

Liliana Hawrysz  
Politechnika Opolska  
Wydział Ekonomii i Zarządzania  
Katedra Organizacji i Zarządzania Przedsiębiorstwem  
Katarzyna Hys  
Politechnika Opolska  
Wydział Inżynierii Produkcji i Logistyki  
Instytut Innowacyjności Procesów i Produktów

## SKUTKI IMPLEMENTACJI NARZĘDZI ZARZĄDZANIA JAKOŚCIĄ W SEKTORZE PUBLICZNYM.

**Streszczenie:** Celem artykułu jest pokazanie stanu zaawansowania zarządzania jakością w urzędach administracji w Polsce oraz wskazanie efektów implementacji najpopularniejszych narzędzi zarządzania jakością ISO oraz CAF. Materiał empiryczny zgromadzony został dzięki uczestnictwu autorek artykułu w implementacji modelu CAF w podmiocie administracji rządowej, oraz badaniom firmy IBC Group zrealizowanym w 2008 r. i w 2009 r. Uzyskane w ten sposób wyniki pokazują niedojrzałość kadry zarządzającej która nie rozumie, iż ciężar odpowiedzialności za budowanie systemów zarządzania jakością spoczywa właśnie na nich. Brak zrozumienia i pełnego zaangażowanie w ideę jakości, powoduje iż pracownicy zaangażowani w wiele działań jednocześnie traktują implementację, a później samoocenę wg metody CAF jako jeden z wielu obowiązków. Konsekwencją takiego podejścia może być powierzchowność podejmowanych działań. Mimo iż zarządzanie jakością obecne jest w jednostkach administracji publicznej od wielu lat, znaczna część działań zawieszona jest w próżni i nie wiąże się ze spójną wizją jakości.

**Słowa kluczowe:** jakość, zarządzanie jakością, sektor publiczny, ISO, CAF

## THE RESULTS OF THE IMPLEMENTATION OF QUALITY MANAGEMENT TOOLS IN THE PUBLIC SECTOR.

**Summary:** The purpose of the article is to show the progress state of quality management in the administrative offices in Poland and an indication of the implementation effects of the most popular ISO and CAF quality management tools. The empirical material was gathered thanks to participation of the article authors in the implementation of the CAF model in the subject of the government administration, and the company IBC Group research, carried out in 2008 and 2009. The results obtained in this way show the immaturity of managers, who do not understand that the burden of responsibility for the building of quality management systems lies on them. Lack of understanding and full commitment in the quality idea makes the employees, engaged in many activities in the same time, treat the implementation and later the self-assessment according to the CAF method, as one of many responsibilities. The consequence of such an attitude may be superficiality of taken up actions. Although quality management has been present in the units of the public administration for many years, a great part of activities is left hanging in the air and is not associated with a coherent vision of quality.

**Keywords:** quality, quality management, public sector, ISO, CAF

### Introduction:

The changes, that occurred very intensively in economic and social life over the last few years, have also affected the public sector organizations. One of the consequences was the fashion to apply new management concepts, with particular emphasis on those based on

quality. While today's prospects of running a business in the private sector marked by globalization, increasing competition, rapidly changing customers' expectations and shortened product life cycle resulted in treating the quality as a an absolute priority action, the situation in the public sector is shaped inversely [Appleby and Clark, 2001]. Although in both sectors, some similarities can be observed between customers' expectations and an emphasis on eliminating waste, a determination to attain perfection in these two areas is different. Just like different is the way of understanding the quality. Generally condition of the public sector within the quality management is quite weak, especially because of understanding of the quality as a formal correctness of implemented actions [Skierniewski, 2008]. The reason for such poor condition is believed to be the lack of executives' commitment in building a new culture oriented to effectiveness, efficiency and flexibility of actions. As shown by the British experiences in implementing various models of quality management, an implementation process must be conscious and deliberated, and its pillar must be involved managers as also a new organizational culture, formulated in the mission of the organization, showing the staff the need for care about the quality of services.

This article has been devoted to deliberations on the state of progress of quality management in public administration offices in Poland, with particular reference to ISO 9001 tools and CAF method. Authors' own observations are interspersed with a picture obtained by IBC Group.

