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SUSTAINING TQM IN AN ISO 9001:2008 – CERTIFIED PHILIPPINE LGU: THE CASE OF CALAPAN CITY

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ABSTRACT – Administrative Order (AO) No. 161, Executive Order (EO) No. 605, and the current government policy on the grant of performance-based bonus (PBB) have made the ISO 9001 Total Quality Management (TQM) model a part of the productivity and performance measurement and/or quality improvement programs of the Philippine government. This study looked for the factors that affect the sustainability of TQM/ISO 9001 adoption in Calapan City - an ISO 9001:2008 – certified local government unit (LGU) in the Philippines. The study found the sustainability factors to be: (1) the six key elements for TQM implementation by Besterfield et al. (2003), namely, senior management commitment and/or the presence of a TQM/ISO 9001 driver, quality council, role of middle managers or supervisors, communication, training, and customer, employee, and supplier surveys; (2) consideration of Filipino cultural values by Andres (1996); and (3) the frequency and nature of leadership change. When implementing TQM/ISO 9001 in LGUs, the study recommended to: (1) recognize that its adoption is a political process; (2) seek a broad-based support and ensure that no one person owns the program; (3) eliminate the need to train a new set of implementors by having a succession plan that gives implementors a term that is longer than the three-year term of LGU officials; and (4) ensure the smooth implementation of the program by leveraging Filipino cultural values. The study's implications on policies related to service quality improvement are: (1) the need for an agency or an arrangement with existing agencies that will provide certification with international accreditation pursuant to Section 2 of EO No. 605; and (2) giving awards similar to those of the Philippine Quality Award (PQA) to encourage the adoption of TQM/ISO 9001 among LGUs and other public sector organizations. Finally, future research on TQM/ISO 9001 implementation should: (1) factor leadership change that allows TQM/ISO 9001 to be implemented continuously; (2) include strategies on internalizing TQM/ISO 9001 and minimizing resistance; and (3) explore the economic benefits of TQM/ISO 9001 adoption in LGUs and other public sector organizations.

Key words:Total Quality Management, ISO, sustainability, local government unit

Introduction

President Arroyo's Administrative Order (AO) No. 161 in 2006 and Executive Order (EO) No. 605 in 2007, and the current government policy on the grant of the performance-based bonus (PBB) have made the ISO 9001 Total Quality Management (TQM) model a part of the productivity and performance measurement and/or quality improvement programs of the Philippine government.

The said programs have relatively short and recent history. Table 1 shows that it started in 1984 with the implementation of the Local Productivity and Performance Measurement System (LPPMS) by the then Ministry of Local Government. The LPPMS was succeeded by various programs of the Development Academy of the Philippines (DAP), the Department of the Interior and Local Government (DILG) particularly its Bureau of Local Government Supervision (BLGS), the Civil Service Commission (CSC), and the Government Quality Management Committee (GQMC).

Table 1. Productivity and Performance Measurement and/or Quality Improvement Programs of the Philippine Government

Years Implemented	Productivity and Performance Measurement and/or Quality Improvement Program
1984-1986	Local Productivity and Performance Measurement System (LPPMS)
1986-present	Sort, Systematize, Sweep, Standardize, and Self-Discipline (5S)
2000-2004	Citizen's Satisfaction Index System (CSIS)
2001-2004	Local Development Watch (LDW)
2004-present	Local Governance Performance Management System (LGPMS)
2006-2007	AO No. 161: ISO – aligned QMS in NGAs, GOCCs, and LGUs
2007-present	EO No. 605: Adoption of ISO 9001in all government agencies
2007-present	RA No. 9485 or the Anti-Red Tape Act of 2007 (ARTA)
2008-present	Citizen's Charter, Report Card Survey (RCS), and the ARTA Watch
2011-2013	Seal of Good Housekeeping (SGH)
2013-present	Seal of Good Local Governance (SGLG)
2016-present	GQMC MC Nos. 2016-1 and 2017-1: ISO 9001 certification or ISO – aligned QMS documentation as a requirement for the grant of the PBB

These programs are important because they were used by both the national and local governments in pursuing efficiency, effectiveness, and economy (3Es) in public service delivery. Local chief executives and politicians of San Fernando (La Union), Dagupan, Valenzuela, Muntinlupa, Tanauan, and Calapan instituted TQM/ISO 9001 in order to make their respective cities competitive in attracting investments. They knew that businessmen and investors are unlikely to engage with local governments whose services are perceived to be slow, inefficient, and corrupt. ISO 9001 adoption has also become mandatory for local government units (LGUs), national government agencies (NGAs), government-owned or controlled corporations (GOCCs) – including government financial institutions (GFIs) – and state universities and colleges (SUCs) since the issuance of AO No. 161 and EO No. 605. Finally, national and local government officials and employees will not be eligible to receive a PBB if their quality management systems are not ISO – certified or ISO – aligned.

