

⁵¹² Ibid., 14.

- The problems in defining and disseminating the basic concepts such as customer, vision, mission and goals
- The problem of education and training due to financial constrains
- The problem of communication and lack of commitment
- The problem of leadership due to rotation of military personnel in every two or three years.⁵¹³

3.4.3 TQM in the Ministry of Industry and Commerce

The Ministry of Industry and Commerce is the unique in the sense that it is the first institution, which adopted quality management at the ministerial level. The ministry began quality initiatives partially in 1997. Later, in 1998 it adopted quality management in the broader sense with the project called “the Journey Towards Excellence.”⁵¹⁴ As the transition to the quality management, the Ministry applied to and received ISO 9002 certificate. Similarly, some units belonging to the Ministry and the branches in the provinces received ISO 9001 quality assurance certificates or ISO 9002 service quality certificates under quality system.⁵¹⁵

TQM is defined as “a management methodology, which all activities of employees, processes and products are continuously improved by focusing on the

⁵¹³ Ibid., 21.

⁵¹⁴ Aziz Akgül and Mehmet Demirbağ, “Mükemmelliğe Doğru Yolculuk: Toplam Kalite Anlayışının Sanayi ve Ticaret Bakanlığı Bünyesinde Uygulanması Örneği,” in *VI. Ulusal Yönetim Bildirileri Kongresi in Eskişehir, Türkiye, 21-23 Mayıs, Eskişehir*, by Anadolu Üniversitesi (Eskişehir: Anadolu Üniversitesi), 401-402.

⁵¹⁵ Aziz Akgül and Oktay Vural, “Sanayi ve Ticaret Bakanlığında Toplam Kalite Yönetimi Uygulaması,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt II (Ankara: TODAİE, 1999), 193.

citizens' satisfaction as the common focus.”⁵¹⁶ It is stated that quality management program aims to improve the quality of work processes, services, communication, system, and targets and of whole workforce.⁵¹⁷

The management made some radical structural changes for the transition to the quality management. Some of the activities for the establishment of quality management are:

- Establishment of service standards
- Creation of organization vision and mission
- Delegation of authority to local units and lower ranks.⁵¹⁸

Similar to Citizen's Charters in some Western countries, the Ministry declared the “service standards” in the central and local agencies so that the citizens as customers could monitor the processes.⁵¹⁹ In relation to the standardization of services, the ministry shortened the waiting period for the certificates, permissions and citizens' complaints by establishing service standards and delegation of authority. Some waiting periods shortened from days to hours. For example, the industry register certificate could be given within two hours while it took two days before the establishment of the service standards.⁵²⁰ It is declared that the performance of units would be evaluated by the monthly reviews depending on these

⁵¹⁶ Sanayi ve Ticaret Bakanlığı, *Mükemmelliğe Doğru Yolculuk Planı Toplam Kalite Yönetimi Sistemi* (Ankara: 1998), 58.

⁵¹⁷ Ibid., 60.

⁵¹⁸ Akgül and Vural, “Sanayi,” 194-195.

⁵¹⁹ Sanayi ve Ticaret Bakanlığı, *Mükemmelliğe*. 4.

⁵²⁰ Ibid., 71-72.

standards.⁵²¹ An 800-phone line was also created in order to give information about the services of the Ministry. The line is claimed to open 24 hours in seven days of the week.⁵²²

A strategic plan covering year's 1988- 2003 was established in 1998.⁵²³ The Ministry created an organization vision which states that "the preventive" approach for the problems would be "preferred". In order to be preventive, strategic management techniques would be applied by introducing the following activities: internal and external self assessment, configuring basic problems that the organization faces, definition of Ministerial duties and responsibilities, creation of organization vision, creation of plans to achieve organizational goals and vision, and the measurement and evaluation of results.⁵²⁴

The administration targeted to create "a democratic and participatory system as a replacement of traditional hierarchal one." The personnel in both central and local branches are expected to use discretion and work as teams.⁵²⁵ For this goal, some responsibilities are delegated. In relation to the delegation of authority, there are three types of delegation: the delegation of signature and approval to the lower echelons in the central organization, the delegation from central to the peripheral

⁵²¹ Ibid., 18.

⁵²² Ibid., 12.

⁵²³ Ibid., 13.

⁵²⁴ Ibid., 87.

⁵²⁵ Ibid., 3.

organizations in terms of services, delegation of authority to the private and occupational organizations.⁵²⁶

Another goal of Ministry is to end political appointments and promotions. It is stated that whole appointments and promotions would be made in accordance with the objective criteria.⁵²⁷ In other words, both oral and written examinations would be applied for the appointments and promotions. In relation to the human resources, another goal is to decrease the number of employees, managers, and hierarchical levels.⁵²⁸

3.4.4. TQM in the Ministry of National Education

Ministry of National Education is the second institution that adopted quality management at the ministry scale. Though it initiated quality management in the comprehensive sense in 1999, the intentions for quality journey went back to 1994. As a project funded by the World Bank, “Education Development Project” started in 1994. Its goal was to improve the quality of students, teachers and management of education. Under the project, a department was created to improve the management of education. Starting in 1995, administrators from different levels participated in the quality management seminars and conferences. The quality experts from different universities gave seminars to upper managers. Until 1998, upper and

⁵²⁶ Ibid., 19-22.

⁵²⁷ Akgül and Vural, “Sanayi,” 199.

⁵²⁸ Sanayi ve Ticaret Bakanlığı, *Mükemmelliğe*. 83.

middle managers participated in various quality management seminars in the personnel training programs.⁵²⁹

The Ministry decided to apply the quality management “more systematic way” in 1998. A project for the implementation of the quality management was prepared and adopted in 1999. Managers from different departments participated in the project. A directive for the quality management was issued in the same year. Meanwhile the Ministry signed “Goodwill Declaration” with KalDer (Turkish Quality Association) and became a part of the National Quality Movement and member of KalDer. The permanent undersecretary of the Ministry played the leading role in all quality initiatives.⁵³⁰

The Ministry followed an incremental strategy for the quality management in terms of both involving departments and implementation of the quality project. As a first step, a department was chosen as the pilot department. Then, 12 departments were involved in “the quality management project.” Later, some other departments were involved in the project in 2001. Within the framework of the project, a step by step approach has been followed. The first step is the establishment of quality councils and quality improvement teams. The second step is the training of all personnel in quality tools and concepts. The final step is the self- assessment of the quality initiatives by using EFQM Excellence Model.

It is stated that the different departments of the Ministry are at different stages of the quality project. While some departments are at the beginning of the

⁵²⁹ Kadir Çetin, (The Ministry of National Education, the Director of Department of Management and Evaluation), Interview by the author, July 2001.

⁵³⁰ Ibid.

project, some others have reached the upper stages. For example, the pilot department finished the final stage and became finalist for the public sector version of the National Quality Award.⁵³¹

Other than being finalists in the National Quality Award, the Ministry has some improvements in the process of quality management practice. To illustrate, more than 10.000 personnel consisting of administrators of central units, the province and sub-province branch heads, school directors and inspectors were given quality management training and education.⁵³² The Ministry aims to implement quality management in all provinces and sub-provinces. The ultimate target of the Ministry is to apply the quality management in the school classes. According to a regulation issued in 1999, the administrators would be appointed and promoted in accordance with merit rather than political considerations. In addition, they are given 90 to 120 hours management seminars. Another plan is the introduction of the modern personnel appraisal system as an alternative of existing personnel evaluation system. Under the new system, the personnel will be evaluated in the light of mutual feedback mechanism. By this way, they will have the chance to learn her or his deficiencies and learn from her or his mistakes.⁵³³

⁵³¹ Baner Cordan, "Cumhuriyetin İlk Yıllarından İtibaren Eğitim Stratejileri, Liderlik ve TKY İlişkisi," in *Avrupa Kalite Yönetimi Konferansı 2. Kamu Kalite Sempozyumu in Ankara, Türkiye, 9-10 Mayıs*, by Kalder (İstanbul: KalDer, 2001), 29.

⁵³² Ibid, 29.

⁵³³ Çetin, "Interview,"

3.4.5. TQM in the Ministry of Health

The Ministry of Health has taken some measures to implement quality management in all hospitals belonging to the Ministry. As a first step, a quality management division was established in 1999. A study to figure out the quality initiatives in the hospitals has been completed. According to this study, six hospitals have got ISO 9001 or 9002 certificate and 27 hospitals have initiated studies to get ISO 9001 or 9002 certificate. In addition, a quality management directive has been prepared. The aim of the Ministry is to establish a quality council in every hospital as the first step. The ultimate target is to institutionalize the quality culture and training in all hospitals.⁵³⁴

The Ministry follows a decentralized approach to quality management initiatives. It plays a mentoring role by leaving the approach of quality management to the administration of the hospital. In other words, any model is not imposed upon the hospitals. The goal is to improve the quality of services.⁵³⁵

Dr. Zekai Tahir Burak Hospital is among the hospitals that adopted quality management. It is the first prizewinner of the National Quality Award public sector version in 2001. The quality journey of the hospital is a long process. The quality initiatives started in the second half of the 1990s. The hospital received ISO 9001 certificate in 1998. The EFQM excellence model was adopted in 1999. The goals were;

- To establish a participatory management style

⁵³⁴ M. Ceylan Gökmen (The Ministry of Health General Directory of Medical Treatment Services, The Head of Quality Management Branch), Interview by the author, July 2001.

⁵³⁵ Ibid.

- To increase the satisfaction of both internal and external customers
- To improve the management of the hospital.

At the beginning, the administration faced difficulties in establishing quality teams and committees because some of the employees resisted to the quality initiatives. As the quality management implementations achieved positive results, the personnel voluntarily participated in the quality activities. By 2001, there were more than 20 quality circles and three quality committees. Some problems in the adoption of the quality management are as follow:

- Civil Servant Code: There are problems in appointment of qualified personnel. For example, it is cited that there is no position for quality coordinator. Therefore, the physicians voluntarily perform coordination of quality activities besides their own duties.
- Benchmarking: The hospital faces difficulties in finding organizations against which it can evaluate itself.
- Supplier problem. The quality management requires working with a single supplier. On the other hand, regulations are barrier for working with a single supplier.

The administration claims that the hospital has achieved some positive results since the adoption of quality management. It is stated that there are improvements in many areas including the number of patients served, the number of surgery, internal and external customers' satisfaction, and mother and infant mortality rates. For example, it is mentioned that mother and infant mortality rates have been reduced to European level. Saving only from medical expenses was more

than 50 billions TL in 2000.⁵³⁶ It is necessary to state these statements are personal views of the administrators. These opinions are not based upon by any systematic study or financial data.

3.4.6. TQM in the Marmara University Faculty of Engineering

The Marmara University Faculty of Engineering (MUFE) is the first Turkish public sector organization that succeeded to become finalist for the European Quality Award for the public sector. The quality initiative in MUFE started as early as 1989. Resource requirement plan, mission and vision statements were prepared that year. Self assessment began in 1991 with student and instructors evaluation. Full scale self assessment began in 1995. The first strategic plan covered five years period: the year 1993 to 1997. EFQM public sector version was adopted in 1997. MUFE has been a member of EFQM since 1999. It became European Quality Award finalist for public sector in 2000.⁵³⁷

3.4.5. The Potential Problems and Constraints for the Implementation of Quality Management in the Turkish Public Sector

There are some potential problems and constraints for the implementation of quality management in the public sector as explored in chapter two. It is expected

⁵³⁶ Tuğrul Yarıcı (Dr. Zekai Burak Hospital, Quality Coordinator (Assistant Director Hospital), Interview by the author, Ankara, July 2001.

⁵³⁷ EFQM, *Report: 2000*. 78-79.

that similar problems might occur in the Turkish public sector. On the other hand, the degrees and nature of the problems in the Turkish public sector could also differ owing to the special characteristics of the Turkish public sector as well as some contextual factors such as political and cultural system, the nature of the state-society relationship as well as bureaucratic and administrative structure.⁵³⁸

The structure of Turkish bureaucracy and some characteristics of bureaucrats would be potential barrier for the quality management initiatives. The Turkish bureaucracy is characterized by extremely centralized, hierarchical and elitist. All authority is concentrated in the central administration, leaving little discretion and financial autonomy to the local units. On the other hand, quality management proposes autonomous organizations and a decentralized structure based on team work, and vertical and horizontal coordination. Therefore, extremely centralized and hierarchical structure constitutes a potential problem for the quality management initiatives. The elitist nature of bureaucrats and politicized nature of bureaucracy might be cited as other potentials barriers as well. Turkish bureaucrats can be defined as elitists meaning they usually underestimate the opinions of citizens or the elected representatives. They see themselves as the representative of the "state" not the "society." On the other extreme side, political parties try to "destatize and

⁵³⁸ Saran and Göçerler, "Kamu," 256-258, Ahmet Başşoy, "Kamu Yönetiminde Toplam Kallite Güşleştiren Nedenler," in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt II (Ankara: TODAİE, 1999), 36-41, Gülgün Tosun, "Türk Kamu Bürokrasisi Bağlamında Devlet- Toplum İlişkinin Sorun Boyutları: Toplam Kalite Yönetimi Kurgularının Önündeki Engeller," in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 87-96.

politicize” the bureaucracy.⁵³⁹ As a result of this politicization, the public sector is overemployed with political and unqualified staff.

The state- society relationship together with political culture might create some potential problems for the adoption of quality management. In Turkey, the state has a father image in the society. Unlike citizens of the Western countries who see the public services as the return of their tax money, the Turkish people, more importantly public servants consider the public services as favor rather than being citizens’ rights.⁵⁴⁰ Therefore, civil servants might have difficulties in approaching the citizens as customers and in establishing the service standards in accordance with citizens’ demands and expectations. Moreover, citizens seem to lack education and consciousness to realize the fact that the civil servants’ main responsibility is to serve them.⁵⁴¹

At the macro level, economic and political system have been experiencing serious crisis and instability. The crisis in the whole state system creates an opportunity for the reforms but it also involves problems for the quality management such as the scarcity of financial resources and absence of long-term perspective in public administration. The implementation of quality management is a costly and long term commitment. During the economic crisis, the funding of quality initiatives is a problem. Even in the United States, the most important barrier for the quality

⁵³⁹ Heper and Sancar, “Bureaucracy,” 148.

⁵⁴⁰ Selma Karatepe, “Türkiye’de Yönetim Yutuş İlişkisi ve Uygulamada Ortaya Çıkan Bazı Sorunlar,” in *Kamu Yönetimi Sempozyumu Bildirileri in Ankara, Türkiye,,13- 14 Ekim,,* by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1995), 191.

⁵⁴¹ Ibid., 200-201.

initiatives appeared to be financial and budgetary constraints.. For example, in an organization with 700 employees, initial TQM training costs 75.000\$, with training costs over ensuing years running 30.000\$ annually.⁵⁴²

In the light of the problems and characteristics of the Turkish political and bureaucratic system, the potential problems and barriers will be discussed in the following pages.

3.5.1. Problems Related to Leadership

The success of the quality initiatives requires the commitment of and continuity by the organizational leadership. The commitment of the leadership is problematic in Turkish public sector for some reasons. First of all, it is argued that there is scarcity of leaders and top managers who have vision and mission and quality for any kind of change.⁵⁴³ One characteristic of the Turkish bureaucracy is “to save the day.” Bureaucrats tend to restrain from taking any kind of risk. On the other side, bureaucrats see themselves as the guardian of the state. This situation may lead to arbitrary behaviors in the name of “high interest of state, public interest, and procedures.”⁵⁴⁴ By this way, they tend to escape from accountability of the citizens and elected representatives.

⁵⁴² Wilson and Durant, “Evaluating,” 137.

⁵⁴³ Aktan, “Değişim,” 1.

⁵⁴⁴ Ayşe İrmiş, “Kamu Örgütlerinde Mevcut Yönetim Kültürünün Toplam Kalite Yönetimine Uygunluğu,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26- 27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 56.

The higher level public sector administrators are often appointed on the basis of political preferences rather than managerial talents. Political parties tend to see the administrative posts as rewards for political loyalty. New cadres are frequently appointed to the higher level of the public organizations as the government changes or even another person in the same party becomes minister. That's why; the turnover rate of public servants at the upper levels is expected to be much higher than the developed countries. Some surveys support this preposition. For example, a survey conducted in a local administration revealed that the tenure of more than half of the top administrators was less than one year. The same survey indicated that nearly forty percent of the middle managers had less than one year tenure and almost half of them was appointed after the elections.⁵⁴⁵ This high turnover of the public managers constraints any kind of comprehensive program or project to be implemented in the public sector.

3.5.2. Problems Related to Planning and Long Term Perspective

One element of the quality management is the long term perspective and strategic quality planning. On the other hand, the long term perspective and planning are rare in Turkish public administration. Despite the fact that the plans exist, they are not realistic and applicable because plans are usually prepared by the central government. Therefore, they do not reflect the actual needs and problems of

⁵⁴⁵ Murat Önder, "Kamu Örutlerinde TKY: Ankara Büyükşehir Belediyesinde Ampirik Bir Çalışma," in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, Türkiye, 21-22 Ekim*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü (Ankara: TODAİE, 1999), 331.

individual departments and local units.⁵⁴⁶ The instability and political nature of the public administration is another important barrier for the long term perspective since with any political and administrative change, new administrations have a tendency to negate the plans and programs of the former administration and initiate their own programs.

The size of the organization has a crucial effect on strategic planning. Turkish public institutions, on the other hand, are generally large organizations. Another problem is the extremely centralized nature of the Turkish public administration that causes at least two problems. First, local units and subunits are not allowed to prepare and implement their own plans. Secondly, the local and subunits do not have necessary financial autonomy and resources, which are very related to the success of strategic plans.⁵⁴⁷

3.5.3. Problems Related to Human Resources Management

In terms of human resources management, Turkish public sector system has some serious problems that constitute potential barriers for the adaptation of the quality management. The rigid and overcrowded personnel system itself seems to be a problem for the quality initiatives. The personnel system does not allow employing qualified personnel. In fact, the employment on contract has been applied since the 1980s in order to hire qualified personnel for the public sector. However,

⁵⁴⁶ Başsoy, "Kamu," 36-41.

governments often used this system to reward their supporters. As a result, the personnel system has become more complicated and spoiled. Today, one cannot say that the contractual system provides flexibility in the personnel system. Rather, it resulted in new problems such as inequality in wages and further favoritism and partisanship.

In the Turkish public sector, it is not unusual to hire people to civil service on the basis of political motivations as an employment policy. Consequently, the public sector has too many personnel who do not have enough competence. Due to the political nature of the employment policy, some public agencies have the number of personnel which is more than they need while some others lack qualified personnel.⁵⁴⁸ Consequently, there is not a significant increase in the quality and efficiency of the public services although the number of the public personnel has been continuously increasing.⁵⁴⁹ The political and overcrowded personnel regime causes another problem: the unfair and insufficient wages. The public personnel cannot even provide their basic needs due to their lower wages, which leads to motivation problems.⁵⁵⁰ According to a survey conducted in Ankara, over ninety

⁵⁴⁷ Hüseyin Çevik and Turgut Göksu, "Kamu Sektöründe Stratejik Yönetim ve Vizyon Oluşturma," *Türk İdare Dergisi*, 72: 428 (2000), 88-89.

⁵⁴⁸ İrmiş, "Kamu," 52.

⁵⁴⁹ Aydın Ahmet, "Kamu Yönetimi ve Hizmetinin Verimliliği ve Etkinliğinde, Hizmeti Sunan Personel ve Hizmeti Alan Toplumun Rolü," in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 242.