An analysis of European trends in the improvement of management allows to single out a sequence of pro-quality actions, starting with the ISO 9000 standard, through the EFQM Excellence Model, ending with a total quality management TQM. The content of the article was constructed similarly but without the last element of this system.

## Step one: ISO

In progress of the study carried out by the IBC Group in 2008, reaching 2300 offices throughout Poland<sup>1</sup>, it turned out that 84% of them do not conduct a conscious policy of quality management. From among 16% of examined offices, which declared having defined quality policy, in 79% the quality issues are the element of strategy. The most popular tool was ISO 9001:2000, its possession was declared by 61% of offices, half of which implemented this tool by themselves. From the data published in 2009 by the European Union Monitor resulted, that 17% of municipalities had at that time implemented ISO 9001 certificate. The study of the MIA carried out in the first half of 2009 among local government administration offices shows, that this is about 20,3% [Wysocki, 2011]. Thus, estimated data of the popularity of ISO 9001:2000 tool in Polish offices in 2009, oscillates between 16% - 20.3%, which means that at the most optimistic assumptions every fifth office in Poland is certified, while in 2010, more than 60% of the Canadian offices could boast of quality standards compliance, and 90% of the institutions of local government in the UK had ISO [Dominik, 2010].

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<sup>1</sup> The answer was obtained from 720 offices.

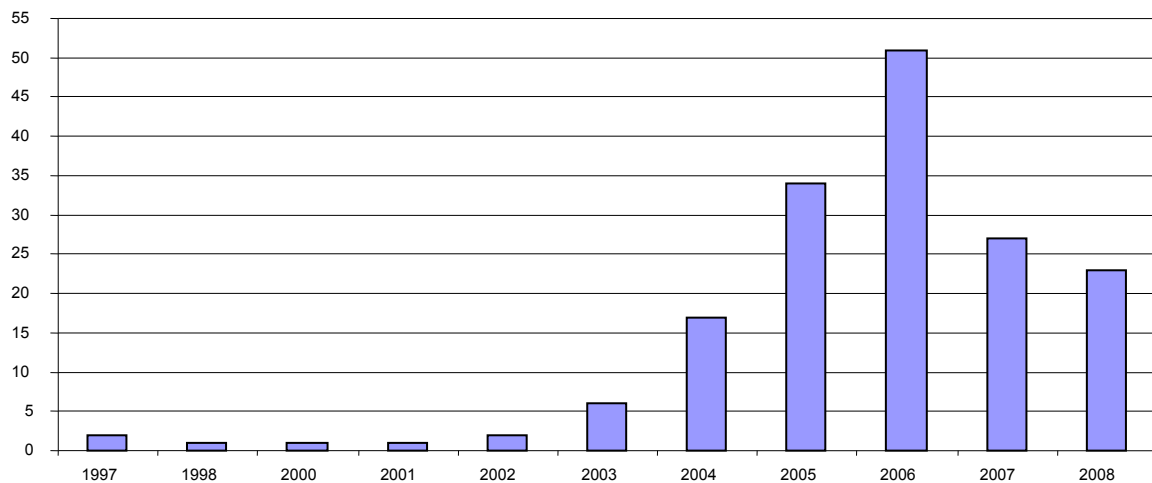


Chart: Number of certificates obtained by governmental entities in subsequent years.

Source: T. Skierniewski, *Diagnosis of the quality management model in government administration. The initial report*, Warsaw 2008, p. 75.

At the end of 2010 the interest of public organizations with ISO 9001 certification system and the System of Counteracting Corruption Risks rapidly increased. The reason of this interest was, among other things, the fact that the implementation of Quality Management System consistent with the requirements of PN EN ISO 9001:2009 together with requirements of the system of counteracting corruption risks was placed in December 2010 as a parliamentary amendment in the Government's bill on the rationalization of employment in national budget units and some units of public finances sector. This project provided that the units, which implement these systems, will not be forced to reduce the employment, provided for 2011-2013 [Glazer, 2011].

Quality management systems are meeting with a common criticism. They are accused of being too costly, excessive formalism, reducing the flexibility of activities, contributing to an organizational mess. However, reasons of those imperfections should not be sought in the system itself but only in its incorrect implementation. Incorrect, that is implemented without previous preparation of executives, who then would have taken upon themselves an obligation to build a team involved in the idea of quality.

