Conditions for Effective Implementation of Quality Management Systems in Public Administration: A Literature Review

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The circumstances of quality management systems (QMS) implementation are relevant to the success of QMS in public administrations. However, literature concerning relevant conditions for successful implementation is dispersed in qualitative case studies, country studies, or one specific type of QMS. Therefore, this article gathers and synthesises relevant variables through a thematic literature review, which was carried out in internal databases of 21 leading public administration journals and three leading quality management journals, as well as in Google Scholar. Five variable categories which are transversal to all analysed QMS were detected in an inductive way: "commitment and resources", "structure and culture", "attitude and

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skills", "time", "measurement and communication". Given the high level of requirements related to the implementation of QMS and the limited pressure to adhere to quality management labels in the public sector, it is suggested that managers of public administrations also examine alternative non-systemic quality management tools to improve their organizations' performance.

Keywords: Total Quality Management, quality management systems, International Organisation for Standardisation, European Foundation for Quality Management, Common Assessment Framework, implementation variables

1. Introduction

After the introduction of quality management systems (QMS), such as ISO (International Organization for Standardization) and EFQM (European Foundation for Quality Management) in the private sector, they were also starting to be used in the public sector (Massey, 1999). Furthermore, the Common Assessment Framework (CAF), which is a modified version of EFQM, was elaborated specifically for the public sector. In light of the varying former reforms public administrations have undergone, this development seems to be the only logic consequence. In particular, the New Public Management (NPM) reforms contain characteristics and concrete tools which are also elements of QMS (Vinni, 2007). Thus, single NPM tools, such as performance measurement (Hood, 1995), benchmarking (Folz, 2004), or citizen orientation (Brown, 2007) seem to have prepared public administrations for the adoption of comprehensive QMS. However, the simple one-to-one transfer of QMS from the private to the public sector has been accompanied by criticism, mostly due to the specific nature of public administrations which would be incompatible with QMS concepts originating from the private sector (Elg, Wihlborg & Örnerheim, 2017; Pollitt, 1990; Swiss, 1992).

In this context, several studies examined to what extent QMS contributed to increasing public administrations' performance. Unsurprisingly, the results were mixed. In the case of ISO 9001 in Portugal, positive results were reported for ISO certified municipalities (Brito et al., 2020) and social services (Melâo & Guia, 2015), whereas mixed results were obtained from a study on Italian municipalities (Chiarini, 2016). Concerning QMS

managed under the name of Total Quality Management (TQM), only modest positive results were noticed for American cities (Berman & West, 1995), results were mixed for an Austrian city (Scharitzer & Korunka, 2000), while positive results were reported for the Taipei city government (Chang, Chiu & Chen, 2010). Finally, in the case of the TQM being specifically adapted for the public sector, i.e. the Common Assessment Framework, a positive impact was generally detected in the case of Slovenian police stations (Tomaževič, Seljak & Aristovnik, 2016) and also in a study on two Turkish ministries (Kalfa, 2018). Generally, it is often expressed that although QMS may have positive effects on a public administration's performance, it is difficult to implement them (Rajan, 2022).

Indeed, in their study on American state agencies, Hellein and Bowman (2002) concluded that the implementation of QMS plays an important role in the success of QMS. However, literature concerning variables which are determinant for effective QMS implementation is dispersed. Existing studies mostly consist of qualitative case studies, country studies or focus on one specific type of QMS. Thus, there is a research gap concerning aggregated knowledge on implementation variables. Therefore, this article makes an analysis of thematic literature to gather variables which are determinant for successful QMS implementation. The major contribution of this article consists of a conceptual synthesis and discussion of these variables. In addition to a clearer understanding of these implementation variables, this synthesis will also provide practical insights for public managers who are considering or are already involved in the introduction of QMS.

This thematic literature review and discussion is preceded by a more general literature review of quality management in public administrations and a methodological section explaining how the relevant literature was selected and analysed.