The Philippines' experience on public sector reform shows that sustaining efforts is among the difficulties that the government has always had (Mangahas and Leyesa, 2003). Hence, the more important question is not whether public sector organizations such as LGUs can adopt TQM/ISO 9001 but whether they can sustain it. As such, this study explored the sustainability of TQM/ISO 9001 in Calapan City – an ISO 9001:2008 – certified LGU.

The primary objective of this paper was to look for the factors that affect the sustainability of TQM/ISO 9001 implementation in Calapan City – an ISO 9001:2008 – certified LGU. The secondary objectives were to: (1) identify its TQM/ISO 9001 drivers, describe their backgrounds, and cite their motivations for implementing the program, (2) describe the phases and steps it took in implementing the program as well as to determine whether it possessed the 20 ISO 9001 elements, (3) determine whether its TQM/ISO 9001 implementation was sustainable, and (4) identify the factors that enabled or inhibited TQM/ISO 9001 implementation and to validate whether it encountered the common objections and issues on TQM adoption in the public sector as discussed by Morgan and Murgatroyd (1994) and experienced cultural change during and after TQM/ISO 9001 implementation.

TQM Applications and TQM-Related Concepts

TQM is defined as a comprehensive management methodology for ensuring that jobs and processes are carried out correctly, first time and every time (Morgan and Murgatroyd, 1994; Andres, 1996). It has been applied successfully by Japanese companies (Asao, 1992; Gemba Research, 2002), Indian and Iranian hospitals (Gorji and Farooquie, 2011), and Philippine manufacturing firms (Perez, 1992; Zamora, 1993; Andres, 1996; Talavera, 2003, 2004, 2005, 2006), banks (BPI, n.d., 1994), and schools (Calabon, 2000; Azanza, 2003).

It has also been applied successfully by a Japanese prefectural government (Shizuoka Prefectural Government, 2013), by American school boards, police organizations and state governments (Hunt, 1993), and by Philippine LGUs (Mariano, 2003), NGAs (Mangahas and Leyesa, 2003), GOCCs (Constantino, 2004), and educational institutions (Botuyan et al., 1993; Legaspi II, 2005).

Despite the documented successes of TQM adoption in foreign and local governmental organizations, some scholars remained skeptical about TQM's applicability in the public

sector (Swiss, 1992; Morgan and Murgatroyd, 1994) and its staying power (Holzer, 1995).

Some scholars saw the need to manage change in organizations (Hrebiniak, 2011; Diamante, 2014; De Guia, 2000), and to overcome resistance to changes such as those brought about by TQM implementation (Crosby, 1979; Deming, 1988; Juran, 1988; Carr and Littman, 1990; Cohen and Brand, 1993), while some suggested that cultural change is required for a successful or sustained TQM implementation (Unson, 1992; Borja, 1993; Valdea, 1993; Prieto, 1993; Silva, 1993; Mirasol, 2004; Andres, 1996).

Standardization - a method for reducing system variance (Gitlow et al., 2005, p. 400) is another concept related to TQM. The International Organization for Standardization (ISO) is the primary international organization involved with standardization. ISO 9000 and ISO 14000 are two of the most important families of standards. ISO 9001 is used when an organization seeks to establish a QMS that provides confidence in the organization's ability to provide products that fulfill customer needs and expectations. ISO 14001, on the other hand, helps organizations to manage better the impact of their activities on the environment (ISO, 2009).

ISO certifications or registrations are usually issued by private ISO certifying bodies such as the Anglo Japanese American (AJA) Registrars Limited, Certification Europe (EC), Certification International Philippines, Incorporated (CIPI), Technischer Überwachungsverein (TUV SUD), and Business Requirement Specification (BRS).

The city governments of San Fernando, Dagupan, Valenzuela, Muntinlupa, Tanauan, and Calapan, the Provincial Government of Cavite, DBM, DOLE, DPWH, BPS, the Loans and Credit Department of the *Bangko Sentral ng Pilipinas*, the Career Executive Service Board, DOST, DTI, the Home Mutual Development Fund, the Philippine Crop Insurance Corporation, the Philippine Ports Authority, and the SSS already have ISO 9001:2008 certifications (www.manilatimes.net, www.valenzuela.gov.ph, www.cavite.gov.ph, www.interaksyon.com, www.news.pia.gov.ph, and www.gov.ph, accessed on November 11, 2015).

Perhaps one of the most important TQM scholars is Tomas Quintin D. Andres. He enumerated five phases of TQM implementation (see Table 2) and discussed the need to "positivize" negative Filipino values that could hinder TQM/ISO 9001 implementation such as *gaya-gaya* (copying from others) and *pagtatakip sa kakulangan* (hiding the shortcoming of others) (Andres, 1996).