ISO is the most common tool of quality management used in public administration in Poland, nevertheless it is accused of focusing primarily on the industrial sector. Its mission is to improve the level of quality awareness and not, as some representatives of top management claim, ensuring high quality. Its popularity in public sector is explained, among others, with a clear significant message that it brings to the recipient, considering its universality in industry and services. Not without a meaning is the fact, that when the "fashion for quality" entered the public sector units, i.e. in 1999, ISO was the only significant and well-known quality management system, while other systems were only in their early stages [Skierniewski, 2008].

As the CAF model is a kind of combination of assumptions resulting from the concept of total quality management (TQM), and the model of the European Foundation for Quality Management (EFQM), in hereby article it will be treated as a second step of public organizations towards quality.

## Step two: CAF

Located on the second place, with regard to popularity in Poland, CAF model, was popularized by large systemic projects. In October 2006 a pilot programme began: implementation of the CAF method in chosen ministries and central offices - improvement of administrative capacity in selected central government organizations. 20 central offices took part in the project, including: Ministry of Finance, Agriculture and Rural Development, Economy, Labour and Social Policy, Regional Development, Justice, Foreign Affairs, Health, Office of Electronic Communications, Chief Sanitary Inspectorate, Office of the Railway Transport, Agricultural and Food Quality Inspection, Central Statistical Office, Public Procurement Office, General Veterinary Inspectorate, Polish Financial Supervision Authority, National Atomic Energy Agency, Chief Inspectorate of Environmental Protection, Ministry of Interior and Administration, Central Office of Measures [Kowalczyk, 2009]. In the years 2008-2009 in the Department of Civil Service and the National Personnel Resources, which was a beneficiary in the Chancellery of the Prime Minister, a project entitled **Improvement of the management capacity in government administration offices** was implemented, within the frameworks of the submeasure 5.1.1. It is a project worth more than 7.86 million PLN (i.e. about 1.9 million euro), in 85% financed by the European Social Fund under the Human Capital Operational Programme<sup>2</sup>. It included 70 units of the public sector<sup>3</sup>. Units of local government also received support within the frameworks of systemic projects. One of them was implemented from 1 May 2009 to 31 December 2011, and it aimed at preparation of the local government units to use the Common Assessment Framework. 303 units of the local government took part in it (80 in the first edition of the project and 223 in the second)<sup>4</sup>. On the 29-12-2011 the contest entitled *Improvement of the management in units based on the results of the Common Assessment Framework* (CAF) was announced, within the frameworks of the Human Capital Operational Programme 2007-2013, submeasure 5.2.1 Management Modernization in local government<sup>5</sup>. One of the criteria of the contest was taking part in previous "preparatory" project.

From 1-07-2010 to 31-10-2011 a project worth 2.3 million PLN was implemented (i.e. about 562 thousand euro) entitled "Plan - Do - Check - Act", addressed to six offices of local government administration of the Pomorskie and Kujawsko-Pomorskie provinces, aiming at the change of quality of used management model through the implementation of CAF method.

In total, for the measures planned or implemented within Priority V Good Governance for the years 2007-2013, a 50 million PLN were provided (i.e. more than 12 million euro).

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<sup>2</sup> <http://www.dsc.kprm.gov.pl/aktualnosci.php?id=9&look=129>, accessed 14-09-2009

<sup>3</sup> <http://caf.com.pl/index.php?p=91>, accessed 14-09-2009

<sup>4</sup> [http://www.administracja.mac.gov.pl/portal/adm/148/3890/Zakonczenie\\_projektu\\_systemowego\\_CAF.html](http://www.administracja.mac.gov.pl/portal/adm/148/3890/Zakonczenie_projektu_systemowego_CAF.html), accessed 12-01-2012

<sup>5</sup> [http://ip2.mac.gov.pl/portal/ip2/552/3892/Projekt\\_dokumentacji\\_konkursowej\\_dla\\_konkursu\\_otwartego\\_nr\\_1P\\_OKL5212011\\_Doskonat.html](http://ip2.mac.gov.pl/portal/ip2/552/3892/Projekt_dokumentacji_konkursowej_dla_konkursu_otwartego_nr_1P_OKL5212011_Doskonat.html), accessed 12-01-2012

Fig. 1 Characteristics of the CAF layout in particular provinces  
Source: own work based on [www.eipa.eu](http://www.eipa.eu) and [www.caf.com.pl](http://www.caf.com.pl).

