

**NEW PUBLIC MANAGEMENT REFORMS
AN EMPIRICAL STUDY OF HUMAN RESOURCES CRITICAL FACTORS
IN THE CONTEXT OF THE GREEK PUBLIC SECTOR**

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Abstract

This work is an endeavour on the subject of the Critical Success Factors imposed by Human Resources, in the process of reforms, under the context of New Public Management, particularly, as this applies in the Greek Public Sector and more specifically in the cases of ISO implementation. The fundamental issues it attempts to elucidate are the Human Resources policies that must be applied, so that employees become an integral element for the successful implementation of any introduced reforms. Many scholars have pointed out the gap in literature regarding the effect of New Public Management (NPM) reforms on the human factor. Moreover, in the current Greek reality, in the context of the economic recession and the debt crisis, where public administration reforms are mandatory, the thorough examination of the vital issues, pertaining to Human Resources, consists a major priority. The qualitative research method applied with the employees of the reformed organisations has further aspired to ponder and determine what really matters during the transformational process from the employees' point of view. The conclusions we have reached underpin the importance of Human Resources motivational factors in the reform process, taking into consideration that the employee is the catalyst for any change effort. Some of those factors were found to be also part of the ISO concept per se, thus, their implementation would boost the employees' morale, while others must be carefully analysed, planned and implemented by all the stakeholders to further facilitate the change process. We have to bear in mind that, especially under the current dire economic environment, quality reforms could be a challenge, as they combine fiscal discipline and at the same time aspire to increase the employees' and citizens' satisfaction. This study goes further to suggest that, the implementation of ISO reforms could help all the participants, provided that the decision makers take into serious consideration the Critical Success Factors outlined herewith, that have been extracted from a survey conducted pertinent to our research. This study focused on the reforms/ISO process as implemented by the Intermediate Managing Authority of the Ionian Islands. Further research on the implications from the implementation of NPM doctrines on Human Resources should be conducted in other Greek governmental organisations, in order to reaffirm the results and possibly enhance the

suggested model. Conclusively, our ultimate target is to assist decision makers and encourage them to utilise the arguments depicted, towards the successful implementation of NPM doctrines.

Abbreviations

BSC	Balanced Scorecard
CAF	Common Assessment Framework
CCT	Compulsory Competitive Tendering
CSF	Critical Success Factors
ECB	European Central Bank
EFQM	European Foundation of Quality Management
HRM	Human Resources Management
GPS	Greek Public Sector
IAA	Independent Administrative Authorities
ICT'S	Information and Communication Technologies
IMF	International Monetary Fund
KEPE	Centre of Planning and Economic Research
KYE	Investors' Services Centers
MBNQA	Malcolm Baldrige National Quality Award
MBO	Management by objectives
NHS	National Health Service
NPM	New Public Management
NSRF	National Strategic Reference Framework
OECD	Organization for Economic Co-operation and Development
PM	Performance Measurement
PRP	Performance Related Payment
PS	Public Sector
ROP	The Regional Operational Programme
SII	Service Improvement Initiative
SEO	State Own Enterprises
SWOT	Strengths Weaknesses Opportunities Threats
TQM	Total Quality Management

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I would like to point out that my incentives to embark on this endeavour, other than the academic journey, was also my personal aspiration to help out my country in its attempt to save resources, while providing quality services to its citizens. To that I may add my personal benefit to improve my daily life as a civil servant and that of my colleagues in the public sector.

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Chapter 1. Introduction

The purpose of this study is to carry out a critical review of the New Public Management Reform system and the impact of its implementation on the Public Sector employees. Ultimately, the aim is to develop a new framework of Critical Success Factors (CSF), particularly those pertaining to Human Resources and inform policy and decision makers accordingly for their consideration in future reform projects. The past failures of the Greek Government to implement quality reforms, despite many efforts, have incurred substantial waste of resources, low employee morale and the citizens' anger. In an effort to find last minute solutions reformers suggest more changes, rather in the form of downsizing, privatisation and so on, than as reforms per se (Georgiopoulos, 2013). It would also be a significant endeavour to fill in the current gap in literature on the impact of NPM on public servants in Greece and also to examine the importance of HR Management's role in achieving the government's goals. The stereotypes of the lazy, unproductive and corrupt civil servants are no longer enough to explain the failure (Demmke, 2005). The context of the study will be the Greek Public Sector; the primary research will be based on the specific case study of the implementation of ISO 9001:2008 in the Intermediate Managing Authority (IMA) of the Ionian Islands, which is based in Corfu Town, Corfu.

1.1 Aims and Objectives

This study aims to analyse the critical success factors of the implementation of quality reforms in the Greek public sector, with special focus on Human Resources issues. Its ultimate purpose is to carry out a critical evaluation of the Greek New Public Management reforms and their impact on Public Sector employees, in order to develop a new, more effective framework and to inform policy and decision makers accordingly for future implementations. It shall endeavour to define the crucial and significant factors that affect the process of reforms in the public sector.

The objectives are to identify Critical Success Factors (CSF), essential in the implementation process, initially by reviewing pertinent literature on New Public

Management Reform (NPM); more specifically, data will be gathered from the following thematic fields:

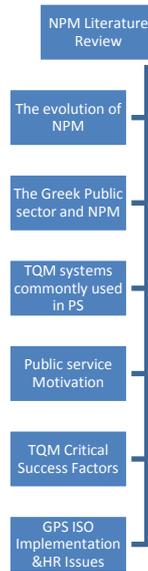


Figure 1.1 NPM thematic field Literature Review

1.2 Research tools

This study will be based on a primary research within the Greek Public Sector, specifically, the Intermediate Managing Authority of the Ionian Islands, it will examine the process of the NPM reform and the impact on the employees. Research instruments will be derived from Critical Success Factors (CSF) identified within the literature review. The research seeks to engage in an in depth study of leaders' and employees' perceptions of the NPM reforms, in particular, those based on the CSFs identified in the literature review. To achieve this extent of conception the research design takes an interpretive and inductive approach. It involves in depth interviews, semi-structured, based on CSFs, with leaders and employees. A full discussion, explanation and justification of research methodology, is presented in Chapter 8, Research Methodology.

1.3 Outcome

The product of this work seeks to present an empirically based critical evaluation of NPM reforms and a new framework to guide and enlighten policy and decision makers.

The study will further illustrate that, although there has been considerable discussion and debate on the NPM in the Public Sector, there is a lack of empirical based studies that would provide a better understanding of the CSF implications and their impact on employees; this existing gap would be addressed within the context of this study in an effort to fill in the missing aspects.

Whilst the outcome of the research may not be scientifically generally applicable (given the nature of the study and the methodological approach adopted), it aspires, however, to provide results that have depth and meaning and can be informative and applicable for the policy and decision makers in the particular context of:

- The case organisation, (Intermediate Managing Authority of Ionian Islands Corfu Town);
- The Greek Public Sector;
- Other Public Sector organisations engaged in similar work; and
- Other Service Sector organisations engaged in similar work.

1.4 Indicative research questions

The purpose of the literature review is to extract patterns regarding the obstacles of the successful implementation of NPM doctrines in the public sector. Miles and Huberman (1994) argue that before the action, the researcher has already chosen the conceptual framework, the research questions, the themes and the cases he is going to work with. Following are some indicative research questions:

- How can ISO 9001:2008 be effectively implemented in the Greek public sector Agencies?

- How does the New Public Management influence the motivation of the Greek Public Servants?
- What is the impact of Greek Political Parties on the NPM process?
- Is there any presence of soft-HRM or hard-HRM in the public sector reforms?
- Can we determine what really motivates the Greek public servants?
- Can we determine if positive traits of the public service employees-such as public service ethos, professional pride, work ethic, loyalty, user and quality orientation, are being threatened by state reforms?
- Are there any motivational elements in ISO quality reforms per se?

1.5 Structure and contents

This work is divided into ten Chapters.

- Chapter one comprises of an initial reference to the scope and the targets of this research. It further presents the intended research tools, the anticipated results, as well as, an overview of the structure and contents of the thesis.
- Chapter two sets the conceptual framework of this research with an initial literature review on the NPM model and its development, with particular reference to the TQM and ISO systems.
- Chapter three elaborates further on the literature review with specific reference to the results of the changes that were undertaken in the Greek public sector during the last decades, as well as, the current context of the Greek Public Administration.
- Chapter four moves on to the second part of the literature review, it offers a presentation specifically of the TQM systems and the models commonly used in the public sector. Reference is made to their main characteristics and a series of Critical Success Factors (CSFs) for the successful implementation.
- Chapter five further analyses the Public Sector motivational theories and mainly the interaction between TQM reforms and HRM in the public sector.
- Chapter six includes the CSFs, as recorded in global literature, for the successful implementation of Total Quality Management systems, in conjunction with the human element and the principles of Human Resources Management.

- Chapter seven is the last part of the literature review which sums up the principal findings from the literature review on the subject of Quality Reforms and HR issues. It identifies a model that can be used to provide the basis for the design of semi-structured interviews.
- Chapter eight introduces the empirical part of the research; it describes the research strategy and methodology, research questions, design of the study, research population, data collection and analysis and the limitations of this effort. Interviewees' confidentiality and other ethical issues are also discussed.
- Chapter nine analyses the interviews and presents the findings, extracting the CSFs of the implementation of quality reforms in the Greek public Sector focused on Human Resources Issues.
- Chapter ten concludes the research; it sets forward propositions, based on the findings and the CSFs derived, for the successful implementation of quality reforms in the Greek public sector.

Chapter 2. New Public Management Regime

2.1 Introduction

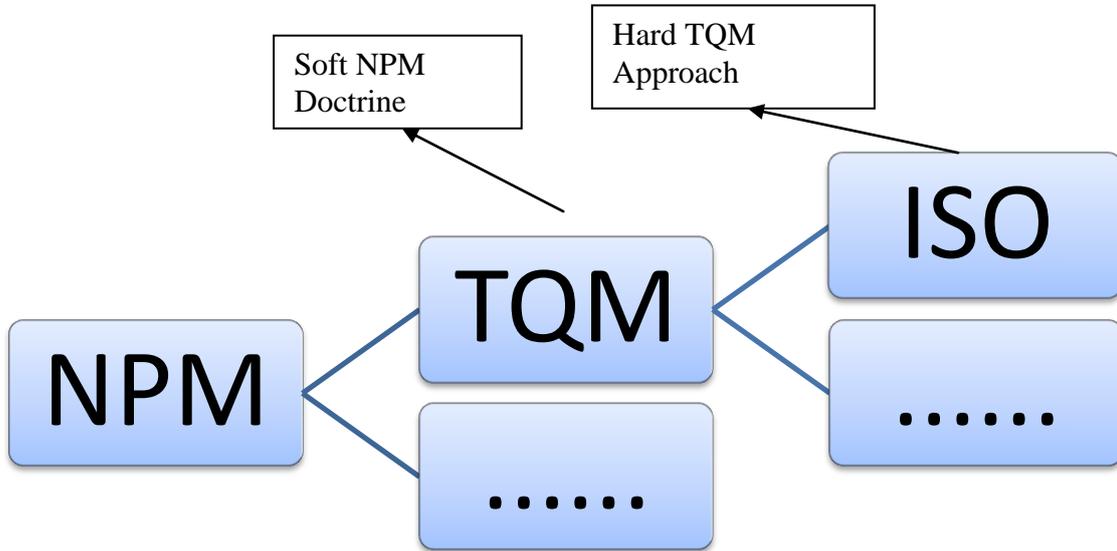


Figure 2.1. The relationship between NPM-TQM and ISO

This study aims to provide an in-depth analysis and perspectives of the Critical Success Factors (CSF) vital in the implementation of NPM reforms and related quality systems as applicable for the Greek public sector, particularly those pertaining to Human Resources. The model under investigation is the ISO process which falls under the umbrella of the Total Quality Management (TQM) framework. The purpose of this Chapter is to familiarize the reader with the concepts of New Public Management, Total Quality Management and ISO.

The implementation of Quality Systems is mandatory within the NPM process, as such, it requires thorough study and it has been the subject of many researches. It is internationally observed, moreover in Greece due to the current economic crisis, there is an ongoing debate on the efficiency of the public sector and many proposals have emerged on modern methods of administration and management, striving to render it more productive and cost-efficient. The debate further includes those issues pertaining to the suitable conditions required for the successful implementation of reforms.

According to Pollitt (2000), NPM could be defined as a change in the way government performs and goes about its business, from the old bureaucratic way to a new more entrepreneurial and dynamic, while in the process it reinvents and re-engineers itself.

Due to the economic recession and the need for a more effective state, NPM doctrinal components have been adopted worldwide giving emphasis on private sector styles of management practices, downsizing, privatizing, performance measurement and parsimony (Hood, 1995). Ferlie and Geraghty (2005) argue that there are hard and soft versions of NPM. The hard version focuses on data derived from assessments and measurements, layoffs and austerity, while the soft version emphasizes on citizens' welfare and quality of services.

As to the results from the NPM implementations, Pollitt (2000) has so far concluded that, "*the Emperor is not naked, but he is far from fully dressed*". Governments are not in the habit of evaluating the NPM doctrines implemented; instead they prefer to dogmatically adhere to them. Additionally, we need to consider the fact that reform regimes are based on negative assumptions about the civil servants (Seddon, 2008), thus, the implementation of TQMs could be more "employee-friendly" as a lot of these models try to satisfy all the participants and to create a win- win situation for all (Kaplan, 2002).

TQM is defined as a continuous effort to improve the effectiveness of an organisation in its entirety, by involving and engaging all the participants, all the departments and all the activities (Oakland, 1989). TQM processes set as priorities for the organisation factors such as, cultural change based on customer orientation, education and training, leadership commitment, involvement and teamwork. TQM also focuses to satisfy citizens, through the use of quality management techniques and tools, measurement and feedback, as well as the appropriate planning and organisation (Wiele et al., 1997).

Wilkinson (1992) argues that TQM also has both 'hard' and 'soft' sides. The "hard side" gives greater emphasis on production orientation, whilst the "soft side" moves the focus of control from external factors to the individual within. The "hard side" focuses on statistics, prescribed procedures, inventories and controls. The "soft side" focuses on accountability and commitment, employees do not need to be coerced, instead they want by themselves to achieve, take responsibility and use their abilities.

Additionally, in the TQM case there is an ongoing contradiction between the TQM rhetoric and its HRM implications, as according to Williams (2000) in the public sector when people refer to “quality” they usually mean saving resources and down-sizing.