⁵⁵⁰ Canan Ay and Aylin Gülgün, "Kamu Sektöründe Hizmet Kalitesinin Artırılmasında Etkin Bir Araç Olarak İş Tatmini," in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 259, Ömer Torlak and Şuayp Özdemir, "Hizmet Kalitesinin İyileştirilmesinde Kamu Görevlilerinin Tatmininin Rolü," in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, Türkiye, 21-22 Ekim*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü (Ankara: TODAİE, 1999), 326.

percent of the public servants stated that they got insufficient wages that did not reflect their efforts and work.⁵⁵¹ Similarly, another survey indicated that public servants rated “insufficient and unfair wage system” as the most important problem.

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The education and training of the personnel constitutes the corner stone of the quality management. The studies conducted on both local and central units illustrate that the public personnel do not receive enough training and education. A survey pointed out that only 20 percent of the public servants participated in the personnel education programs in 1997.⁵⁵³ Moreover, the existing personnel training programs do not reflect the actual needs of public servants. A survey conducted in central government organizations pointed out that over 70 percent of the respondents acknowledged that what they learned in the training programs could not be applicable in their works. In the same survey, only 22 percent of respondents indicated that the needs of personnel were explored before the training programs. The majority of them found the training programs unsuccessful (63 percent). The problems were stated as lack of commitment by management, scarcity of qualified

⁵⁵¹ Ufuk Bilgin, “Demokratik ve Bürokratik Kültürün Kamu Görevkilerinin İstek ve Beklentilerine Etkisi,” in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, Türkiye, 21-22 Ekim*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü (Ankara: TODAİE, 1999), 348.

⁵⁵² Meltem Onay Özkaya, “İş Doyumu + Motivasyon: Kalite ve Mükemmellik,” in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, Türkiye, 21-22 Ekim*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 286.

⁵⁵³ Ökan Dalbay, “Kamu Yönetiminde Müşteri Odaklı Misyon ve Vizyon,” in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, Türkiye, 21-22 Ekim*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü (Ankara: TODAİE, 1999), 100.

personnel as instructors, resistance by public servants, and lack of financial resources.⁵⁵⁴

The quality management suggests the involvement of all workforce. On the contrary, the literature and some surveys indicate that these are problematic in the Turkish public sector. The upper management has a tendency towards controlling every action of the subordinates. The superiors do not often involve the subordinates to the decision making mechanisms. Their attitude towards participation can be described as manipulation rather than involvement.⁵⁵⁵ A survey conducted in a local administration shows that the employees evaluated participation as insufficient (44 percent) and partially sufficient (33 percent). The employees in the lower ranks found the participation insufficient as compared to higher managers. According to the same survey, the employees believed that the management gave them discretion partially (46 percent) or no discretion at all (22 percent).⁵⁵⁶

TQM requires a high level of trust among upper, middle, and lower level of management as well as the employees. No organization can realize the benefits of quality management unless there exists a high degree of trust to the members of organization.⁵⁵⁷ Nevertheless, the Turkish bureaucracy generally has problems in terms of trust among managers, and between superiors and subordinates. The personnel evaluation system may be a good example for the nature of the

⁵⁵⁴ Ömer Peker, "Kamu Kuruluşlarında Hizmet- İçi Eğitimin Yapısı ve İşleyişi." *Amme İdaresi Dergisi*. 24: 4 (1991), 85-86.

⁵⁵⁵ İrmış, "Kamu," 54-55.

⁵⁵⁶ Önder, "Kamu," 334-337.

⁵⁵⁷ Garrity, "Total," 444.

relationship in the public sector. The evaluation forms are filled at the yearly basis without any feedback mechanisms. The subordinates are not informed about their performance because of the “secret” nature of the evaluations.⁵⁵⁸ As a result, one can say that in the public sector, the management philosophy of the Turkish public sector is closer to the theory X rather than theory Y. In other words, the management generally assumes that employees do not care about work and take initiatives. Therefore, they should be controlled and punished.

3.5.4. Problems Related to Information and Analysis

The quality management suggests vertical and horizontal communication within the organization and use of the information. Due to the extremely centralized and hierarchical nature of the public sector, the communication is mostly top down at macro (central to periphery) and micro (organizational) levels.⁵⁵⁹ The analysis of data and information related to the processes, and internal and external customers is an important factor for the success of the quality initiatives. Yet, there seems to be problems in the Turkish public sector because of the lack of qualified personnel and resources to educate public servants. The existing personnel do not have the statistical abilities to use quality tools and techniques.⁵⁶⁰ Therefore, they need to be

⁵⁵⁸ Dursun Bingöl, “Toplam Kalite Yönetiminin Kamu Sektöründe Uygulanmasının Kuramsal ve Pratik Güçlükleri,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 83.

⁵⁵⁹ Osman İlter Akınoğlu, “Toplam Kalite Yönetiminin Kamuda Uygulanmasının Pratik Güçlükleri ve Çözüm Önerileri,” in *Kamu Yönetiminde Kalite 1. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 138.

⁵⁶⁰ Tekinkuş ve Özgür, “Belediyelerde,” 266.

trained. However, this requires top management commitment as well as the financial resources that is allocated for education and training. This is very difficult due to the scarcity of financial resources and qualified training personnel.

3.5.5. Problems Related to Customer Focus and Satisfaction

The customer focus and satisfaction is the cornerstone of the quality management. All activities of the organizational members are directed towards meeting the expectations and demands of the customers. In the Turkish public sector context, the most problematic aspect for the adaptation of the quality management seems to satisfy the citizens as the customers of the public services. There are some social, political and cultural factors that make it difficult to establish a customer focused public service. First of all, as mentioned before, the state- society relationship constitutes a potential problem for the establishment of a citizen-focused public sector. Unlike Western countries where citizens actively seek for their rights for the public services, citizens in Turkey tend to see the public services as a favor rather than a right.⁵⁶¹ This is because of “the father image” of the state in Turkish society. As a father, the state either punishes or rewards the citizens. Therefore, the citizens restrain from making complaints since they either do not know where they make complaints or they fear that their works are not completed if they do so.⁵⁶² The second problem arises from the attitudes of civil servants towards

⁵⁶¹ Karatepe, “Türkiye’de ,“ 191.

⁵⁶² Bingöl, “Toplam” 82.

citizens. Public servants feel responsibility against the state not the public.⁵⁶³ In fact, the civil servants in Turkey are called “state servants” not “public servants.” The centralized and hierarchical structure of the Turkish bureaucracy constitutes another problem for the citizen- public servant relationship. The civil servants at the local levels do not have the authority and resources to fulfill citizens’ demands.⁵⁶⁴

Some surveys explore the problematic nature of state- citizens relationship in the public sector. In a survey conducted in Ankara municipality, the employees responded the question about the “the citizens’ participation to the organizational politics as “none 27 percent” and “very little 52 percent.” Ironically, the civil servants at the higher level tended to believe that the organization was establishing policies in accordance with the “citizens demands.” As the ranks rose, the belief that the citizens participate in organizational policies increased as well.⁵⁶⁵ Another survey conducted in the central organization of a ministry found very similar results: A great majority (85 percent) of the respondents replied that the views and opinions of the citizens were not taken in serving the citizens. However, the higher and middle level administrators indicated that they performed their works in accordance with citizens’ expectations.⁵⁶⁶

A survey in some public organizations in Malatya explores the problematic nature of public organizations- citizens relationship. For example, the great majority

⁵⁶³ Saran and Göçerler, “Kamu” 270.

⁵⁶⁴ Bingöl, “Toplam,” 82.

⁵⁶⁵ Önder, “Kamu,” 334.

⁵⁶⁶ Asım Balcı, “Toplam Kalite Yönetiminde Türk Kamu Yönetimi Perspektifi: Bir Kamu Örgütü Örnek Olayı,” .“ in *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, Türkiye, 21-22 Ekim*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü (Ankara: TODAİE, 1999), 127-128.

of the patients in the Malatya Hospital (over 80 percent) said that they were dissatisfied with the services.⁵⁶⁷ An interesting result is that the citizens used the “mediators”, especially the politicians, for getting their works done. The civil servants, on the other hand, wanted citizens directly to conduct with them.⁵⁶⁸ The problem has two faces: one is related to citizens, the other is related to civil servants. The problem with citizens is the lower level of education. The citizens usually do not have the information about the procedures and complaint mechanisms. As the educational level increases, citizens are more likely to use complaint mechanisms.⁵⁶⁹ The problem in relation to public servants is that they see themselves superior to citizens due to differences in education and status. Another problem is that employees do not have any motivation to behave citizens in a positive manner.⁵⁷⁰

The nepotism and favoritism in serving citizens are problems to be mentioned. According to the constitution, public servants are required to serve the public equally without making any discrimination. Yet, it is generally believed and observed that public servants make favoritism and discrimination based on political opinions, fellowship, clientelism etc. Some surveys and case studies also support these beliefs. For example, a survey conducted in Kırıkkale and Çorum

⁵⁶⁷ Karatepe, “Türkiye’de,” 202.

⁵⁶⁸ Ibid., 191.

⁵⁶⁹ Ibid., 202.

⁵⁷⁰ Ibid., 203

municipalities found that the “discrimination and partisanship in serving the citizens” appeared as the most important problem.⁵⁷¹

⁵⁷¹ Ömer Torlak and Cevahir Uzkuř, “Belediyelerde Hizmet Anlayışı ve Stratejik Yönetime Geçiř,” In *Kamu Yönetiminde Kalite 2. Ulusal Kongresi in Ankara, Türkiye, 21-22 Ekim*, by Türkiye ve Ortadoęu Amme İdaresi Enstitüsü (Ankara: TODAİE, 1999), 257.

CHAPTER IV: THE SURVEY: TQM IN TWO MINISTRIES

4.1. Introduction

While various scholars and practitioners have been discussing the feasibility and problems related to the implementation of quality management and public management reforms in Turkish public administration, there is very limited empirical research on the implementation of quality management in the public sector. The survey was conducted in two pioneering public organizations for adopting quality management. Although these two public organizations adopted quality management, there is very little document on the implementation process and outcomes of the practices. Thus, the survey part of the dissertation aimed to explore the workforce' views on the quality management concerning many issues such as their attitudes towards the quality management and public sector reforms, the implementation of TQM elements, improvements after the quality management initiatives, and lastly problems in the implementation process. Rather than including only management, the survey tried to analyze the views of all groups. The related literature suggests that the knowledge and positive attitudes of its practitioners towards quality management are crucial factors for the success of quality management initiatives.⁵⁷² Identifying the attitudes and knowledge of the work force will also contribute to the future surveys and quality management as well as the public management reform initiatives.

⁵⁷² Loomba and Spencer, "A Model," 758, Zeitz, "Employee," 121.

4.2. Methods

4.2.1 Research Site

The survey was carried out in the central units of the Ministry of Industry and Commerce, and in one unit of the Ministry of National Education. The Ministries are unique in the sense that both claimed to implement the quality management ministry-wide and in the comprehensive sense. Although both Ministries started quality management initiatives in the second half of the 1990s, they followed different approaches for the implementation. The method utilized by the Ministry of Industry and Commerce is similar to what is called "all at once approach." The ministry implemented quality management in all central units within a relatively short period of time. The minister himself played the leading role for the adoption of quality management. It appeared as though he was utilizing this experience as part of his political campaign to become the Prime Minister. The Ministry began quality management initiatives partially in 1997. In 1998, it adopted in all central and some local units as through the project called "Journey Towards Excellence." As transition to the quality management, the Ministry applied to and received ISO 9002 certificate.⁵⁷³ Moreover, similar to the Citizen's Charters in some Western countries, administration declared service standards so that citizens could monitor the work processes. The Ministry shortened the waiting periods for certificates, permissions and citizens' complaints by establishing service standards and by delegating authority to lower and local units.⁵⁷⁴ The administration had some other plans as a part of quality project. To illustrate, the Ministry planned to end politically

⁵⁷³ Akgül and Vural, "Sanayi," 193.

⁵⁷⁴ Sanayi ve Ticaret Bakanlığı, *Mükemmelliğe*. 71-72.

influenced appointments and promotions. Another plan was to decrease the number of middle and lower managers by creating a flatter organizational structure. Yet, these attempts mostly failed due to either resistance by the workforce or bureaucratic and legal procedures.⁵⁷⁵

Unlike the Ministry of Industry and Commerce, the Ministry of National Education followed an incremental strategy in terms of involving departments and implementing the quality project. While the administration initiated quality projects in 1999, the intentions for the quality management implementation went back to the early 1990s. As a project funded by the World Bank, the “Education Development Project” was launched in 1994. Its goal was to improve the quality of education, teachers and more importantly, that of management of education. Beginning from 1995, administrators from all levels participated in quality management seminars and conferences. At the same time, quality experts from different universities gave seminars to the upper management in the personnel training programs. The Ministry decided to adopt quality management in a systematic manner in 1998. A project for this purpose was prepared and adopted in 1999. The administrators from different units participated in the project. At the same time, the Ministry signed “goodwill declaration” with KalDer (Turkish Quality Association) and joined the “National Quality Movement” by becoming a member of KalDer.⁵⁷⁶ The approach used by the Ministry is similar to the “twin track approach”. Twin track approach can be defined as a change management strategy for adoption quality management. The whole

⁵⁷⁵ Kaygısız, “Interview,”

⁵⁷⁶ Çetin, “Interview,”

workforce is educated beginning first from top management and ending with all employees. It has certain phases such as assessment, planning, implementation and institutionalization. In this sense, it is very similar to “slow cascading method” which includes incremental, step by step implementation of quality management. The main difference is that “the twin track approach” combines slow cascading method with pilot project at the early stage of implementation so that the pilot project becomes a success model for other departments. Carr and Littman evaluate this approach as the most appropriate approach for the adoption of quality management.⁵⁷⁷ Accordingly, different units of the ministry were at different levels of the quality project. As the model unit, one department completed the final phase of the project and became the finalist for the public sector version of the National Quality Award in 2001.⁵⁷⁸

4.2.2 Sample

Two different sampling techniques were used for each ministry due to different methods used by the ministries for the quality management implementation as explained above. Since the Ministry of Industry and Commerce used “all at once” approach, the sample included all central departments of the Ministry.. In total, 160 instruments were distributed in accordance with the size of each department changing from 8 to 20 instruments. 23 instruments were left out of evaluation due to inadequate responses; therefore, the number of valid cases was 137 (rate of valid case: %86).

⁵⁷⁷ Carr and Littman, *Excellence*. 200-208.

⁵⁷⁸ Cordan, “Cumhuriyetin,” 29.

The method used by the Ministry of National Education is similar to what is called “twin track approach.” Only one department, which is the pilot department of the project, finished the final level of the project and became finalist for the public sector version of National Quality Award in 2001. The other units have not completed the final step of the project. Consequently, only this unit was chosen as the site for the study. Total 65 questionnaires were distributed, of which 52 returned. Two questionnaires were not evaluated because of inadequate responses (return rate: %77).

In the Ministry of Industry and Commerce, the author and administration of the Ministry together decided the number respondents from each unit and status groups. Then, the administration (the department of education) determined name of the respondents. Similarly, in the Ministry of National Education, the author and administration jointly determined the number of respondents from each status groups. Then, the administration determined name of the respondents. In both Ministries, the respondents were selected so that all the status groups could be included in the survey.

4.2.3. Survey Instrument

A questionnaire was developed for the survey. The items of the questionnaire were derived from review of TQM literature and questionnaires used in the quality management surveys. A pilot study was conducted in the Ministry of Industry and Commerce in December 2000. After the pilot study some parts of questionnaire were revised. The questionnaire consisted of two parts. The first part included the general information about the respondents such as age, status, level of education, and tenure.

The second part consisted of the items related to the quality management. This component of the questionnaire had four parts. The first part aimed to measure the views of the respondents on the quality management in general, the success of quality management in their organizations, and necessity of public sector reform. In the second part, the respondents were asked about the implementation of TQM elements in their organizations. In the third part, the respondents were asked about the degree of importance of some potential problems for their organization in the practice of quality management. Finally, the fourth part aimed to measure the respondents' views on the quality management improvements after the quality management initiatives.

4.3. General Information on Respondents

The information of status (position) of the respondents is given in Table 4.1. As it can be seen from the table, the total number of the respondents is 187 (137 from the Ministry of Industry of Commerce and 50 from the Ministry of National Education). Non-supervisors consist of civil servants with no supervisory or professional positions. Professionals include a wide range of civil servants. In the Ministry of National Education, they include teachers, experts and researchers. In the Ministry of Industry and Commerce, they consist engineers, technical staff, experts, administrative staff and inspectors. Chiefs and branch heads are defined as lower and middle managers. The upper managers include department heads, general directors and assistant general directors.

Table 4.1: Status of Respondents

<i>Status</i>	<i>Ministry of I&C</i>		<i>Ministry of NE</i>		<i>Total</i>	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
Non-supervisor	34	24.8	7	14.0	41	21.9
Professional	33	24.1	33	66.0	66	35.3
Lower and Middle Man.	41	29.9	8	16.0	49	26.2
Upper Manager	29	21.1	2	4.0	31	16.2
Total	137	100	50	100	187	100

The majority of the respondents are over 40 years old (Table 4.2). In that respect, respondents from both ministries have similar age characteristic. The average age of the respondents from the Ministry of National Education is 40.48 as that of the other ministry is 41.5.

Table 4.2: Age of Respondents

<i>Age</i>	<i>Ministry of I&C</i>		<i>Ministry of NE</i>		<i>Total</i>	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
20-30	12	8.8	4	8.0	16	8.6
31-40	34	24.8	17	34.0	51	27.3
40+.	84	61.3	29	58.0	113	60.4
Total	130	94.9	50	100	180	96.3
Missing	7	5.1	0	0	7	3.7

The great majority of respondents from both ministries have high level of education. In total, over 80 percent of the respondents have 2 year or five year college degree (respondents with graduate degree are included). On the other hand, percentage of respondents with college degree from the Ministry of Education is higher than those from the Ministry of Industry and Commerce (over 85 percent as compare to 80 percent). In addition, the percentage of respondents with graduate degree (master's/Ph.D.) in the Ministry of Industry and Commerce is only 2.2 while 28 percent of the respondents from the Ministry of National Education have master's

or Ph.D. degrees (Table 4.3). The percentage of the staff with graduate degree in the Ministry of National Education appeared to be quite high because the department the survey conducted was the research and development of unit of the Ministry.

Table 4.3: Education Level of Respondents

<i>Level of Education</i>	<i>Ministry of I&C</i>		<i>Ministry of NE</i>		<i>Total</i>	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
Secondary	2	1.5	-	-	2	1.1
High	24	17.5	7	14.0	31	16.6
College (2 years)	44	32.1	10	20.0	54	28.9
College (4 years)	60	43.8	19	38.0	79	42.2
Graduate (Master's/Ph.D.)	3	2.2	14	28.0	17	9.1
Total	133	97.1	50	100	183	97.9
Missing	4	2.9			4	2.1

The tenure of the respondents at the current position is given in Table 4.4. More than half of the respondents have less than six years tenure. Moreover, the crosstabulation of the respondents' position and tenure is also given in Table 4.5. As mentioned in the literature,⁵⁷⁹ the turnover of the upper managers seems to be higher. More than half of the upper managers have 1- 3 years tenure (16 among 30 respondents). The other 8 upper managers have 4-6 years tenure.