2. Quality Management and Public Administration: A Complicated Relationship

Public administration has specificities which distinguish it from private enterprises. The two main differences concern its mission, e.g. the creation and implementation of public policies versus profitability, and governance, meaning dependency on government and parliament/citizen versus exposure to the market (Chappelet, 2013; Rainey & Chun, 2007). These differences have an impact regarding the use of quality management tools and systems, which will be illustrated hereafter.

2.1. The use of Single Quality Management Tools in Public Administration

As mentioned, a major reform the public sector has undergone consists of the New Public Management, which is strongly inspired by private sector practices, and, despite its main focus on effectiveness and efficiency, the issue of quality also arises in some NPM tools (Vinni, 2007).

A central NPM component consists of performance measurement (Hood, 1995) by identifying the objectives and measuring results, followed by public managers' report on outcomes. The underlying idea resides in accountability, but also performance improvement (McDavid & Huse, 2012). In other words, effective performance improvement can only be observed when performance is measured, typically before and after carrying out certain actions in order to compare both the former and the latter state of affairs. The introduction of performance monitoring was a colossal step for most public administrations and had the advantage of bringing more transparency to existing practices (Giauque & Emery, 2008), providing the foundation for performance enhancement. Simultaneously, performance measurement is not easily applicable to the public sector. Conversely to the private sector, performance must be measured in different ways than financial profit (Pidd, 2005). In addition, if the performance of a public administration is measured on the basis of the outcome resulting from the public policies they are in charge of, it must be underlined that the public administration is not solely responsible for public policies' design, since it is also influenced by political authorities (Thom & Ritz, 2017).

Importantly, strategic planning is strongly related to performance measurement, where strategic objectives are defined, and performance measurement allows institutions to evaluate their degree of achievement. In their meta-analysis, George, Walker and Monster (2019) examine whether strategic planning genuinely improves organizational performance. Indeed, they conclude that strategic planning has a positive and significant impact on organizational performance in the public sector, particularly regarding organizational effectiveness, however not necessarily concerning efficiency.

A prominent NPM tool is benchmarking since it incarnates a central NPM idea, competitiveness. A public organization decides to compare its performance to another public organization and thereby somehow enters a competition. However, the objective generally consists of identifying the best practices and reproducing them in order to improve its own performance, rather than defying the benchmarking partner. Folz (2004) argues that the choice of the benchmarking partner is crucial for the suc-

cess of the benchmarking tool. In his study of American municipalities' solid waste recycling programs, he found that the benefit of this method is higher if the benchmarking partner is chosen from amongst the best of the same desired quality service category and the latter should be chosen with regard to the input a municipality can afford. In other words, if a municipality can only afford low financial investment in solid waste recycling, it should not benchmark with a municipality, which is able to invest high funding, because the best practices of the latter are largely explained by the money invested. Yet, if the municipality benchmarks with another municipality, which can also only afford low financial investment but performs particularly well, then it can identify reproducible best practices.

The last NPM characteristic also focusing on service quality consists of citizen orientation. Thus, like in a private company, "clients" are asked to evaluate the quality of public services in order to provide information for potential improvement. Brown (2007) considers that the use of citizen satisfaction surveys risks misguiding managerial decision-making. Firstly, because in his study he notices that citizens are likely to rate services positively in the case of a direct relationship to the service and negatively in the case of an indirect relationship. Secondly, because the citizens' perception varies according to whether they consume the services as a result of coercion or choice. Elg and colleagues (2017) also argued that customer satisfaction may be biased when it concerns areas such as: public care of the elderly, care for people struggling with substance abuse and addiction, and work for building permit applicants. The public services provided may not always correspond to customers' expectations. For example, elderly people do not only expect health care, but also someone who listens to their "life story", a drug addict who does not want to be taken care of by the state or a person whose demand for a building permit is declined. Consequently, their evaluation of the quality of service may depend more on the nature of the service and the clients' expectations, rather than the effective quality of service. Despite these rather problematic examples, it is argued that the focus on citizens' satisfaction may be an interesting additional source of information for the quality improvement of public services, however, according to the circumstances, should be used cautiously for managerial decisions.