The ISO 9001:2008 series is based on the notion of continuous improvement of an organisation’s output, through its ability to generate products and services in strict compliance to the customer’s applicable statutory and regulatory requirements (ISO, 2014). Implementing ISO aims at improving the quality of services offered to the citizens, ensuring customer satisfaction, as a well as, ameliorating employees performance (Wiele et al., 1997). Governments pressure for the implementation of this model with the intention to increase accountability and to instill a mentality of continuous improvement (Singh and Mansour-Nahra, 2006).

ISO is normally associated with the “hard side” of TQM with a strong focus on process, procedure, documentation, and inspection, and is often characterized by critics with an absence of quality culture and strategic perspective for TQM (Seddon, 2008) . Supporters would argue that it can bring an organisation a step closer to TQM, and it could be combined with other TQM models like EFQM and BSC as a part of an holistic TQM framework (Vouzas, 2007).

	DEFINITION	KEY CHARACTERISTICS	ASSOCIATED 'RHETORIC'
NPM	"a change in the way government does business, from the old bureaucratic one to a new more entrepreneurial, dynamic way, with a built-in process of reinventing and re-engineering itself(Pollitt, 2000)"	<ul style="list-style-type: none"> • private sector styles of management practices • downsizing • privatizing • performance measurement • parsimony 	<ul style="list-style-type: none"> • a more effective and efficient state • capitalism and free markets • privatization • profit maximisation
TQM	"a continuous effort for improving the effectiveness of an organisation as a whole, by involving and engaging all the participants, all the departments and all the activities(Oakland, 1989)"	<ul style="list-style-type: none"> • cultural change • customer orientation • education and training • leadership commitment • involvement and teamwork • use of quality management techniques and tools • measurement and feedback • planning and organisation 	<ul style="list-style-type: none"> • satisfy all the participants • create a win- win situation • quality through empowerment of workers • continuous improvement • implement quality models and excellence frameworks • best practices • some failure rates reported
ISO	"continuous improvement of an organisation's output, through its ability to generate products and services in strict compliance to the customer's applicable statutory and regulatory requirements(ISO, 2014)"	<ul style="list-style-type: none"> • improving quality • succeeding customer satisfaction • ameliorating performance • process, procedures, documentation • inspection and audit 	<ul style="list-style-type: none"> • accountability • continuous improvement • focus on process, procedure, documentation • inspection and audit • critics say beauracratc

Table 2 1The relationship between NPM-TQM and ISO

It is evident from the analysis in table 2.1 that NPM, TQM, and ISO, all have positive elements but also have attracted many critics around implementation, and some questioning underlying philosophy. This has inevitably resulted in a rhetoric which may be interpreted by many with negative connotations, especially when pressures and motivations for change are under scrutiny (such as the current situation in Greece with the imposition of austerity measures). This may therefore suggest that a new approach is necessary based on empirical and contextual study, to develop a new approach, fundamentally based on evidence. Simply to copy current models may be flawed and risk being perceived as unacceptable.

In order to receive financial support, the Greek Government has signed a Memorandum with the EU, the IMF and the ECB containing a time frame of specific economic policies which must be accomplished, so as to bail out the Greek economy and render it sustainable. Memorandum critical mandates that pertain to the public sector and have direct consequences on the public servants are a series of austerity measures to reduce costs and resources (Papadis, 2014). We could name these reforms as downsizing, privatization, etc., all of them are part of the hard NPM approach and have more to do with the rescue concerns of the lenders rather than with the structural reform of the public sector (Marias, 2010). According to the legislation passed (Law 3845/2010) austerity measures are imposed on the Greek people, in return for the financial assistance received from the European Union and the International Monetary Fund (IMF). The Law incorporates a clause enforcing ISO 9001:2008 certification by all Intermediate Managing Authorities. It has been observed lately that Greece has implemented “hard” NPM and TQM models, with an apparent lack of reform models that could satisfy all the participants. The implementation of TQM systems like EFQM and BSC could be the solution, as they increase the public sector’s efficiency, while reducing costs and increasing citizens’ and employees’ satisfaction (Pollitt et al., 2007)

At this point we need to go back to examine how the NPM theory came about, the reasons that necessitated it, its characteristics, its progress in those countries where it has been implemented and the process for its implementation. The focus would be mainly centered on Human Resources issues, in line with our scope, namely, the critical evaluation of reforms in the Greek public sector and their repercussions on public servants. This practice of a general review would also assist us to define the exact parameters within which a successful implementation can be achieved.

2.2 New Public Management

Hood (1991) argues that New Public Management (NPM) is in broad terms “*an attempt of many Organization for Economic Cooperation and Development (OECD) countries to cut down on the red tape and on the moral bankruptcy of the “old”*”

public management, as well as, the doctrinal content, with an ultimate purpose to increase the efficiency and decrease the cost of the public sector”.

The term New Public Management (NPM) comes to describe all the cumulative efforts for reforms in the public administration. Under pressure from different bodies, especially by global organizations, Greece, like other countries in financial crisis, has to operate the public sector in a manner similar to that of the private, for-profit sector. Especially under the current debt crisis, NPM is a challenge as it demands citizens' satisfaction and value for money, along with parsimony and fiscal discipline (Philippidou et al., 2004). In the following pages we will try to portray the definition and evolution of NPM along with most of its established doctrines.

Due to the economic recession, state resources are gradually diminishing. NPM doctrines advocate that we could obtain with these diminished resources the same quality and quantity of the welfare state output as before. So this becomes a challenge, a favourite topic of rhetoric for all reformers, politicians, senior civil servants, academics, think tanks and demanding citizens (Pollitt, 2007).

Public Organizations, (e.g. Ministries, Local Authorities, Public Hospitals, Public Schools, Welfare Services, Public Enterprises) are of lately in the centre of an ever growing dispute. From the 70's until today there are a lot of scholars who corroborate theoretically and empirically to the failure of the State (Hood, 1991). Even political parties of a variety of ideological spectrum criticize the role and the effectiveness of the State (Mihalopoulos, 2003).

In modern bureaucracies the cost of the welfare state was huge fiscal deficit and public debt. The economic recession coupled with the increasing demand to fund various social programs is one side of the coin, while on the other is the amount of savings needed to fund the deficit. For the last three decades in Greece the public sector is severely charged for bureaucracy, maladministration and inefficiency (Feathertone, 2011). This has now become an urgent and dire situation that requires immediate action, which involves cutting costs and implementing frugality measures that are not always agreeable. Additionally, public services must be restructured based on principles and influences of economic thought derived from the private sector and applied to public administration (Philippidou et al., 2004).

NPM principles advocate that we need to make the public sector less isolated as a unit from the private sector, particularly in the areas of personnel management, reward systems and methods of operating a business (Curristine et al., 2007). When Max

Weber first coined out his famous '*excellent type*' bureaucracy in 1921, he defined the characteristics and procedures within an organisation, including the use of organisational and hierarchical flow charts, the use of systematic filing and proper written records; he stressed on the importance of an administration free of self-interest and objective to its task. This combination became what we refer to as an "organisation". Nowadays, when we refer to an 'organisation' in any sector of the society, the concept automatically includes budgeting, focus on output, performance indicators, separation of duties, and outsourcing.

NPM has attempted to reform the public sector with a characteristic urgency (Hood, 1991). This has resulted in major criticisms of its methods from within and outside the public service. NPM must deal with all those criticisms and adapt its agenda (Dunleavy and Hood, 1994). The task of researchers and NPM advocates is to investigate the pitfalls and suggest improvements.

2.3 Public Choice Theory

The dogma of Neoclassical Economists that the free market could maximise the social welfare did not come true. The government has to interfere in the market in order to correct its defects (Larbi, 1999). The State's main economic goals, according to (Mpampanasis 1988 p33), are:

- The private sector's goal is the maximisation of its profits; while on the contrary, the government's goal is the maximisation of the social welfare.
- The supply of public goods at desirable quantities.
- Public enterprises should produce goods and services at a lower cost in instances of large scale of production.
- There are some strategic branches of the economy which are essential for the development of the entire society but they require huge funds, low short – term profit and high risk. The private sector is unwilling to undertake such kind of production.
- The government increases its activities during periods of economic recession and decreases them during periods of prosperity.

- The expansion of government activities creates positive externalities and the minimisation of activities creates negative externalities.
- Constraint and control of monopolies.
- Income redistribution.
- Economic stabilisation especially the fight against unemployment and inflation.
- The redistribution of production factors in order to achieve the desirable social economic growth.

Writers such as Mitsopoulos and Pelagidis (2010) argue that individuals normally maximise their own worth in every action they undertake. So politicians and bureaucrats pursue their own fulfilment without particular regard to the public interest. The role of the government is to correct market failures such as: externalities, public goods, lack of competition and imperfect informal financing. In fact, government decisions are the outcome of a political process (voters, bureaucrats and politicians) dominated by self-interest. As a result, we have to expect market failures and government failures. Rent seeking practices, lobbying, special interest policies and augmented budgets are some of the pitfalls of the government (Keech et al., 2012).

As the budget and the size of a bureau increase, subsequently, the salary, the security, the chances for promotion, the power of the bureaucrat also increase and his working conditions ameliorate. In addition, failure of the bureaucrat does not matter, because he is going to gain additional funds regardless of performance, while on the contrary in the private sector failure results in bankruptcy. Unfortunately, government is not a corrective tool but a source of waste and inefficiency (Gwartney and Wagner, 1988).

Niskanen (1971) portrays the struggle of governments against bureaucracy in the context of Public Choice Theory; he points out the debate between elected politicians and bureaucrats with the first being suspicious of the “*budget maximising bureaucrats*”.

2.4 Bureaucracy

Bureaucracy was the dominant business paradigm for over fifty years, both in the public and the private sector. It has been associated particularly with the public

administration and with an entire social class, the bureaucrats. It proved efficient to deal with repeated social needs. If a private enterprise does not change it would bring it to ruins, but in the public sector the result of failure would cause the dispute of the state itself (Philippidou et al., 2004).

Philippidou, et al. (2004) defined the characteristics of the bureaucratic model as follows:

- Strong emphasis is given on hierarchy, which is the basis of central planning and centralised decisions.
- Proliferation of rules is typical, which are set at high levels and executed by the base of the pyramid.
- High degree of standardisation – based on the system of scientific management advocated by Fred W. Taylor and referred to as Taylorism. Every task is divided into procedures and there is only one given option to perform these.
- High degree of specialisation; well trained employees are organized into units and perform a specific task.
- High degree of formalisation; not much room allowed for innovation and discretion.

The concept of professional and autonomous civil services in many cases has been replaced by political patronage, so bureaucracy has lately received serious criticisms as being politicised, wasteful and numerous. We could also impute to bureaucracy mistrust, corporatism and corruption (Rosanvallon, 2008). There was also a great demand for employment in the public sector, mainly due to the employment security it offers, the stability of salaries and the social status. In all these countries, where the above characteristics persist, there is an intensive negative perception about bureaucracy among citizens, entrepreneurs, the academic world, politicians and even public servants. Additionally, it is strongly believed that the imminent bankruptcy faced by many under developed countries is not the result of the cost of their welfare state, but rather the result of the cost of a Party state (Spanou, 2008).

Certain characteristics of Bureaucracy constitute obstacles to successful reforms in public administration. We could mention just a few, like short term versus long term planning, static targets versus dynamic targets, error avoidance practices compared to pursuit of success, economic resources of secondary rather than primary importance,

rigid rather than austere structure, centralisation versus decentralisation and an emphasis on rules rather than an emphasis on outcomes (Spanou, 2008).

2.5 NPM Characteristics

Public Management reforms require structural and procedural changes in public organisations in order to operate more efficiently (Pollitt and Bouckaert, 2004). Effective reforms, according to Pollit and Bouckaert (2004), require drastic changes in the way public servants are hired, trained, appraised, promoted and paid; a relevant change would be for instance, performance related employee remuneration. It also requires the implementation of Total Quality Systems (TQS), particularly, in the health care and the education sectors, as well as, procedural changes to eradicate bureaucracy. In the context of current recession, the approach to reforms should also consider closely the cost versus results factor.

Hood (1991) argue that there are four “megatrends” which characterize the NPM efforts:

1. Downsizing, parsimony in use of resources, which involves abolition of some public organisations, whose necessity is questionable, cessation of hiring in the public sector and privatisation.
2. The use of new technologies, especially information technology, in all stages of the production and delivery of public good and services.
3. Use of private sector techniques, (let the managers manage, standardisation measurement and performance).
4. Focus on outputs rather than procedures.

Authors such as Osborne and Gaebler (1992) have created the NPM theoretical framework with a plea for:

- Providing directions, rather than producing goods and services. Government does best when “steering”, rather than “rowing”. Private and non-profit sectors are more effective to provide more at a lower cost.
- Communities are closer to the problems, thus, they can accomplish tasks more cheaply and more effective.

- Introducing competition among public agencies and private sector can render the former more efficiently and responsively.
- Public organisations should be driven by missions and not by rules.
- Focus from input to output through appraisal and rewarding positive performance.
- Introducing marketing policies in public agencies, like surveys.
- Reinforcing the role of the government to cure market failures.

In an effort to further enhance the definition, Pollit (2007) claims that, if we assume that the NPM has two basic structural elements, the first one is the introduction of entrepreneurial techniques into the public sector and the second one is a package of specific concepts and practices, such as:

- Emphasis on performance through the qualitative and quantitative measurement of results. A results-oriented and cost-conscious administration is the ultimate conclusion of every public sector reform.
- Only small businesses (organisations) operate efficiently.
- Focus on customers with techniques like Total Quality Management (TQM) which provides high quality services and satisfies the citizen's needs.
- The use of market-type mechanisms like performance-related pay.

Some commentators like Pollit (1993) have expressed the opinion that the variation in the implementation of NPM reforms is due to many reasons, the most prominent are:

- It is primarily an English-speaking countries' phenomenon. (U.K, USA, New Zealand, Australia).
- It has been on the ongoing agenda of both the neoliberals and "right-wing" governments, like Ronald Reagan and Margaret Thatcher. Even socialists have followed this policy under the constant pressures of efficiency and efforts for less government.
- Many countries under fiscal difficulties and poor macroeconomic performance have adopted NPM in order to maintain the same flow of welfare facilities.
- It is a matter of motive for change and structural opportunity to accomplish reforms (Hood, 1995).