Table 4.4: Tenure of the Respondents in the Current Position

<i>Tenure</i>	<i>Frequency</i>	<i>Percent</i>
1-3 years	53	28.3
4-6 years	54	28.9
7-9 years	30	16.0
10-12 years	18	9.6
12 +	24	12.8
Total	179	95.7
Missing	8	4.3

⁵⁷⁹ Swiss, "Adopting," 359.

Table 4.5: Position -Tenure Crosstabulation

<i>Tenure</i>	<i>Position</i>			
	Non-supervisor	Professional	Lower&Middle Managers	Upper Managers
1-3 years	8	20	9	16
4-6 years	14	18	14	8
7-9 years	5	14	8	3
10-12 years	4	6	6	2
12+	6	8	9	1
Total	37	66	46	30
Missing	4	-	3	1

4.4. Attitudes of the Workforce Towards TQM

Six items each on a seven- Likert scale anchored “strongly disagree“ to “strongly agree” measured the views of the respondents on the quality management. The respondents were asked to what extent they agree or disagree with the views on the quality management mentioned in the literature. The statements were

Statement 1: It is necessary and useful to implement quality management in the Turkish public sector

Statement 2: TQM is a fad; therefore, the management should not take it seriously

Statement 3:TQM is a management philosophy that focuses on employee and citizen (customers) satisfaction

Statement 4: TQM is a modern management approach applicable to both private and public sector

Statement 5: TQM is an ideological tool that imposes market mechanism and aims at controlling workforce

Statement 6:TQM is a management approach that aims at citizens’ satisfaction by continuously improving workforce, services and processes

Hypothesis 1: The workforce has a positive attitude towards the quality management.

The respondents were asked to what extent they agree with the statement “the implementation of quality management in the Turkish public sector is necessary and useful.” The great majority of the respondents from both ministries replied as “agree” and “strongly agree” with this statement. The percentage for the Ministry of

National Education was 86 (24 percent agree, 62 percent strongly agree). The percentage for the Ministry of Industry and Commerce was somewhat lower: approximately 75 percent (38.7 percent agree, and 37.2 strongly agree, Table 4.6). This result was similar to previous survey conducted in two public organizations. In that survey over the 90 percent of the respondents believed in usefulness of the quality management.⁵⁸⁰

Table 4.6: Views of the Respondents on the Necessity and Usefulness of the Quality Management in the Turkish Public Sector

	<i>Ministry of NE</i>		<i>Ministry of I&C</i>	
	Frequency	Percent	Frequency	Percent
Strongly disagree	-	-	4	2.9
Disagree	1	2.0	4	2.9
Partially disagree	3	6.0	13	9.5
Neutral	1	2.0	1	.7
Partially agree	2	4.0	11	8.0
Agree	12	24.0	53	38.7
Strongly agree	31	62.0	51	37.2
Total	50	100	137	100

The quality gurus and the advocates of the quality management believe that quality management is a modern approach applicable to both private and public organizations.⁵⁸¹ The respondents from both ministries shared this suggestion. 78 percent of the respondents from the Ministry of National Education and 71.6 percent of the respondents from Ministry of Industry and Commerce stated that they “agree” and “strongly agree” with this statement. The percentage of the respondent who disagreed with the statement was below 15 for the Ministry of Industry and Commerce, and 10 for the Ministry of National Education (Table 4.7).

⁵⁸⁰ Balci, “Toplam,” 128-129.

⁵⁸¹ Deming, *Out. 6*, Feigenbaum, “Managing,”

Table 4.7: Views of the Respondents on the Statement that TQM as a Modern Management Approach Applicable to both Private and Public Sector

	<i>Ministry of NE</i>		<i>Ministry of I&C</i>	
	Frequency	Percent	Frequency	Percent
Strongly disagree	1	2.0	4	2.9
Disagree	1	2.0	5	3.6
Partially disagree	2	4.0	9	6.6
Neutral	-	-	5	3.6
Partially agree	7	14.0	16	11.7
Agree	19	38.0	59	43.1
Strongly agree	20	40.0	39	28.5
Total	50	100	137	100

Some authors define quality management as a “management philosophy that focuses on employee and citizen (costumer) satisfaction.”⁵⁸² Majority of the respondents from both institutions “agreed” or “strongly agreed” with this statement (44 percent agree and 34 percent strongly agree from the Ministry of National Education, and 49.6 percent agree and 20.4 percent strongly agree from the Ministry of Industry and Commerce (Table 4.8).

Table 4.8: Views of the Respondents on the Statement TQM as a Management Philosophy that Focuses on Employee and Citizens (Customers) Satisfaction

	<i>Ministry of NE</i>		<i>Ministry of I&C</i>	
	Frequency	Percent	Frequency	Percent
Strongly disagree	-	-	2	1.5
Disagree	4	8.0	9	6.6
Partially disagree	1	2.0	5	3.6
Neutral	2	4.0	4	2.9
Partially agree	4	8.0	21	15.3
Agree	22	44.0	68	49.6
Strongly agree	17	34.0	28	20.4
Total	50	100	137	100

Perhaps the most comprehensive definition of the quality management is that TQM is a “management approach that aims at citizens’ satisfaction by continuously

⁵⁸² Bounds and et al, *Beyond. 4*, Hunt, *Quality. 22*.

improving workforce, services and processes”.⁵⁸³ The great majority of respondents from both ministries gave positive responses for that statement (approximately percent 95 for the former and 85 percent for latter, Table 4.9).

Table 4.9: Views of the Respondents on the Statement that TQM as Management Approach that Aims at Citizens Satisfaction by Continuously Improving Workforce, Services and Processes

	<i>Ministry of NE</i>		<i>Ministry of I&C</i>	
	Frequency	Percent	Frequency	Percent
Strongly disagree	-	-	2	1.5
Disagree	1	2.0	3	2.2
Partially disagree	-	-	2	1.5
Neutral	1	2.0	8	5.8
Partially agree	5	10.0	19	13.9
Agree	25	50.0	65	47.4
Strongly agree	18	36.0	38	27.7
	50	100	137	100

Critiques of quality management see quality management as a fad and as an ideological tool that imposes market mechanism and aiming at controlling workforce.⁵⁸⁴ Only a small percent of the respondents agreed with these statements. For the former statement, the percentage of “strongly agree” and “agree” was below 10 (Table 4.10). For the latter one, this percentage was below 15 percent. On the other hand, over the 16 percent of the respondents from the Ministry of Industry and Commerce “partially agreed” with the latter statement (Table 4.11).

⁵⁸³ Glenn A. Pitman, Jaideep G. Mtwani, and Deborah Schliker, “Total Quality Management in the American Defense Industry: A Case Study.” *International Journal of Quality and Reliability Management*. 1: 9 (1994), 102.

⁵⁸⁴ Helga Drummond, “Another Fine Mess: Time for Quality Decision Making.” *Journal of General Management*. 18: 1 (1992), 68-77, Tuckman, “Ideology,”

Table 4.10: Views of the Respondents on the Statement TQM as Fad

	<i>Ministry of NE</i>		<i>Ministry of I&C</i>	
	Frequency	Percent	Frequency	Percent
Strongly disagree	17	34.0	44	32.1
Disagree	24	48.0	61	44.5
Partially disagree	1	2.0	10	7.3
Neutral	-		5	3.6
Partially agree	3	6.0	7	5.1
Agree	3	6.0	9	6.6
Strongly agree	2	4.0	1	.7
	50	100	137	100

Table 4.11: Views of the Respondents on the Statement that TQM as an Ideological Tool that Imposes Market Mechanism and Aims at Controlling Workforce

	<i>Ministry of NE</i>		<i>Ministry of I&C</i>	
	Frequency	Percent	Frequency	Percent
Strongly disagree	10	20.0	17	12.4
Disagree	20	40.0	45	32.8
Partially disagree	3	6.0	12	8.8
Undecided	6	12.0	23	16.8
Partially agree	4	8.0	23	16.8
Agree	5	10.0	14	10.2
Strongly agree	2	4.0	3	2.2
	50	100	137	100

4.4.1. The Factors that Affect Workforce Attitudes Towards TQM

The factors (independent variables) that affect the views of respondents were determined as the institution (ministry of respondents), status (position), and educational level of the respondents.

It was expected that the respondents from two ministries had different attitudes towards the quality management. T-test was conducted to evaluate whether or not there were differences between two ministries.

Hypothesis 2: There is a difference between two ministries in terms of employees' attitudes towards the quality management.

T-test was conducted to figure out differences between two ministries in terms of employees' views on the necessity and usefulness of TQM in the Turkish public sector, and the other statements mentioned above. The result of t- test is given in Table 4.12. The test results showed that there were differences between two ministries in terms of the employees' views on usefulness and necessity of quality management and definition of TQM as a comprehensive management approach (statement 1, and statement 6). Yet, the difference for the statement 6 was only marginally significant at .90 percent level (t: .222 and p: .027, and t: -1.70, p. 090 respectively). On the other hand, no statistically significant results were found in terms of other four statements. Therefore, one can conclude that the respondents from both ministries have similar views on the definitions of quality management. Yet, the respondents from the Ministry of National Education have more positive attitudes on the necessity and usefulness of quality management in the Turkish public sector.

Table 4.12: T test for the Comparison of Two Ministries in Terms of Attitudes of the Respondents Towards TQM

	<i>Ministry</i>	<i>n</i>	<i>Mean</i>	<i>t</i>	<i>Sig. (two tailed)</i>
Statement 1	I&C	137	5.72	-2.22	.027*
	NE	50	6.26		
Statement 2	I&C	137	2.27	-.090	.929
	NE	50	2.30		
Statement 3	I&C	137	5.54	-1.07	.285
	NE	50	5.80		
Statement 4	I&C	137	5.60	-1.46	.147
	NE	50	5.96		
Statement 5	I&C	137	3.32	1.34	.181
	NE	50	2.94		
Statement 6	I&C	137	5.81	-1.70	.090*
	NE	50	6.14		

Statement 1: Necessity and usefulness of quality management in the Turkish public sector

Statement 2: TQM as fad

Statement 3: TQM as a management philosophy that focuses on employees and citizens' (customers) satisfaction

Statement 4: TQM as a modern management approach applicable to both private sector and public sector

Statement 5: TQM as an ideological tool that imposes market mechanism and aims at controlling workforce
Statement 6: TQM as management approach that aims at citizens' satisfaction by continuously improving workforce, services and processes

In the related literature, it is generally stated that employees with different status have different attitudes towards the quality management. To illustrate, some authors indicate that lower and middle managers, and professional groups have less favorable views on TQM while lowest rank employees have more positive attitudes towards TQM.⁵⁸⁵ Lowest rank employees benefit from the quality management in many ways such as empowerment, increasing knowledge and skills. Furthermore, they gain increased intrinsic satisfaction and greater status from TQM programs.⁵⁸⁶ Unlike lower rank employees, lower and middle managers are most likely to resist the quality management initiatives. The quality management initiatives suggest empowerment of personnel, team work and delayering and flattening the organization structure. The lower and middle management could see all these changes as a danger for their authority and job security.⁵⁸⁷ In the literature, the professional staff is also mentioned to have negative attitudes towards the quality management initiatives. The professional groups could see the participatory style of management and cross-functional teams as a threat for their professional autonomy and jurisdiction.⁵⁸⁸ However, the professionals from both ministries are organization-based and “heteronomous” meaning that they consist of a diverse group such as engineers,

⁵⁸⁵ Deming, *Out.* 76, Zeitz, “Employee,” 122-123, Judy D. Olion and Sara L. Rynes, “Making Quality Work: Aligning Organizational Processes, Performance Measures, and Stakeholders.” *Human Resource Management*. 30: 3 (1991), 324-329.

⁵⁸⁶ Zeitz, “Employee,” 122.

⁵⁸⁷ Olion and Rynes, “Making,” 324-325, Zeitz, “Employee,” 122, Morgan and Murgatroyd, *Total*. 178.

⁵⁸⁸ Olion and Rynes, “Making,” 325-327, Zeitz, “Employee,” 122-123.

teachers, researchers, computer experts, and inspectors, etc. Their work is performed under the general direction of the managers. Zeitz suggests that this kind of professional groups do not have negative attitudes towards quality management.⁵⁸⁹ As a result, the professional groups are not expected to have negative views on the quality management in both ministries.

ANOVA was conducted to explore attitudes of different status groups towards quality management. ANOVA test results indicated that four statements, the necessity and usefulness of quality management in the public sector, TQM as fad, TQM as modern management approach, and TQM as an ideological tool appeared be significant (F= 3.525 and p= .016, F= 2.304 and p= .078, F: 2.159, and p: 094, F: 2.466, p. =. 064 and respectively, Table 4.13).

Table 4.13: ANOVA for the Attitudes of the Respondents from Different Status Towards Quality Management

		<i>Sum of Squares</i>	<i>df</i>	<i>Mean Square</i>	<i>F</i>	<i>Sig.</i>
Statement 1	Between Groups	23.170	3	7.723	3.525	.016*
	Within Groups	401.001	183	2.191		
	Total	424.171	186			
Statement 2	Between Groups	15.793	3	5.264	2.304	.078*
	Within Groups	418.185	183	2.285		
	Total	433.979	186			
Statement 3	Between Groups	3.208	3	1.069	.522	.668
	Within Groups	375.070	183	2.050		
	Total	378.278	186			
Statement 4	Between Groups	13.855	3	4.618	2.159	.094*
	Within Groups	391.375	183	2.139		
	Total	405.230	186			
Statement 5	Between Groups	21.446	3	7.149	2.466	.064*
	Within Groups	530.564	183	2.899		
	Total	552.011	186			
Statement 6	Between Groups	.511	3	.170	.127	.944
	Within Groups	245.756	183	1.343		
	Total	246.267	186			

Statement 1: Necessity and usefulness of quality management in the Turkish public sector

Statement 2: TQM as fad

⁵⁸⁹ Ibid., 123.

Statement 3: TQM as a management philosophy that focuses on employees and citizens' (customers) satisfaction
Statement 4: TQM as a modern management approach applicable to both private sector and public sector
Statement 5: TQM as an ideological tool that imposes market mechanism and aims at controlling workforce
Statement 6: TQM as management approach that aims at citizens' satisfaction by continuously improving workforce, services and processes

In order to analyze the differences between the positions, t-test was conducted for these four statements.

Hypothesis 3: Lowest rank employees have more positive attitudes towards TQM.

Hypothesis 4: Lower to middle managers have less favorable attitudes toward TQM.

The non-supervisory employees appeared to have more positive views on the usefulness and necessity of TQM in the Turkish Public sector. The mean score of non-supervisors for this statement was higher as compared to other employee groups (mean values can be seen in the Table 4.14 under the group statistics). The t-test result also indicated that there was statistically significant difference between non-supervisory employees and other employee groups except for professional groups (Table 4.14)

Table 4.14: T-test for Status Groups on the Necessity and Usefulness of TQM in the Turkish Public Sector
Group Statistics

<i>Status</i>	<i>N</i>	<i>Mean</i>	<i>Std. deviation</i>	<i>Std. mean</i>	<i>Error</i>
Non-supervisors	41	6.40	.64	.10	
Professionals	66	6.01	1.49	.17	
Lower- Middle Man.	49	5.42	1.70	.24	
Upper managers	31	5.64	1.74	.31	

T-test

<i>Status</i>	<i>t</i>	<i>Sig. (2-tailed)</i>
Non-supervisors* professional	1.51	.133
Non-supervisors* Lower&Mid. M.	3.30	.001*
Non-supervisors* Upper Managers	2.46	.016*
Professional* Lower&Mid. M.	1.98	.050*
Professionals* Upper Managers	1.08	.280
Lower&Mid. M* Upper Managers	-.54	.585

The lower and middle managers tended to see TQM as fad. The mean score of the lower and middle managers for this statement was higher as compared to other employees. The test result indicated that there was statistically significant difference between lower to middle managers and non-supervisors and upper managers (Table 4.15).

Table 4.15: T-test for the Status Groups on the TQM as Fad

Group Statistics

<i>Status</i>	<i>N</i>	<i>Mean</i>	<i>Std. deviation</i>	<i>Std. Error mean</i>
Non-supervisors	41	2.05	1.02	.16
Professionals	66	2.24	1.54	.18
Lower- Middle Man.	49	2.73	1.84	.26
Upper managers	31	1.93	1.31	.23

T-Test

<i>Status</i>	<i>t</i>	<i>Sig. (2- tailed)</i>
Non-supervisors* professional	-.66	.505
Non-supervisors* Lower&Mid. M.	-2.0	.047*
Non-supervisors* Upper Managers	-.41	.678
Professional* Lower&Mid. M.	-1.7	.118
Professionals* Upper Managers	.96	.338
Lower&Mid. M* Upper Managers	2.0	.039*

Lower to middle managers had the lowest mean score on the “TQM as management approach applicable to both public and private sector.” On the other hand, the difference between lower to middle managers and other groups was significant only for the professional groups at two-tailed test. For the one tailed test, the difference between lower to middle managers and non-supervisors were found marginally significant (Table 4.16).

Table 4.16: T-test for the Status Groups on the TQM as Management Approach Applicable to Both Public and Private Sector

Group Statistics

<i>Status</i>	<i>N</i>	<i>Mean</i>	<i>Std. deviation</i>	<i>Std. Error mean</i>
Non-supervisors	41	5.89	1.07	.17
Professionals	66	5.95	1.25	.15
Lower- Middle Man.	49	5.36	1.78	.25
Upper managers	31	5.41	1.70	.30

T-Test

<i>Status</i>	<i>t</i>	<i>Sig. (2- tailed)</i>
Non-supervisors* professional	-.66	.789
Non-supervisors* Lower&Mid. M.	1.58	.118
Non-supervisors* Upper Managers	1.38	.170
Professional* Lower&Mid. M.	2.11	.037*
Professionals* Upper Managers	1.77	.080*
Lower&Mid. M* Upper Managers	-.12	.898

Very similar to statement as “TQM as fad”, lower to middle managers tended to view the quality management “as an ideological tool” as compared to non-supervisors and upper managers (Table 4.17). The group had the highest mean score (mean: 3.67). Similarly, the difference between this group and non-supervisors and upper managers appeared to be significant (t: -2.13, p: .035, t: 2.22, p: .029).

The results supported the hypothesis that the lower to middle managers have less favorable attitudes toward the quality management.

Table 4.17: T-test for the Status Groups on the TQM as Ideological Tool

Group Statistics

<i>Status</i>	<i>N</i>	<i>Mean</i>	<i>Std. deviation</i>	<i>Std. Error mean</i>
Non-supervisors	41	2.89	1.42	.23
Professionals	66	3.28	1.69	.20
Lower- Middle Man.	49	3.67	1.84	.26
Upper managers	31	2.74	1.78	.32

T-Test

<i>Status</i>	<i>t</i>	<i>Sig. (2- tailed)</i>
Non-supervisors* professional	-1.20	.231
Non-supervisors* Lower&Mid. M.	-2.13	.035*
Non-supervisors* Upper Managers	.38	.702
Professional* Lower&Mid. M.	-1.18	.238
Professionals* Upper Managers	1.46	.147
Lower&Mid. M* Upper Managers	2.22	.029*

Another variable that is expected to have impact on the employees' views on the quality management is their level of education. It is anticipated that the respondents' level of education is positively correlated with the positive statements (statement 1, statement 3, statement 4, and statement 6) while it is negatively correlated with statements "quality management as an ideological tool" and "quality management as a fad." Therefore;

Hypothesis 5: The level of education is negatively correlated with statement 2 (TQM as fad) and statement 5 (TQM as an Ideology)(negative statements).

Hypothesis 6: The level of education is positively correlated with other four statements (positive statements).