2.2. QMS Use in Public Administration

As mentioned, the introduction of QMS in the public sector has been accompanied by critical and sceptical voices. Swiss (1992) warns that the or-

thodox form of TQM will not work in the public sector because of its "stress on products rather than services", "well defined consumer groups", "inputs and processes rather than results" and "an organizational culture with a single-minded preoccupation with quality" (Swiss, 1992, p. 365). Gueret-Talon (2004) considers that ISO, contrary to EFQM, does not sufficiently cover the social dimension. Finally, Elg and colleagues (2017) draw attention to legal elements which have an impact on public services consumption, such as legitimacy, the right and access to those services, and equal treatment of citizens instead of favouritism and coercion. All these specific factors make the debate about the quality of public services more complex. Indeed, several authors observed serious difficulties in the introduction and implementation of TQM in the public sector. In the case of more autonomous public organizations, rather than pure public administrations, such as hospitals, Adinolfi (2003) reported strong opposition of the medical profession in Italian and Irish hospitals. Balasubramanian (2016) made the same observation in Indian hospitals underlining that doctors feared the loss of power. This opposition illustrates that TQM directly interferes with the daily work of professionals and that the latter feel that they are being questioned regarding their professionalism. Indeed, before the introduction of TQM tools, the professionals were themselves mainly responsible for the quality of their work, without any management control. Pollitt (1990) also considered that managers' involvement in quality assurance is not justified by their expertise but by their role as a representative of collective interest. Other authors consider that TQM's acceptance also depends on whether it was introduced in a top-down or participative manner (Hellein & Bowman, 2002) or on a voluntary basis (Boyne & Walker, 2002).

3. Methodology

Since the thematic analysis of this article is based on a literature review, this methodological part focuses on the manner the literature was selected. In the first step, two types of databases were retained: on the one hand, internal databases of public management and public administration journals figuring in the top two quartiles of Scopus, as well as leading quality management journals, and on the other, Google Scholar. Among the journals selected, two were excluded because they did not have a browser function, the author's institution did not have access to it and the finally, one because it was too specific regarding a given public sector. In total, 24 journals were selected (see Table 1).

Table 1: *Identification and selection of relevant articles by journal*

Journal	Number of articles identified	Number of articles selected
Quality Management Journal	2	1
Total Quality Management and Business Excellence	15	22
International Journal of Quality and Reliability Management	290*	7
Public Administration Review	40	0
Journal of Public Administration Research and Theory	36	0
Public Management Review	31	0
Review of Public Personnel Administration	26	0
Public Policy and Administration	12	0
Waste Management and Research	167	0
The American Review of Public Administration	24	0
Journal of Policy Analysis and Management	39	0
Public Administration	33	0
Perspectives on Public Management and Governance	1	0
Public Performance & Management Review	38	4
International Public Management Journal	16	0
Public Personnel Management	78	0
International Journal of Public Sector Management	500*/**	0
Public Money and Management	45	1
International Journal of Public Administration	65	2
Australian Journal of Public Administration	24	0
Public Administration and Development	30	2
Public Works Management and Policy	21	1
Canadian Public Administration	12	1
Public Administration and Policy	57	0
Total in selected journals	**1,602**	**41**
Google Research	**70**	**5**
TOTAL	**1,672**	**46**

* The research could not be limited to abstracts.
** Only the first 500 items were available.
Source: Author, based on Scopus ranking.

From these 24 journals, the research was limited to the period 1997–2022 and included the abstracts with the term "quality management" for public management and administration journals and with the term "public" or "administration" for the quality management journals. 1,602 articles were identified through this research. The scanning process of these articles was realised based on the following criteria: firstly, the articles had to focus on local, regional, or national public administrations. Thus, articles focusing on supranational organizations, other public organizations, such as hospitals, or private organizations, such as private enterprises, were excluded. Thereby, the focus was only on core public administration organizations, thus, public organizations with a particularly high degree of "publicness". The latter can be characterised by complex tasks, conflicting environmental demands, low managerial autonomy and strong vertical links, externally and internally (Antonsen & Jùrgensen, 1997). Secondly, the articles had to focus on quality management systems, such as ISO, EFQM, CAF or other TQM concepts. Articles focusing on non-systemic quality management, such as six sigma or balanced scorecard, were excluded because of the hurdle of introducing such tools is lower compared to those of QMS. 41 out of 1,602 articles were retained after this scanning process. The selection of articles through the Google Scholar database was restricted to the same period (1997–2022), titles of articles were based on the following terms: "total quality management" + "public administration"; "total quality management" + "local government"; "ISO" + "public administration"; "ISO" + "local government"; "common assessment framework". 70 articles resulted from this research. After the elimination of duplicates with respect to the previous research and a scanning process applying the same criteria (pure public administration at local, regional, and national levels and focus on ISO, EFQM, CAF or other TQM concepts), five more articles were retained. Thus, all in all, 46 articles were included for the thematic literature review.