- Common (1998) noted that NPM had quickly become a fast track industry, staffed by an army of consultants, business schools and advisors, who have a vested interest in spreading NPM. The internationalisation of NPM could be credited to the missionary zeal on the part of public management “gurus” travelling all over the world.
- It is debatable that NPM is ideologically neutral; it is possible that governments are able to incorporate it in their political agenda without any special cost. For instance, a lot of reform efforts have been seen as pragmatic responses to problems, regardless of the social groups they are focusing on.

The current trends and the role on NPM in the modern public administration, according to Bovaird & Löffler (2001), dictate that there must be an increasing concern on issues such as flow of information, communications, consultation and participation of all the groups of stakeholders. This would include, citizens (as individuals), the voluntary sector, businesses, media, higher levels of government/Parliament, local authorities, including those involved at an international level, when shaping policies and public sector management. In their argument they used the example of clean cities, whereas efficient waste-management is accomplished by employing NPM oriented practices (performance measurement, outsourcing etc). Local government educates and raises the citizens’ awareness to waste management issues, while it also provides all the necessary facilities.

2.6 Why NPM?

In the case of the Greek Public Sector reforms are necessitated both by the negative results of a chronically inefficient State, as well as, by the Memorandum imposed by its debtors, the tripartite ‘TROIKA’ (a set of three) consisting of the IMF, the European Bank and the EU, all exerting pressure on the Greek State to ‘shape-up’ and exit from its current huge deficit. The expansion of the public sector was the modus operandi of the Greek state for many years (Milonopoulou, 1998). The solution to this detrimental state of affairs could be provided by the NPM dogma proclaiming “less government”, “value for money”, “more with less”, etc (Hood, 1995). In many underdeveloped countries, high unemployment rates lead citizens to seek public

sector jobs. Stability, good working conditions, a minimum wage adequate to cover the cost of living, better health care conditions, more paid leaves per year and a lot of non monetary benefits make public sector jobs more attractive than private sector ones. Under these circumstances, clientelism thrives, as there is a great motive for citizens to exchange their votes for public sector jobs or with even the expectation of future recruitment (Polidano, 1999). This marks the start of a long term relationship with negative effects on public administration, as the public servants are not the most suitable for the job, are not selected by merit, but instead by an exchange of personal favours which they are expected to return, often in an illegal way, thus breeding and perpetuating corruption (Milonopoulou, 1998).

This mismanagement is exacerbated with the creation of state-owned enterprises, as the government undertakes commercial activities. Banking, Transportations, Airports, Casinos, Ports, Airlines, Energy and Hotels are some of them. This entrepreneurial government is one of the main causes of the fiscal crisis for many developed and undeveloped countries (Lamropoulou, 2009).

Kostarelou (2010) states that the government runs enterprises in a costly manner, based on principles of clientelism; subsequently, it incurs serious financial losses, mainly due to factors like those listed below :

- Wages are more than revenues;
- The average wage within a State Own Enterprises (SOE) is 38.7% higher than the average wage of the private sector;
- 40 % of the wages are structured by supplemental benefits;
- There are public servants whose benefits and additional allowances are more than their basic salary;

The “bus warming allowance”, is an example of many trivial allowances paid to state employees, indeed it poses a challenge to any taxpayer, as Kostarelou (2010) mentions in relevant literature. This is an extra pay for bus drivers, an allowance given with the excuse that before the bus drivers start their work they have to warm up the engines of their buses. Similarly, night watchmen receive extra pay to cover the cost of their meals, while technical staff at the National Railways (ESAP) receives a pay boost equivalent to 4 percent of their salary, known as the “hand-washing package”.

Through privatisation the government could save some money by avoiding further financing of the deficits of such enterprises and also by decreasing the public debt by the amount of sale (Philippidou et al., 2004). As to the quality of the services after privatisation, in most of the cases it has been improved, while prices decreased under the assumption that no monopoly should be created (Kallianiotis, 2013).

A critical factor, with crucial contribution to the implementation of New Public Management reforms, is the presence of Global Organizations. Actually Global Organizations like OECD (Organization for economic Co-operation and Development), IMF (International Monetary Fund), and ECB (European Central Bank) through the provision of know-how for developed and underdeveloped countries constitute a dominant factor for the spread of the theory and the practice of NPM (Mihalopoulos, 2003).

After the introduction of a single European currency, the European Community makes the decisions at the key field of monetary policy. This implies the transfer of the decision – making centres from national to multinational levels (Feathertone, 2011).

The countries participating in the European Monetary Union no longer decide about their own interest rates or policy on inflation. All these monetary matters are settled collectively and a single interest rate is fixed by the European Central Bank (Spanou, 2003).

In order to receive financial support, the Greek Government has signed a Memorandum with EU, IMF and ECB containing a time frame of specific economic policies which have to be accomplished, so as to bail out the Greek economy and render it sustainable. Memorandum critical mandates that pertain to the public sector and have direct consequences on the public servants are a series of austerity measures to reduce costs and resources (Papadis, 2014).

- Salary reductions that may reach up to 60%;
- Scalable reductions of pensions;
- Large reductions in the end-of-service compensation payments;
- Imposition of annual emergency tax;
- Abolishment of the bonus salary, previously paid for Christmas, Easter and Summer Holidays;
- Abolishment of 150,000 work places by 2016;

- Drastic budgetary reductions in the Health and Education sectors, that directly affect the social benefits of the public servants;
- Organisational mergers that often result in the reassignment and the geographic relocation of the employees ;
- An increase in the unemployment rate from 7% to 27%;
- An increase in the tax rates by 700% since 2009;

It must be taken into consideration that all these austerity measures are implemented after a period of prosperity, the era of the “fat cows”, soon after Greece had undertaken the task of the 2004 Olympic Games, a time when the majority of Greek citizens were overburdened by personal loans to the Banks (IMEGESEVEE, 2012).

Recently, there is an ongoing debate over the success or failure of the austerity measures imposed by the Memorandum in the Greek case and whether Greece was exploited in the process as a “guinea pig” for the implementation of processes that were not effective at all in resolving the debt crisis (Pisani-Ferry et al., 2011).

The combination of all the aforementioned adversities had an impact on the public servants, their working environment suddenly changed given the new economic and social reality in Greece. Economic hardship, lack of job security and a prevailing sense that all the measures taken and the sacrifices made were in vain create a negative work environment. It is rather hard, within this framework, to motivate public servants to implement successfully the reforms that are mandated by the current Greek society and are made much more urgent and imposing by the current economic situation.

Organisational changes are very difficult to occur, there are a lot of pitfalls and obstacles, adequate vigilance is required to plan and implement the necessary administrative reforms. Usually global organizations like IMF offer technical assistance; they recommend austerity measures like reduction in household earnings, layoffs and staff reductions, as well as, cuts in pensions, privatisation of profitable public utilities and demolition of the welfare state. All these neoliberal measures have more to do with the rescue concerns of the lenders rather than with the structural reform of the public sector (Marias, 2010).

Governments all over the world, whether socialist or liberal, have adopted the idea of reinventing the state and considered it a very attractive venture. NPM is indeed a very innovative idea, in comparison to the unpopular bureaucratic way of administration,

but reengineering does not necessarily guarantee reaching the destination (Sotirakou and Zeppou, 2006).

2.7 Globalisation and NPM

Globalisation, especially in the context of recession and debt crisis, has pressured towards the restructure of the state, which is a synonym of New Public Management techniques' application (Cope et al., 1997).

The United Nations Report on Globalization (2001) refers to the dissimilarity of the effects of the phenomenon in different countries. It is true, that some countries have the ability to minimize the cost of globalization. The fact that national and international consultation, cooperation and international regulations are necessary in nowadays social and economic life has created the concept that the state is an old fashioned establishment. However, the State is still the vehicle of the welfare state and the administrator of the social and economic growth of a country. Globalisation does not minimize the nation-State, but resets its role in the framework of negotiation and "fights" it must give at the local, national and international levels. The lack of an efficient public administration could be a barrier in participating in the global affairs; it divests the State of its bargaining power in global negotiations. The reform of public services would offer a State a better opportunity to globalise. *"At the national level we must govern better, and at the international level we must learn to govern better together"* (United Nation, 2001).

Global pressures and huge debts are forcing governments in to a fierce competition and a definite shift from "Welfare States" to "Competition States" (Cerny, 1993). EU leaders agreed on tougher rules for spendthrift nations whose overspending threatens Europe's single currency and risks triggering a debt crisis. EU has to "deter bad budgetary behaviour" by penalising member-states that demonstrate lack of budgetary discipline. The German Chancellor Angela Merkel also asked that the undisciplined countries be further punished by withdrawing their voting rights (Athensnews, 2010). We could classify countries into three groups based on the attained degree of implementation of the NPM doctrines. The first one, the high NPM group consists of countries like U.K, Sweden, Canada, New Zealand and Australia. The second one, the middle NPM group includes countries like France, Denmark, Netherlands, Norway

and Ireland and the third one, the low NPM group has as its members countries like, Greece, Spain, Turkey, Japan, Germany and Switzerland (Hood, 1995).

2.8 NPM in the United Kingdom and the USA

In their book “Public Management Reform: A Comparative Analysis” Pollitt and Bouckaert (2000) describe the process of implementation and development of New Public Management in two of the most studied and documented cases of NPM implementation, namely in the UK and the USA. Following are some of their critical reports.

Examples from the UK: From 1979 until 1983 there was an enormous campaign for parsimony and minimizing the state spending in the UK, 20 per cent of the civil servants were made redundant. Emphasis was given on increasing efficiency and effectiveness. NMP doctrines were introduced like professionalism, setting targets, decentralized management and the importance of budgets. The 3Es – economy, efficiency and effectiveness were on the current agenda. Performance indicators were established. During the mid-1980s British Telecom, British Gas, British Airports, Water supply and Sewerage were privatised and about 800,000 civil servants became private sector employees. The most crucial reform phase was after Margaret Thatcher’s election in 1987, market techniques were introduced especially in education and health care. The purchaser/provider split was the basic model for providing goods and services. Performance measurement was implemented and the annual publication of national league for schools and hospitals became a media event. Electricity and Railways were also privatised. In 1988 a report from the Prime Minister’s Efficiency Unit was published. The report proposed the restructuring of the government upon two basic pylons, the purchaser/provider split and managerialism. A great emphasis was also given on customer service and outsourcing. Internal management reviews were very common thus a number of central ministries were downsized by a great deal. The Labour government, although more favourable to the public sector, did not make major changes. It is a fact however, that socialists could make reforms more painless and easy than the liberals. In the U.K’s case the Treasury

and the Cabinet office have been the main participants and thought leaders of the reform process.

A strong debate has developed in Great Britain regarding the benefits of applying the NPM methods. Parker (2003), conclusively, sums it up:

- The welfare state is not affected by the privatisations that took place and continues to apply systems that would increase efficiency and improve quality of services.
- The state gradually changes from its role as the producer of goods and services to that of the market regulator.
- There is a consistent effort to reduce the burden of the state on the British economy.

Examples from USA: One of the main political characteristics in the USA is the strong anti-government rhetoric and the very low trust for the central government. President Jimmy Carter introduced in 1978 a Senior Executive Service of about 8,000 employees, with a target to establish performance appraisal and meritocracy. The Ronald Reagan administration assigned to the Grace Commission the reform of the civil services. This commission consisted of a large number of business people, about 2,000 of them, selected from the private sector. They generated thousands of recommendations acting on the President's plea for bold investigation to reveal the causes of the waste and the inefficiency of the public sector. They claimed that if the changes were implemented the government could save huge amounts. The Bill Clinton administration further pursued reforms that could lead to a better government at a less cost. This package of reforms included proposals for savings, downsizing, empowerment and reinvention.

According to Joyce (2011) on the subject of the current trends in the US Public Administration, their basic target is to reduce the tax burdens on corporations and citizens. This is attainable by reducing public expenditure, by alleviating the deficit and by increasing the efficiency of public spending. The leaders at all levels should be held accountable for achieving their assigned targets. Finally, performance management is considered of great importance and essential in the decision making process, thus instilling a strong correlation between performance management and budgeting in the federal government.

2.9 NPM Results

Pollit (2000) concluded that “*the emperor is not naked, but he is neither fully dressed*”. He further elaborated that by taking a closer look at the results of NPM reform policies, as applied in many countries, we could notice that in many cases it is not clear that the NPM reforms lead to savings, on the contrary, coerced savings lead to state reforms. In addition, issues were raised as to the meaning of the term savings, the importance of quality, whether “side effects” were taken into calculation and many more issues that became subjects of several debates. Definitely the number of public servants has been reduced and privatisation is a current reality. Process has undergone a notable improvement and NPM supporters have a long track of success stories. But we have to investigate the success in a broader context, for example, we need to consider the effect of the use of internet, as in e-government applications, which have cut down the red tape a great deal. The question, however, remains if we have effectively bridged the digital divide, unrestrained access to such facilities for the elderly, certain minorities or the poor people is still questionable. NPM focuses on outcome, but we can never relate a specific outcome with absolute certainty directly to management reforms, other factors often intervene. The time factor also needs to be considered, which is very essential, as well as, the multidimensional reasons that affect the success or failure of an endeavour.

The possible implications on Human Resources Management (HRM) were examined by Emery and Giaugue (2003) and they found that there is a perceived increase in centralisation. Their research also suggests that:

-Reforms require loads of paper work, often it is required that all actions taken are carefully recorded with particular emphasis in cost control. This results in an increased level of anxiety within the employees of the public sector and is also the root of individualism, as the procedures and processes are not performed collectively and assessment is also impaired. NPM practices contribute to augment the distance between managers and employees. Public servants are now espousing hostile positions trying to secure and protect themselves against possible contingencies associated with personal or total assessment and appraisal.

-There has been noticed an attitude of risk aversion in those services which have been investigated. Such a philosophy is quite the opposite of the fertile and enterprising approach that the administration desires to boost. The phenomenon of risk aversion is the product of the confusion between processes and goals.

-Public administrators suggested that “management by measurement” was becoming more and more an end in itself, rather than focusing on the goals and targets set to achieve. As a result motivation is weakened rather than reinforced, contrary to the original intent of the practice, increasing further the risk of reform failure. Public servants are convinced that they must improve their attitude, become more adaptive to change, more involved and more effective. They are prepared to exert the additional efforts required just to achieve the targets set by the Administration, however, excessive appraisal applications can stifle their drive and motivation.