Spearman's rank correlation coefficient was used to figure out the association with educational level of employees' with these statements. It was expected that views as "quality management as fad" and as an "ideological tool" was negatively correlated with the level of education. The test result supported this hypothesis (correlation coefficient: -.170 and p: .011 for the first one, correlation coefficient: -.140 and p: .030 for the second one). In addition, the employees with higher level of education would be expected to positively correlate with statements 1, 3, 4, and 6. The hypothesis was supported at .05 significant level for statements 3, 4, and 6 (correlation coefficient: .153, p: .019, correlation coefficient: .231, p: .001, and correlation coefficient: .203, p: .003 respectively for each statement). On the other

hand, the statement 1 was only marginally significant at .10 level (correlation coefficient: .117, p: 058, Table 4.18).

Table 4.18: Correlation of Level of Education with Views of the Respondents on TQM

	<i>Statement1</i>	<i>Statement2</i>	<i>Statement3</i>	<i>Statement4</i>	<i>Statement5</i>	<i>Statement6</i>
Education	.117	-.170	.153	.231	-.140	.203
Sig. (1-tailed)	.058*	.011**	.019**	.001**	.030**	.003**
N	183	183	183	183	183	183

** Correlation is significant at the .05 level (1-tailed).

* Correlation is significant at the .10 level (1-tailed).

Statement 1: Necessity and usefulness of quality management in the Turkish public sector

Statement 2: TQM as fad

Statement 3: TQM as a management philosophy that focuses on employees and citizens' (customers) satisfaction

Statement 4: TQM as a modern management approach that is applicable to both private sector and public sector

Statement 5: TQM as an ideological tool that imposes market mechanism and aims at controlling workforce

Statement 6: TQM as management approach that aims at citizens' satisfaction by continuously improving workforce services and processes

4.5. Views of the Employees on Necessity of Reforms in the Turkish Public Sector

In Western countries, public sector has experienced massive administrative reforms since the late 1970s. The quality management initiatives were a part of comprehensive reform efforts that transformed the management as well as the structure of the public organizations. The necessity of a comprehensive reform and the quality management as a part of that reform has been expressed in Turkish public sector context, too.⁵⁹⁰

Two items measured the views of the respondents on the reform. The first one was about the necessity of a comprehensive reform on the Turkish public sector. The second one was the possibility of implementation of the quality management effectively in the Turkish public sector without making a comprehensive reform.

Hypothesis 7: The employees from both ministries agree the view that it is necessary to make a comprehensive reform in the Turkish public sector.

As it can be seen from the Table 4.19, over the 85 five percent of the employees from the both institutions agreed or strongly agreed with the statement that it is necessary to make a comprehensive reform in the Turkish public sector.

Table 4.19: Views of the Respondents on Necessity of Reform

	<i>Ministry of I&C</i>		<i>Ministry NE</i>	
	Frequency	Percent	Frequency	Percent
Strongly disagree	1	.7	-	-
Disagree	6	4.4	-	-
Partially disagree	3	2.2	-	-
Neutral	-	-	1	2.0
Partially agree	4	2.9	5	10.0
Agree	33	24.1	5	10.0
Strongly agree	90	65.7	39	78.0
Total	137	100.0	50	100.0

In Western counties, TQM was part of the reforms that began early in 1980s.

Therefore;

Hypothesis 8: It is not possible to implement quality management effectively under current conditions without making a comprehensive reform.

The responses from both ministries gave mixed results. Only approximately half of the respondents were “strongly disagree” or “disagree” with this statement. In other words, a considerable number of respondents believed that quality management could be implemented under the current conditions (Table 4.20). This was very similar to results of the survey conducted by Balcı in two public organizations. In that survey, 60 percent of respondents believed in the possibility of effective implementation of the quality management under exiting conditions.⁵⁹¹

⁵⁹⁰ Gündoğdu, “Yerel,” Aktan, “Türkiye’de,” TODAİE, *Yerel*.

⁵⁹¹ Balcı, “Toplam,” 128.

Table 4.20: Views of the Respondents on the Possibility of Implementation Quality Management Effectively under Current Conditions

	<i>Ministry of I&C</i>		<i>Ministry NE</i>	
	Frequency	Percent	Frequency	Percent
Strongly disagree	35	25.5	12	24
Disagree	46	33.6	11	22
Partially disagree	15	10.9	3	6
Neutral	4	2.9	4	8
Partially agree	19	13.9	11	22
Agree	11	8.0	8	16
Strongly agree	6	4.4	1	2
Total	136	99.3	50	100.0
Missing	1	.7	-	-
Total	137	100.0	50	100.0

Hypothesis 9: There is difference between two ministries in terms of employees' views on the necessity of reform and effective implementation of quality management under current condition.

The ANOVA test was conducted to test the hypothesis. The result indicated no statistically significant difference on both items (F: 2.250, p: .135 and F: 2.653, and p: .105, Table 4.21). Therefore, the respondents from two ministries had similar positive views on necessity of reforms. Similarly, they had similar views on the possibility of adoption of the quality management under existing conditions.

Table 4.21: ANOVA test for the Necessity of the Reform and Implementation of TQM Under Current Condition

		<i>Sum of Squares</i>	<i>df</i>	<i>Mean Square</i>	<i>F</i>	<i>Sig.</i>
Necessity of the Reform	Between Groups	3.073	1	3.073	2.250	.135
	Within Groups	252.702	185	1.366		
	Total	255.775	186			
Effective Implementation of TQM	Between Groups	9.323	1	9.323	2.653	.105
	Within Groups	646.655	184	3.514		
	Total	655.978	185			

4.6. Views of the Employees' on the Success of the Quality Initiatives

The quality initiatives in two Ministries have been implemented in different conditions. In other words, the quality management was adopted with different methods in different organizational context. According to the related literature, it is stated there are three different ways to implement quality management. The first one is the “slow cascading method”. Top leaders learn and use TQM methods and teach them to their subordinate managers. Then, these managers train the other workforce on the quality management. Thus, all workforce participate in the implementation process. It is a slow but a comprehensive process.⁵⁹² The benefit is that it ensures understanding and support of all workforce. The second one is the “all at once method.” In this approach, everyone is trained within a few months. Then, TQM is implemented in whole organization – often because TQM has the hard- driving support of the top executive. This method usually fails. The managers do not have time to become skilled in TQM tools and techniques. Therefore, they cannot give them guidance and direction .⁵⁹³ The third one is the twin track approach. This method combines “slow cascading method” with pilot project at the early stage of implementation. Some scholars evaluate this approach as useful approach for the implementation of quality management.⁵⁹⁴

The method utilized by the Industry and Commerce is similar to “all at once approach.” The minister at that time had hard- driving support for the quality management to some extent as a part of a political campaign to become Prime

⁵⁹² Carr and Littman, *Excellence*. 206, Martin, *Total*. 84.

⁵⁹³ Carr and Littman, *Excellence*. 206.

⁵⁹⁴ *Ibid.*, 207, “Poister and Harris, “Building,” 174.

Minister. On the other hand, the method of the Ministry of National Education is similar to “twin track approach.” It started quality management initiatives by training upper and middle managers. Then, all workforce were trained on the quality tools and concepts. Later, a project was developed to implement quality management in a systematic way. The department that the survey conducted could be seen as pilot project that is a part of ministry-wide project. The ministries also have different organizational structure and context. The Ministry of National Education had a more stable administration and less bureaucratic organizational structure. Therefore,

Hypothesis 10: It is expected that the quality management initiative in the Ministry of National Education is perceived as more successful than the Ministry of Industry and Commerce.

The respondents were asked to evaluate the success of quality management implementation in their organizations. The view of the respondents was measured by a seven- Likert scale anchored “completely unsuccessful” to “completely successful.” As it can be seen from Table 4.22, only 60 percent of respondents from Ministry of Industry and Commerce found the quality initiatives “partially successful” and “successful” while over 90 percent of the respondents from the Ministry of National Education responded positively. The results become more remarkable when one considers fact that the percentage of those found “successful” was as low as 11.7 for the Ministry of Industry and Commerce. Thus, approximately 50 percent respondents found only “partially successful.” On the other hand, percentage of those found “successful” in the Ministry of National Education was over 60.

Table 4.22: Views of the Employees on the Success of Quality Initiatives in Their Organizations

	<i>Ministry of I&C</i>		<i>Ministry of NE</i>	
	Frequency	Percent	Frequency	Percent
Completely unsuccessful	9	6.6	-	-
Unsuccessful	25	18.2	1	2.0
Partially unsuccessful	9	6.6	2	6.0
Neutral	8	5.8	-	-
Partially successful	68	49.6	14	28.0
Successful	16	11.7	31	62.0
Completely successful	-	-	2	4.0
Total	135	98.5	50	100
Missing	2	1.5	-	-

T-test was conducted to figure out whether there is a difference between two ministries. The result indicated a significant difference between two institutions in terms of workforce views on the success of quality management implementation ($t = 6.264, p: .000$).

Table 4.23: T- test for the Views of the Respondents on the Success of Quality Initiatives in Their Ministries

Group Statistics

<i>Ministry</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Ministry of I&C	135	4.1037	1.5467	.1331
Ministry of NE	50	5.5600	.9071	.1283

Independent Samples Test

	<i>t</i>	<i>df</i>	<i>Sig. (two tailed)</i>
Success of TQM initiative	-6.264	183	.000

Some other tests were conducted to figure out whether some other variables had an impact on the employees' views on the success of the quality management initiatives. Spearman's rho correlation coefficient, Pearson correlation and ANOVA tests were used to see impact of education, tenure, and status (position) of the respondents on their views on the success of quality initiatives. The results showed

that the tenure and educational level of respondents had no significant impact on the respondents' views on the success of quality initiatives (Table 4.24 and Table 4.25).

Table 4.24: Correlation (Spearman's rho) for Education Level of the Respondents and Their Opinions on the Success of TQM initiatives

		<i>Education</i>	<i>Success</i>
Education	Correlation Coefficient	1.000	.134
	Sig. (2-tailed)	.	.072
	N	183	181

Table 4.25: Correlation (Pearson Correlation) for Tenure of Respondents and Their Views on the Success of TQM initiatives

		<i>Tenure</i>	<i>Success</i>
tenure	Pearson Correlation	1.000	-.027
	Sig. (2-tailed)	.	.722
	N	179	177

Yet, the status of the respondents had a significant impact on their views on the success of quality initiatives ($F= 6.104$, $p: .0001$).

Table 4.26: ANOVA for Status (Position) of the Respondents and Their Views on the Success of TQM initiatives

	<i>Sum of Squares</i>	<i>df</i>	<i>Mean Square</i>	<i>F</i>	<i>Sig.</i>
Between Groups	40.267	3	13.422	6.104	.001
Within Groups	397.981	181	2.199		
Total	438.249	184			

T-test was conducted to further explore the impact of the status of the respondents on their views about the success of quality management initiatives. As it could be seen from Table 4.27, the lower and middle managers tended to see the quality initiatives less successful as compared to other employees.

Table 4.27: T- test for Status of Respondents and Their Views on Success of Quality Initiatives
Group Statistics

<i>Status</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Non- supervisors	41	4.55	1.52	.253
Professionals	66	4.95	1.32	.158
Lower& Middle Man.	49	3.77	1.75	.253
Upper Managers	31	4.51	1.31	.235

Independent Samples Test

	<i>t</i>	<i>Sig. (2- tailed)</i>
Non-supervisors- Professionals	-1.406	.163
Non-supervisors- Lower&Mid. Man.	2.147	.035*
Non-supervisors- Upper Managers	.113	.911
Professionals- Lower&Mid. Managers	4.815	.000*
Professionals- Upper Managers	1.548	.125
Lower&Mid. Man.- Upper Managers	-2.026	.046*

Based on the results above, one can propose that the employees' views on the success of quality management initiatives is correlated with their views on the necessity and usefulness of quality management. This can be interpreted in two ways: First, those who have more positive views on quality management tended to see quality initiatives more successful whereas those who have negative views on the quality management tended to evaluate quality initiatives less successful. Second, those who perceived quality management initiatives successful tended to evaluate quality management initiatives useful and necessary. In order to test this preposition, Pearson Correlation test was conducted between views of employees on the necessity of quality management and perceived success of quality initiatives. The views of employees on the necessity of quality management were found to be positively associated with success of quality initiatives (correlation: .300, p: .000, Table 4.28).

Table 4.28: Correlation of the Views of the Respondents on the Success and Necessity of Quality Initiative

		<i>Necessity</i>	<i>Success</i>
Necessity	Pearson Correlation	1.000	.300**
	Sig. (2-tailed)	.	.000
	N	187	185

** Correlation is significant at the 0.01 level (2-tailed).

Since the employees' of two ministries have different views on the success of quality initiatives in their institutions, partial correlation test was used in order to control the effect of institution of respondents. The result showed that the employees' views on the success of quality initiatives was positively associated with their views on the necessity of quality management in the public sector (correlation: .2604, p: .000).

Table 4.29: Partial Correlation Coefficients on Views of the Respondents on the Success and Necessity of Quality Initiative

Controlling for Ministry

	Necessity	Success
Necessity	1.0000	.2604
	(0)	(182)
	P= .	P= .000

(Coefficient / (D.F.) / 2-tailed Significance)

4.7. The Implementation of TQM Elements

The studies on the ideas of the quality gurus and the quality awards (Malcolm Baldrige National Quality Award and some other national quality awards) state that quality management has six elements or criteria.⁵⁹⁵ As it is explored in chapter 1, these elements are leadership, information and analysis (management by fact),

⁵⁹⁵ Dean and Bowen, "Management," Rao, Solis and Raghunathan, "A Framework," United States Office of Personnel Management (OPM), *The President's*.

quality planning and long term perspective, process management, customer focus and satisfaction, and human resources management. The respondent' perception of the implementation of elements of quality management were measured by six scales each consisting of three indicators (thus, 18 indicators for six elements). For each indicator, seven- point Likert scale anchored by “strongly disagree” to “strongly agree” was used. A factor analysis and reliability coefficients (alphas) were calculated for each scale. The results showed that the alphas were generally over .80 (except for customer focus which is .741). Similarly, extracted variance for each scale ranged 65 percent (customer focus and satisfaction) to 80.99 (Table 4.30). The results signified that the scales were reliable.

Table 4.30: Scale Reliability and Factor Analysis Results for Elements of TQM

<i>Scale</i>	<i>Scale Reliability</i>	<i>Extracted Variance (%)</i>
Quality Planning	.882	80.99
Customer Focus & Satis.	.741	65.89
Human Resources Man.	.835	75.28
Information and Analysis	.83.4	75.17
Leadership	.85.0	77.05
Process Management	.847	76.0

4.8. The Comparison of Ministries in Terms of Implementation of TQM Elements

In order to figure out the differences between the two ministries in terms of implementation of quality management elements, the views of respondents were compared for each element. The employees' views were analyzed fist by giving descriptive statistics. Then, independent sample test (t-test) was conducted to figure out whether or not there was difference between two ministries.

4.8.1. Leadership Support

The leadership support is the key for the successful implementation of quality management. All quality gurus and some scholars indicate that the support of the top management is the prerequisite condition for the success of the quality management. On the other hand, the involvement and support of the lower and middle managers should not be underestimated since they have considerable day to day influence on the employees.⁵⁹⁶

Three indicators measured the support of the management. The employees were asked to what extent they agree with the statements indicating the support of upper, middle and lower management.

Indicator 1: The upper management in our institution gives the necessary support and takes requirements for implementation of the quality management.

Indicator 2: The middle managers in our organizations are open to discuss the subjects related to the quality management.

Indicator 3: The lower managers in our organizations are open to discuss the subjects related to the quality management.

As it can be seen from the Table 4.31, the employee responses from the Ministry of Industry and Commerce produced a mixed result on the management support. Only approximately half of the respondents believed the existence of leadership support. The positive response for the upper management support was lower than other two indicators. On the other hand, a great majority of respondents from the Ministry of National Education believed that the management in general supported the quality initiative (Table 4.32).

⁵⁹⁶ Carr and Littman, *Excellence*. 132-133.

Table 4.31: Views of the Respondents on the Leadership Support (As Percentage, the Ministry of Industry & Commerce)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6-Agree</i>	<i>7- Strongly agree</i>
Indicator 1	12.5	22.8	10.3	11.8	19.9	19.1	3.7
Indicator 2	8.1	13.3	8.9	11.9	27.4	25.2	5.2
Indicator 3	7.4	15.4	7.4	14.7	25.7	24.3	5.1

Table 4.32: Views of the Respondents on the Leadership Support (As Percentage, the Ministry National Education)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6-Agree</i>	<i>7- Strongly agree</i>
Indicator 1		4.1	-	2.0	16.3	49.0	28.6
Indicator 2	-	2.1	-	-	28.6	42.9	24.5
Indicator 3	2.0	2.0	6.1	4.1	28.6	38.8	18.4

T-test also supported the idea that there was a difference between employees' perceptions on the leadership support for the quality initiatives. The results indicated that the respondents from the Ministry of National Education believed that the upper, middle and lower managers were more supportive for the quality management as compared to management of the Ministry of Industry and Commerce (t: -7.719, p: .000, t: -5.516, p: .000, t: -4.252, p: .000).

Table 4.33: T- test for the Perceived Leadership Support for the Ministries Group Statistics

	<i>Ministry</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Indicator1	I&C	136	3.7574	1.8439	.1581
	NE	49	5.9184	1.0961	.1566
Indicator2	I&C	135	4.3333	1.7364	.1494
	NE	49	5.7959	1.0797	.1542
Indicator3	I&C	136	4.2941	1.7261	.1480
	NE	49	5.4490	1.3238	.1891

Independent Samples Test

	<i>t</i>	<i>df</i>	<i>Sig. (two-tailed)</i>
Indicator1	-7.719	183	.000
Indicator2	-5.516	182	.000
Indicator3	-4.252	183	.000

4.8.2. Quality Planning and Long Term Perspective

The quality planning and long term perspective is one of the element of the quality management. The quality planning and long term perspective has three components: mission and vision statement, development of short and long quality plans.⁵⁹⁷ Three indicators were used to measure the respondents' views on the long term perspective and quality planning.

Indicator1: The vision and mission of our organization had been developed

Indicator2: In our organization, the short term goals related to the quality improvement had been developed

Indicator3: In our organization, the long term planning for the quality improvement had been developed.

In the Ministry of Industry and Commerce, only over half of the respondents “partially agreed” or “agreed” with the statements in first and second indicators. The positive response for the statement 3 decreased to below 35 percent (Table 4.33). In other words, the establishment of long term quality plans appeared to more problematic as compared to development of short term plans, and mission and vision. On the other hand, the respondents from the Ministry of National Education pointed out the existence of vision, mission, short term and long term quality improvement planning. The percentage of positive responses was over 90 percent for the organizational mission and vision and short term quality plan. Yet, the percentage

⁵⁹⁷ Nevan J. Wright, “Creating a Quality Culture,” *Journal of General Management*. 21: 3 (1996), 19-21, Bushnell and Halus, “TQM,” 357-358.

for the long term was lower, which was over 80 percent (Table 4.34). In both ministries, the percentage of the positive responses for the long term planning was lower as compared to mission and vision, and short term planning. This is in parallel with the related literature since some authors indicate that the long term perspective is problematic for the public sector due to some constraints in the public sector.⁵⁹⁸

Table 4.34: Views of the Respondents on the Quality Planning and Long Term Perspective (As Percentage, the Ministry of Industry & Commerce)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6-Agree</i>	<i>7- Strongly agree</i>
Indicator 1	5.8	20.4	9.5	5.8	37.2	19.0	2.2
Indicator 2	3.6	13.9	10.9	10.2	36.5	21.9	2.9
Indicator 3	6.7	26.9	14.9	17.2	20.9	11.2	2.2

Table 4.35: Views of the Respondents on the Quality Planning and Long Term Perspective (as percentage, the Ministry of National Education)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6-Agree</i>	<i>7- Strongly agree</i>
Indicator 1	-	2.0	2.0	2.0	12.0	54.0	28.0
Indicator 2	-	2.0	-	6.0	18.0	50.0	24.0
Indicator 3	-	2.0	4.0	12.0	18.0	42.0	22.0

T-test was conducted to figure out the difference between the two ministries in terms of employee views on the quality planning and long term perspective. The difference between the two ministries was found to be statistically significant in all three items (t: -7.30, p: .000, t: -6.284, p: .000, t: -7.995, p: .000 for each items respectively).