4. Results

The thematic review of the 46 selected articles allowed the identification of 12 articles including an analysis of variables having an impact on the implementation of QMS. Seven articles are based on qualitative case studies, three on quantitative surveys and two are comparative. In seven cases, empirical field work was carried out in European countries, four focused on Asian countries and one on the USA. Four studies concentrated

on CAF or EFQM, four on ISO and four on TQM, an undefined QMS or an adapted form to a specific public field. Table 2 lists the identified variables having impact on implementation by study.

Since many of the mentioned variables are similar or have strong links – which are detailed hereafter – they could be regrouped into the following five categories, based on an inductive method: *Commitment and Resources* (1), *Structure and Culture* (2), *Attitude and Skills* (3), *Time* and (4) *Measurement and Communication* (5). Each variable listed in Table 2 is numbered according to its attribution to one of the five categories. The following paragraphs develop these variable categories based on the elements identified through the literature review. Before a general statement can be made, it should be noted that the five variable categories are transversal regarding CAF/EFQM, ISO and TQM (except for the 4th category in the case of TQM). Thus, they are not specific to one of the examined QMS. Yet, each of the first three categories can be attributed to one hierarchical level: *Commitment & Resources* (1) are mostly treated in the context of the management level and sometimes regarding the governmental level; *Structure & Culture* (2) concern the whole organization; *Attitude & Skills* (3) concern the employees' level (see Figure 1). *Time* (4) and *Measurement & Communication* (5) are categories which concern all hierarchical levels.

Table 2: *Identified variables having an impact on implementation*

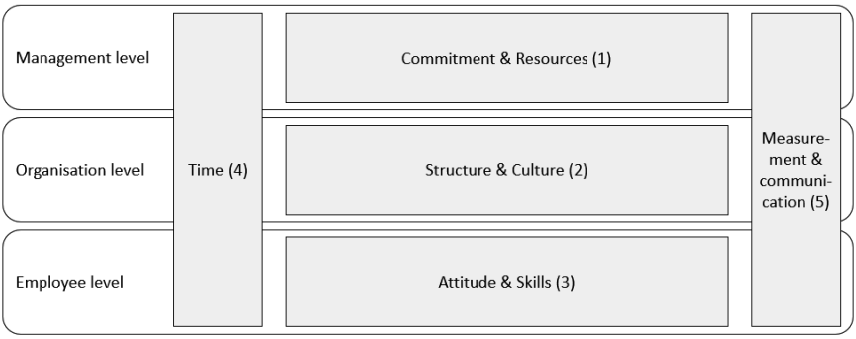
Type of QMS	Type of variable	Summary	Author(s)	Type of study	Country
CAF, Oakland model (4Ps and 4Cs)	Commitment/enthusiasm of senior managers (1) Communication (5) Power (1) Collective involvement (2) Organizational culture/climate of change and continuous learning (2) Measurement and reporting of performance (5)	Three government agencies were observed regarding their degree of success in the implementation of CAF/Oakland model. Differences in implementation success were explained by six types of variables.	Pimentel & Major (2016)	Longitudinal case study	Portugal
CAF	Government support (1) Cost (free in the case of CAF) (1) Implication of collaborators (as being part of the concept) (2) Previous experience with QM concepts, such as ISO (4)	Two local governments were scrutinised regarding the introduction of QM frameworks. Apart from determining variables for successful introduction (see beside), it is shown that QM frameworks have a positive impact on effective service quality.	Wiśniewska & Szczepańska (2014)	Case study	Poland
EFQM	Supporting projects and initiatives (1) Supporting training and coaching (3) Continuous monitoring and consultation (5)	The mentioned variables seem to have contributed to the implementation of EFQM in the Emirate of Ras Al Khaima, resulting in higher performance of its public administration.	Jabnoun & Khalifah (2015)	Case study	United Arab Emirates
EFQM /ISO	Organizational structure (hierarchical vs. flat) (2) Organizational stability (turnover of top management) (4) Management commitment (1) Organizational environment favourable to teamwork (for EFQM) (2)	The further development from an ISO certification to a more comprehensive EFQM model seems to be negatively influenced by a hierarchically organised structure and high turnover at the top management level.	Üstüner & Coşkun (2004)	Case study	Türkiye