Table 2. The Five Phases of TQM Implementation

Phase	Actions to Take
Preparation	1. Develop the vision statement. 2. Set corporate goals. 3. Draft the quality policy.
Planning	1. Form a quality council that will develop the implementation plan. 2. Use the inputs from all subsequent phases during the planning process.
Assessment	1. Have an exchange of information to support the preparation, planning, implementation, diversification phases.

	2. Conduct surveys and interviews to assess individual and group perceptions of the organization's strengths and weaknesses.
Implementation	1. Begin a defined training initiative for managers and employees. 2. Create process action teams (PATs) to evaluate and improve processes and implement changes.
Diversification	1. Invite participation from subsidiaries and other units of the implementing parent organization. 2. Diversify only after the implementing parent organization has earned credibility in TQM implementation.

Source: Andres, T.Q.D. (1996). *Total Quality Management in the Philippine Industrial Setting*. Quezon City: Giraffe Books.

The United Nations (2001), meanwhile, discussed nine implementation steps (Table 3) and 20 elements of ISO 9001 (Table 4).

Table 3. The Nine ISO 9001 Implementation Steps

Step No.	Step/Activity
1	Identifying goals
2	Identifying expectations
3	Identifying core activities
4	Assessing current status
5	Collecting information on ISO 9001
6	Applying ISO 9001
7	Demonstrating conformance
8	Independent audit and certification or registration
9	Continuous review and improvement

Source: United Nations. (2001). *Application of ISO 9000 Standards in Local Governments and Other Public Sector Organizations*. New York: United Nations.

Table 4. The 20 ISO 9001 Elements

Clause No.	Clause Title
4.1	Management Responsibility
4.2	Quality System
4.3	Contract Review
4.4	Design Control
4.5	Document and Data Control
4.6	Purchasing
4.7	Customer-Supplied Product
4.8	Identification and Traceability
4.9	Process Control
4.10	Inspection
4.11	Control of Inspection, Measuring, and Test Equipment
4.12	Test Status
4.13	Control of Non-Conforming Products
4.14	Corrective and Preventive Actions
4.15	Handling, Storage, Maintenance, and Delivery of Products
4.16	Quality Records
4.17	Internal Quality Audit
4.18	Training
4.19	Servicing
4.20	Statistical Techniques

Source: United Nations. (2001). *Application of ISO 9000 Standards in Local Governments and Other Public Sector Organizations*. New York: United Nations.

Besterfield et al. (2003), on the other hand, discussed the following key elements for TQM implementation in an organization: (1) senior management commitment and/or the presence of a TQM driver or champion; (2) quality council; (3) role of middle managers or supervisors; (4) communication; (5) training; and (6) customer, employee, and supplier surveys.

Finally, Morgan and Murgatroyd (1994) raised five objections and issues on TQM adoption in the public sector (Table 5).

Table 5. Five Common Objections and Issues on TQM Adoption in the Public Sector

Objection or Issue	Explanation
The nature of TQM being inimical to the public sector	Public sector organizations are not primarily concerned with products but with services.
The nature of the public sector being inimical to TQM	The public sector: (1) is more resistant to change due to its commitment to regulation and enforcement of precedent and rules; (2) is disconnected from performance because it is not paid on the basis of performance but according to how successful it is in the politics of resource acquisition; (3) has managers who receive a significant part of their reward intrinsically; and (4) has managers who are not free to enact management in the way that managers in manufacturing do because they have political controllers to satisfy.
The work cultures of professional groups in the public sector being protective of their turf	Different professional groups in public sector organizations can be protective of their turf and are not used to the lateral cooperation and cross-functional management requirements of TQM.
The more problematic customer concept in the public sector	Because public sector organizations serve a variety of customers with divergent and contradictory demands, and because the general public remains a 'hidden customer,' they have to deliver a product or service that reflects an uneasy compromise.
The more complicated public sector provisions	In the public sector, improving service quality without increasing costs is more difficult because elected officials must balance multiple, vague, and conflicting goals of interest groups; annual budgeting process that stress short-term rewards; and managers operate in an non-competitive environment.

Source: Morgan, C. and Murgatroyd, S. (1994). *Total Quality Management in the Public Sector: An International Perspective*. Buckingham and Philadelphia: Open University Press.

Conceptual Framework

The conceptual framework used in this study is an integration of the works of Andres (1996), the United Nations (2001), Besterfield et al. (2003), and Morgan and Murgatroyd (1994). They were chosen because they enumerated, described, and discussed the phases and steps to follow, and the elements and factors to consider in implementing and sustaining TQM/ISO 9001.

LGU characteristics that could affect TQM implementation and sustainability were also considered in the study's framework. These include (1) frequency of leadership change, (2) political control or accommodation, (3) citizen-customers, (4) autonomy and devolved services, (5) productivity and performance measurement and quality improvement programs, and (6) executive issuances.