⁵⁹⁸ Radin and Coffee, "A Critique," 48, Klay, "Transitioning," 256.

Table 4.36: T- test for the Views of the Respondents from Two Ministries on the Quality Planning and Long Term Perspective Group Statistics

	<i>Institution</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Indicator 1	I&C	137	4.1387	1.6635	.1421
	NE	50	5.9800	.9998	.1414
Indicator 2	I&C	137	4.3942	1.5356	.1312
	NE	50	5.8600	.9899	.1400
Indicator 3	I&C	134	3.6119	1.5985	.1381
	NE	50	5.6000	1.1952	.1690

Independent Samples Test

	<i>t</i>	<i>df</i>	<i>Sig. (two-tailed)</i>
Indicator 1	-7.350	185	.000
Indicator 2	-6.284	185	.000
Indicator 3	-7.995	182	.000

4.8.3. Customer Focus and Satisfaction

The customer focus and satisfaction is the central element and principle of the quality management. According to quality management philosophy, the most important purpose of organization is to satisfy the needs and expectations of citizens. The quality management suggests that the customer needs and expectations should be satisfied continuously by means of regular surveys.⁵⁹⁹ TQM also requires involvement of the concerned organizations and citizens in the decision making process. Three indicators were used to measure the employees' view on the customer focus and satisfaction.

Indicator 1: Our organization makes regular surveys in order to learn the needs and expectations of internal and external customers (the employees and citizens).

Indicator 2: The citizens and organizations which our organization gives service are involved in establishment of organization's policy.

Indicator 3: The most important purpose of our organization is to satisfy the needs and expectations of citizens

⁵⁹⁹ Saylor, *TQM*. 56-58, Martin, *Total*. 36-47

The respondents from the Ministry of Industry and Commerce gave mixed responses to indicator 1 and indicator 2. Nearly half of them disagree with the statements. Yet, the majority of respondents stated that the most important goal of their organization was to satisfy the needs and expectations of citizens (Table 4.37). The respondents from the Ministry of National Education gave more positive responses to the all indicators (Table 4.38).

Table 4.37: Views of the Respondents on the Customer Focus and Satisfaction (As Percentage, the Ministry of Industry & Commerce)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6-Agree</i>	<i>7- Strongly agree</i>
Indicator 1	10.9	27.0	9.5	13.1	27.0	9.5	2.9
Indicator 2	7.3	27.0	10.2	10.2	31.4	11.7	.22
Indicator 3	4.4	9.6	5.9	4.4	27.2	36.0	12.5

Table 4.38: Views of the Respondents on the Customer Focus and Satisfaction (As Percentage, the Ministry of National Education)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6-Agree</i>	<i>7- Strongly agree</i>
Indicator 1	-	2.0	10.2	10.2	24.5	40.8	12.2
Indicator 2	4.1	6.1	12.2	6.1	42.9	22.4	6.1
Indicator 3		8.2	6.1	-	30.6	36.7	18.4

T- test was conducted to figure out the statistical significance between the two ministries in terms of these indicators. T- test results signified the difference between the two ministries in the first two indicators (t: -6.388, p.: 000, t: -3.497 p: .000 respectively). On the other hand, there was no statistically significant difference between the two ministries in terms of indicator 3 (t: 1.441, p: .151) In other words, the respondents from both ministries believed that the most important goal of their

organizations was to satisfy the needs and expectations of citizens. However, the respondents from the Ministry of Industry and Commerce did not agree with the statement that the organization had taken necessary measures for the satisfaction of citizens' needs and expectations.

Table 4.39: T- test for the Views of the Respondents from Two Ministries on the Customer Focus and Satisfaction

Group Statistics

	Ministry	N	Mean	Std. Deviation	Std. Error Mean
Indicator 1	I&C	137	3.5839	1.7092	.1460
	NE	49	5.2857	1.2416	.1774
Indicator 2	I&C	137	3.7518	1.6662	.1424
	NE	49	4.6939	1.4748	.2107
Indicator 3	I&C	136	4.9853	1.6510	.1416
	NE	49	5.3673	1.4097	.2014

Independent Samples Test

	t	df	Sig. (two-tailed)
Indicator 1	-6.388	184	.000
Indicator 2	-3.497	184	.001
Indicator 3	-1.441	183	.151

4.8.4. Human Resources Management

Human resources management constitutes “the soft” aspect of the quality management. It includes the efforts to develop and realize full potential of workforce as well as the creation of an environment conducive to full participation and team work.⁶⁰⁰ According to quality management, the employee training and education is the key for the development of workforce and creation of team spirit.

Three indicators measured the views of the respondents on this element:

⁶⁰⁰ Bowen and Lawyer, “Total,” 30, Wilkinson, Godfrey and Morhington, “Bouquets,” 805.

Indicator 1: The upper management in our organization supports and motivates the whole workforce in the developing themselves and realizing their full potentials

Indicator 2: The employees in our organization have taken necessary training and education about TQM tools and concepts.

Indicator 3: There exist team spirit and coordination in our organization

As it can be seen in Table 4.40, almost half of the respondents from the Ministry of Industry and Commerce had negative response for indicator 1 and indicator 3. On the other hand, they had more positive views on the indicator 2. That is, majority of them stated that the workforce had taken necessary TQM training (Table 4.40) Unlike the respondents from the Ministry of Industry and Commerce, over the 90 percent of respondents from the Ministry of National Education agreed with all statements (Table 4.41).

Table 4.40: Views of the Respondents on the Human Resources Management (As Percentage, the Ministry of Industry & Commerce)

	<i>Strongly disagree</i>	<i>Disagree</i>	<i>Partially disagree</i>	<i>Neutral</i>	<i>Partially agree</i>	<i>Agree</i>	<i>Strongly agree</i>
Indicator 1	18.2	30.7	3.6	5.8	26.3	12.4	2.9
Indicator 2	4.4	19.0	10.9	7.3	38.0	16.1	4.4
Indicator 3	16.1	27.0	13.9	2.9	27.0	10.9	2.2

Table 4.41: Views of the Respondents on the Human Resources Management (As Percentage, the Ministry of National Education)

	<i>Strongly disagree</i>	<i>Disagree</i>	<i>Partially disagree</i>	<i>Neutral</i>	<i>Partially agree</i>	<i>Agree</i>	<i>Strongly agree</i>
Indicator 1	-	2.0	2.0	2.0	34.0	36.0	26.0
Indicator 2	-	2.0	4.0	2.0	40.0	40.0	12.0
Indicator 3	-	4.0	-	-	18.0	56.0	22.0

T- test was conducted to figure out the difference between the two ministries. The results indicated that there was a statistically significant difference in terms of all three indicators (t: -8.414, p: .000, t: -5.148, p: .000, t: -9.245, p: .000).

Table 4.42: T- test for the Views of the Respondents for two Ministries on Human Resource Management

Group Statistics

	Ministry	N	Mean	Std. Deviation	Std. Error Mean
Indicator 1	I&C	137	3.4015	1.8960	.1620
	NE	50	5.7800	1.0359	.1465
Indicator 2	I&C	137	4.2117	1.6289	.1392
	NE	50	5.4800	1.0150	.1435
Indicator 3	I&C	137	3.3942	1.7961	.1534
	NE	50	5.8800	1.0230	.1447

Independent Samples Test

	t	df	Sig. (two-tailed)
Indicator 1	-8.414	185	.000
Indicator 2	-5.148	185	.000
Indicator 3	-9.245	185	.000

4.8.5. Process Management

Process management constitutes the hard aspect of quality management. The improvement of the processes is the foundation of continuous improvement, which is the main principle of the quality management.⁶⁰¹ One of the effective tools for the process improvement is the suggestion system that has been widely used since 1950s. The suggestion system provides an opportunity for the process improvement as well as for the organizational communication and worker self development.⁶⁰² The database for the quality improvement provides a road map for the quality improvements.

Three indicators used to measure the process management are as follow:

Indicator1: In our organization, the work processes are defined and they are continuously improved.

⁶⁰¹ Dean and Bowen, "Management," 407.

⁶⁰² Imai, *Kaizen*. 111-113.

Indicator 2: Any employee who has an idea about process improvement has an opportunity to explain her/his ideas within a formal suggestion system.

Indicator 3: Our organization has a database for the quality improvement.

The respondents from the Ministry and Commerce had relatively positive opinions on process improvement and suggestion systems (over 60 percent) while the percentage decreased to below 50 percent for the database (Table 4.43). On the other hand, the respondents from the Ministry National Education positively responded for all three indicators (over the 90 percent for first and second, and just below the 90 percent for the third one (Table 4.44).

Table 4.43: Views of the Respondents on Process Management (As percentage, the Ministry of Industry & Commerce)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6-Agree</i>	<i>7- Strongly agree</i>
Indicator 1	5.9	11.0	8.8	10.3	36.8	22.1	5.1
Indicator 2	2.2	23	5.9	9.6	32.6	21.5	5.2
Indicator 3	8.1	19.1	8.1	17.6	25.0	20.6	1.5

Table 4.44: Views of the Respondents on Process Management (As Percentage, the Ministry of National Education)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6-Agree</i>	<i>7- Strongly agree</i>
Indicator 1	2.0	2.0	-	-	24.5	46.9	24.5
Indicator 2	-	2.0	-	8.2	20.4	49.0	20.4
Indicator 3	-	2.0	2.0	1.2	30.0	46.9	6.1

T-test results signified that there was difference between the two ministries in terms of all three indicators (t: -5.458, p: .000, t: -5.526, p: .000, t:- 5.383, p: .000, respectively).

Table 4.45: T- test for the Views of the Respondents From Two Ministries on Process Management Group Statistics

	<i>Ministry</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Indicator 1	I&C	136	4.4779	1.6008	.1373
	NE	49	5.8367	1.0868	.1553
Indicator 2	I&C	135	4.3259	1.6564	.1426
	NE	49	5.7347	1.0950	.1564
Indicator 3	I&C	136	4.0000	1.6733	.1435
	NE	49	5.3673	.9936	.1419

Independent Samples Test

	<i>t</i>	<i>df</i>	<i>Sig. (two-tailed)</i>
Indicator 1	-5.458	183	.000
Indicator 2	-5.526	182	.000
Indicator 3	-5.383	183	.000

4.8.6. Information and Analysis (Management by Fact)

Management by fact constitutes the hard aspect of quality management together with the process management. Management by fact means that all the decisions should be based on the information and data gathered by using quality tools and techniques. It covers adequacy of company data, information, and analysis system to support improvements of services, products and operations.⁶⁰³

Three items were used to measure the employees’ views organizational practices related to the management by fact:

Indicator 1: In our organization, TQM techniques are always used for data analysis related to quality improvement.

Indicator 2: In our organization, employees are always given information about what extend the organizational goals have been accomplished

Indicator 3: In our organization, employees can access the information needed for the better accomplishment of their duties.

⁶⁰³ Ross, *Total*. 4.

More than half of the respondents from the Ministry of Industry and Commerce gave negative responses for the indicator 1 and indicator 2. The responses for the indicator 3 seemed to be more positive. More than half of the respondents indicated that employees could access to the necessary information needed for the quality improvement (Table 4.46). The respondents from the Ministry of National Education, on the other hand, believed in the existence of information analysis system in their organization. Nearly 90 percent of them gave positive responses for all three indicators (Table 4.47).

Table 4.46: Views of the Respondents on Management by Fact (As Percentage, the Ministry of Industry & Commerce)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6- Agree</i>	<i>7- Strongly agree</i>
Indicator 1	10.0	22.2	8.1	18.5	27.4	12.6	.7
Indicator 2	13.2	33.8	9.6	11.0	19.9	9.6	2.9
Indicator 3	6.6	17.6	14.7	3.7	37.5	13.2	6.6

Table 4.47: Views of the Respondents on Management by Fact (As Percentage, The Ministry of National Education)

	<i>1- Strongly disagree</i>	<i>2- Disagree</i>	<i>3- Partially disagree</i>	<i>4- Neutral</i>	<i>5- Partially agree</i>	<i>6- Agree</i>	<i>7- Strongly agree</i>
Indicator 1	2.0	-	2.0	-	24.5	46.9	24.5
Indicator 2	2.0	-	-	8.2	20.4	49.0	20.4
Indicator 3	-	2.0	2.0	12.2	30.6	46.9	6.1

T-test was conducted to analyze the difference between two ministries. The test results indicated two ministries were significantly different in terms of three indicators (t: -7.143, p: .000, t: -8.929, p: .000, t: -5.292, p: .000).

Table 4.48: T- test for the Views of the Respondents From Two Ministries on Management by Fact

Group Statistics

	Ministry	N	Mean	Std. Deviation	Std. Error Mean
Indicator 1	I&C	135	3.7111	1.6385	.1410
	NE	50	5.5200	1.1822	.1672
Indicator 2	I&C	136	3.3088	1.7406	.1493
	NE	50	5.6400	1.0053	.1422
Indicator 3	I&C	136	4.1397	1.7178	.1473
	NE	50	5.5200	1.0925	.1545

Independent Samples Test

	t	df	Sig. (two-tailed)
Indicator 1	-7.143	183	.000
Indicator 2	-8.929	184	.000
Indicator 3	-5.297	184	.000

4.9. Quality Improvements After Quality Management Initiatives

It is expected that the quality management practices produce improvements in many areas. For example, Malcolm Baldrige Award model proposes improvements in areas such as customer satisfaction, product and service quality, productivity improvements, customer retention, and increased market share.⁶⁰⁴ Similarly, EFQM Excellence Model anticipates improvements in people satisfaction, customer satisfaction, and business results as a result of quality management initiatives.⁶⁰⁵ According to the nationwide survey conducted by United States General Accounting Office (GAO), respondents stated that improvements occurred in productivity, cost

⁶⁰⁴ Rao and et al, *Total*. 73.

⁶⁰⁵ EFQM, *The European*. 30-31.

reduction, product and service quality, overall service to customers, customer satisfaction, and timeliness of the services.⁶⁰⁶

Three scales measured the respondents' perceptions on the improvements as a result of quality initiatives; improvements in productivity and quality of services, improvements in customer focus and satisfaction, and improvements in human resources practices. Each scale consisted of different number of items. Three items measured improvements in productivity and quality of services. Four items measured improvements in customer focus and satisfaction while seven items measured improvements in human resources management. For each item, seven-point Likert scale anchored by "strongly disagree" to "strongly agree" were used. Reliability coefficients (alphas) and factor analysis were calculated for each scale. The alpha scores were .8056 for productivity improvement, .6537 for customer focus and satisfaction, and .9565 for human resource management improvement. Extracted variance for each item was 74.73, 65.245 and 79.34 respectively (Table 4.49).

Table 4.49: Scale Reliability and Factor Analysis for the Improvements After the Quality Management Initiatives

<i>Scale</i>	<i>Scale Reliability</i>	<i>Extracted Variance (%)</i>
Productivity & service quality	.8056	74.739
Customer focus and satisfaction	.6537	65.245
Human resources management	.9565	79.343

4.9.1. Improvement in Productivity and Quality of Services

Three indicators measured the improvements in productivity and quality of service. The respondents were asked to what extent they believed that improvements occurred in the following areas:

⁶⁰⁶ Hunt, *Quality*. 12-15.

- Indicator 1: Improvement in efficiency/productivity
- Indicator 2: Improvement in quality of services
- Indicator 3: Improvement in timeliness of services

The valid percent of the positive responses (partially agree, agree and strongly agree) are given for both ministries in Table 4.50. As it can be seen from the Table, more than 60 percent of the respondents from the Ministry of Industry and Commerce gave positive responses for all three indicators. The percent of the positive responses from the Ministry of National Education was over 70 percent for all three indicators. Thus, majority of respondents from both ministries believed that productivity and quality improvements occurred after quality management initiatives.

Table 4.50: The Perceived Improvements in Productivity and Service Quality (As Percentage)

<i>Indicator</i>	<i>Ministry of Industry and Commerce</i>			<i>Ministry of National Education</i>		
	Partially agree	Agree	Strongly agree	Partially agree	Agree	Strongly agree
Indicator 1	36.3	22.2	7.4	30.0	46.0	6.0
Indicator 2	28.9	31.9	5.2	36.7	36.7	8.2
Indicator 3	36.3	28.9	6.7	28.0	42.0	12.0

T- test was conducted to figure out whether there was difference between two ministries in terms of three indicators. The results showed that there was significant difference between two ministries in terms of first two indicators, which are improvement in productivity and efficiency, and improvement in the quality of services. (t: -2.574, p: .011, t: -2.276, p: .024) On the other hand, no statistically significant difference was found in terms of indicator 3, which is improvement in the timeliness of the services. (t: -.853, p: .395).

Table 4.51: T-test for Improvements in Productivity and Service Quality for Two Ministries

Group Statistics					
	<i>Ministry</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Indicator1	I&C	135	4.4667	1.7225	.1483
	NE	50	5.1600	1.3303	.1881
Indicator2	I&C	135	4.4963	1.7572	.1512
	NE	49	5.1224	1.3012	.1859
Indicator3	I&C	135	4.8741	2.1663	.1864
	NE	50	5.1600	1.5696	.2220

Independent Samples Test

	<i>t</i>	<i>df</i>	<i>Sig. (two-tailed)</i>
Indicator1	-2.574	183	.011
Indicator2	-2.276	182	.024
Indicator3	-.853	183	.395

4.9.2. Improvements in Costumer Focus and Satisfaction

Four indicators measured the respondents’ views on the improvements in costumer focus and satisfaction:

Indicator 1: Improvement in costumer (citizen) focus and satisfaction

Indicator 2: Improvements in employees’ empathy and responsiveness towards citizens

Indicator 3: Improvements in citizens’ involvement in organizational policy making

Indicator 4: Improvement in serving citizens equally without making discrimination

The majority of the respondents from both ministries indicated improvements in citizens’ focus and satisfaction except for the in indicator 3, which is citizens’ involvement in organizational policy making. Even though the respondents from the Ministry of National Education responded more positively to this item as compared to those from Ministry of Industry and Commerce, it was relatively lower than other three items. Therefore, the positive responses for the citizens’ involvement in organizational decision making seemed to be relatively lower in both ministries.

Table 4.52: The Perceived Improvements in Customer Focus and Satisfaction (As Percentage)

<i>Indicator</i>	<i>Ministry of Industry and Commerce</i>			<i>Ministry of National Education</i>		
	Partially agree	Agree	Strongly agree	Partially agree	Agree	Strongly agree
Indicator 1	29.1	26.9	7.5	36.0	38.0	8.0
Indicator 2	26.1	32.8	8.2	28.0	38.0	8.0
Indicator 3	21.8	15.0	3.8	30.0	28.0	6.0
Indicator 4	25.9	30.4	8.1	28.0	36.0	12.0

The results for t-test figured out no statistically significant difference between two ministries in three indicators, namely empathy and responsiveness, involvement in organizational policy making, and equal service to the citizens (t: -1.433, p: .154, t:-.402, p:.688, p: .606 respectively). There was significant difference in terms of only one indicator, which is the improvement in customer focus and satisfaction (t: -2.060, p: .041).