-In the Public Agencies employee loyalty is rather high within the upper-level administrative units, a phenomenon that cannot be attributed solely to economic reasons. Probably, the image of the Agency is an important motivational factor in those cases. Public servants’ loyalty, maintaining their productivity levels with less remuneration and fewer resources, increased stress levels and higher performance standards certainly raise several questions. Probably, the “public ethos” notion may be the answer to those questions and provide an explanation as to their behaviour, perhaps the proponents of “management through meaning” are after all justified, as it is indeed important in the successful implementation of reforms.

-Moreover, Agencies are required to compromise and balance within the boundaries of the paradoxical situation they are faced with. They have to reward employees for achieving the set goals, while the economic crisis does not permit such lavishness.

2.10 A success story

The purchaser-provider split is a technique based on the concept that government does better when “steering” rather than when “rowing”, while the private sector is more efficient in providing more at a lower cost (Rainnie et al., 2012). In that case, an agreement takes place between the purchaser, who defines the quantity and the quality of goods and services to be availed, and the provider who actually produces them. The government defines the goals and the outcomes and uses competition between service

providers in order to deliver to the society public goods and services at the minimum cost, with the maximum quality. This process increases responsibility, improves accountability and lets managers to manage (Haque, 2000). A case to illustrate this concept is given below (Ryan et al., 2000):

“In the case of Queensland Health Services the purchaser-provider structure consists of two sectors: Health Services Division (provider); and, Planning and Systems Division (purchaser). The model focuses to shift responsibility for health care from public hospitals to community health services. Service agreements have been introduced between Performance Management Branch (purchaser) and District Health Services, non-government organisations (NGOs) and the private sector (providers). The main target of those service agreements is to ensure a sufficient link between expenditures and program engagements, as well as, to lead to an improvement in Queensland Health’s functional effectiveness and efficiency. The major focus of the ‘Surgery on Time’ program was the urgent Category 1 patients (defined as those whose condition has the potential to deteriorate quickly to an emergency level), their waiting time, beyond clinically appropriate times, was reduced from 49 percent to 3.6 percent. The number of Category 2 (defined as those whose condition caused some pain, dysfunction or disability but not likely to deteriorate quickly) patients’ waiting period, beyond the clinically appropriate time, of 90 days was reduced by 44.3%.”

2.11 NPM Doctrines

According to Pollitt Thiel et al. (2007), “*governments throughout the world have used NPM in order to be more efficient, results and customer orientated, and offer(better) value for (less) money, thus private sector management techniques were introduced to the public sector, as a consequence numerous reforms have taken place in a lot of countries worldwide*”. Subsequently, in the context of this paper, the most prominent NPM principles will be presented, along with their characteristics and critical factors, which will provide the basis for further literature review. Particular emphasis will be given to the study of Total Quality Management systems, the ISO practices and those NPM formulas applied to achieve goals such as performance management and their required elements of leadership and HRM.

2.11.1 Quality reforms

The Total Quality Management (TQM) doctrine propagates an increase in the quality of services rendered by a given Agency, with a simultaneous reduction in costs, while maintaining an increased rate of productivity Deming (1982 p.1). Unfortunately, under the current economic crisis and the debt burdened States the reduction of costs becomes more important than the quality of services rendered (Dewhurst et al., 1999). The implementation of TQM systems was initially successful in the private sector and soon it spread into the public sector (Swiss, 1992). There is a “hard” approach to TQM that stresses on issues like statistical techniques, performance measurement and the implementation of quality control procedures. There is also a “soft” approach that heavily relies on team work, training, motivation and the employee’s recognition. The International Standard Organization (ISO) method is in the former category while the Balanced Scorecard (BSC) and the European Foundation of Quality Management (EFQM) practices are in the latter.

Pressure on public services to demonstrate value for money has been growing. The urgent need to improve services continually has led to a greater interest of the public sector in the concept of TQM (Singh and Mansour-Nahra, 2006).

The white paper published in July 1991, under the title “The Citizen's Charter: Raising the Standard” , Major (1991,p.6) points out six major principles a public agency has to focus on:

- To set, monitor and publish quality standards;
- To provide information and render data accessible to the service users;
- To offer choices wherever it is possible, plus to provide frequent and methodical consultation to the users;
- To ensure politeness and provide assistance;
- To operate user-friendly complaints procedures;
- To ensure value for money;

Each public service or agency has been asked to develop its own charter(s). Among the most publicized were the Parents' Charter (schools), the Patient's Charter (hospitals) and the British Rail Passenger's Charter. Each year the Prime Minister's Citizen's Charter Advisory Panel awards 'Charter Marks' to public service organisations that have entered a competition in which they have to show measurable

quality improvements. In addition, a central monitoring unit was set up to make sure that every public service has established an appropriate complaints system (Pollitt, 1994).

McAdam and Saulters (2000) present a list of all the total quality administrative systems that prevail in the public sector, as follows:

- Business Excellence model: is a framework for the continuous improved performance of an Agency in all its activities. It consists of nine elements, five “enablers” that encompass the activities and four “results” for the achievements.
- Investors in People (IIP): is a national standard that sets levels for good practices, for the improved performance of an Agency through training and development of its human resources, in view of achieving the Agency’s goals.
- Charter Mark: is a framework of governmental distinctions aiming to encourage and reward improvements in the public services. Agencies are evaluated based on ten criteria, mainly pertaining to the effective use of resources, fair practices, handling of complaints, compensations, standard of services, etc.
- ISO 9000: It certifies to and assures customers/citizens that they are going to consume public goods and services within a certain quality level.
- Benchmarking: application of this theory indicates that the use of best practices would assist an Agency to strategically improve important processes.
- Balanced Scorecard (BSC): It is a balanced arrangement that takes both financial and operational criteria into consideration.

The ISO 9001 is the tool adopted by many private enterprises and the public sector as the first step in the long process towards total quality (Wiele et al., 1997). Today, just the claim of providing quality services is no longer enough: the evidence must be tangible to back up such a claim. Certification by an external entity, appraising quality standards is one way an organisation can demonstrate publicly its commitment and aspirations to continuous improvement (Saner, 2002). The ISO 9000 quality management system is a private sector tool lately introduced also in the public sector under the umbrella of NPM reforms. Registration to ISO 9000 certifies to customers/citizens that they are going to consume public goods and services within a certain quality level (Poksinska et al., 2002). Connor (1997,p.502) mentions that

safety margins are at 100 % , even 99.9 % could be catastrophic, as in numbers it would mean:

“• Two million documents will be lost by the IRS this year.

• 12 babies will be given to the wrong parents each day.

• Two airplanes landing daily at Chicago-O'Hare will crash.

• 29 pacemaker operations will be performed incorrectly this year.

• 20,000 incorrect drug prescriptions will be written in the next 12 months.”

In other words Quality's precondition is Gus Grissom's plea to “*do perfect work*”. Poksinska, et al. (2002) claim that TQM systems boost the image of an organisation, enhance employee morale and they can give organisations a competitive advantage , making them more profitable in the long term by parsimony and increased customer satisfaction. Singh & Mansour-Nahra (2006) comment on the benefits of ISO implementation that the crucial point is that public organisations do not care about profit and customer satisfaction.

Nowadays, the primary concern is effectiveness and reducing waste. This could be possible because ISO entails a degree of alternative thinking, reorganising practices and revising policies and proceedings. By doing so, the concept of performance comes to the fore. The approach throughout is based on staff participation at all levels by launching small working groups. Employees are given the autonomy to reconsider their own procedures, practices and work instructions with a constant focus on improvement. Although time consuming, the advantages are better staff tenure and their active involvement in the quality management system. The implementation of the ISO 9002 standards necessitates that every employee takes responsibility for all decisions made, thus decentralization and work place democracy become a reality. Used correctly, for the right reasons, in the right environment and in conjunction with other quality tools, ISO 9000 can be valuable in helping public service organisations to substantially improve the services that they provide.

2.11.1.1 Performance Management

The application of the appropriate systems to assess and measure performance is a critical factor to assure the successful implementation of reforms, such as TQM, as

the appraisal process constitutes the vital link between strategy and implementation (Sinclair and Zairi, 1995).

Writers such as Osborne and Gaebler (1992) argue that public agencies have to change the old way of doing business if they want to survive. Public sector reforms promote the change from the bureaucratic way of the past to a more enterprising one, called New Public Management. NPM doctrines aim to improve effectiveness and quality of public goods and services as provided by the various agencies. This means minimizing the cost of inputs, obtaining value for money, prudent spending of the tax payers' money and covering the needs of the citizens by introducing private sector techniques into the public sector (Hood, 1991).

This "marketization" process involves privatisation programs, outsourcing, enforcing competition, the introduction of cooperation between private and public sector, as well as, the use of private sector administrative doctrines, mainly, giving great emphasis on methods of performance appraisal (Eikenberry and Kluver, 2004). Performance measurement critical success factors are concepts like, evaluation, inspections, auditing, measurement, setting of targets and indicators, as well as, the application of Total Quality Management (TQM), Business Process Reengineering (BPR), strategic management, benchmarking, Performance Management and Measurement Systems (PMMS) (Sotirakou and Zeppou, 2006).

Efficiency is the relation between inputs and outputs. In the public sector, especially after the oil crisis, there was a sharp decline in resources. Leadership endeavours to maintain the same level of outputs, while having to deal with a serious lack in resources. Performance management focuses to increase efficiency through measurement and improvements in motivation, behaviour and processes (Sanderson, 2001).

In the public sector it is essential to measure whether the mission of a public organisation is accomplished in a cost effective way. In the private sector, if the goals of an enterprise are not reached, there is no other way but to exit from the market. In the public sector, probably more funds will be asked to cover the shortcomings. In most of the cases all these processes are monitored by public servants like inspectors, auditors, etc. In recent times, public agencies have been forced into adopting private sector techniques under the general term of "performance management". The New Public Management concept has also affected this process. There is an urgent plea for the focus to shift from outputs to outcome. In other words, there is no care about the

square meters of the new exhibits in the city museum, but of the rise in the percentage of citizens who have visited it (Pollitt, 2000).

It must be taken into consideration that performance is a multi faceted process. Dedicated, well trained and well motivated public servants are needed. In addition, what is needed are resources to use modern technology and information systems, but finally the success of the reforms is needed by all (Bolton, 2003).

One of the most known legislations on the reform of performance measurement that has been enacted by the U.S. Congress, and may be cited, is the "Government Performance and Results Act of 1993". This Act defined as strategic goals the performance measurement, as well as, the compilation of progress reports and the degree of their implementation (Halachmi, 2002). Specifically the purpose of this Act was (Government Performance and Results act, 1993) :

- To gain the confidence and the trust of the people to their Government, by rendering agencies accountable to achieve specific outcomes.
- To introduce performance reforms by setting goals, measuring performance against those goals and reporting publicly on their success levels.
- To improve Agencies' effectiveness and accountability by focusing on outcomes, service quality and citizens satisfaction.
- To assist managers to improve in their decision making process by providing them with adequate information about procedures vital for the success of their programmes.
- To achieve effectiveness, efficiency and to ensure savings from the National Budget.
- To improve internal management of the Government, that is to focus on those procedures that an organisation would depend on so as to implement its strategy and fulfil its commitments for an efficient and timely performance.

In Britain, since 1980, all parts of the public sector venture, or have ventured, major management reforms aiming continuously to improve performance: (Stewart and Walsh, 1992) These include, but are not limited to:

- The Rayner scrutiny programme which had conducted a series of studies proposing ways in which public administration could be carried out more efficiently.

- The Financial Management Initiative. Departments were required to re-examine their Management systems in order to make the best use of resources, to increase responsibility by identifying outputs and to establish the concept of value for money.
- The Next Step agencies. This initiative proposed the transfer of central government tasks to agencies, allowing for managerial freedom and setting performance targets.
- The NHS management inquiry. This inquiry was conducted by Sir Roy Griffiths and was designed to strengthen management within the National Health Services. It led to the appointment of General Managers with specific management accountability.
- The National Health Service reforms. The key change was the split between purchasers-authorities and providers-hospitals.
- Compulsory Competitive Tendering. Market type mechanisms had to be employed by the local authorities to perform their tasks. The impact of CCT has been enormous, with about 20 per cent of contracts going to the private sector, with significant increases in productivity and downsizing, with vast changes in pay and conditions, reorganisation of local authorities, and changes in management functions.
- Community Care. The local authorities became the purchaser of services, from a wide range of providers, creating a mixed economy of welfare provision.
- The Education Reform Act. The greatest impact was that Head Teachers and School Governors were made responsible for their budgets and for the management of their staff.

Performance Management quality systems like the Balanced Scorecard (BSC) and ‘excellence model’ of the European Foundation of Quality Management (EFQM) have been developed for the public sector and a great debate about their effectiveness has come to the fore (Sotirakou and Zeppou, 2006). Researchers, such as Bourne et al. (2002) and Fryer et al (2009), have pinpointed their drawbacks and others like Seddon (2008), Kaplan and Norton (2000) have proposed alternatives and improvements like system thinking, which are discussed in the next chapters.

2.11.1.2 Human Resources Management

Even though Total Quality is deeply rooted within the mathematical and statistical realm it encompasses a multitude of human relations elements. These latter elements often are referred to as the “soft model” approach to TQM, which concentrates on the quality dimensions, like more customer-oriented practices, team work, employee involvement and in general an emphasis into the Agency’s better handling of its employees (Yong and Wilkinson, 2001).

Human Resources Management (HRM) , is the management of the people who work in an organisation in a way that they will contribute to the success of its targets, taking always into consideration that people are the most valued asset an organisation has (Amstrong, 1999). As defined by Storey (1995), HRM is the use of various techniques which endeavour to obtain competitive advantage through the shrewd use of dedicated expert staff. Writers such as Porter (1985) and Prahalad and Hamel (1990) emphasise that competitive advantage is achieved only through people. What differentiates between satisfactory and unsatisfactory performance is the quality of employees and the extent to which those staff are driven and dedicated to making an effective contribution to an organisation’s success. In other words, “People make the difference” (Pickett, 2000).

Consequently, efficient government requires efficient civil servants. The recruitment of a capable workforce is a critical factor for the success of any government. In fact, there are a lot of constraints affecting that target. There are, for example, economic pressures. Many governments nowadays are confronted with fiscal deficits; the prevailing lack of resources does not help them towards an integrated HRM strategy. A lot of countries are unable to pay their public servants competitive salaries (Dewhurst et al., 1999). Other countries, like Greece are facing huge debt that demands austerity measures. Pay cuts that reach up to 50%, the constant presence of the damoclean sword of impending mass government downsizing, in combination with the excessive taxation and the high level of loan indicators can only affect detrimentally the performance and productivity of the public servants (Reuters, 2010).