ISO 9000	organization: lack of cooperation among internal departments (2); change of President/Mayor (4); no proper QM department (2) resources: lack of human resources (1) behaviour and culture: negative perception or attitude towards quality among employees (3); employees' culture toward quality (3); lack of involvement (2); cooperation and commitment from employees (3)	Barriers for successful ISO implementation vary between the private and public sector, at least in terms of importance. Five variables with particular importance were identified for Malaysian local authorities.	Abdullah, Abdul Razak, Hanizun Hanafi & Jaafar (2013)	Quantitative study	Malaysia
ISO 9000	maintenance measures (control of documents, internal quality audit, data analysis and feedback, management review, corrective and preventive action, training) (4)	Based on a best practice case study situated in a Malaysian local authority, this study identifies six maintenance measures which contribute to further organizational performance improvement.	Basir & Davies (2018)	Case study	Malaysia
ISO 9001	Size (in terms of staff) (1) Level of complexity (3) Level of education (share of staff with higher education degree) (3) Available time (1) Financial resources/support (1) Cost of certification (1) Expected benefit (5)	The choice of QMS by Polish local governments is identified as one important variable, as well as further variables influencing the implementation and abandon of ISO (see left box …).	Ćwiklicki, Pilch & Żabiński (2019)	Quantitative survey	Poland
ISO 9001	Tangible resources (finance, human resources) (1) Intangible resources (skills) (3)	Tangible resources are more important for the implementation and maintenance of ISO in smaller Polish local governments, whereas intangible resources are more important in larger local governments.	Ćwiklicki, Pawełek & Pilch (2021)	Quantitative survey	Poland
QMS (not precised)	Degree of organizational autonomy (2) Administrative traditions (2)	Based on data from six EU countries, differences in the use of QMS could be noticed regarding two variables, without, however, being able to fully explain the variable "administrative tradition".	Wynen, Verhoest & Demuzere (2016)	Comparative study	Belgium, Italy, Portugal, Germany, Austria, Netherlands.

TQM	Environment: organizational climate (2); leadership/ commitment of top management (1); emphasis on continuous improvement (2); management feedback (2) Teamwork: employee empowerment (3); cross-functional teams (2); fact-based (5), joint decision making (2); team-based reward criteria (2) Learning: training; problem-solving tools and techniques; quality planning; product/process analysis (3) Performance: measurement; customer focus (internal and external) and satisfaction (5)	Based on a case study, a model for institutionalising TQM is suggested. Critical elements for implementation are similar to those for maintenance, although with potentially varying emphasis.	Loomba and Spencer (1997)	Case study	USA (Iowa)
TQM	Organization-specific conditions and country-specific cultural patterns must be considered when implementing TQM (2)	This study of Indian Railways shows that specific characteristics which may appear as a weakness in the implementation of TQM can also be used as a force, e.g., the importance of relationship can be translated in the concept of a "professional clan" and the Indian philosophy of Nishkam (not being obsessed with the results of an action) can be seen as an important attribute for long-term reflection.	Kumar, Sahay & Ranjan (2011)	Case study	India
EQUASS	Internal staff motivation (3) Staff professionalism (3)	Internal staff motivation is clearly more important than external motivation (e.g. coming from government). Staff professionalism, e.g. concerning the elaboration of process description, also has an important impact on the implementation of this QM system, which is specific for social services.	Marimon, Melâo & Bastida (2021)	Comparative study.	Estonia, Germany, Italy, Lithuania, Netherlands, Norway, Portugal, Slovenia

Source: Author.