Table 4. 53: T-test for improvements in Customer Focus and Satisfaction for Two Ministries

	<i>Ministry</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Indicator1	I&C	134	4.5821	1.6466	.1422
	NE	50	5.1200	1.3649	.1930
Indicator2	I&C	134	4.7313	1.6414	.1418
	NE	50	5.1000	1.2817	.1813
Indicator3	I&C	133	4.2782	5.5710	.4831
	NE	50	4.6000	1.6036	.2268
Indicator4	I&C	135	4.8519	2.9788	.2564
	NE	50	5.0800	1.5097	.2135

Independent Samples Test

	<i>t</i>	<i>df</i>	<i>Sig.(two-tailed)</i>
Indicator1	-2.060	182	.041
Indicator2	-1.433	182	.154
Indicator3	-.402	181	.688
Indicator4	-.517	183	.606

4.9.3. Improvements in Human Resources Practices

The quality management is expected to have positive impact on many human resources practices such as teamwork, employee morale and empowerment of

employees. Seven indicators measured the employees' view on the human resources practices improvements:

- Indicator 1: Improvements in employees' quality consciousness
- Indicator 2: Improvement in employees' morale
- Indicator 3: Improvement in team and group work
- Indicator 4: Improvement in coordination between organizational units and among employees
- Indicator 5: Improvement in empowerment of employees
- Indicator 6: Improvement in employee- management relations
- Indicator 7: Improvement in organizational training and education

Only less than half of the respondents from the Ministry of Industry and Commerce stated that there occurred improvements in areas except for employees' quality consciousness and organizational training and education. Approximately 60 percent of the respondents agreed that employees' quality consciousness and organizational training and education had improved after the quality management initiatives. Unlike respondents from the Ministry of Industry and Commerce, the respondents from the Ministry of National Education stated that quality management led to improvements in all human resources management areas. The percentage for all indicators was over the 75 percent (Table 4.54).

Table 4. 54: The Perceived Improvements in Human Resources Management (As Percentage)

Indicator	Ministry of Industry and Commerce			Ministry of National Education		
	Partially agree	Agree	Strongly agree	Partially agree	Agree	Strongly agree
Indicator 1	35.6	20.7	5.2	24.0	44.0	20.0
Indicator 2	20.9	14.2	5.2	16.0	44.0	26.0
Indicator 3	26.7	14.8	4.4	12.0	48.0	26.0
Indicator 4	25.4	17.9	4.5	20.0	36.0	28.0
Indicator 5	23.7	16.8	2.3	28.0	34.0	18.0
Indicator 6	24.8	18.0	6.0	16.0	44.0	26.0
Indicator 7	31.5	24.6	5.2	28.0	44.0	10.0

T- test for the seven items was conducted to find out the difference between two ministries. The t-test result indicated statistically significant difference in all seven indicators (t: -4.608, p: .000, t: -6.933, p: .000, t: -6.912, p: .000, t: 6083, p: .000, t: -5.291, p: 000, t: 5.865, p. 000, t: -3.660, p: .000).

Table 4.55: T-test for Improvements Human Resource Management Practices for Two Ministries

Group Statistics

	<i>Ministry</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Indicator1	I&C	135	4.2889	1.7272	.1487
	NE	50	5.5400	1.3734	.1942
Indicator2	I&C	134	3.6343	1.8579	.1605
	NE	50	5.6400	1.3962	.1975
Indicator3	I&C	135	3.7704	1.7953	.1545
	NE	50	5.7000	1.3439	.1901
Indicator4	I&C	134	3.9030	1.7849	.1542
	NE	50	5.6000	1.3702	.1938
Indicator5	I&C	131	3.6412	1.8400	.1608
	NE	50	5.2000	1.5779	.2231
Indicator6	I&C	133	3.9774	1.8152	.1574
	NE	50	5.6400	1.3815	.1954
Indicator7	I&C	134	4.3582	1.7098	.1477
	NE	50	5.3200	1.1856	.1677

Independent Samples Test

	<i>t</i>	<i>df</i>	<i>Sig. (two-tailed)</i>
Indicator1	-4.608	183	.000
Indicator2	-6.933	182	.000
Indicator3	-6.912	183	.000
Indicator4	-6.083	182	.000
Indicator5	-5.291	179	.000
Indicator6	-5.865	181	.000
Indicator7	-3.660	182	.000

4.10. A Relational Model For the Elements of TQM and Quality Improvements

In the related literature, it is usually suggested that the practices of quality management elements lead to certain improvements.⁶⁰⁷ The regression analysis was used to explore the relationship between the elements of quality management and perceived quality improvements. Means of each three items used to measure elements of quality management were calculated as the aggregate mean of each element. Similarly, the aggregate means of three improvement areas were calculated for the analysis as the aggregate means of improvement areas.

The Baldrige Model defines the leadership as the driver. The management of the organization creates an organizational environment where the other elements of quality management can flourish. Therefore, regression analysis was conducted between the leadership and other five elements of quality management. The results indicated that the leadership element was the predictor of the other five elements (Table 4.56).

Table 4.56: Model Summary For the Leadership and Other Five Elements of TQM

<i>Dependent</i>	<i>R</i>	<i>R Square</i>	<i>Adjusted R Square</i>
Strategic Planning	.728	.530	.528
Human Resources Man.	.749	.562	.559
Customer Focus & Sat.	.639	.408	.408
Information and Analysis	.757	.573	.570
Process Management	.728	.530	.528

Predictors: (Constant), Leadership

As a second step, the linear regression analysis was conducted between the six elements of quality management and three improvement areas. The stepwise method was utilized for the analysis. The process management and customer focus

and satisfaction appeared the predictors of the productivity and quality improvement (Table 4.57).

Table 4.57: Model Summary for the Productivity and Quality Improvement and Six Elements of TQM

<i>Model</i>	<i>R</i>	<i>R Square</i>	<i>Adjusted R Square</i>	<i>Std. Error of the Estimate</i>
1	.527	.278	.274	1.2904
2	.562	.316	.308	1.2593

a Predictors: (Constant), Process Management

b Predictors: (Constant), Process Management, Costumer Focus and Satisfaction

The predictors for the costumer focus and satisfaction improvement were the elements of process management and costumer focus and satisfaction (Table 4.58). Finally, quality planning, human resources management, and process management were found as the predictors of the improvements in the human resources practices (Table 4.59).

Table 4. 58: Model Summary for the Costumer Focus and Satisfaction Improvement and Six Elements of TQM

<i>Model</i>	<i>R</i>	<i>R Square</i>	<i>Adjusted R Square</i>	<i>Std. Error of the Estimate</i>
1	.428	.183	.179	1.7015
2	.469	.220	.211	1.6675

a Predictors: (Constant), Process Management

b Predictors: (Constant), Process Management, Costumer Focus and Satisfaction

Table 4.59: Model Summary for the Human Resources Improvement and Six Elements of TQM

<i>Model</i>	<i>R</i>	<i>R Square</i>	<i>Adjusted R Square</i>	<i>Std. Error of the Estimate</i>
1	.680	.462	.459	1.1920
2	.728	.530	.524	1.1179
3	.741	.549	.541	1.0980

a Predictors: (Constant), Quality Planning

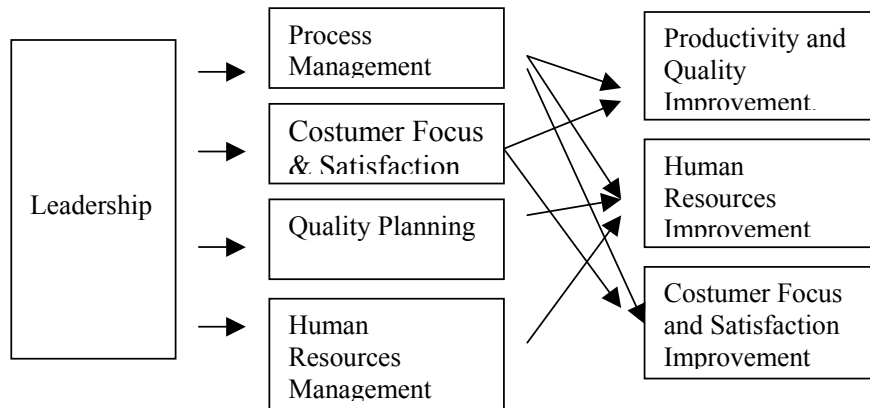
b Predictors: (Constant), Quality Planning, Human Resources Management

c Predictors: (Constant), Quality Planning, Human Resources Management, Process Management

Depending on the regression analysis, one can draw a model for the quality management elements and improvements (Figure 4.1). Similar to both Baldrige and

⁶⁰⁷ Berman and West, "Municipal," 64, Carr and Luttman, *Excellence*. 324-326.

Figure 4.1: A Relational Model for the TQM Elements and Improvements



EFQM Excellence models, the elements of the quality management have a dynamic relationship. The regression analysis showed that two features of quality management appeared to be more significant as compared to other elements. The first one is the leadership. The leadership is defined as the “driver” in both Baldrige and EFQM Excellence models.⁶⁰⁸ Similarly, all the quality experts agree that the top management is the leading and the most important determinant for the quality management implementation and success. The other element that appeared be relatively significant is the process management. In the regression analysis, constituting the hard core of quality management, process management was the predictor of all of three improvement areas. According to the quality management philosophy, the continuous improvement depends on the defining and, then continuous improvement of the work processes. Therefore, the continuous improvement of processes leads to quality and productivity improvements. The controlling and improvement of the processes is also expected to have a positive impact on both internal (employees) and external (citizens) customer satisfaction.

⁶⁰⁸ Hardjono, ten Have and ten Have, *The European*. 46-49, Rao and et al, *Total*. 587.

The process management creates a stable system and service standards that give the way to better human resources relations and increased customer focus and satisfaction.

4.11. The Barriers and Problems For the Implementation of Quality Management

There are some potential problems and barriers for the quality management in the public sector context as explained chapter 2 and chapter 3. The respondents were asked about the importance of these problems for the quality management initiatives in terms of their organizations. The view of the respondents were measured by a seven- Likert scale anchored “not important at all” to “very important.” One sample test was conducted in two steps. In the first step, test value was taken as six (important problem). Then, partially important problem (the value five) was taken as the test value.

The test result pointed out that respondents from the Ministry of Industry and Commerce viewed five problems “as important.” These problems were lack of long term perspective, the resistance of management for participatory management style, the resistance of employees towards the measurement and evaluation of the work processes, lack of communication between departments, and problems related to personnel system (Table 4.60).

Table 4.60: The Problems Viewed as “Important” by the Respondents from the Ministry of Industry and Commerce (Test Value: 6)

<i>Problem</i>	<i>Mean</i>	<i>t value</i>	<i>Sig. (two tailed)</i>
Lack of long term perspective	5.9624	-.408	.684
The managements’ resistance towards participatory management	6.3806	.630	.530
Resistance towards measurement of work processes	5.8722	-.276	.783
Lack of communication among organizational units	5.8195	-1.709	.090
Public personnel system	5.9104	-.755	.452

The respondents found the majority of the problems as “partially important.” These included problems such as lack of top management support, the frequent turnover of management, the difficulties in measuring and evaluating the customer satisfaction, the political interventions in the administration of the organization. The issue of quality vs. quantity dilemma (meeting the needs in greater depth and or minimum services to more people) ⁶⁰⁹ as mentioned by Rago was found neither important nor partially important by the respondents.

The only problem conceived as “important” by the respondents from the Ministry of National Education was “the budgetary constraints and inadequate resources” (test value 6, mean: 5.8974, t: -.480, p: .634). The majority of the problems were viewed as “partially important.” These included problems such as inadequate education and training, lack of long term perspective, the political intervention in the management of organization, the problems related to public personnel system (Table 4.61).

⁶⁰⁹ Rago, “Adopting,” 634.

Table 4.61: The Problems Viewed as “Partially Important” by the Respondents from the Ministry of National Education (Test Value: 5)

<i>Problem</i>	<i>Mean</i>	<i>t value</i>	<i>Sig. (2- tail.)</i>
Lack of enough training and education	5.0513	.208	.836
Lack of long term perspective	5.4324	1.956	.058
Resistance towards participatory management	5.0263	.099	.922
Resistance towards measurement of work processes	5.2821	1.121	.270
Problems in measuring customer (citizen) satisfaction	5.2564	1.350	.185
Lack of communication among organizational units	5.4615	1.897	.065
The problem of work force' lack of self lack confidence in using TQM tools and techniques	4.8462	-.572	.570
Political intervention in the management of organization	4.8919	-.332	.742
Public personnel system	5.2308	.851	.400

Respondents from the Ministry of National Education viewed six potential problems cited in the literature as neither “important” nor “partially important”. It can be interpreted that the employees do not evaluate these potential problems as barriers for the implementation of quality management in their organizations. The problems included the following items: lack of management support, the frequent turnover of the management, the problem of defining the customer, the problem of satisfying the citizens’ needs due to differences in the expectation and demands, the organization culture as a barrier for the quality management, the problem of quality vs. quantity.

T- test was conducted in order to figure out the similarities and differences between two ministries on the perceived problems. The test result indicated that there was no statistically significant difference between two ministries in the nine potential problems.

Table 4.62: The Problems that Respondents from Both Ministries Gave Similar Responses (The Result of t-test)

Group Statistics

	<i>Ministry</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
Problem 1	I&C	134	6.3806	6.9971	.6045
	NE	38	5.0263	1.6355	.2653
Problem 2	I&C	133	5.8722	5.3405	.4631
	NE	39	5.2821	1.5719	.2517
Problem 3	I&C	134	5.2164	1.4785	.1277
	NE	39	5.2564	1.1858	.1899
Problem 4	I&C	135	5.6889	1.5085	.1298
	NE	39	5.8974	1.3337	.2136
Problem 5	I&C	133	5.8195	1.2175	.1056
	NE	39	5.4615	1.5191	.2433
Problem 6	I&C	135	5.3630	1.3801	.1188
	NE	39	4.8462	1.6786	.2688
Problem 7	I&C	134	4.6716	1.7070	.1475
	NE	38	4.5263	1.6723	.2713
Problem 8	I&C	133	4.9850	1.6696	.1448
	NE	38	4.6579	1.6970	.2753
Problem 9	I&Ci	133	4.3835	1.8037	.1564
	NE	40	3.9500	1.8940	.2995

<i>Problem</i>	<i>t value</i>	<i>Sig. (two tailed)</i>
The management's resistance towards participatory management	1.182	.239
Resistance towards measurement of work processes	.680	.497
Problems in measuring citizens' satisfaction	-.155	.877
Budgetary constraints and inadequate resources	-.780	.437
Lack of communication among organizational units	1.523	.130
The problem of work force' lack self confidence in using TQM tools and techniques	1.959	.052
The problem of defining the customer in the public sector	.465	.642
The problem of satisfying the citizens' needs due to differences in the expectation and demands	1.061	.290
The problem of quality vs. quantity	1.317	.189

Some problems appeared to be relatively more important in both ministries. These problems are also cited as potential problems in the related literature. These are as follow: lack of long term perspective, inadequate communication between organizational units, resistance of management towards participatory style of

management, resistance towards measurement of work processes, and problems originating from public personnel system.

Some issues, which are cited as potential problems in the literature, did not appear to be so serious problems for the respondents. The problems are mostly related to citizens as costumers of public services. In the literature, the issue of “citizens as customers” is perhaps the most crucial debate among the scholars. It is argued that it is quite difficult to apply the customer concept in the public sector due to issues such as the problem of defining customer, the balancing conflicting demands and expectation of citizens as customers.⁶¹⁰ On the other hand, the results indicated that ambiguity of defining customer did not seem to exist at the degree some would expect. Another important issue debated in the literature is the so called “quantity vs. quality dilemma.” It is argued that public agencies have to decide whether to meet the needs of citizens in greater depth (the quantity side of dilemma), or to provide minimum services to the more people (quality side of dilemma). The respondents did not evaluate this issue as an important problem. Some respondents wrote on the questionnaire form “we try to serve the best quality with the existing resources.” Yet, this problem might be important for some public services such as hospitals where the administration has to decide to serve to minimum services to more citizens or more quality services to a limited number of citizens.

A group of problems appeared to be viewed differently by respondents from each ministry. The respondents from the Ministry of National Education did not view the management support, frequent turnover of the management, and organizational culture as the significant problems for the quality management initiatives in their

organization. On the contrary, the respondents from the Ministry of Industry and Commerce viewed these problems as ‘partially important’. Similarly, the respondents from the Ministry of National Education perceived the problem of long term perspective and public personnel system as the “partially important” while these problems appeared to be “important” in the Ministry of Industry and Commerce. This is probably due to the different organizational context and approaches that each ministry followed for adopting the quality management.

**Table 4.63: The Problems that Respondents from Each Ministry Gave Different Responses (The Result of t-test)
Group Statistics**

	<i>Ministry</i>	<i>N</i>	<i>Mean</i>	<i>Std. Deviation</i>	<i>Std. Error Mean</i>
problem1	I&C	135	5.5926	1.4522	.1250
	NE	39	3.5641	1.7136	.2744
problem2	I&C	135	5.6741	1.5445	.1329
	NE	39	4.2821	1.5381	.2463
problem3	I&C	135	5.6444	1.3409	.1154
	NE	39	5.0513	1.5381	.2463
problem4	I&C	133	5.9624	1.0618	9.207E-02
	NE	37	5.4324	1.3445	.2210
Problem5	I&C	132	5.6591	1.5424	.1343
	NE	37	4.8919	1.9830	.3260
Problem6	I&C	134	5.9104	1.3736	.1187
	NE	39	5.2308	1.6930	.2711
Problem7	I&C	133	5.2556	1.5258	.1323
	NE	39	4.5641	1.6025	.2566

Independent Samples Test

<i>Problem</i>	<i>t value</i>	<i>Sig. (two tailed)</i>
Lack of management support	7.271	.000
The frequent turnover of management	4.962	.000
Inadequate education and training	2.353	.020
Lack of long term perspective	2.527	.012
The political interventions in the management of organization	2.504	.013
The problems originating from public personnel system	2.515	.011
The problem of organizational culture	2.461	.015

⁶¹⁰ Swiss, “Adopting,” 358-359, Hyde, “Proverbs,” 32.

4.12. Discussion and Implications

The survey conducted in two ministries, namely the Ministry of Industry and Commerce and the Ministry of National Education, aimed to explore the views of employees' on different issues discussed in the literature. The survey results represent the views of workforce rather than actual practices, impacts and problems for implementing TQM. Therefore, the survey results should be interpreted cautiously for some reasons. First, the Turkish bureaucracy has a centralized and hierarchical structure. A survey conducted in the Turkish banks suggests that management adopted "iron hand in a velvet glove approach" for the adoption of quality management. Even though they delegated some authority to subordinates they did not tolerate employee resistance and controlled decision making procedures. Therefore, the adoption of TQM followed "a dual pathway": empowerment with a strict management control.⁶¹¹ Similarly, in both Ministries that survey conducted the administration decided to adopt quality management and then workforce incorporated into the quality management project. In other words, participation for the quality management projects was not voluntary. Second, quality management assumes an organic unity in organizations and aims to create a homogeneous organizational culture. Partly for this reason, quality management literature is not gender sensitive/conscious. In other words, quality management literature ignores gender issue together with pluralistic nature of organizational environment. In the literature, it is argued that in the organizations that adopted quality management TQM teams and peer pressure replace hierarchical control. Some believe that peer

pressure and teams can be incredibly coercive even when they practice participatory democracy.⁶¹² All these might create “Hawthorne effect” meaning that the respondents might have given responses that the administration or their peers expected rather than their “real opinions.” In order to avoid these problems, in the questionnaire it was openly stated that personal information about the respondents would be confidential. Personal interviews conducted by the author also indicated that the employees expressed their positive and/or critical opinions on the quality management related issues. Likewise, in the questionnaire some participants in both Ministries stated negative responses for TQM and quality management practices. Despite these facts, the survey results should be interpreted cautiously considering some characteristics of Turkish public administration system.