The divergence from HRM practices within the state models of many third-world countries is more acute. Phenomena like, lack of transparency, massive and ineffective government mechanisms, have been observed, where the citizens have to

deal with bureaucracy, clientelism and corruption (Mpampanasis, 1988). In such cases, the personnel system is likely to be managed in unorthodox manners.

New Public Management approaches Human Resources issues, with the intent to maximize the outcome-effectiveness, within the context of the same or less resources (Lavigna and Hays, 2001). Below listed are some NPM Human Resources policies which seem to positively affect the implementation of quality reforms in the context of the public sector.

- Line managers have been empowered with decision making authorities, moving this function from the centre to the front office.
- Eliminating rules and regulations and giving innovation a boost, with a specific focus to eliminate bureaucracy within the state and cut-down the red tape.
- Emphasising in neutrality, accountability and the clear separation between public servants and party politics.
- Meritocracy is a NPM major principle; this concept is encountered in compensation systems, in promotions and in recruitment.
- Adopting user-friendly hiring procedures in contrast to hostile, prolonged and complex old ones.
- Introducing employee-friendly policies, such as, flexible working hours, days-off due to family reasons and good working conditions.
- Pay-for-performance makes public sector jobs more attractive and the sector capable to recruit productive personnel.

Finally, what really matters is the organisational culture, that is to say, values, attitudes, beliefs, skills and philosophies that affect the functioning of an organisation. Many reforms have failed because they were based on techniques and procedures rather than on beliefs and values. Others have failed due to lack of commitment to organisational goals. We could point out some critical factors that affect employee performance, morale and help towards a healthy organisational culture (Putz, 1991).

- Participation, the employee must feel important;
- Rewards systems, not only monetary, but moral too;
- Group decision making;
- Focus on culture and beliefs rather than programs;

2.11.1.3 E-Government

The propagation of Total Quality Management (TQM) systems prerequisites the collection, processing and analysis of all operational data, so as to improve production process, as well as, to satisfy the customer needs. Moreover, the customer needs and their satisfaction is better achieved by the use of digital services, that minimize cost and maximize the benefits derived from using the services of a certain Agency (Yong and Wilkinson, 2001).

Web-based technologies are on the ongoing agenda of public administrations aiming to deliver efficiently government services to their citizens. The European Union (EU) defines e-government as: *“the use of information and communication technologies (ICTs) in public administrations, combined with organisational change and new skills in order to improve public services and democratic processes and strengthen support to public policies”* (European Commission 2002).

Using on- line services a citizen could (Strejcek and Theil, 2002):

- Have information about a certain public service;
- Download documents and forms;
- Fill in and submit documents and forms;
- Receive updates on the process of applications;

All these characteristics create the concept of easily accessible and user-friendly government services. However, the success of these systems depends on how user-friendly they are to different user groups (Floropoulos et al., 2010).

Public sector areas where internet services could be used are as follows:

Firstly, to create, maintain and edit the data base related to personal information like ID's, passports, drivers' licences, and certificates of birth, marriage and death. Secondly, in Tax Department issues like income declaration, VAT declaration, registration of a new company, submission of economic data, etc. Thirdly, it could prove invaluable in Health Services like doctor's appointments, drugs prescriptions, etc. and finally in all other aspects of governmental functions like education, urban planning and many more (Torres et al., 2005).

The non-hierarchical delivery of internet services allows citizens to search for information and to obtain services on-line at all times and at their convenience.

Additionally, the use of internet eliminates clientelism and corruption, as there is no physical encounter. As an added benefit, the interactivity that technology allows, increases accountability and transparency, which coupled with efficiency, quality and parsimony epitomise the basic framework of New Public Management (Bertot et al., 2010).

Another critical factor for successful reforms is the adoption of e- administration.

E-administration consists of back-office information systems that aid public administration functions and facilitates cross departmental flow of information.

“E-government is basically associated with e-services, although this should entail much more than mere searching for information, downloading files or processing online transactions. We could mention e-democracy, e-voting, e-justice, e-education, e-healthcare, etc.” (Torres et al., 2005).

Viviane Reding, the European Commissioner for Justice, has stated that by using the internet European citizens have saved over seven million hours last year filling out their yearly tax declarations. In Sweden, tax declarations can be confirmed by just one message from any mobile phone. In Poland, electronic Customs procedures have reduced errors by 20 percent. In Estonia, Cabinet meetings are paperless; all documents are made available online. In addition, Companies across Europe saved €10 on each VAT declaration. Government revenues are 30-60% of the GDP. Governments buy, on average, 20% of the GDP. Government procurements supported by modern technologies and by the internet could save billions each year. If all citizens and companies used those services and if all governments adopted the e-government philosophy and practise, the cost and time saved could be enormous. Public administration however, differs from a private business. Government's duty is not just about delivering services. It is also entrusted the duty to regulate markets. Market regulation and cost of compliance can be seen as a significant factor of production. E-Government can radically eliminate such costs and make entrepreneurship easier. For example, in the Netherlands, e-government is estimated to have reduced the cost of red tape at €16bn per annum. E-Government is also a critical factor in attracting foreign investors as it increases transparency and reduces corruption (Reding, 2005).

2.11.1.4 Leadership

There are certain basic pillars that support the structure of a successful Total Quality Management (TQM) implementation, among these is Leadership and the constant involvement and commitment of senior management to create and preserve an orientation towards providing quality services to the citizens and to establish attitudes striving for continuous improvement (Yong and Wilkinson, 2001).

According to Northouse (2013,p 5) leadership is a process whereby an individual influences a group of individuals to achieve a common goal. A lot of transformational efforts were unsuccessful up to now because the leadership was inefficient to transfer the vision and mission of reform to the employees, or the citizens in the case of governments (Wright and Pandey, 2009). There is a widely accepted notion that “*Leadership makes the difference*” (Hennessey, 1998). The direction in which the leaders and their followers fight to steer social evolutions often comes with the shape of a dream. The common picture of a worthwhile and possible cause for a better future is what the leader needs to instil into his followers and inspire them. There is a great difference between leadership and management or administration which comprises of extrinsic more than of intrinsic motives (Wallis and Dollery, 1997).

A great necessity nowadays is the presence of dynamic and inspiring leaders in the public sector, as the challenge for production of high quality services with fewer resources is ubiquitous. There is an urgent need for democratic and moral leaders. Citizens-employees have lost their belief in government because of its inefficacy and corruption (Lyrintzis, 1984).

In the case of the Greek government, the leader model is shaped around “heroic” leaders, without support from the public servants and a consistent lack of ex-post monitoring of any attempts to reforms and improvements. Their advisers were non-technocrats and they did not have the know-how or the will to carry out the required changes (Lavdas, 1997).

To sum up, a powerful leader, who can incorporate an effective and willing administrative context, is better than a weak leader with a diehard bureaucratic structure (Krueger, 1993).

2.11.1.5 Professionalism.

Quite often the question arises as to “*who is responsible to implement changes in the public sector, to reform bureaucratic operations, to motivate public servants, to set targets and to gear the system toward the NPM implementation?*” (Philippidou et al., 2004).

Writers such as Feathertone (2011) argue that one of the main issues of public choice theory is that politicians’ main interests are of political character, they explicitly try to solicit maximum number of votes in the elections. Reforms actually involve changes; changes are not always pleasing to all people that is exactly the political cost of reforms. Unscrupulous politicians try to avoid this kind of cost so as to win in the next elections (Feathertone, 2011). In addition their interests are mostly short term rather than long term, causing an imminent conflict with reform, as we do know that changing an organisation is a long term task performed by honest and dedicated persons (Mitsopoulos and Pelagidis, 2010).

These type of conflicts between self and public interest hinders the implementation process of New Public Management and only external pressures by the European Community (EU), International Monetary Fund (IMF), European Central Bank (ECB), Organization for Economic Cooperation and Development (OECD) and other similar sources could facilitate and enforce reforms. The question remains as to who is responsible for changing the bureaucratic way a government runs, making the state more effective and increasing the quality of its production. New Public Management proposes “Professionalism” (Ferlie et al., 1996). Lately, there have been attempts to recruit administrators from the private sector. These people are assigned to the task of increasing organisational performance and promoting higher standards of public services within the limits of available resources. Their statement is “let the managers manage” and they usually put more emphasis in optimising processes (Philippidou et al., 2004).

2.12 Conclusion

The NPM literature review mainly aimed to arrive at a comprehensive outlook on the topic and to further analyse it in the context of the Greek reality. The input and

valuable resources derived from the practice would guide the process of conducting the qualitative semi-structured interviews as planned for the purposes of this study.

NPM prescribed reforms have been and continue to be implemented around the globe to provide solutions to problems inherent to the public sector. As it will be further elaborated in the course of this study, Greek Public sector reforms are an ongoing agenda over the past several decades. Reforms have been necessitated and enforced either by the Citizens or by the Politicians and recently also demanded by the Creditors' Institutions in anticipation of an economic bailout. Public Sector reforms are an absolute priority for Greece and their success determines the funding of the Greek economy. Under the current conditions of economic recession and severe austerity measures, the concept of 'value for money' for the Greek tax payers has become a necessity, therefore, the solutions promised by the implementation of NPM reforms and especially TQM practices are looked upon as the panacea to all the "ailments" of the country.

An empirical, contextual study based on research and data retrieved from the field could be important, particularly, due to the existing void in the available literature on the subject of the critical factors for reforms specific to the Greek public sector, in addition, to the shortfalls caused by the excessive rhetoric on NPM, TQM and ISO which are aggregated by the consistent reluctance from governments to assess the results of reforms. These specific issues are to be tackled within the context of this research, based on findings from the available international literature and data derived from the Greek public sector. It would ultimately provide a list of all those factors critical to the implementation of quality systems, with particular consideration on HR issues. This list would prove useful to future researchers to assess a situation in the field, to refer to the critical factors and determine any potential obstacles or even conclude additional critical factors that may be relevant to the case.

The next chapter would attempt to offer a conclusive presentation on the special characteristics of the Greek public sector, its outlook and receptiveness of NPM reforms.

Chapter 3. The Greek Public Sector

3.1 Introduction

This research addresses the issue of determining the Critical Factors that are essential for the successful implementation of New Public Management reforms within the context of the Greek public sector. Reforming the public sector has been an ongoing agenda for several decades. Reforms have been mandated by the pressure exerted by unsatisfied citizens, politicians and of recent by the creditors in anticipation of an economic bailout. Adhering to a strict reforms' regime has become a top priority for Greece, as it determines the actual financing of its economy and its ability to return to the capital markets from which it has been banished due to past public sector transgressions that led the country to the brink of insolvency.

Based on the last Chapter's review on the evolution, development and applications of New Public Management it would be appropriate within the context of this Chapter to narrow down the research and focus on the Greek public sector, so as to familiarise the reader with its particular characteristics. Reference would be made to its operating parameters amidst the current debt crisis and the restrictions imposed by the debtors. Past problems of the Greek public sector will also be recounted, since the establishment of the modern Greek State until today, with past reform efforts, mainly those pertaining to the introduction of quality systems that took place in recent years. Particular mention would also be made to the case study Agency of this research in more detail.

Decision makers need to understand the context and the special characteristics of the Greek public sector, so as to adapt NPM reforms to the prevailing conditions and to the Greek reality. The "copy/paste" mentality, noticed in previous reform efforts, must be replaced by long term strategies that would consider to remove obstacles and to create the conditions appropriate for the successful implementation of changes particularly, from the employees' point of view. The thorough analysis of the background would then enable the researcher to extract the specific critical factors required to remove obstacles during the implementation process.

3.2 The debt crisis

During the last decades the Greek Public Sector has been pressured, mainly by external influences, to change towards a more productive, effective and citizen-friendly mode of operation. The citizens have become more demanding and pushing for more value for their money, namely the taxes they have paid. The European Community (EU), the European Central Bank (ECB) and the International Monetary Fund (IMF), the latter two added by the recent debt crisis, consider reforms necessary and demand quick and effective enforcement, so as to eliminate the chronic and recurrent deficiencies of the Greek public sector, which has so far resulted in perpetual deficit and gross ineptitude of the public administration (Philippidou et al., 2004). Greece is currently facing a severe economic crisis, unprecedented by European Community standards. A country accumulates external debt when its government or its private sector borrows from foreign entities. In Greece the external debt was accumulated by the government. According to the Eurostat figures the percentage of debt was at 156.9% of the GDP, while the average of the euro zone for the same period was at 90.6% (Eurostat, 2013). The government funnelled these borrowed funds to the citizens by various means, for example, by paying the salaries of the public servants, by paying retirement pensions, through State procurement, etc. (Vagianos et al., 2013). The country has even reached the level to pose a threat to the euro zone, as well as, a threat for its own membership within the euro group (Feathertone, 2011). The prospects of recovery are grim under the present fiscal and political conditions, unless drastic measures are taken to reduce the huge cost of government and revive development in traditional and innovative sectors (Rady, 2012). Additionally, it is worth mentioning that during the period 2009 to 2012, while the deficit as a percentage of the GDP decreased from 15.6% to 10.0%, mainly due to the austerity measures, at the same instance external debt increased from 129.7% of the GDP to 156.9% (Eurostat, 2013). The debt crisis also had a detrimental effect on the absolute value of the GDP, which from a 231,082 billion in 2009, dropped to 193,749 billion in 2012 (Eurostat, 2013).

Despite the spendthrift practices and the excessive amounts squandered the efficiency of the Greek public sector for the year 2000 was below average when compared to the other 23 states of the European Community, classifying Greece in the 17th position. That basically indicates that the cost of delivering services is higher than the benefits

received, the Welfare State's supply of services is below average. (Afonso et al., 2003) Critics argue that sometimes the size of the public sector does not matter, what matters is the presence of appropriate mechanisms that ensure the efficient management of state recourses. For example, North European countries, especially Scandinavian, have chosen to expand the public sector a great deal mainly after the World War II. Despite the considerable reforms which took place from 1990-2005, these countries continue to combine a huge public sector and at the same time one of the most competitive and innovative economies worldwide (Einhorn and Logue, 2007)

Table 3.1: European deficit and debts level 2012 Source: Eurostat 2013

	Deficit % GDP	Debt % GDP
Greece	10.0	156.9
Ireland	7.6	117.6
UK	6.3	90.0
Spain	10.6	84.2
Portugal	6.4	123.6
Germany	0.2	81.9

3.3 Greek public sector characteristics.

3.3.1 The size of public sector

The following Table is indicative of the current trend to decrease the number of Greek civil servants, it refers to the debt crisis period 2009-2012 (Ministry of Administratitive Reform, 2013).