### What's next?

ISO tool has been treated in this article as a starting point for organizations in the effective handling of quality management tools, while the CAF model, which is a very useful tool, but only if it is applied deliberately and consistently, as its continuation. Simplifying, the ISO provides the basis for a reorientation of the organization and redirecting it to client's needs, but above all the implementation and continuous improvement of the quality management system is the cause of improving the level of quality awareness [Bugdol, 2008]. This does not mean, of course, that a necessary condition for the implementation of the CAF model is the implementation of Quality Management System consistent with the requirements of PN EN ISO 9001:2009. However, it allows for a deeper understanding of quality among managers and employees.

Effective implementation of the CAF model, should proceed in a planned several years' process, preceded by assessment of the work method and results of office by the workers themselves. Only a complete cycle of diagnosis, supported by the implementation of improvement activities causes that the use of the CAF gives practical benefits. Offices using the CAF approach for years emphasize, that it is necessary to carry out several cycles of evaluation and improvement, to really be able to show that there has been significant improvement of the management and results [Buchacz, 2011]. Most frequently, it is considered that implementation and maintenance of pro-quality solutions (either ISO, or CAF, or EFQM or other) is connected with an appropriate level of employee involvement, development of knowledge about the quality, or maintenance of a sufficient level of motivation [Bugdol, 2008], but our experiences show that the main burden of responsibility for the fiasco of carried out activities promoting quality in the organization, lies on the management team. Managers in the public sector do not fully understand the obligations arising from their role. They focus on building external relationships and neglect inspiring

employees, creating a positive climate in the organization. They devote little attendance to uniting employees around the strategic challenges facing the office. This negligence results in a decrease of employees involvement in quality idea. After. E. Deming, managers are responsible for 60-70% of the causes of poor work [Belcik, 2009]. Therefore, the implementation of any of the tools (methods, systems) of quality management, should be preceded by building support among the managers, so that in consequence of actions taken later by them, a culture of quality was established in an organization, defined as the concentration around individual and collective beliefs of people of the duty of good quality job and the need of improvement what can be improved. Characterizing with high effectiveness and efficiency, achieved thanks to the commitment of both workers (all levels), as well as clients in the process of improving the individual [Roberts, 2000]. Workers, who adhere to the credo of quality does not need to be controlled, their behaviour is controlled by the values that they adhere to.

A good example, illustrating the validity of above-mentioned postulates, would be the Inland Revenue Office Cumbernauld from the United Kingdom (AOC), which began the process of implementation quality policies in 1985. The process of changes began with redesign of the management system in the office. The attention was put on the gradual shift from an autocratic style of management and the introduction of targets concerning the client's service to the scope of functions of all employees. Next all the managers attended permanent trainings on the TQM issues. In 1990 a working group responsible for the quality improvement plan was established. In 1990 a working group was established, responsible for the quality improvement plan. Its key task was to focus on the client, to establish measures for quality improvement and development of employees' skills. In 1994 a decision was made to subject to the first self-assessment by the EFQM model. Prepared in this way organization was awarded in 1998, as the UK's first public sector organization, with the European Quality Award [Buchacz and Wysocki, 2002/2003]. This undeniable achievement was possible thanks to the conscious and deliberated process of implementation, the pillar of which were involved managers and a new organizational culture - culture of quality [Zbiegień-Maciąg, 1999]

That is why it is necessary to change the way of understanding the quality essence by the public administration units, so far analysed mainly from the internal perspective, without considering the needs and expectations of clients.