The survey results suggest that the employees from both ministries had positive attitudes towards the quality management. The great majority of the respondents agreed in the necessity and usefulness of the quality management in the Turkish public sector. Furthermore, only a small percentage viewed quality management as a fad or ideological tool.

The factors affecting the employees’ views on the quality management appeared to be institution (ministry), status (position), and educational level of respondents. Although the respondents from both ministries have similar views on the definitions of quality management (TQM as management approach), the participants from the Ministry of National Education have more positive views on the necessity and usefulness of quality management in the public sector. The related

⁶¹¹ Mellahi and Eyupoglu, “Critical,” 753.

⁶¹² Boje and Winsor, “The Resurrection,” 63, Connar, “Total,” 506-507.

literature suggests that lowest rank employees generally have more positive attitudes towards quality management while middle managers have less favorable attitudes towards TQM. As suggested in the related literature, the survey results indicate that lowest rank employees have more positive attitudes whereas lower to middle managers have less favorable attitudes towards TQM. Third factor that affected the participants' views on the quality management is level of education. The employees' views on the quality management were found positively associated with their level of education.

A greater majority of respondents pointed out the necessity of a comprehensive reform in the public sector, too. However, nearly half of the respondents indicated that quality management could be implemented effectively under current conditions, without making comprehensive reforms. Interestingly, a previous survey conducted in two public organizations found similar results.⁶¹³ This seems to be a contradiction at the first glance. In Western countries, the quality management became a part of and went hand in hand with the massive reforms in the public sector. The reforms paved the way for some structural, managerial and cultural changes in the public sector organizations. In Turkey, however, the administrators adopted the quality management in the existing conditions. While the need for a comprehensive public administration reform is so necessary, the possibility of success of such a reform seems to be very low when one considers the fate of previous reform projects. In addition, the comprehensive public sector reforms require strong political authority and leadership, which does not currently

⁶¹³ Balci, "Toplam," 128.

exist in Turkey. In other words, the initiation of a comprehensive reform is beyond the authority of individual bureaucrats and public employees. Therefore, adopting quality management at the organizational level seems to be a clever as well as the only viable strategy.

The respondents from the two ministries had different views on the success of the quality management and implementation of quality management elements in their organizations. The majority of the respondents from the Ministry of National Education rated quality management program “successful” whereas those from the Ministry of Industry and Commerce found it only “partially successful”. The difference between the two ministries could be due to different factors. As mentioned before, the two ministries utilized different approaches. The Ministry of National Education used an incremental strategy while the Ministry of Industry and Commerce followed a more “revolutionary” one. The literature suggests that the incremental, step by step approach would more likely to be successful.⁶¹⁴ The Ministries also adopted different models. Although the Ministry of Industry and Commerce claimed to adopt quality management in the broader sense by calling the project “the Journey Towards Excellence”, its model was closer to quality assurance or quality control. The ministry received ISO 9002 certificate as the first step for the quality management implementation. Yet, it seemed to have trouble in further developing the project as the quality management in the full sense. On the contrary, the Ministry of National Education used EFQM Excellence model for their project.

The Ministries not only differed in the approaches and models but they also implemented quality management in different organizational contexts. The Ministry

of Industry and Commerce has a highly bureaucratic organizational structure with various hierarchical levels. On the other hand, the department of Ministry of National Education where the survey conducted has a relatively flatter structure with fewer hierarchical levels. The literature indicates the inflexible and bureaucratic organization structure as a potential barrier for the TQM implementation.⁶¹⁵ In addition, the Ministry of National Education experienced a more stable political and administrative environment with no change in the elected minister and appointed upper level bureaucrats⁶¹⁶ while the ministers and upper levels bureaucrats changed a few times in the Ministry of Industry and Commerce after the adoption of quality project.⁶¹⁷ Consequently, the difference between perceived success of the quality management initiative could be a result of approaches and models as well as the organizational structure and context.

The respondents from the two ministries had given different responses in terms of the implementation of the quality management elements. The Ministry of National Education had relatively more positive responses on all six elements. On the contrary, the respondents from Ministry of Industry and Commerce gave mixed responses in terms of the practices quality management elements in their organizations. Two results are important to restate. First, quality management literature posits that the support of top management is the most important

⁶¹⁴ Poister and Harris, "Building," 174, Claver and et al, "The Strategic," 470.

⁶¹⁵ Mellahi and Eyupoglu, "Critical," 746, Jasmine Tata and Sameer Prasad, "Cultural and Structural Constraints on Total Quality Management Implementation," *Total Quality Management*. 7: 8 (1998), 800.

⁶¹⁶ Çetin, "Interview,"

⁶¹⁷ Kaygısız, "Interview,"

determinant of the successful quality management implementation.⁶¹⁸ Yet, only approximately half of the respondents from the Ministry of Industry and Commerce believed the existence of upper management support. In other words, the employees had serious doubts on the top management commitment to the quality management project. Secondly, majority of the respondents from both ministries indicated that the most important goal of their organization was to satisfy the needs and expectations of the citizens, which is the basis for the quality management philosophy. This might imply that the respondents from both ministries agree with the quality management philosophy that the most important goal of the organization is to satisfy citizens as customers. However, the respondents from the Ministry of Industry and Commerce believed that their organizations did not implement the elements of quality management adequately in order to satisfy the needs and expectations of citizens.

The quality management implementation is expected to lead to some improvements in some areas such as the productivity and quality of services, customer focus and satisfaction, and human resources practices. The respondents from the Ministry of National Education perceived improvements in all three areas. Similarly, the respondents from the Ministry of Industry and Commerce indicated that some improvements have occurred in the productivity and quality of services, and customer focus and satisfaction. However, they did not state similar positive views on the human resources practices that include team and group work, empowerment of employees, employee- management relations, and employee morale. This result was further supported by the respondents' views on the

⁶¹⁸ Morgan and Murgatroyd, *Total*. 14-15, Imai, *Kaizen*. 203, Mellahi and Eyupoglu, "Critical," 2001. 258

implementation of human resources element. The majority of the respondents gave negative responses for the indicators on the upper management support and motivation, existence of team spirit and coordination in their organizations.

Some scholars point out that “the real TQM” has two aspects: the hard and soft aspects.⁶¹⁹ The hard aspects concentrate on the measurement and control of the work processes. This tends to be associated with ISO 9000 series. On the other hand, soft aspects of TQM place more importance on areas such as training, teamwork, employee participation and culture change.⁶²⁰ In other words, soft aspects of TQM are related to the human side of the quality management. The survey result revealed that the Ministry of Industry and Commerce had problems in terms of the human side of the quality management. The management of the ministry seemed to fail in getting the involvement of the employees in the quality management practices and in creating an organizational environment conducive to teamwork and participation. On the other side, the respondents stated that the Ministry had some improvements in productivity and quality of services and in customer focus and satisfaction. This was an expected result due to two reasons. First, similar to Citizen’s Charters in some Western countries, the Ministry established service standards. The standards probably gave the way to the perceived improvements in the customer focus and satisfaction as well as in quality of the services. The second one was related to ISO 9000 standards. The ministry received ISO 9002 certificate that led to improvements in the areas mentioned above. However, neither the Citizen’s Charters nor the ISO 9000 standards can be deemed as the quality management in the “full sense.” The

⁶¹⁹ Hill, “Quality,” 38.

⁶²⁰ Wilkinson, Godfrey and Marchington, “Bouquets,” 801.

lack of success in the human relations aspect of the quality management could be explained by this relatively narrower view of quality management. ISO 9000 standards could be seen as a first step of the quality management. On the other hand, they do not fully embrace the quality management as a comprehensive management approach.⁶²¹ It especially underestimates the human resources management.⁶²² In fact, recently radical revisions have been made in the ISO 9000 standards. The new ISO 9000: 2000 “moves closer to the principles of TQM than its predecessor“ by combining both aspects of quality management.⁶²³ Another explanation might be the “all at once” approach as mentioned before. At the beginning of the quality initiative, the radical change in a short period of time could have caused resistance by the workforce towards the quality management.

In the quality management literature, some problems are listed as the potential barriers that constraint the implementation of the quality management in the public sector. The responses from both ministries showed that there were similarities and differences between the views of the employees in terms of the degree of importance of potential problems mentioned in the literature. The respondents from the Ministry of National Education found five problems as “partially important” while only one problem was viewed as “important”, which was the budgetary constraints and inadequate resources. In both ministries, some problems and barriers appeared to be relatively more important compared to others. These included problems such as

⁶²¹ Hongyi, Sun, “The Patterns of Implementation TQM versus ISO 9000 at the Beginning of 1990s.” *International Journal of Quality & Reliability Management*. 16: 3 (1999), 206.

⁶²² Hardjono, ten Have and ten Have, “The European.” 52.

⁶²³ Clade Pearch and Jill Koka, ”ISO 9000: 2000- The New International Standard for Quality.” *Power Engineering*. (August 2000), 58.

inadequate communication between organizational units, the management resistance towards participatory style of management, resistance towards measurement of work processes, the lack of long term perspective, and problems originating from public sector personnel system. These problems are also mentioned as potential barriers in national and international literature.⁶²⁴

The respondents from both ministries did not find some problems mentioned as the potential barriers in the literature so important. These problems were mostly related to definition and plural nature of citizens as customers in the public sector. This result could be interpreted at least in two ways. First, the issues that are mentioned as potential problems in theory might not be so important in practice. Second, these problems are mentioned in the international literature because Western scholars are aware of the pluralistic nature of citizens. More importantly, they have to consider the unique needs and demands of the citizens. On the other hand, the respondents might not recognize the pluralistic nature of citizens due to our monolithic public sector culture.

The respondents from each ministry viewed the degree of importance of some problems differently. To illustrate, the respondents from the Ministry of National Education did not see the lack of top management support, frequent turnover of management and organizational culture as problems in terms of their organizations. On the other hand, the respondents from the Ministry of Industry and Commerce evaluated these problems “either important” or “partially important.” The respondents’ views on the problems might be interpreted as the contingent nature of

⁶²⁴ Radin and Coffee, “A Critique,” 256, Carr and Littman, *Excellence*. 336-388, “Başsoy, “Kamu,”37-46.

the degree of the importance of each potential problem in various organizational contexts. In other words, a relatively more important problem for one organization could be less important for some other organizations.

The quality management is not a “quick fix” or a “magical solution” to the problems of public or private organizations. As Hyde points out, “quality management is not short term accomplishment, it typically takes years, and is often better described as a journey rather than a destination.”⁶²⁵ The success of the quality management requires long term commitment and continuous effort by the management. The survey indicated that quality management practices in two organizations were at the initial stage, and yet to find solutions to a number of problems to be fully successful and effective. The success of the quality management also depends on identifying and believing in public employees as basic actors. In that respect, public employees have positive attitudes and are ready for quality management and reform initiatives. However, there are some structural and external problems that are beyond the control of individual administrators and employees. Thus, the success and future of the quality management or any kind of management innovation can not be separated from the problems originated from the public administration system in general as well as the organizational context and approaches to the quality management in particular.

When it comes to the limitations of the research and future research possibilities, we can say that one of the major limitations of this survey conducted for this dissertation was the use of the employee subjects. The results represent the views

⁶²⁵ Hyde Albert C., “A Decade’s Worth of Lessons in Continuous Improvement.” *Government Executive*. (July 1999), 58-68. In Poister, Theodore H. and Richard H. Harris, “Building Quality Improvement in the Long Run,” *Public Performance & Management Review*. 24: 2 (2000), 162.

of the workforce rather than actual practices, problems and impacts of quality management initiatives. Moreover, the most important part of the quality management is customers (citizens as the customers of public services). The findings did not reflect the opinions of citizens especially for the improvements in the quality of services and customer focus. In fact, this problem is valid for the majority of the studies in the quality management surveys in the public sector.

The second limitation is closely related to the first one. The results were not obtained from the data measurement. In developed countries, some survey and case studies indicate gains from quality management initiatives. Yet, the analysis of financial and operating data sometimes did not support these perceptions. Similarly, the survey only represented the opinions of workforce rather than findings of financial and operational data.

The third limitation is that the research does not involve gender as a factor for affecting respondents' views on quality management. This is due to the fact that the quality management literature is gender blind. Therefore, a gender sensitive survey will definitely contribute to the future surveys. In Turkish public sector context, it will explore glass-ceiling problem together with other findings.

The fourth limitation was related to the scope of the survey. The survey included only two public sector organizations. Therefore, we cannot generalize results to other public sector organizations. Furthermore, the study included only one unit from the Ministry of National Education because only this unit completed the quality management projects as a pilot department. Thus, the relatively positive results in this Ministry did not cover the other units of the Ministry.

The survey tried to capture a general picture of the quality management initiatives in two public sector organizations from the employees' point of view. Considering the very limited research on the quality management in the Turkish public sector, it is hoped that this study might help academicians to conduct further and better surveys. It is also expected that public administrators will find useful information in this study for future quality management initiatives.

CONCLUSION

Even though there are different opinions and interpretation of quality management, in the context of this dissertation it was defined as a management approach and system which has a set of core principles, assumptions, practices, tools and techniques, which are systemized into a coherent framework. It has evolved and developed through the ideas of “quality gurus” such as Deming, Juran, Ishakawa, Imai, Feigenbaum, and Crosby, as well as the practices of thousands of organizations in different countries. The content analysis on the ideas of the quality experts and studies on the quality awards, which are established on the ideas of quality gurus, indicate that TQM has common elements and concepts. Another question is that whether or not quality management is outside the boundaries of management theory. The studies signify that TQM theory and practices can be, to a great extent, considered under the scope of management theory. As Dean and Bowen point out, the fundamental difference between TQM and management theory is their audiences. While the main “customers” of the quality management are the managers (practitioners), management theory is directed at the researchers. Therefore, TQM is inherently cross functional. In a single article on quality management, one can find references to marketing, human resources management, strategic planning etc.⁶²⁶ Similarly, Dale and et al suggest that TQM is the major development in the field of operations management, as well as in management practices in general. Bringing the ideas of many management theorists under a single approach, TQM makes fundamental contribution to management theory by

⁶²⁶ Dean and Bowen, “Management,” 396-397.

looking at organization as total systems with complex relationships. Moreover, the practitioners use the quality models in order to improve the performance of their organizations.⁶²⁷ For this reason, the quality management has become a “world wide movement” and utilized by thousands of private, public and third sector organizations (NGOs).

The public sector in the developed countries has experienced comprehensive reforms since the beginning of the 1980s. These reforms could be considered as a response to many challenges: financial and economic necessity, increasing public expectations, and international competition as a result of globalization etc. All these factors forced the governments to find out better and efficient ways to serve their citizens. The reforms occurred at two levels. At the macro level, the roles and functions of governments were redefined. The states became less involved in production and actual service provision. They were given different and more strategic roles. At the micro level, the structure and management of government agencies was also changed. Following private sector organizations, public sector organizations decentralized authority, flattened organizational structures, and increased employee involvement. In direction of New Public Management (NPM), public organizations adopted modern private sector management approaches and tools to be more efficient to more responsive to citizens. As a modern and systematic management approach, TQM has become a tool for reforming the management of the public sector organizations. In other words, public sector reforms utilized quality management tools and concepts to improve the management

⁶²⁷ Dale and et al, “Total,” 440-444.

of public organizations and to be more responsive to citizens' demands. As a result, thousands of public organizations adopted quality management. The reforms contributed to the effective implementation of the quality management in the public sector as well. The structural changes such as decentralization and creating less hierarchical structure, relying more on participatory management and team work contributed to better implementation of quality management in the public sector. Yet, the adoption of quality management in different counties is far from being uniform. Similar to the reforms, the governments used different approaches for the quality management due to different social, cultural, political and administrative structures.

From the beginning, some authors called attention to the constraints and potential problems for the adoption of quality management in the public sector. Some argue that the constraints and problems arise from the public administration itself. They are sensitive to the unique nature of public sector organizations. Some others believe that the problems are related to the TQM itself since it is the product of private sector management. On the other hand, they do not argue that the government institutions should not adopt quality management rather they highlight potential problems. Therefore, these writings are important in the sense that public administrators should be aware of these constraints and potential problems in order to apply quality management effectively.

TQM has been on agenda of Turkish private organizations since the 1980s. Beginning from the 1990s, various private sector organizations adopted quality management. Two institutions have played important role in disseminating TQM in

Turkey; TUSİAD and KalDer. These institutions reconstructed TQM in the Turkish context not only as a management approach and system but also “as a life style, a model of social order and economic development.”⁶²⁸ One unique aspect of TQM in Turkish public sector context is that interest associations representing big businessmen, namely TUSİAD and KalDer, are the prime supporters of quality management initiatives. On the other hand, in developed countries state agencies, quasi-governmental agencies, professional organizations promoted the dissemination of TQM. In the Turkish context, TUSİAD and KalDer utilized TQM as a discourse to improve the political and social legitimacy of big businessmen.⁶²⁹

TQM has been on the agenda of the Turkish public administration since the 1990s. In parallel with TUSİAD’s and KalDer’s discourse, in Turkish public sector context, some evaluate quality management as a way of life,⁶³⁰ as a patriotic change project,⁶³¹ as a tool for reaching level of modern societies,⁶³² and as a management philosophy for restructuring state- society relations and public sphere.⁶³³ In other words, in Turkish public sector context, some tend to identify TQM not only a management approach and system to improve the quality of public services but as a magical tool for solving the problems of Turkish public administration.

⁶²⁸ Berkman and Özen, “A Discursive,” 22.

⁶²⁹ Ibid., 27-28.

⁶³⁰ Ömer Peker, “Toplam Kalite Yönetimi ve Kamu Hizmetinde Kalite,” *Çağdaş Yerel Yönetimler*. 5: 1 (1996), 45.

⁶³¹ Efelerli, “Yurtsever,”

⁶³² Cordan, “Cumhuriyetin,”

⁶³³ Turgay Ergun, “Kamu Yönetiminde Kalite 1. Kongresi Açılış Konuşmaları,” in *Kamu Yönetiminde Kalite I. Ulusal Kongresi in Ankara, Türkiye, 26-27 Mayıs*, by Türkiye ve Ortadoğu Amme İdaresi Enstitüsü, Cilt I (Ankara: TODAİE, 1999), 5.

Some Turkish public sector organizations have adopted quality management since the latter part of the 1990s. Unlike developed countries, quality management has been implemented at institutional level rather than being systematic and part of comprehensive reform efforts even though some reports and scholars state the necessity of quality management being a part of public sector reforms. Various scholars have also explored the potential problems and issues for adopting quality management in the Turkish public sector. Most of the problems cited are similar to the problems and constraints explored in the international literature. On the other hand, there are also some special issues originating from the Turkish bureaucratic and administrative structure, and the nature of state- society relationship. Consequently, the Turkish public administrators should be aware of both constraints and problems in general and some unique problems in the Turkish public sector context.