Table 3.2: Greek civil servants 2009-2012

Year	Number of civil servants
2009	907,351
2010	834,505
2011	747,356
2012	713,258

By the end of 2012 the public sector was employing 713,258 civil servants. This number includes also military and police personnel, teachers, judges, doctors and clergy. According to Handler et al. (2005), the Greek ratio of civil servants is 11.4 %; there are 13 European countries with larger percentages of civil servants (e.g. Sweden 30%). However, the massive government debt (156.9% of the GDP) has placed the country at a high risk of bankruptcy and an unsustainable State mechanism. In return for a bailout the Greek government has agreed to take severe austerity measures, including a substantial increase in taxes and a reduction in size for the public sector. Downsizing is an ongoing and pressing agenda in the Greek public sector (Giannaros, 2011).

3.3.2 Demographics

The gender ratio in the public sector is 54% men and 46% women. Educational levels vary, 39% have a University degree, 28% have a secondary school degree, 9% have a primary school degree and 9% have a degree from a Technological Institute (Ministry of Finance, 2013). Statistics on age groups indicate a rather aged population of civil servants. Currently, in Greece a sizeable percentage of civil servants are over 50 years of age and over 60% are in public service for more than 20 years (OECD, 2011).

Age Groups	Number of civil servants
-20	4174
20-30	86246
30-40	205277
40-50	258280
50-60	168958
60-	43743

Table 3.3 Age groups in the Greek Public Sector

3.3.3 The permanence status of public servants.

In Greece the status of job permanence in the public sector was granted within the Constitution, where the law makers' intentions were to have public servants independent from partisan politics and the influence of the ruling party. Alas, the society currently considers "permanence" as the cause of irresponsibility, negligence

and reduced productivity. It is often referred to as “the source of all evils” and its abolishment is more often presented as the panacea to cure the “ailing patient”, as the Greek Public Sector is often referred as. (National Bank of Greece, 1998). Article 103, paragraph 4, of the Constitution mentions that: “The public servants who are employed in vital positions are permanently employed and as long as these positions remain active. Their salaries increase in accordance with the conditions stipulated by the relevant Law and their services cannot be terminated, unless due to retirement or by a Court Order. They cannot be transferred unless by special decree, neither they can be demoted nor have their services terminated without the decision of a Service Board, whereby the members of the Board, by a 2/3 majority at least, are permanently employed public servants”.

Aspridis and Petrelli (2011) claim that putting an end to the public servants’ right to permanence would only result in financial benefits for the Greek State. According to them, the real issues within the public sector that need to be addressed are, wrong employee allocation, bad management and corruption. Objective assessment methods, disciplinary measures for offenders, rewarding exemplary behaviour, and training managers to develop a framework to manage human resources so as to motivate employees towards higher levels of performance and productivity are the essential tools needed for a factual, rather than rhetoric, modernisation of the public sector.

3.3.4 Training

Civil Servants’ Code imposes that service training constitutes a prerequisite for the successful operation of public services. Training for civil servants takes place by the attendance of introductory training programs, personnel training programs, specific training programs and post-graduate study programs or courses. These programs are planned in the framework of the National Public Administration Centre. Introductory training is compulsory; it takes place during the civil servants’ period of probation. Personnel training may be general or offer specialisation in the subject matter of the civil servants duties. The participation in the personnel training may also be compulsory. Further training aims to provide civil servants with the specialised knowledge necessary towards the efficient completion of their duties. It takes place at public or private institutes in Greece or abroad. Post-graduate studies take place

through the participation of civil servants in postgraduate programs or courses in prestigious Greek or foreign Universities (Ministry of Interior, 2007).

Computer literacy is considered a sine qua non in our times, however, from the 61,400 public servants only 38.3% (23,412) have word-processing skills, only 38.2% (234,357) have internet skills and only 35% declared that they have the skills required for electronic messaging (Ministry of Administrative Reform, 2013). As for foreign language literacy 23.8% of the public servants know English (146,169 from the 614,053), French is spoken by only 30,781 public servants (5%) and 19,142 speak German (3.1%) (Ministry of Administrative Reform, 2013).

There are no relevant statistics on the percentage of the supervisors or the employees that have undergone training pertinent to the NPM techniques and methods. However, taking into account the predominant tendency of saving resources by merging and deleting executive agencies, the training of public servants is not a priority; it has actually undergone a serious “*trimming*”, with all the consequences this entails.

3.3.5 Reorganisation

Regular, permanently employed, civil servants are 82 out of 100, those with an unexpired term of office are 7 out of 100, and those with contracts of a fixed period are only 6 out of 100 (Ministry of Finance, 2013). At this point it is worth mentioning the problem of vacancies in vital positions. Positions stipulated within the legal context of the responsibilities and terms of reference of a given Ministry/Department but remain vacant. Within the framework of reorganisation, certain public services are eliminated, as they are considered redundant and their employees either have their services terminated, or they are transferred to other agencies where there is employee shortage (IMF, 2012). Additionally, one in five Sections have no employees other than the Supervisor, while less than one in ten Sections employ more than twenty subordinates, which only prove the lack of critical organisational size and the inefficiency thereof (OECD, 2012).

3.3.6 The executive elite

The selection of civil servants takes place by competitive pan-Hellenic examinations or by an interview of quantitatively assessed qualifications (experience, academic qualifications, social criteria, etc). The selection and recruitment process is delivered by an independent administrative authority, the Supreme Staff Selection Council (SSSC). When Civil servants have completed the required time of service and they have the formal qualifications required, then they are promoted to higher ranks. Apart from seniority, academic qualifications and performance appraisal are significant criteria for career advancement (Ministry of Interior, 2007). Despite the above, the employees' promotion system persists over the years on lack of transparency and result in political, partisan biased choices, even though legislation was passed (3839/2010) introducing objective promotion criteria. The higher echelons of public servants, who are hierarchically the intermediates between public services and the government, are traditionally appointed by the Ministers of the government. Although, relevant government decrees have been recently passed to open senior positions to the market competition, the appointments remain deeply politically rooted (OECD, 2011). Within the Greek bureaucratic State there is a significant absence of an Executive elite that would secure administrative autonomy, independent of partisan interferences, and would assure a continuity in the functions of the public sector, regardless of the political changes in government (Psaropoulou, 2011). Professor Mouzelis clearly portrays how the politicians in Greece contribute to the failure of all reform efforts (Mouzelis, 2003). *“As public administration is extremely biased by political parties, it has little autonomy to protect itself from partisan intrigues, every newly appointed ministerial “boss” brings along “his people” and his associates. He naturally, brings along “his ideas” as to how things should function in his area of concern. Ironically, the more ignorant the Minister, in the areas he has undertaken to reform, the more convinced he is on the ingenuity of his proposed reforms. The fact is obviously ignored that serious reforms, however ingenious the ideas they are based on, require serious and long-term planning so as to effectively materialise, definitely more time than the average Minister’s or government’s term. The reason it is so blatantly ignored, whether consciously or unconsciously, is mainly due to the fact that changes planned have little to do with reforms and are more focused on*

accommodating the “associates” of the new Minister, the new government that won the elections, and the uprooting of the opponents from the other political parties.”

3.3.7 Corruption

According to a Eurobarometer survey 98% of the population considers corruption as a major problem in Greece. That is the highest percentage among all 27 EU member States (Eurobarometer, 2009). The political system in Greece is deeply marred by a persistent culture of partisan relations, corruption and rent-seeking. During recent years both major political parties have been directly associated with public corruption scandals, like the “Siemens scandal” and the “Vatopedi scandal” (Feathertone, 2011). This negative image of the public administration, combined with the serious lack of trust to the political leadership is the major deterrent of public servants’ job motivation. The Greek legal system usually monitors administrative actions through parliamentary control, administrative self-control and judicial control. Great efforts have been exerted over the past years, to boost transparency and accountability in the Greek public administration. This “cleansing process” is a vital prerequisite to any reform and it requires the establishment of new organisations specific to its implementation. Administrative Inspectors and the Financial Crime Confrontation Body have been established in order to exercise public control on mismanagement, to fight corruption, to ameliorate transparency, as well as, to ensure the efficiency of public sector agencies (Ministry of Interior, 2009).

3.3.8 Performance management

The supervisor of every public servant is obliged to fill in an evaluation form on annual basis. The employee’s knowledge within his areas of responsibility are assessed, as well as traits like, job interest, dedication to duties, communications skills, the quality and quantity of work produced. The result of this annual assessment is not linked to the employee’s remuneration neither does it affect the hierarchical structure of his career development. It is a routine, bureaucratic, meaningless process that both the employee and the supervisor would rather avoid (Sotirakou and Zeppou, 2006). It is apparent that there is a fundamental lack of conditions that favour management methods based on output and performance, such as: pay scales that are flexible and directly related to performance, transparency and meritocracy strictly

observed in recruitment and promotions processes, the presence of open communication channels of trust between supervisors and subordinates, as well as, the development of a selected body of professionals appointed to the higher echelons of public administration by pure merit rather than by their political party orientation (OECD, 2011).

Currently, the government is implementing a new evaluation system for public servants based on quotas. This system necessitates that 25% of the public servants will be graded from 9 to 10, 60% will be graded from 7 to 8, and the last 15% will receive grades from 1 to 6. The Unions are vehemently opposing to the process, as they consider that ultimately it aims to create a pool of public servants that can be made redundant, as stipulated by the Memorandum signed by the Greek government to its debtors, rather than the effective operation of the public sector (Ethnos on line, 2014).

3.3.9 Bureaucracy and excessive legal formalism

The issue of bureaucracy in the Greek Public Administration and the imperative need to resolve it was recognized several decades back, during the years after WWII, and despite many reform efforts it persists to date (Makrodimitris and Mixalopoulos, 2000).

Bureaucracy is also a major deterrent for foreign investments coming into the country. Actually, it is the second most problematic factor at 21.2%, thus confirming that bureaucracy is not only a burden for the citizens but also it affects the overall development of the country (World Economic Forum, 2013).

Additionally, the phenomenon of legal formalism has created a culture and a legal framework that suppresses the motivation to innovate for public servants, discourages any initiative that is not in accordance to legal precedence and emphasises on processes rather than results, thus hindering the overall performance of the Administration (OECD, 2012).

Researchers from the OECD ascertained that in the last 15 years 17,000 legislations were passed, Presidential and Ministerial Decrees amending procedures and responsibilities. From the total 17,000 legislative interventions, 14,362 were Presidential Decrees, 2,624 Ministerial Decrees and 5,532 Legislation Acts, that have

been passed introducing amendments to administrative procedures. This overregulation causes confusion, even an experienced Minister, who had served in several Departments, has attested to the fact that it could take him up to a year to get familiar to the regulations and legislation relevant to a new appointment. This practice and the prevailing culture also hinder cooperation between Ministries. The administrative culture is entirely focused on the completion of “formal missions” as stipulated by the relevant legislation and bound by the limitations it imposes (OECD, 2012).

3.4 Expert Reports on the Greek Public Administration

The debate on state reform in Greece has been an ongoing issue for several decades but it has produced no effective results. Makridimitris and Mixalopoulos(2000) present the reports from experts and their findings on public administration for the period 1950-1988. A summary of those reports, their main findings and proposals are given below.

Professor Barbaresos (1952) has ascertained in his report the problem of the administrative infrastructure that causes the inability of the state to perform its main public sector functions, namely effective tax collection. In addition, he claims that under these circumstances any program for improvement or reform is doomed to fail. Public administration’s main problematic characteristics are:

- Centralisation of public services, majority of the public servants in the central offices in urban areas and scarcity of them in rural areas.
- The low morale and performance of public servants due to low wages and the clientelism - favouritism which characterizes the public administration from the very beginning of its foundation.
- Bureaucracy which impedes the creative solution of the problems.

In 1950, Maragkopoulos’ report pointed out that the quality of the public servants is a critical factor for the success of any kind of reforms. The low quality of civil servants and subsequently their below standard performance is due to the lack of an efficient recruitment system and the lack of proper training for the employees. On account of

this he recommended the establishment of an Institute for the training of public servants. Fifteen years later, with the impending integration of Greece into the European Community, Professor Langrod's report (1967) emphasised particularly the necessity of the administration's reform and the importance of human resources, as Greece had to face competition from other members of the European Community. The last external report was that of Professor Wilson (1966). His study highlights the problem of the inefficient performance of government and suggests processes and organisational reforms in order to ameliorate the government's functionality. Professor Argyriadis (1971) in his report asserted that the problem of any reform is not the lack of innovative ideas and proposals, but rather their application. After the junta rule (1967-1973) the Centre of Planning and Economic Research (KEPE) Committee portrayed that the pathogenesis of the public sector is mainly due to its size, the lack of a unified pay scale system, the irregularities in the promotion system, the low performance and effectiveness, and the lack of application of modern technologies. At the beginning of 1990, Greece was facing political instability. The coalition government established a 100-member Committee, which consisted mainly from representatives of the academic circles and was entrusted with the duty to define the problems and propose solutions to the public sector's maladies. The Committee's main findings were related to issues pertaining to government personnel. Specifically, the Committee called out for meritocracy in recruitment, remuneration system and proper evaluation of public servants. The Committee also, for the first time in Greek administrative policy, introduced the concept of Public Management against the prevalent Public Administration. In the same train of thought two more Committees were established; in 1991 the Human Factor committee and in 1992 the Dekleris Committee, both came out with similar findings. The last expert report on Public Administration was presented to Prime Minister K.Simitis by Professor I.Spraos in 1997. It is known as the report on "Quality of Public Services". Its main suggestions are: administration by performance, parsimony, professionalism and introduction of quality systems in public services (Makrodimitris and Mixalopoulos, 2000). Philippidou et al. (2004) further summarises the most serious weaknesses of previous transformational efforts in Greek Public Administration based on the expert reports, which are:

- Lack of the necessary implementation structures;