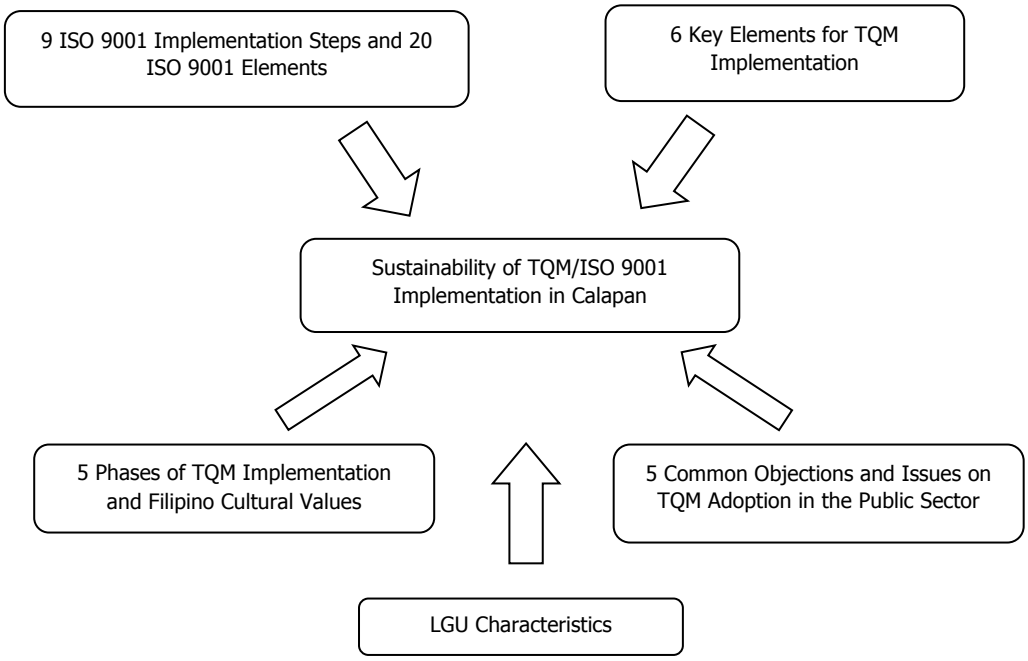
Sustainability is defined in this study as "the capacity or resources to implement TQM properly" (Holzer, 1995: 564), the operational indicators of which are listed in Table 6.

Figure 1 integrates all the phases, steps, elements, and factors for sustained TQM/ISO 9001 implementation in Calapan.

Table 6. Operational Definition of TQM Sustainability and Operational Indicators of Sustained TQM/ISO 9001 Implementation in Calapan

Operational Definition of TQM Sustainability	Operational Indicators of Sustained TQM/ISO 9001 Implementation	
The capacity or resources to implement TQM properly	Continuity/Discontinuity of Implementation	With or Without a Valid ISO 9001 Certification or Registration
	Extent of Implementation	Partial or Full
	Location of Implementation	Internal or External or Both
	Sustainability of Service Quality	Sustained or Unsustained

Source: Holzer, M. (1995). "Productivity and Quality Management" in Shafritz, J.M. and Hyde, A.C. (1997). *Classics of Public Administration, 4th Edition*. Fort Worth: Harcourt Brace College Publishers.



Sources: Andres (1996), United Nations (2001), Besterfield et al. (2003), Morgan and Murgatroyd (1994), and Holzer (1995)

Figure 1. Sustainability Framework for TQM/ISO 9001 Implementation in Calapan

Methodology

This study used mixed methods of data collection because it required both qualitative and quantitative data. Identification of the TQM/ISO 9001 drivers and their motivations for implementing the program, and description of the phases and steps they took to implement the program are qualitative data. The Likert scale ratings of respondents and interviewees on the enabling and inhibiting factors of TQM/ISO 9001 implementation, on the other hand, are quantitative data.

In August 2016, primary data on Calapan's TQM/ISO 9001 implementation were obtained through interviews, surveys, and field observations. Permission to conduct these data collection methods were given by the LGU officials. Some members of the ISO Core team were interviewed. The other survey respondents were 11 process owners and the Internal Quality Auditor.Four of them came from the Business Permits and Licensing Office, another four from the Assessor's Office, and three from the Civil Registrar's Office. Clients were not interviewed or surveyed in order not to disrupt their transactions. Their feedback, however, was captured by the Customer Satisfaction Forms. The interviews were conducted with the aid of a questionnaire that was also used in the surveys. Table 7 shows the number and type of interviewees and respondents in Calapan.