Figure 1: *Implementation variables synthesis*



Source: Author.

Specifically, it can be stated that many studies underline that commitment (1) of the management, or even the government makes an important difference regarding the implementation of a QMS (Jabnoun & Khalifah, 2015; Loomba & Spencer, 1997; Pimentel & Major, 2016). Thus, public managers who share their enthusiasm of QMS with their employees increase the chances that QMS implementation meets broad support within a given public administrative unit. In contrast, low or even lacking managerial commitment may provoke distrust among employees and decrease the chances of correct implementation. Managerial commitment also becomes visible through resources which the management dedicates to the implementation of QMS. The latter usually has a cost, in terms of working time and, according to the QMS, also in financial terms, for instance, for supporting activities, training activities, consulting services, audits and certifications. Sadly, lacking time or human resources are a frequent reason for unsuccessful implementation (Ćwiklicki, Pilch & Żabiński, 2019). Wiśniewska and Szczepańska (2014) underline the particularity that the CAF model is freely available, which might represent an advantage compared to other QMS models, such as ISO, at least in terms of available funding.

The central component in the implementation of QMS such as EFQM, CAF and TQM consists of its daily usage and employee involvement (Wiśniewska & Szczepańska, 2014). Therefore, existing organizational structure and culture is determinant. However, strict hierarchical structures clearly represent a disadvantage (Üstüner & Coşkun, 2004). The same applies to rigid structures when it comes to change, continuous learning and improvement, as well as management feedback, which are all identified as central elements of QMS (Loomba & Spencer, 1997; Pimen-

tel & Major, 2016). A higher degree of organizational autonomy (Wynen, Verhoest & Demuzere, 2016), as well as an organizational unit dedicated to quality management (Abdullah et al., 2013) seem to represent an advantage for QMS implementation. In the case of public administration, the degree of interdepartmental collaboration also has an impact if the QMS should be used by the whole administration (Abdullah et al., 2013). Finally, Wynen, Verhoest and Demuzere (2016) also notice differences in QMS use between different European countries and presume that these are related to various administrative traditions and cultures, of which some would be more favourable than others; however, no clear patterns were found. Kumar, Sahay and Ranjan (2011) provide some deeper insight in the implementation of QMS in the Indian context and underline adaptions which were necessary due to the given culture.

QMS imply a certain degree of complexity. Thus, employees need to be appropriately trained in order to correctly implement QMS (Loomba & Spencer, 1997) and another determining variable is employees' attitude and skills (3). Better educated employees contribute to successful implementation (Ćwiklicki, Pilch & Żabiński, 2019). Another determining factor is employees' general attitude towards quality management, their motivation and professionalism (Abdullah et al., 2013). Although it is not explicitly mentioned in the reviewed literature, a link between skills and attitudes can be hypothesised. Thus, better trained employees probably also feel more comfortable working with QMS than employees who do not really know how QMS works.

Since QMS imply a certain complexity, experience with quality management tools and systems over time represents an advantage. For instance, public administrations having prior experience with ISO have had less issues with the implementation of CAF than those without this experience (Wiśniewska & Szczepańska, 2014). Given that QMS are not implemented overnight, they need to create balance over time, also in regard to managerial commitment. Thus, frequent changes in governments and management generally have a negative impact on the implementation of QMS (Abdullah et al., 2013; Üstüner & Coşkun, 2004). Basir and Davies (2018) underline that quality management work does not end with the implementation of QMS. Conversely, QMS must be maintained, which involves regular work, such as adapting process documentation.