Actions that have been and are taken by the public sector units are extremely important from the point of view of quality management improvement in this sector, and thus de facto from the point of view of each of this quality recipients. Our observations indicate, however, that the weak link of these actions appear to be managers of these units. Definitely a weak point of offices is the lack of ability to appreciate the initiative, hard work, good ideas of employees. Moreover, initiative of employees is not only not appreciated, but even undesirable. The sources of these weak points should probably be looked for in the wrong management style of managers of the lowest and middle level, who usually derive from the group of the best specialists in their field, but without ability of staff management. Therefore, many public sector organizations have a huge problem with internal communication, which reveals the full force on the line: middle level managers - the lowest level managers. Managers are not aware that the burden of responsibility for the building of quality management systems lies on them. Lack of understanding and full commitment in the quality idea makes the employees, engaged in many activities in the same time, treat the implementation and later the self-assessment according to the CAF method, as one of many responsibilities. It's not necessary to look far to see the effects. Even now, after two self-assessments, to which some public sector organizations underwent, it appears that because they have not reviewed all of their processes, optimization, which is carried out in them, is local, so taken decisions are good only from the point of view of part of the process.

Preparation of processes implementation and improvement of management systems in public sector organizations is spontaneous and chaotic. They lack of a consistent definition of quality and organizational culture, friendly not only to the quality but changes in general. The

decision to build a quality management system should be a strategic decision of whole organization, in which managers should take an active part, while practice shows a lack of understanding and commitment in favour of quality and expectation of immediate results. From the point of view of quality it is not important which path will be chosen by the office. The use of ISO, CAF method, departmental standards, or other ideas on quality may lead to the construction of a coherent and effective management system, providing that it is not a goal in itself. Therefore, executives who do not coordinate, do not monitor and do not show the commitment to the implementation of corrective and preventive actions, contribute to the waste of public money by wasting time, energy and enthusiasm of employees who conducted these activities [Kozera, 2009].

In Polish reality (but not only Polish), it turns out that the awareness of the need of quality itself definitely existing in the organization, is not sufficient, because it does not lead by itself to the change of employees' behaviour. Moreover, articulated characteristics of public organizations, including the emphasis on compliance with procedures, rules and regulations, achieving goals form a mixture of bureaucratic climate with authoritarian, characterized by strong pressure of power and attitude to carry out tasks [Kozusznik, 2007]. While from the point of view of quality a desirable would be innovative, characterizing with the influences and position of employees dependent on their professional qualifications. Therefore, besides creating the foundations for a quality culture, managers are expected to consciously manage the process of its creation. In public sector organizations it is necessary to develop leadership attitudes in the scope of responsibility for building of the quality management systems, improving the quality and personnel management [Kozera, 2009]. The state of progress quality management in public sector organizations in Poland can be regarded as a fledgling, not only because of the number of organizations that have implemented any of the tools (systems, methods), but mainly because of the chaos of these implementations. Its consequence is the bipolarity of attitudes of employees and executives, characterizing on the one hand with relating the quality to timeliness, the ability to work in teams, meeting clients' expectations, etc., and on the other hand the lack of ideas for self-esteem of quality and factors on the basis of which it can be evaluated. Among the units that have implemented a quality management tools there are too many of those, which brought the concept of quality to formal fulfilling requirements of selected standard.

A great part of activities aiming at quality improvement in the administration is hanged in the air and is not connected with a coherent quality policy. Activities carried out in an unintegrated way become competitive in relation to each other. The problem of quality management in administration is not the consequence of applying inappropriate, to the needs of the sector, quality models (Such opinions appeared among employees of examined offices). It results from wrong understanding of models' assumptions and lack of effective implementation aimed at attitudes change and awareness at various levels of management, starting with the highest.

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D.Ec. Liliana HAWRYSZ; assistant professor in the Department of Organization and Management at the Economics and Management Faculty, Opole University of Technology. She specializes in issues related to organizational behavior with particular emphasis on organizational culture, leadership and organizational commitment, as well as quality management in public sector units. She is the author of several dozen original scientific publications in the scope of carried out scientific activities. Cooperates with many regional organizations, is a member of PROCLUSTER - Association of Professionals and Experts on Network and Clusters.

D.Ec. Katarzyna HYS; assistant professor at the Faculty of Production Engineering and Logistics, Opole University of Technology. She is interested in issues of quality management and marketing in enterprises, with particular emphasis on services, the issue of certification of quality systems, international and national quality awards. She is the author of several dozen original scientific publications in the scope of carried out scientific activities. Actively participates in the activities of the Polish Association of Production Management (PTZP) of which she is a member. In addition, is a co-inventor of the invention for which she obtained a patent of Polish Patent Office.