Table 7. Number and Type of Interviewees and Respondents in Calapan

Interviewees

1. Quality Management Representative (QMR): 1
2. Document Controller (DC): 1
3. Local Chief Executive (LCE): 1

Total No. of Interviewees: 3

Respondents

1. Internal Quality Auditor (IQA): 1
2. Process Owners: 11

Total No. of Respondents: 12

Total No. of Interviewees and Respondents: 15

The 20 ISO 9001 elements in Table 4 were used as a guide in constructing the questionnaire. The questionnaire was divided into nine parts and had questions on the TQM/ISO 9001 implementation phases and steps, drivers, factors affecting the sustainability of implementation, objections and issues on TQM adoption in the public sector, cultural change, the 20 elements of ISO 9001, and LGU characteristics.

In the third part of the questionnaire, the respondents and interviewees were asked to rate the factors affecting TQM/ISO 9001 implementation using a Likert scale that had the following legend: 1 for strong inhibitor; 2 for inhibitor; 3 for neither inhibitor nor enabler;

4 for enabler; and 5 for strong enabler. Then, the mean of the ratings for each factor was computed and rounded off to two decimal places.

Secondary data such as minutes of meetings, audit reports, and customer survey and feedback forms were requested from the interviewees and respondents. However, almost all of them said that they were not in the position to provide the requested data since these were controlled documents.Hence, this has become one of the study's limitations. They instead endorsed the request to their data controller (DC), who in turn, released only some uncontrolled documents such as customer survey or feedback forms. Only the customer survey and feedback forms were subsequently used in the study (e.g. determination whether service quality was sustained during and after TQM/ISO 9001 implementation). This became another limitation of the study.

Finally, field notes, and survey and interview responses were encoded into a spread sheet. Thereafter, descriptions and general themes were generated based on the reading of the qualitative data collected.

Results and Discussions

Drivers

Results of the study showed that Calapan's primary TQM/ISO 9001 driver was the former local chief executive since the order for the program's adoption, funds and personnel for its implementationcame from the local office. Based on the results, the program was adopted because an ISO certification would make Calapan more competitive in attracting investments. Secondary drivers were the head of the planning office as well as the local chief executive.

The program, despite being subjected to political differences, was continued by the local chief executive because the awards received by the LGU from the PCCI were ultimately attributable to the TQM/ISO 9001 program.

The objectives of the program were: (1) to accelerate the development of frontline service standards; and (2) to achieve customer satisfaction without sacrificing regulatory requirements (L. Carpio, personal communication, August 11, 2016).

Calapan TQM/ISO 9001 drivers shared the "competitiveness" motivation with the drivers of other ISO 9001:2008 – certified LGUs such as San Fernando, Dagupan, Valenzuela, Muntinlupa, and Tanauan. They followed the New Public Management (NPM) tenet of adopting private sector practices in government in order to achieve the 3Es – efficiency, effectiveness, and economy.

Process

The following excerpt is a narration of one of the ISO core team members regarding the TQM/ISO 9001 implementation process:

> *"First, we hired a consultant to train us on the basics of ISO 9001. Then, the local chief executive issued an AO which created the ISO Core Team. Next, the consultant trained the ISO Core Team members, department heads, and employees on the basics of ISO 9001. After that, we documented work processes and created our Quality Manual. We then*

had a series of internal and external audits. Finally, we received our first certification on June 29, 2010."

In summary, Calapan took seven steps to implement its TQM/ISO 9001 program (see Table 8). These steps took 18 months to complete. The ISO Core Team members did not disclose the amount they spent for these implementation steps.

Calapan followed the first four TQM implementation phases that Andres (1996) observed in the Philippine industrial setting, namely, preparation, planning, assessment and implementation. It had not reached yet the fifth and last phase which is diversification. It had a monitoring and evaluation phase in the following forms: (1) internal audit thrice a year; (2) external or surveillance audit twice a year; (3) management review twice a year; and (4) reassessment every three years.

Calapan also followed the nine ISO 9001 implementation steps and had 15 of the 20 ISO 9001 elements, namely: (1) management responsibility as can be gleaned by the AO issued by the local chief executive and the financial and human resources committed to the program; (2) quality system in the issuance of business permits and licenses, appraisal and assessment of real property, issuances of tax declarations and other certificates, and registration and issuance of certificates of birth, marriage and death; (3) document and data control through the actions of the Document Controller; (4) purchasing of supplies needed in the daily operations of the various offices; (5) customer-supplied product or the documents submitted by clients; (6) identification and traceability; (7) process control; (8) inspection; (9) control of inspection, measuring, and test equipment; (10) control of non-conforming products or services; (11) corrective and preventive actions; (12) handling, storage, maintenance, and delivery of products; (13) quality records; (14) internal quality audit; and (15) training. It did not have (1) contract review, (2) design control, (3) test status for conformity to specifications, (4) servicing, and (5) statistical techniques. These, however, were regarded by the respondents and interviewees as not applicable to their operations.