- Lack of “mission and vision”;
- Reaction to change without adopting the appropriate tools to figure out the problem;
- The reforms are theoretical without taking the implementation process into consideration;
- Adaptation of “imported” reforms without taking the specific Greek characteristics into consideration;
- Citizens have lost their trust in politicians; the only thing they comprehend is maladministration and back hander;
- Lack of a long term, comprehensive reform plan and not just the adaptation of an a la carte reform model;
- Lack of resources;
- Lack of qualified productive and well-trained employees;
- Lack of follow-up of the reform process;
- All the reforms did not consider the opinion of the citizens;
- The managers and the leaders were unable to convince and motivate the employees to become dedicated to any reform concepts;
- The administration remains focused in regulations instead of the outcome;

3.5 Towards New Greek Public Management

A critical factor, with crucial influence for the implementation of the New Public Management reforms in Greece, is the presence of Global Organisations. Actually Global Organisations like the Organisation for Economic Co-operation and Development (OECD), International Monetary Fund (IMF), and European Central Bank (ECB) through the provision of know-how for developed and under-developed countries constitute a dominant factor for the spread of the theory and the practice of NPM worldwide (Mixelopoulos, 2003). After the introduction of a single European currency, the European Community takes centralised decisions at the key field of monetary policy. This implies the transfer of the decision – making centres from national to multinational levels. The countries participating in the European Monetary Union, including Greece, no longer decide about their own interest rates or policy on inflation. All these monetary matters are settled collectively and a single interest rate

is fixed by the European Central Bank (Spanou, 2003). In addition, since 2010, in order to receive financial support, the Greek Government has signed a Memorandum with the EU, the IMF and the ECB. This Memorandum stipulates a time frame for specific economic policies that have to be accomplished so as to bail out the Greek economy and render its economy sustainable. Public administration reforms which are enforced by the memorandum are as follows (Ministry of Finance, 2010):

- Simplify the remuneration system for public sector employees;
- Public procurement;
- Transparency of public spending decisions;
- Local administration reform;
- Independent functional review of the central government;
- Improved Regulations' Agenda;
- Parsimony;

For the Greek case the reformers have adopted the “hard” model. To avail resources necessary for reforms a wide-spread move towards privatisation has swept the government. In the 90's some publicly owned companies were privatised in a climate of strong opposition by workers. A lot of banks have been privatised, as well as, the Athens Stock Exchange, Public Transport Company and the Greek Telecommunication company (OTE). Recently, the government privatised the national air carrier, Olympic Airways. International lenders (EU, IMF and ECB) are constantly assessing the bailout plan (memorandum) at regular intervals, in order to release payments of the much needed financial aid to the Greek government (Kallianiotis, 2013).

There has been an agreement with the debtors to downsize the Greek public sector by 150,000 employees by 2016. In 2013 12,500 public sector employees have been made redundant among school guards, municipal police and other government posts. It is also noticeable that the memorandum's reforms eliminate the welfare state and seriously affect health and educational services. This has a direct negative impact on the civil servants standard of living. It is also commonly accepted that tax burdens have already exceeded the ability of the people to pay. This is the current context in which Greek civil servants are called to perform their duties (Georgiopoulos, 2013).

Prior to the debt crisis in 2001 an operational program called “Politia” (Republic) was introduced with comprehensive reforms for the public sector. It aimed to improve the quality of public service in Greece, essentially by introducing quality assurance methods in accordance to internationally recognised systems, like International Standard Organization (ISO), and also by the process of self-assessment of the performance and productivity of public agencies. All the main principles of NPM such as effectiveness, decentralization, downsizing, managerialism, use of flexible labour relations are included in the “Politia” project. More specifically the basic elements of the program are (Ministry of Interior, 2010):

- Quality improvement for services to the citizens, using one-stop shops, telephone services and 24- hour public services.
- Improvement of the efficiency of public sector using appraisal methods, indicators and performance management systems.
- Simplifying and classifying the legal framework. The utilisation of information technologies, e-government.
- Doing more with less. This target pertains to the elimination of wastage and the reduction of expenses in the public sector.
- Reorganisation of the public sector, letting the managers manage, more qualified and well-trained personnel, adaptation of meritocracy in the promotions of public servants. It propagated an overall shift from public administration to public management.
- Boosting decentralisation, focusing on a comprehensive model of administrative procedures that delivers services from a bureau closer to the citizen.
- Striving towards efficiency and quality in services, the Greek government has to use privatisation, outsourcing and mixed-methods of production of public goods and services.
- Finally, transparency would be possible with the introduction of new technology and simplification of procedures and legislation.

Since 1996 efforts towards transparency and meritocracy mandated that General Managers of public corporations are appointed with a system of open competitions, so as to avoid nepotism, clientelism and ensure efficiency. Additionally, goal settings, ISO certification, e-government and Performance Management Systems have been

introduced by the 3230/2005 law (Ministry of Interior, 2010). Since 1995, the introduction of new information technologies for the modernisation of public administration has gradually begun. Great emphasis has been given on the use of new technologies, not only in the public administration, but also in society in general. “The information society” is a special IT program introduced since 1999 as part of the third Community Support framework. This specific program became one of the largest developmental programs in the European Community, with a budget over 2.84 billion Euro (Infosociety, 2013). The basic purpose of this initiative, which is still in process, was the creation of a crucial infrastructure of information systems necessary for the development of e-government; a successful example of application has been e-taxis, which allows taxpayers to submit their tax return on line (etaxis, 2013). Citizen Services’ Centres (KEP) were introduced in 2000 (Law 3013/2002), which constitute the Greek version “one-stop-shops”. KEPs operate like information centres, as well as, points for a variety of transactions between the citizens and the state. Today there are about 1000 KEPs all over Greece that perform 1000 public administration procedures lifting the burden of bureaucratic tyranny from the citizens.

Similarly, in 2001 Investors’ Services Centres (KYE) were established aiming to provide easy-access services directly to investors, (one-stop-shop), thus facilitating licensing and start-up process of an enterprise (Zampetakis, 2007). During the period 2007-2010 the Quality Department of the Ministry of Interior applied the CAF (Common Assessment Framework) in several Ministries and local government agencies. *“CAF is the result of the co-operation among the EU Ministers responsible for Public Administration. The model is based on the premise that best results in organisational performance, citizens/customers, people and society are achieved through leadership-driven strategy and planning, human resources, partnerships, resources and processes. It approaches the organisation simultaneously from different angles with a performance analysis from a holistic point of view”* (CAF, 2010).

Another version within the same framework is the adaptation of ISO (International Standard Organization) by many Greek Public Agencies. The ISO 9000 quality management system is a private sector tool, lately introduced in the public sector under the umbrella of NPM reforms. Registration to ISO 9000 certifies to customers – citizens that they are going to consume public goods and services within a certain

quality level (Ministry of Interior, 2010). The failed attempts for quality reforms in many countries are mainly attributed to factors like, lack of management systems to control performance and output, the lack of assessment methods, incompetent management, rigid administrative structures and the employees' resistance to change (Rivera-Leon et al., 2012). In the European public sector innovation scoreboard (2013), Greece apparently scored with high percentages on factors that hinder reforms, such as:

- a) Lack of support by the Administration;
- b) Lack of employee incentives;
- c) Employees' resistance to change;
- d) Uncertain acceptance by the recipients of the services;
- e) Regulatory requirements;
- f) Lack of sufficient human or financial resources;
- g) The presence of a risk-adverse culture in the administration;

The tendency for frugality is currently prevalent in all the branches of the Greek public sector. The ISO and the CAF programs for public sector improvement are both abandoned. It is an undisputable fact that one of the most critical prerequisites for the success of any reforms is the availability of resources (Philippidou et al., 2004).

3.6 The research case "ISO 9001:2008 implementation in the Intermediate Managing Authority (IMA) of Ionian Islands"

Legislation 3845/2010 was introduced by the Greek Government to ensure and guarantee that all the Intermediate Managing Authorities would be able to audit their operational programs under the framework of the National Strategy Reference Framework 2007-2013. For that matter they should be certified by the International Organisation for Standardization according to the standard ISO 9001:2008 (Quality Management). Remaco S.A., a private company, had undertaken the study, structure and delivery of ISO 9001:2008 for the Intermediate Managing Authority (IMA) of the Ionian Islands. Remaco S.A specialises in providing consulting services to companies and organisations of the private and public sector. Their services include

organisational restructuring, business process reengineering and development of human resources management systems, as well as, the implementation of quality management systems. The project phases include the following:

- Study on mapping the current situation of the intermediate authority of the Ionian islands region;
- Development of ISO 9001:2008;
- Pilot implementation and support of the project;

The Regional Operational Program of “Western Greece – Peloponnese – Ionian Islands” aims to render help to these regions which are faced with a Gross Domestic Product of less than 75% of the European average. The plan of this regional program is built around the development of infrastructure, the use of modern technology, sustainable development and an improved quality of life supported by technical assistance. The Total Public Expenditure of this specific Program amounts to 1,315 million Euros, out of which 914 million Euros come from European Community funds. The Intermediate Managing Authority (IMA) of the Ionian Islands has as its mission to audit the Operational Program of "Western Greece – Peloponnese - Ionian Islands, 2007-2013, in the Region of the Ionian Islands (National Strategic Reference Framework, 2011). The Intermediate Managing Authority (IMA) of the region of the Ionian Islands is monitored directly by the General Secretary of the Region. It was originally established as a unit within the administrative structure of the Region, in order to amend the inefficiencies of the regional administration related to the management of the developmental funds. During the third stage of the program these units became operationally independent. Their role is to manage and monitor all measures carried out in the region of the Ionian Islands during the program for period 2007-2013 and are funded by the developmental funds. Namely, they are responsible for the management of the Regional Operational Program of Western Greece - Peloponnese - Ionian Islands 2007-2013. Moreover, their responsibility extends to the management of specific actions implemented in the region in the context of Sectoral Operation Programs of the National Strategic Reference Framework 2007-2013, ceded to the IMA. IMA of the Ionian Islands Region has, among others, the following responsibilities per Unit (European Commission, 2012):

Table 3.4 IMA units

Unit	Employees
Unit A: Planning and Evaluation	7
Unit B: Monitoring and Management of Acts	12
Unit C: On-site verifications	8
Unit D: Planning - Support	5

Table 3.5 IMA educational level

Category of studies	Employees
Secondary studies category	1
Technical studies category	1
University studies category	31

In Greece there have been efforts to implement ISO9001 and Common Assessment Framework (CAF) as the TQM systems of choice. Unfortunately, as it will also be depicted by this research, those systems are either partially functioning, or they were abandoned due to lack of resources or follow-up; all that remains from their implementation is the Certification decorating some wall. According to Wielel et al.(2004) when Agencies seek ISO Certification under pressure from external factors, like clients and government, the results expected are minimal.

3.7 Conclusion

The persistently low performance and sub-standard quality of the Greek public sector is a serious issue that needs to be addressed within the parameters set by the current fiscal framework of austerity (Giannaros, 2011). A Greek Cabinet Member had actually declared that the IMF Memorandum is in fact, a blessing in disguise for the country. Despite its negative effects, it has offered Greece the unique opportunity to proceed to the desired radical restructuring process that has been postponed or ignored for so many years (Pagalos, 2011). It poses a serious challenge, for the government and the people alike, to either pay back their loans and face their obligations while in

the process of reforms, or default and face the fiscal and social consequences (Keza, 2010). It can be safely concluded that quality reforms are high on the agenda of Greece's immediate need for change in the public sector. They have taken the form of ISO and CAF and there has been an ongoing debate about their implementation.

A gap is present in the Greek bibliography on the subject of quality reforms in the public sector and its specific traits. In this Chapter an attempt has been made to bridge at least a part of this gap and to present the existing framework within which the Greek civil servants are expected to operate and implement reforms. The obstacles which impair the development of an effective and rational system for managing human resources were determined and need to be addressed prior to any successful reform efforts. Those particularities, along with elements derived from the relevant literature review, will form the basis of the questionnaire for the interviews incorporated in this research.

In the next chapter a presentation of the most commonly used Total Quality Management (TQM) formulae in the public sector will be made, along with an examination of the critical factors related to Human Resources Management (HRM) that may impair the successful implementation of quality reforms and their assessment in the context of public sector organisations.

Chapter 4. Total Quality Management systems most commonly used in the Public Sector

4.1 Introduction

The aim of this thesis is to deploy critical success factors of the New Public Management quality reforms in the Greek Public sector. In the previous Chapters it has been noticed, that the management systems applied in the private sector were successful, productive and efficient, while the public sector remained stagnant, incompetent and with an ever increasing public deficit. (Hood, 1991). To alleviate the situation, which has become a public concern, performance measurement was introduced in public administration, it was extensively applied, focusing on inputs and the efficiency of the public sector, rather than on output and results (Pollit and Bouckaert, 2000). By the review and analysis of the related literature, a convergence between private and public sectors, particularly in management tools and motivational techniques has been pointed out, but because of some institutional differences a lot of scholars highlight critical points that must be taken into consideration by the reformers in the public sector.

Ferlie and Geraghty (2005) argue that there are “hard” and “soft” versions of NPM. The “hard” version focuses on data derived from assessments and measurements, layoffs and austerity, while the “soft” version emphasizes on citizens’ welfare and quality of services. Obviously, there is an ongoing debate of what NPM models best fit the public sector organisations. Discussions have also taken place about the different models of TQM, which is considered a “soft” NPM doctrine. However, Wilkinson (1992) argues that TQM also has both “hard” and “soft” sides. The “hard side” gives greater emphasis on production orientation, whilst the “soft side” moves the focus of control from external factors to the individual within. The “hard side” focuses on statistics, prescribed procedures, inventories and controls. The “soft side” focuses on accountability and commitment, where employees do not need to be coerced, instead they are encouraged to achieve, to take responsibility and use their abilities to obtain self-fulfillment in their jobs.

It should also be taken into consideration at this point that over the last decades the investigation of the implementation of New Public Management (NPM) has engaged the Public Administration literature a great deal and many volumes of research have been published, however, the impact of those NPM reforms into the public servants has kindled very little academic interest so far. As a result, the elements vital to Human Resources Management are noticeably absent in most cases of state reforms.

In this Chapter there will be a deliberation on two critical issues that are within the parameters of the objectives of this research. First, a presentation of the most commonly used Total Quality Management (TQM) formulae, as applicable in the public sector, with particular reference to their essential elements and to their implementation instances in the public sector. Secondly, special emphasis will be given to those formulae's interaction and consequences on Human Resources Management (HRM) and whether they constitute effective motivators for the public servants.

The observations and conclusions from the above issues shall be incorporated as the basic components of this research's communication with the Greek public servants, the Questionnaire that would investigate into the critical factors of quality reforms in the Greek public sector.