Finally, performance measurement is also a central component of any QMS. Therefore, measurement or monitoring also has to be done regarding the QMS implementation process itself (Jabnoun & Khalifah, 2015). In addition, producing data on organizational performance alone is insuf-

ficient for the successful implementation of QMS; it must also be communicated in an appropriate way within the given public administration (Pimentel & Major, 2016). Therefore, creating an environment of open communication is necessary (Loomba & Spencer, 1997). Employees who are involved in this process need to be convinced of the benefits of QMS, otherwise they do not support the change (Ćwiklicki, Pilch & Żabiński, 2019). Thus, performance measurement in this context may constitute a convincing factor, if it demonstrates that effective quality increases.

5. Discussion and Conclusion

This thematic literature review identified five different variable categories in public administrations which influence the success in the implementation of QMS. Every public manager thinking about the potential introduction and use of a QMS within his or her administrative unit should answer the following questions and then decide whether he or she wants to introduce a QMS: First, are we, I and my management colleagues, convinced in the utility of QMS and do we have enough resources to allocate to its implementation? Second, does our organization have the necessary structure and mature culture for a QMS? Third, do our employees have the right skills and attitude to implement and use a QMS? Fourth, do our organization, management and employees have prior experience with quality management tools and is everyone ready to apply a QMS in the long term? Fifth, are we able to measure and communicate our performance in an appropriate way? Thus, if a public manager can answer all of these questions positively, he or she would be in the ideal position to implement a QMS. However, what if this is not the case? Should some preliminary work be done on the obvious shortcomings to increase the chance of the successful implementation of QMS and reduce the risk of failure? Or, conversely, should a QMS be used as a means to transform public administrations into more professional organizations? Indeed, QMS have the advantage of containing a plan on how to proceed in the search for higher quality. However, if a public administration is insufficiently advanced in the reform process towards a "modern" public administration, the application of this plan might be too complex. Thus, it is argued that there must be a foundation and a certain degree of professionalism, in order to advance further.

It is striking that the five variable categories are identified in ISO, EFQM/CAF and other TQM systems, with one exception. This means that the

requirements for public administrations' implementation of QMS are high. Does this mean that existing QMS are too sophisticated for public organizations with a high degree of publicness and that the latter should renounce them? If so, what would that mean for the society? Would the renouncement of a QMS mean that citizens who receive public administration's public services must expect low quality service? This question raises the previous question related to alternative means of increasing the quality of public administrations' performance. Indeed, external pressure to introduce a QMS in public administrations is rather low. Compared to private enterprises, public administrations are much less or not even exposed to competition. Mostly, they do not need to prove the quality of their services to their clients, meaning their citizens, with a quality management certificate or award due to the fact that they mostly have a monopoly in the provision of the given services (Rainey & Chun, 2007). In other words, the path is clear for public organizations with a high degree of publicness to use simplified QMS or even only a series of quality management tools in order to improve their performance. Research has shown that single quality management tools can have a positive impact on the performance of public administrations. Thus, there seems to be some potential for non-systemic quality management. Yet, it is an empirical question of which combination of quality management tools would best suit a given public administration.

In this context, it appears that more research is clearly necessary to elucidate the use of quality management systems and tools and their potential in the public sector. Indeed, more nationwide studies, international comparisons, and comparisons between different types of QMS are necessary to better understand the applicability of QMS in public administrations. For instance, it is well known that NPM has been implemented in various ways (Hood, 1995), according to the country and other variables. Therefore, it would be interesting to examine whether the existence of certain NPM characteristics facilitate the implementation of QMS. Furthermore, although some preliminary studies examined the influence of administrative cultures on the use of QMS (Kumar, Sahay & Ranjan, 2011; Wynen, Verhoest & Demuzere, 2016), this variable remains understudied. Last but not least, it would also be interesting to detect what type of quality management is carried out by public administrations which do not use a QMS, what kind of variables influence the administrations' given choices and what the impact of the use of non-systemic quality management tools is on the public administration's performance.