Table 8. TQM/ISO 9001 Implementation Steps Taken by Calapan

Step No.	Step Taken
1	Hired a consultant
2	Issued an AO creating the ISO Core Team
3	Had trainings
4	Documented work processes
5	Created a Quality Manual
6	Had internal and external audits
7	Received certification or registration

Calapan's TQM adoption was also complete in the Carr and Littman (1990) sense because it was using all the seven TQM tools that were mentioned by Hosotani (1992). According to Carr and Littman (1990, p. 176), when an organization uses all the TQM tools, its TQM adoption is said to be complete. During the field observations on August 11-12, 2016, cause and effect diagrams, Pareto diagrams, graphs, check sheets, histograms, scatter diagrams, and control charts were seen at the office of QMR.

Sustainability

Calapan's TQM/ISO 9001 program has been implemented continuously since 2010. Its first certification from CIPI was valid from June 29, 2010 to June 28, 2013. Its second certification (first renewal), meanwhile, was valid from June 29, 2013 to June 28, 2016. Its third certification (second renewal) is valid from June 29, 2016 to September 14, 2018.

The TQM/ISO 9001 program was fully implemented in the following processes and offices: (1) issuance of business permits and licenses at the Business Permits and Licensing Office; (2) appraisal and assessment of real property and issuance of true copies of tax declarations and other certificates at the Assessor's Office; and (3) registration and issuance of certificates of birth, marriage, and death at the Civil Registrar's Office.

The high marks (e.g. very satisfactory) and positive comments (e.g. The service was fast and the staff were polite and friendly.) that they have been getting in the Customer Satisfaction Forms for the past six years suggest that the quality of their services was sustained during and after TQM/ISO 9001 implementation. Another indication of the sustainability of their service quality was narrated by one of the interviewees:

> *"In 2015, we received the Hall of Fame Award from the PCCI. Prior to that, we received the Most Business Friendly City Award also from the PCCI in 2012, 2013, and 2014. We attribute these awards, the ease of doing business, and client satisfaction to our TQM/ISO 9001 program. The program, in turn, was sustained because we were able to set aside politics."*

Factors

In Calapan, senior management commitment and/or the presence of a TQM/ISO 9001 driver received a mean rating of 4.80 (see Table 9). It means it is a strong enabler of implementation. Eight factors in Table 10, meanwhile, were identified as enablers of implementation. These factors and their respective mean ratings were as follows: (1) quality council, 4.00; (2) role of middle managers or supervisors, 4.20; (3) communication, 4.20; (4) training, 4.40; (5) customer, employee, and supplier surveys, 4.20; (6) the nature of TQM, 4.00; (7) the nature of the LGU, 3.60; and (8) customer concept in the LGU, 3.80. On the other hand, three factors were identified as neither inhibitors nor enablers. These factors and their mean ratings were: (1) cultural change or adaptation, 3.00; (2) the work culture of professional groups in the LGU being protective of their turf, 3.20; and (3) LGU service provisions, 3.20.

None of them have encountered the five common objections and issues on TQM adoption (Morgan and Murgatroyd, 1994). But one of the core team members recalled that during the program's inception, they had experienced "minimal resistance" from

people who did not want their routine disrupted. These people reluctantly followed the newly standardized processes in the Quality Manual but stopped resisting as soon as they witnessed the program's positive results. The results that he referred to were the positive comments (e.g. The staff was able to process my application quickly) and high marks (e.g. very satisfactory rating) in the Customer Feedback Form, as well as the Most Business-Friendly City Award from the PCCI.

Most of the respondents and interviewees said that they have not experienced cultural change yet. According to one of the interviewees:

> *"We have not experienced cultural change yet (e.g. in terms of the TQM/ISO philosophy or the incremental and continuous change that it espouses) because my colleagues are still boxed in their comfort zones. They are unwilling to accept change and new challenges. They participate in TQM/ISO – related activities just to comply with the mayor's order."*

The respondents and interviewees, meanwhile, identified four Filipino cultural values as negative in relation to TQM/ISO 9001 implementation. These were (1) *kahiyaan* or *hiya* (sense of shame), (2) *pagtatakip sa kakulangan* (hiding the shortcoming of others), (3) familism (prioritizing family members and relatives in public service provision), and (4) popularism (the desire to be popular). These "negative" Filipino cultural values were mentioned by 14, 13, 11, and 10 respondents/interviewees respectively.