Although some public sector organizations adopted quality management at the organizational level, the literature survey initially conducted indicated that there was very limited empirical research on the problems and practices of quality management in the Turkish public sector. In addition, the related literature suggests that the attitudes of workforce are important for the success of quality management initiatives. For these reasons, a survey was conducted in two public sector organizations, namely the Ministry of Industry and Commerce and the Ministry of National Education. Even though these two organizations claimed to adopt quality management there was very limited document on the implementation process, impacts of quality management practices, and problems for adopting quality

management. The survey aimed to explore and compare the views of employees on the issues discussed in the quality management literature. Thus, the survey results represent the views of the public servants rather than actual practices, impacts and problems in two public organizations.

These two public organizations were interesting to study for some reasons. First, they claimed to implement quality management at the ministry level. Second, they adopted quality management in different organizational context. Third, they used different models and approaches for adapting TQM.

In both organizations top management played the crucial role for adopting quality management. In the Ministry of National Education, the permanent undersecretary initiated quality management project. In the Ministry of Industry and Commerce, the minister at that time played the leading role for adopting quality management. It appeared as though he was utilizing this experience to become the Prime Minister. Therefore, the quality management was adopted in relatively short period. This situation brings the question whether or not TQM is adopted as a management fad or fashion. On the other hand, the Ministry did not give up quality management project even though there have been changes in both upper level bureaucrats and ministers. Since the quality management is a long term commitment, the future surveys will be able to explore future developments in both organizations.

The survey results conducted in two ministries suggest that the employees from both ministries had positive attitudes towards the quality management. The great majority of the respondents agreed on the necessity and usefulness of the

quality management in the Turkish public sector. The great majority of respondents agreed with the definition of quality management as a “management approach that aims at citizens’ satisfaction by continuously improving workforce, services and processes.” Only a small percentage of participants viewed quality management as a managerial ideology and management fad and fashion. It is impossible to be sure whether or not the employees really expressed their real opinions or they expressed “expected views” as a result of rhetorical usage of quality management by the management. However, in the context of this dissertation, it is assumed that the employees expressed “their real” opinions.

The great majority of respondents from both ministries (over 90 percent) stated the necessity of a comprehensive public sector reform in the Turkish public sector. Considering the fact that Turkey has been experiencing serious economic and political crisis in recent years, this was an expected result. On the other hand, the previous reform efforts in Turkey mostly failed. In some Western countries, quality management became a part of comprehensive public sector reforms that changed the structure and management of the public organizations. It was expected that the respondents would believe that quality management could not be implemented effectively under the existing conditions without making comprehensive reforms. However, over half of the employees stated that quality management could be implemented effectively under current conditions. The suitable way to reform management of Turkish public organizations may be adoption of modern management approaches, including quality management, at the organizational level

rather than trying to reform the whole system. By this way, incremental, step-by-step approach would be more likely to be successful.

Both ministries adopted quality management in different organizational context by using different models and approaches. The Ministry of National Education used the “twin track approach”, an incremental one, in a more stable and less bureaucratic organizational context. The Ministry of Industry and Commerce, on the other hand, utilized the “all at once approach”, which is a revolutionary one. The Ministry also has a highly bureaucratic structure. The upper management of the Ministry and elected ministers changed a few times after the adoption of quality management project. As a result, the respondents from two ministries gave different responses for the success of quality management, the practices of quality management elements, and the impacts of quality management initiatives. In all these issues, the respondents from the Ministry of National Education gave more positive responses as compared to those from the Ministry of Industry and Commerce. These findings supported the related quality management literature that suggests the incremental (step by step) approach would like to be more successful. In addition, the literature also proposes that a stable and less bureaucratic structure is more suitable for the effective implementation of quality management. These findings signify that the organizational context and approaches to the quality management are important factors for the success of quality management initiatives. Yet, one should also consider the fact that the survey included only one unit, the pilot department in the Ministry of National Education. An important question for

future studies is that whether or not the Ministry of National Education will be able to successfully integrate other units to the quality management project.

The survey also tried to analyze the views of employees on the importance of problems for implementing quality management in their organizations. As mentioned in the Turkish and international literature, the respondents from both ministries estimate some problems relatively more important as compared to others. These included problems such as inadequate communication between organizational units, the resistance towards participatory management style, resistance towards measurement of work processes, lack of long term perspective, and problems originate from public personnel system. Interestingly, the respondents did not find some problems so important while related literature suggests these issues as crucial. These problems were mainly related to definition and plural nature of citizens as customers of public services. This may imply that the problems mentioned as important in the literature are not so crucial in practice. It may also indicate that the respondents might not recognize the pluralistic nature of citizens as the customers of public services due to Turkish monolithic public sector culture.

This dissertation evaluates TQM as a management approach and system. Unfortunately, in the Turkish private and public sector context, it is reinterpreted as a way of life, as a tool for reaching level of modern civilization, and as a magical solution to the problems of Turkey. In some Western countries, public sector organizations adopted TQM as a modern management approach to reform their management and to become more responsive to citizens. Similar to private sector, some of quality management initiatives were successful while some others failed.

Implementation of quality management is not a simple process. The success of quality management requires long term commitment, a considerable amount of resources, and continuous effort. Two public sector organizations that the survey conducted are at the initial stage of quality management project. It is too early to decide whether or not these two organizations adopted TQM as a short living adventure (management fad and fashion) or a long term journey. Assuming that the respondents expressed their real views, the survey results suggest that public employees have generally positive attitudes towards quality management and future reform initiatives. On the other hand, there are some structural and external problems that are beyond control of individual employees and administrators. Some of these problems are as follow: extremely centralized structure of Turkish public administration, frequent turnover of upper management as a result of political instability, and lower and unfair wages that cause motivational problems among the public employees. Therefore, one can propose that the success and future of quality management or any kind of management innovation can not be isolated from the public administration structure in general and as well as the organizational context and approaches to the quality management in particular.

The survey conducted in two public sector organizations tried to capture the views of workforce on the practices, problems and impacts of quality management initiatives in two public organizations. Considering the existence of very limited empirical study on the practices and problems of quality management in the Turkish public sector context, it is expected that this survey will be base for the further and

better surveys. It is also hoped that public administrators find useful information for future quality management and/or other management initiatives.

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APPENDIX: QUESSIONNAIRE

Sayın Katılımcı,

Bu araştırma Toplam Kalite Yönetimi (TKY) yaklaşımının Türk Kamu Sektöründe nasıl uygulandığını, uygulamadaki problemleri ve alınan sonuçları saptamaya yönelik olup, “Türk Kamu Sektöründe Toplam Kalite Yönetimi” konulu doktora tezinin uygulama bölümü için yapılmaktadır. Araştırma ile tüm dünya ülkelerinde olduğu Türk Kamu yönetiminde de yaygınlık kazanan Toplam Kalite Yönetimi yaklaşımının kamu kuruluşlarımızdaki uygulama aşaması ile ilgili bir analiz yapma imkanı doğacaktır. Böylece hem araştırmacılara hemde kamu yöneticilerine yardımcı olması ümit edilmektedir. Bu nedenle vereceğiniz cevaplar büyük önem taşımaktadır. Ankette belirteceğiniz görüşler kesinlikle gizli tutulacak ve başka amaçlar için kullanılmayacaktır.

Araştırmaya yaptığımız katkıdan dolayı şimdiden teşekkür eder, işlerinizde başarılar dilerim.

Daha fazla bilgi için her zaman arayabilirsiniz.

Selim Coşkun

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TOPLAM KALİTE YÖNETİMİ ANKETİ

I. Kimlik Soruları

1. Yaşınız:
2. Öğrenim durumunuz:
3. Kaç yıldır kamu görevi yapmaktasınız:
4. Unvanınız (memur, uzman, şef, şube müdürü, daire başkanı v.b.):
5. Şu andaki görevinizi kaç yıldır yapmaktasınız:

II. Anket Soruları

Lütfen aşağıdaki görüşlere ne derece katıldığınızı sadece tek bir seçeneği işaretleyerek belirtiniz.

1- Kesinlikle katılmıyorum	2-Katılmıyorum	3- Kısmen katılmıyorum	4- Fikrim yok	5- Kısmen katılıyorum	6-Katılıyorum	7- Kesinlikle katılıyorum
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6. Türk kamu yönetiminde Toplam Kalite Yönetiminin uygulanması gerekli ve yararlıdır

1 2 3 4 5 6 7

7. Türk kamu yönetiminde kapsamlı bir reform yapmak gerekmektedir

1 2 3 4 5 6 7

8. Türk kamu yönetiminde mevcut şartlarda, reform yapılmaksızın, Toplam Kalite Yönetimi etkin bir şekilde uygulanabilir

1 2 3 4 5 6 7

9. Kurumunuzda uygulanan kalite programının başarısını genel olarak nasıl değerlendiriyorsunuz?

- 1- Tamamen başarısız
- 2- Başarısız
- 3- Kısmen başarısız
- 4- Fikrim yok
- 5- Kısmen başarılı
- 6- Başarılı
- 7- Tamamen başarılı

Lütfen, Aşağıda belirtilen Toplam Kalite Yönetimi unsurlarının kurumunuzda uygulanmasına ilişkin maddelere ne derecede katıldığınızı belirtiniz

1- Kesinlikle katılmıyorum	2-Katılmıyorum	3- Kısmen katılmıyorum	4- Fikrim yok	5- Kısmen katılıyorum	6- Katılıyorum	7-Kesinlikle katılıyorum
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Stratejik Planlama ve Uzun Dönemli Perspektif

10. Kurumumuzun geleceğine ilişkin vizyon ve misyon geliştirilmiştir

1 2 3 4 5 6 7

11. Kurumumuzda kalite iyileştirme ile ilgili kısa dönemli hedefler belirlenmiştir

1 2 3 4 5 6 7

12. Kurumumuzda kalite iyileştirme ile ilgili uzun dönemli planlama yapılmaktadır

1 2 3 4 5 6 7

Müşteri Odaklılığı ve Tatmini

13. İç ve dış müşterilerin (çalışanların ve vatandaşların) hizmetlerimiz hakkında istek ve beklentilerini öğrenmek için düzenli araştırmalar yapılmaktadır

1 2 3 4 5 6 7

14. Hizmet verdiğimiz müşteri (vatandaş) ve kuruluşlar kurumumuzun politikalarının oluşumunda söz sahibidirler

1 2 3 4 5 6 7

15. Kurumumuzun en önemli amacı müşteri (vatandaş) istek ve beklentilerini karşılamaktadır

1 2 3 4 5 6 7

İnsan Kaynakları

16. Kurumumuzun üst düzey yöneticileri çalışanların potansiyellerini tam olarak geliştirme ve kullanımında onları desteklemekte ve motive etmektedir

1 2 3 4 5 6 7

17. Kurum çalışanları Toplam Kalite Yönetimi kavramları ve teknikleri konusunda gerekli eğitimi almışlardır

1 2 3 4 5 6 7

18. Kurum içinde işbirliği ve takım ruhu mevcuttur

1 2 3 4 5 6 7

1- Kesinlikle katılmıyorum	2-Katılmıyorum	3- kısmen katılmıyorum	4- Fikrim yok	5- Kısmen katılıyorum	6- Katılıyorum	7- Kesinlikle katılıyorum
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Gerçeklerle Yönetim ve Bilgi Analizi

19. Kurumumuzda kalite iyileştirmeye ilişkin olarak toplanan verileri analiz için Toplam Kalite Yönetimi teknikleri sürekli olarak kullanılmaktadır

1 2 3 4 5 6 7

20. Kurum çalışanları çalıştıkları birimlerin amaçlarına ne derecede ulaştıkları konusunda sürekli olarak bilgilendirilmektedir

1 2 3 4 5 6 7

21. Kurumumuzdaki çalışanlar, işlerini iyi yapabilmek için ihtiyaç duydukları bilgilere kolayca ulaşabilirler.

1 2 3 4 5 6 7

Liderlik Desteği

22. Kurumumuzda üst düzey yönetim Toplam Kalite Yönetiminin uygulanması için gerekli desteği vermekte ve önlemleri almaktadır.

1 2 3 4 5 6 7

23. Kurumumuzda orta düzey yöneticiler (daire başkanları, şube müdürleri v.b.) çalışanlarla kalite geliştirme konularıyla ilgili olarak konuşmaya ve tartışmaya açıktır.

1 2 3 4 5 6 7

24. Kurumumuzda alt düzey yöneticiler (şef v.b.) çalışanlarla kalite geliştirme konularıyla ilgili olarak konuşmaya ve tartışmaya açıktır.

1 2 3 4 5 6 7

Süreç Yönetimi

25. Kurumumuzda iş süreçleri belirlenmiştir ve bu süreçlerin sürekli iyileştirilmesine çalışılmaktadır.

1 2 3 4 5 6 7

26. Süreç iyileştirme ile ilgili bir fikre sahip olan bir kurum çalışanı bu fikrini bir öneri sistemi içerisinde sunma imkanına sahiptir.

1 2 3 4 5 6 7

27. Kurumumuz kalite gelişimi ile ilgili bilgiler için veri tabanına ve izleme sistemine sahiptir.

1 2 3 4 5 6 7

Aşağıda Toplam Kalite Yönetiminin uygulanması sırasında karşılaşılabilecek engeller verilmiştir. Sizce bu engellerin kalite yönetiminin **sizin kurumunuzda uygulanması aşamasında ortaya çıkan önem derecesi nedir? Tek bir seçeneği işaretleyerek belirtiniz.**

1-Kesinlikle önemli değil	2-Önemli değil	3- kısmen önemli değil	4- Fikrim yok	5- Kısmen önemli	6- Önemli	7-Kesinlikle önemli
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28. Yönetim tarafından yeterli desteğin olmaması

1 2 3 4 5 6 7

29. Yöneticilerin sık sık değişmesi

1 2 3 4 5 6 7

30. Toplam Kalite Yönetiminin uygulanması için gerekli bilgi ve eğitimin olmaması

1 2 3 4 5 6 7

31. Uzun dönemli planlama geleneğinin olmaması

1 2 3 4 5 6 7

32. Kurum yöneticilerinin katılımcı bir yönetim anlayışına karşı direnç göstermesi

1 2 3 4 5 6 7

33. Kurum çalışanlarının yönetim süreçlerinin ölçülmesi ve değerlendirilmesine karşı direnç göstermesi

1 2 3 4 5 6 7

34. Müşteri (vatandaş) tatmininin ölçülmesinde ve değerlendirilmesindeki güçlükler

1 2 3 4 5 6 7

35. Bütçesel kısıtlamalar ve yeterli ekonomik kaynağın olmaması

1 2 3 4 5 6 7

36. Kurum içi birimler arası yeterli iletişimin olmaması

1 2 3 4 5 6 7

37. Yöneticilerin ve çalışanların Toplam Kalite Yönetimi teknik ve kavramlarını kullanımında kendilerini güvensiz hissetmeleri

1 2 3 4 5 6 7

38. Kurumumuz açısından “müşteri” kavramının yeterince açık olmaması

1 2 3 4 5 6 7

39. Kurum yönetim ve işleyişine yapılan siyasi müdahaleler

1 2 3 4 5 6 7

40. Kurumumuza yönelik müşteri (vatandaş) istek ve beklentilerinin birbirlerinden farklı olması ve bunları yerine getirmedeki güçlükler

1 2 3 4 5 6 7

41. Kamu personel sisteminden kaynaklanan problemler

1 2 3 4 5 6 7

42. Kurum kültürünün Toplam Kalite Yönetimi uygulanmasına engel teşkil etmesi

1 2 3 4 5 6 7

43. Kumumuzda çok sayıdaki müşteriye (vatandaşa) daha az kaliteli hizmet vermekle, az sayıdaki müşteriye (vatandaşa) daha kaliteli hizmet verme arasında bir seçim yapma zorunluluğu

1 2 3 4 5 6 7

Kurumunuzda Toplam Kalite Yönetimi uygulandıktan sonra hangi konularda iyileşme olduğuna inanıyorsunuz.? Lütfen belirtiniz.

1- Kesinlikle katılmıyorum	2-Katılmıyorum	3- Kısmen katılmıyorum	4- Fikrim yok	5- Kısmen katılıyorum	6- Katılıyorum	7- Kesinlikle katılıyorum
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44. Verimlilik/ Üretkenlikte iyileşme

1 2 3 4 5 6 7

45. Hizmetlerin kalitesinde iyileşme

1 2 3 4 5 6 7

46. Müşteri (vatandaş) tatmin ve memnuniyetinde iyileşme

1 2 3 4 5 6 7

47.Çalışanların kalite bilincinde iyileşme

1 2 3 4 5 6 7

48. Çalışanların moralinde iyileşme

1 2 3 4 5 6 7

49.Takım ve grup çalışmasında iyileşme

1 2 3 4 5 6 7

50.Kurum içi birimler ve kişiler arası iletişimde iyileşme

1 2 3 4 5 6 7

51.Çalışanların söz hakkı sahibi olmasında iyileşme

1 2 3 4 5 6 7

52. İş süreçlerinin (proseslerin) sürekli geliştirilmesinde iyileşme

1 2 3 4 5 6 7

53. Hizmetlerin zamanında yerine getirilmesinde iyileşme

1 2 3 4 5 6 7

54.Yönetim - çalışanlar ilişkilerinde iyileşme

1 2 3 4 5 6 7

55.Kurumsal eğitim ve beceri kazandırma konularında iyileşme

1 2 3 4 5 6 7

56. Kurum çalışanlarının müşterilere (vatandaşlara) karşı anlayış ve ilgisinde iyileşme

1 2 3 4 5 6 7

57. Müşterilerin (vatandaşların) kurum politikalarında söz sahibi olma konusunda iyileşme

1 2 3 4 5 6 7

58. Müşteriler (vatandaşlar) arasında fark gözetmeksizin aynı kalitede hizmet sunmada iyileşme

1 2 3 4 5 6 7

59. Çalışanların ve çalışma ortamının fiziksel koşullarında iyileşme

1 2 3 4 5 6 7

Aşağıda Toplam Kalite Yönetimi ile ilgili tanım ve ifadeler verilmiştir. Bu tanım ve ifadelere ne derece katıldığınızı sadece tek bir seçeneği işaretleyerek lütfen belirtiniz.

1- Kesinlikle katılmıyorum	2-Katılmıyorum	3- kısmen katılmıyorum	4- Fikrim yok	5- Kısmen katılıyorum	6- Katılıyorum	7- Kesinlikle katılıyorum
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60. Toplam Kalite Yönetimi diğer yönetim teknikleri gibi geçici bir modadır . Bu nedenle fazla ciddiye alınmamalıdır.

1 2 3 4 5 6 7

61. Toplam Kalite Yönetimi insan ve müşteri (vatandaş) merkezli bir yönetim felsefesidir.

1 2 3 4 5 6 7

62. Toplam Kalite Yönetimi hem özel sektörde hem de kamuda uygulanma imkanı olan çağdaş bir yönetim yaklaşımıdır.

1 2 3 4 5 6 7

63. Toplam Kalite Yönetimi çalışanları kontrol etmeye ve piyasa mantığını kamu sektörüne yerleştirmeye yönelik ideolojik bir araçtır

1 2 3 4 5 6 7

64. Toplam Kalite Yönetimi çalışanların, hizmetlerin ve süreçlerin sürekli olarak geliştirilmesine yönelik, vatandaş memnuniyetini merkez alan bir yönetim yaklaşımıdır.

1 2 3 4 5 6 7