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CONDITIONS FOR EFFECTIVE IMPLEMENTATION OF QUALITY MANAGEMENT SYSTEMS IN PUBLIC ADMINISTRATION: A LITERATURE REVIEW

Summary

After the introduction of quality management systems (QMS), such as ISO (International Organization for Standardization) and EFQM (European Foundation for Quality Management) in the private sector, they were also starting to be used in the public sector. However, the simple one-to-one transfer of QMS from the private to the public sector has been accompanied by criticism, mostly due to the specific nature of public administrations which would be incompatible with QMS concepts coming from the private sector. In addition, it turned out that circumstances of quality management systems implementation (QMS) are determinant for the success of QMS in public administrations. However, literature on relevant conditions for successful implementation is dispersed in qualitative case studies, country studies or one specific type of QMS. Therefore, this article gathers and synthesises relevant variables through a thematic literature review, which was carried out in internal databases of 21 leading public administration journals and three leading quality management journals, as well as in Google Scholar. Five variable categories, which are transversal to all analysed QMS could be detected in an inductive way: commitment and resources, structure and culture, attitude and skills, time, and measurement and communication. Given the high level of requirements related to the implementation of QMS and the limited pressure to adhere to quality management labels in the public sector, it is suggested that public administration managers also examine alternative non-systemic quality management tools to improve their organizations' performance. Public administrations could use simplified QMS or even only a series of quality management tools in order to improve their performance. Research has shown that single quality management tools can have a positive impact on the performance of public administrations. Thus, there seems to be some potential for non-systemic quality management.

Keywords: *Total Quality Management, quality management systems, International Organisation for Standardisation, European Foundation for Quality Management, Common Assessment Framework, implementation variables*

UVJETI ZA DJELOTVORNU IMPLEMENTACIJU SUSTAVA ZA UPRAVLJANJE KVALITETOM U JAVNOJ UPRAVI: PREGLED LITERATURE

Sažetak

Nakon što su sustavi za upravljanje kvalitetom (SUK), poput onih razvijenih u okviru Međunarodne organizacije za standardizaciju ili Europske zaklade za upravljanje kvalitetom u privatnom sektoru, uvedeni u privatni sektor, počeli su se koristiti i u javnom sektoru. Međutim, jednostavan transfer takvih sustava iz privatnog u javni sektor popraćen je kritikama koje naglašavaju specifičnu narav javne uprave koja nije kompatibilna s konceptima upravljanja kvalitetom razvijenima u privatnom sektoru. Ispostavilo se da su okolnosti u kojima se sustavi za upravljanje kvalitetom uvode u javnu upravu odlučujuće za njihov uspjeh. Literatura je o relevantnim uvjetima za uspješnu implementaciju sustava za upravljanje kvalitetom raspršena, a sastoji se uglavnom od kvalitativnih studija slučaja, studija posvećenih pojedinoj zemlji i onih posvećenih jednom tipu SUK-a. Slijedom toga, ovaj je rad posvećen objedinjavanju relevantnih varijabli i to čini pomoću tematskog pregleda literature koji je proveden korištenjem internih baza podataka u dvadeset i jednom vodećem časopisu za javnu upravu, u tri vodeća časopisa za upravljanje kvalitetom te u aplikaciji Google Scholar. Detektirano je pet kategorija varijabli koje su karakteristične za sve analizirane SUK-ove: a) posvećenost i resursi, b) struktura i kultura, c) stav i vještina, d) vrijeme te e) mjerenje i komunikacija. S obzirom na stroge zahtjeve implementacije SUK-ova i uopće ograničeni pritisak priklanjanja nekom određenom tipu SUK-a, u radu se predlaže da javni menadžeri također mogu isprobati alternativne i nesistemske alate za upravljanje kvalitetom kako bi poboljšali rezultate i ukupnu izvedbu svojih organizacija. Javne uprave mogu koristiti pojednostavljene SUK-ove ili tek seriju alata za upravljanje kvalitetom kako bi poboljšale svoje rezultate i konačnu izvedbu. Istraživanje je pokazalo da i pojedini alati za upravljanje kvalitetom mogu imati pozitivan učinak na izvedbu javne uprave. S obzirom na to, čini se da postoji određeni potencijal i za nesistemsko upravljanje kvalitetom.

Ključne riječi: *cjelovito upravljanje kvalitetom, sustavi za upravljanje kvalitetom, Međunarodna organizacija za standardizaciju, Europska zaklada za upravljanje kvalitetom, Zajednički okvir za procjenu, implementacijske varijable*