Table 9. Enabling and Inhibiting Factors of TQM/ISO 9001 Implementation Identified by Calapan Respondents and Interviewees

Factor	Mean (N = 15)
Senior management commitment and/or the presence of a TQM/ISO 9001 driver	4.80
Quality council	4.00
Role of middle managers or supervisors	4.20
Communication	4.20
Training	4.40
Customer, employee, and supplier surveys	4.20
Cultural change or adaptation	3.00
Nature of TQM/ISO 9001	4.00
Nature of the LGU	3.60
Work cultures of professional groups being protective of their turf	3.20
Customer concept in the LGU	3.80

LGU service provisions	3.20
Others (please specify): None	NA

Legend: 1.00=strong inhibitor; 2.00=inhibitor; 3.00=neither inhibitor nor enabler; 4.00=enabler; and 5.00=strong enabler

The respondents and interviewees, on the other hand, identified eight Filipino cultural values as positive in relation to TQM/ISO 9001 implementation. These were (1) *gaya-gaya* (copying from others, (2) *ang galing-galing* (admiring the excellence of others), (3) *pakikisama* (camaraderie), (4) *pagpupuno sa kakulangan* (making up for the shortcoming of others), (5) *utang-na-loob* (debt of gratitude), (6) *amorpropio* (feeling of self-respect), (7) *delicadeza* (being aware of proper decorum and ways of behaving), and (8) personalism (valuing interpersonal relations and face-to-face encounters). Except for personalism which was mentioned by 10 respondents and interviewees, all of these "positive" Filipino cultural values were mentioned by all 15 respondents and interviewees.

The respondents and interviewees identified frequent change of leadership and political control and accommodation as negative LGU characteristics in relation to TQM/ISO 9001 implementation. However, in the case of Calapan, this was different. As one of the ISO core team members explained:

> *"Although our TQM/ISO 9001 program was established by and identified by the former local chief executive, it was continued by the incumbent local chief executive. The incumbent local chief executive set aside politics and recognized the monetary and non-monetary or the tangible and intangible benefits of the program. To sustain the program, we really have to transcend politics."*

There were others who identified the concept of citizen-customers, autonomy and devolution of services, productivity and performance measurement, and executive issuances related to ISO 9001 as positive LGU characteristics. They recognized that these four LGU characteristics were the reasons why they are in constant pursuit of customer satisfaction.

Conclusion

The study shows the importance of leadership in the implementation of TQM/ISO 9001. In the case of Calapan, local chief executives and department heads are the drivers of TQM/ISO 9001. Their desire to accelerate the development of frontline service standards and achieve customer satisfaction without sacrificing regulatory requirements motivated them to adopt TQM/ISO 9001.

It is also important to follow the steps in the implementation of TQM inorder to ensure sustainability. The city of Calapan followed the seven steps to implement its TQM/ISO 9001 program, namely, (1) hiring of a consultant, (2) issuing an AO creating the ISO Core Team, (3) undergoing trainings, (4) documenting work processes, (5) creating a Quality Manual, (6) having internal and external audits, and (7) receiving certification or registration. It has utilized Andres' five phases of TQM implementation (1996) namely, preparation, planning, assessment, and implementation phases but has not reached the diversification phase yet. Its monitoring and evaluation phase came primarily in the form of internal and external audits and management reviews. It also followed the nine ISO

9001 implementation steps and had 15 of the 20 ISO 9001 elements as enumerated and discussed by the United Nations (2001).

The LGU's TQM/ISO 9001 program has been implemented continuously since 2010. The certification that it received from CIPI in 2010 has already been renewed twice, first in 2013, and second in 2016. The TQM/ISO 9001 program has been implemented only internally to the LGU. Nevertheless, the quality of services was sustained during and after TQM/ISO 9001 implementation as evidenced by the positive comments and high marks in the Customer Satisfaction Forms for the last six years including the support that it gets from the leaders.

Senior management commitment and/or the presence of a TQM/ISO 9001 driver were the only strong enabler of TQM/ISO 9001 implementation identified in Calapan. These were personified by the former local chief executive, former planning office head, and incumbent local chief executive. They were regarded as such because of their ability to commit resources. Senior management officials and TQM drivers have also been identified by Deming (1988), Andres (1996), Besterfield et al. (2003), Ramasamy (2005), and Quero (2005) as the most important factor in TQM implementation. The quality council, the role of middle managers or supervisors, communication, training, surveys, the nature of TQM, the nature of the LGU, and the LGU's customer concept, meanwhile, were identified by the Calapan respondents as enablers. Cultural change or adaptation, the work culture of professional groups in the LGU, and the LGU's service provisions, on the other hand, were identified as neither inhibitors nor enablers.

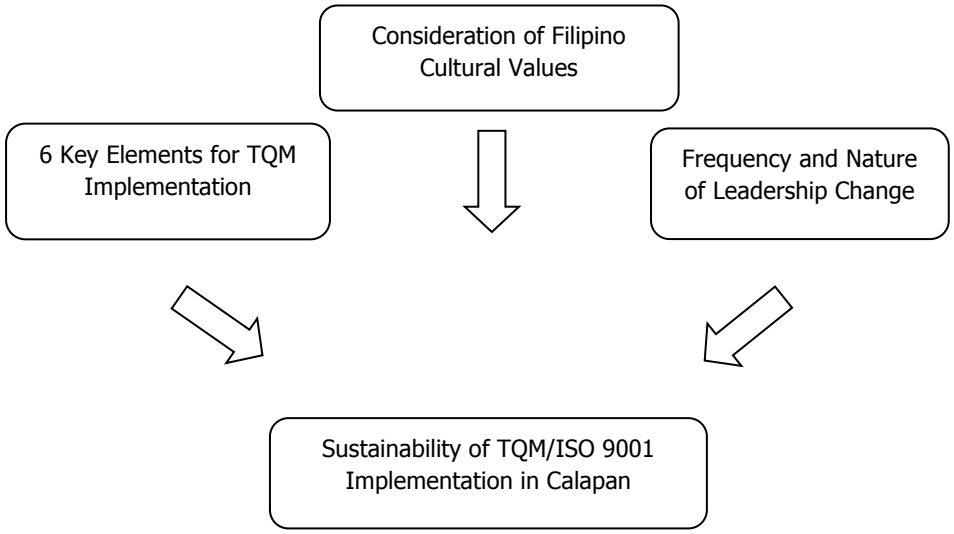
Morgan and Murgatroyd's (1994) five common objections and issues on TQM adoption in the public sector have not been encountered in the LGU. Cultural change, in addition, has not been experienced by the LGU yet because (1) TQM/ISO 9001 was not internalized or was done for compliance only, and (2) was resisted by some employees. This finding was contrary to the suggestion of some scholars and institution (Unson, 1992; Borja, 1993; Prieto, 1993; Silva, 1993; Valdea, 1993; Andres, 1996; Mirasol, 2004; JICA, 2009) that successful or sustained TQM/ISO 9001 implementation requires cultural change. The other possible reasons are (1) cultural change has not just taken place yet because it takes considerable time to occur (De Guia, 2000), (2) culture has not yet changed completely (Diamante, 2014), and (3) the critical mass that will sustain TQM/ISO 9001 has not been achieved yet (Carr and Littman, 1990).

Frequent change of leadership and political control and accommodation were identified as negative LGU characteristics in relation to TQM/ISO 9001 implementation in Calapan. But citizen-customers, autonomy and devolved services, productivity and performance measurement, and executive issuances were identified as positive LGU characteristics in relation to TQM/ISO 9001 adoption.

The study concludes, however, that it was not only the frequency of leadership change that had a bearing on the sustainability of TQM/ISO 9001 implementation, but also the nature of leadership change. Calapan's TQM/ISO 9001 program was sustained because the succeeding and preceding local chief executives were able to transcend politics. This conclusion validates Cohen and Brand's (1993) observation that TQM adoption was a political process.

Since the nature of leadership change has emerged as an important factor affecting the sustainability of TQM/ISO 9001 adoption, it was added to the study's framework. The TQM implementation phases (Andres, 1996) and the ISO 9001 implementation steps and

elements that apply to all organizations that intend to be ISO 9001 – certified were removed from the framework. Since none of Morgan and Murgatroyd's (1994) common objections and issues on TQM adoption in the public sector has not been encountered in the LGU, they were also removed from the framework. Figure 2 is an illustration of the emerging or revised sustainability framework for TQM/ISO implementation in Calapan that this study proposes.



Sources: Andres (1996), Besterfield et al. (2003), and Holzer (1995)

Figure 2. Emerging Sustainability Framework for TQM/ISO 9001 Implementation in Calapan

Recommendations

When implementing TQM/ISO 9001 in a local government setting, it is important to: (1) recognize that its adoption also involves a political process (Cohen and Brand, 1993); (2) seek a broad-based support and ensure that no one person owns the program (Carr and Littman, 1990); (3) eliminate the need to train a new set of implementors by having a succession plan that gives implementors a term that is longer than the three-year term of LGU officials (Lavigna, 2014); and (4) avoid conflicts by leveraging Filipino cultural values (Andres, 1996).

The study's implications on policies related to service quality improvement are the following: (1) need for an agency or an arrangement with existing agencies that will provide certification with international accreditation pursuant to Section 2 of EO No. 605; and (2) provision of recognition or awards similar to those of the Philippine Quality Award (PQA) to encourage the adoption of ISO 9001 among LGUs, NGAs, GOCCs, GFIs, and SUCs.

Finally, future research on TQM/ISO 9001 adoption should (1) factor leadership change that allows TQM/ISO 9001 to be implemented continuously, (2) include strategies on

internalizing TQM/ISO 9001 and minimizing resistance, and (3) explore the economic benefits of TQM/ISO 9001 adoption in LGUs and other public organizations.

Statement of Authorship

The author was solely responsible for conceptualizing, designing, conducting, writing, and revising the whole study.

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