4.2 In Search of Excellence in the Public Sector

Terminology borrowed from the private sector, like reorganisation, reinvention and notions derived from the New Public Management (NPM), have been commonly and abundantly used for the public sector. Targets have been set to improve productivity, to reduce and control costs, and to increase efficiency (Hood, 1995). To attain the targets set, no efforts were spared and performance management systems were introduced to facilitate the process and to ensure effectiveness and accountability in a wide range of public services (Heinrich, 2002). This trend towards a more scientific and professional structure of management was based on the works of Winslow - Taylor (1856-1915), Max Weber (1864-1920) and the revolutionary mass-production system that Henry Ford introduced. Performance management, when applied to an organisation, aims to guide employees' behaviour towards effectively achieving the

organisation's goals and objectives (Bourne and Neely, 2003). Many Governments had to solve a difficult equation, to increase value for money for their tax payers and simultaneously to offer more or the same services utilising fewer resources. The only solution was to boost productivity by using the factors of production to the best possible advantage (Pollit, 1993).

At this point it is considered appropriate to introduce the notion of "total quality" and the techniques previously employed to introduce it to the public sector. Total Quality Management (TQM) was first applied in Japan in the early 50s; it took three decades for the Americans to adopt the philosophy, initially in the private sector by companies like Ford, Hewlett-Packard and McDonnell-Douglas just to name a few; Total Quality Management (TQM) introduction into the public sector was dawdling (Hammons and Maddux, 1990). John S. Oakland in his book "Total Quality Management" defines TQM as:

"Total Quality Management is an approach to improving the effectiveness and flexibility of organisations as a whole. It is essentially a way of organising and involving the whole organisation; every department, every activity, every single person at every level. For an organisation to be truly effective, each part of it must work properly together, recognising that every person and every activity affects, and in turn is affected by, others. TQM is a method for ridding people's lives of wasted effort by involving everyone in the processes of improvement; improving the effectiveness of work so that the results are achieved in less time. The methods and techniques used in TQM can be applied throughout the organisation. They are equally useful to finance, sales, marketing, distribution, development, manufacturing, public relations, personnel, to every one of a company's activities (Oakland, 1989 , pp. 14-15)."

Pressures towards TQM implementation in the public sector, as stated by Radin and Coffee (1996), are:

- The economic crisis produced the need for reducing the size and the scope of government, especially in the light of outstanding public debt. TQM represents an attempt from the politicians to maintain the public sector services level within the framework of diminished resources.
- TQM is one of New Public Management (NPM) techniques and proceedings, that are used in the private sector (with great success), and can be similarly

used to improve the efficiency and productivity of the public sector, or to help the government deal with some serious chronic problems, like bureaucracy.

- English-speaking countries have used these techniques and they have produced some results. Adopting these examples by any government is a challenge so as to be perceived as progressive.
- Senior civil servants, along with the academic world and the political “think tanks”, have been crucial players in the public sector’s reform. Nowadays, over demanding citizens are also pushing towards quality in the public sector.
- TQM is a good excuse for Agencies to address problems and to take action.

Dewhurst, Martinez-Lorente et al. (1999) tabulated TQM essentials to include elements like: top management support, customer relations, supplier relations, best practices benchmarking, service and product design, business process flow management, data management and reporting and an enhanced role of the Quality Department. As to the Human Relations Management they included elements like: the importance of continuous educational and training programs, employees’ participation in all major functions, their empowerment, instilling a teamwork spirit that will also bring on a change in the organisational culture, quality improvements and employees’ recognition.

During the third Conference on Quality in Public Administration, that took place in Rotterdam, instances of good practices were mentioned that had resulted in the improvement of services and output from Public Agencies through the consistent application of performance related processes, like linking budgets to performance, introducing performance indicators, contracting and auditing performance and many more relevant methods. Bureaucratic burdens were lifted by the implementation of one-stop shops, e-government, simplification of forms and procedures, citizens’ charters, etc., where the citizens do not have to address many Agencies to solve one issue. (Pollit et al., 2004). The paradox in the TQM systems’ implementation in the public sector is the controversies between the notions they propagate and the environment within which those notions need to develop. When the decision makers have cost reduction as their sole aim, the deployment of TQM elements such as training, rewards, employee motivational schemes and the consolidation of a quality culture becomes problematic. Employees often hinder quality reforms, as their subjective attitudes do not mingle well within an environment of teamwork. A

predominant impediment is also the fact that in the public sector all procedures are stipulated by relevant legislation, thus, autonomy, innovation and continuous improvement are subdued (Dewhurst et al., 1999). It has also been mentioned that there is a lack of coordination in the implementation of reforms, often resulting in contradictory actions, for example, Personnel Department is not involved in the process of the TQM implementation thus the required training of the employees is underestimated. Quality reforms should be an integral part of all reforms and a dimension within all functions, even though they may seem irrelevant, like for instance staff recruitment, or the introduction of information technology systems (Pollit et al., 2004). The following are some examples of the most known TQM implemented frameworks in the public sector:

4.3 ISO

International Standards Organization (ISO), founded in 1947 by a hundred countries, with the scope of setting standards and promoting standardisation of goods and services, thus rendering their exchange and trade easier. To date it has published over 14,000 international standards Heras et al. (2008). ISO 9001:2008 series is based on the notion of continuous improvement of an organisation's output, through its ability to generate products and services in strict compliance to the customer's applicable statutory and regulatory requirements (ISO, 2014).

The ISO series is a global system that monitors the effectiveness in terms of the quality policy, of the standardisation of procedures, of the efforts exerted to minimise errors, of the prevention systems and of the systems for Total Quality Management (TQM) (Wiele et al., 1997).

“ISO certification assures customers that the products and services of the organisation are safe, reliable and of good quality. For businesses, they are strategic tools that reduce costs by minimising waste and errors, and increasing productivity. They help companies to access new markets, level the playing field for developing countries and facilitate free and fair global trade (ISO, 2014)”.

ISO 9000 requires that processes are adequately documented and implemented effectively. The agencies ought to describe in writing the various interrelated processes that constitute the system. This process is known as Standardisation. Flow

charts are useful tools in the depiction of the standardisation process, as they present in an easy to comprehend manner the procedural requirements and simplify implementation. Additionally, flow charts are used to precisely define the roles and responsibilities of the employees. Continuous reviews of the system contribute to the constant improvement of the production process, the customer satisfaction and the cost reduction (Bradley, 1994). The UK has the most experience in ISO systems implementation in the public sector (Eicher, 2001), mainly due to:

- The citizens constantly demand more from the public sector and demonstrate an increased interest in the quality of the services they consume.
- Administration focuses more in the needs of the citizen.
- ISO implementation in the private sector was followed by the public sector in its role as supplier or procurer of services.
- The predominant trend of the public sector's operation with the private sector's criteria for an improved performance.

ISO quality management is based on eight essential rules that serve as the guidelines for Agencies in their effort to improve performance and production: i) emphasis on the customer, ii) capable leadership, iii) employees' participation, iv) consistent efforts for improvement, v) realistic approach to decision making, vi) reciprocity in the relationship with the suppliers and vii) a systematic approach to management through viii) the application of process methods. (ISO, 2012).

As to those factors that reinforce and assist towards a successful implementation of the ISO systems, they would include an attitude for quality services in an Agency, leadership, training, required know-how, employee loyalty and participation in the process and a positive reaction to changes. It has also been mentioned as a drawback that the process increases paperwork and it requires resources. (Psomas et al., 2010). The assistance of an external facilitator is considered vital for a successful ISO implementation (Sharp et al., 2000). Particularly, the management's commitment is essential in communicating the importance of review meetings and improvement proposals, in securing the necessary funds and in generally instilling a culture for quality in the Agency (Baranzelli, 2009).

4.3.1 Directives issued for ISO implementations

Up till 2009, at least 1,064,775 ISO 9001 (2000 and 2008) certifications had been issued in 178 countries. In the public sector, during the recent global economic crisis faced by governments, particular significance has been given to manage resources efficiently and the task is set as a high priority (ISO, 2014) . It is quite surprising to notice the increased rate of certifications in the services and the public sectors (Boiral, 2011). In response to the specific demands for each sector ISO has introduced ISO 9001:2008 applicable to the public administration, ISO 18091 specific to local governments, and ISO/TS 17582 specific to the administration of electoral processes (ISO, 2014).

The figure below is indicative of the exponential increase of ISO certifications in countries like China, which proves that the implementation is necessitated by external pressures, to ensure the sustainability and development within a global competitive environment rather than internal factors, like a tool for Total Quality Management(TQM) (Boiral, 2011). According to Casedesus and Karapetrovic (2005) the majority of the businesses did not get their certifications based on internal motives, like instilling a quality culture, but on purely external reasons, forced upon them by their clients, their competition and the image they need to project in the market. Their expansion in the markets and their survival was the strongest motive rather than their intention to improve services and products.

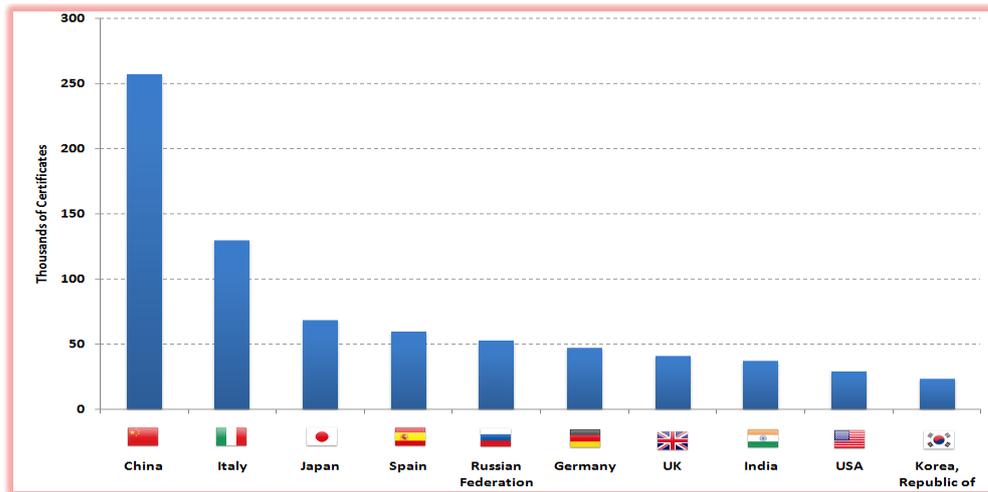


Figure 4.1 ISO CERTIFICATION BY COUNTRY 2008

The application of ISO in the public sector is prescribed by the New Public Management within the parameters set for providing citizens with quality services at a minimum possible cost. Any segments of the public sector that have not been privatised or made redundant, it has been deemed necessary to operate them with the criteria and techniques applicable for the private sector so as to increase their efficiency (Singh and Mansour-Nahra, 2006). The pressure for the implementation basically derives from the government or enforced by International Organisations, like the tripartite committee of debtors (Troika), as is the case for Greece. According to the legislation passed (Law 3845/2010) austerity measures are imposed on the Greek people, in return for the financial assistance received from the European Union and the International Monetary Fund (IMF). The Law incorporates a clause enforcing ISO 9001:2008 certification by all Intermediate Managing Authorities.

All the stakeholders seek ISO implementation, first of all the government in its attempt to save resources and increase the quality of services offered to the citizens, Troika follows suit as the technical advisor to the reform efforts and last, but not least the local communities which wish to absorb the maximum in social funds, achievable only by the optimal performance of the Intermediate Managing Authority (IMA).

4.3.2 Expected benefits from the ISO implementation in the public sector

According to Singh and Manshour-Nahra (2006) and Chu and Wang (2001), ISO certification is a marketing tool and it promotes the image of the public sector. It

should not be underestimated that the implementation of TQM systems is a vital tool of the New Public Management that emphasises on performance through the qualitative and quantitative measurement of results, as well as, the introduction of private sector techniques that assure high quality services and satisfy the citizens' needs (Pollitt, 2007).

Greece in its rescue efforts from bankruptcy accepts financial aid from the Troika participants, on the condition that reforms will be introduced to eliminate the causes generating the fiscal imbalance that plagues the country (Mitsopoulos and Pelagidis, 2010). The implementation of TQM systems supports these efforts, as it increases the public sector's efficiency, while reducing costs and increasing citizens' satisfaction (Pollitt et al., 2007). In the past five years, the Greek people endured a multitude of austerity measures, the standard of living has dropped at a record low, thus, reforms that increase the quality of services within the current context of financial recession are considered positive and boost the morale of the people in their effort to complete the program and its conditions (Papadis, 2014).

In the context of fiscal consolidation, the debtors in an effort to find last minute solutions often suggest more changes, in the form of downsizing, privatisation and so on, rather than reforms per se (Georgiopoulos, 2013). Today in Greece many public servants live under the constant threat that their Agencies will be made redundant and they will eventually lose their jobs. The successful implementation of TQM systems acts as a protective shield from such threats, as an optimal agency which achieves its goals using fewer resources and keeps all its stakeholders happy is a "sacred cow" that no one dares to downsize, privatise, etc (Poksinska et al., 2002).

Specifically, the expected benefits for the employee, according to Chu and Wang Wang (2001) are associated with the relevant job training, which is a basic prerequisite for both the successful task completion and the employee morale (Brown, 1994). Considering the calamities of the Greek public sector, like bureaucracy, lack of meritocracy, political interferences and partisan patronage (Makrodimitris and Mixalopoulos, 2000) the fact that training can change the operational culture, (Jreisat, 1997), it can be safely concluded that it is of major importance in the modernisation of the Greek public sector. The training process should be supported by an adequate system of documentation and operational/procedural manuals.

Finally, continuous improvement, teamwork, inspections, ensuring the citizens' satisfaction, along with all the negative aspects involved, like additional paperwork, employee overtime, etc., all these compose a difficult task that is consistent to all adversities so far recorded. According to Wright (2001), a revised model of goal theory should be deployed as an efficient motivational model for the public sector. The main assertions of this theory are: performance could be improved through the process of achieving specific and especially tough goals, as well as, the commitment of employees in achieving organisational goals.

4.3.3 ISO Critical success factors

Initially, the implementation of TQM systems and mainly ISO, increases internal bureaucracy and paper work (Boiral and Amara, 2009). This combined with the trend to reduce manpower, in many countries due to the economic crisis, and the added pressure to adjust to a new fiscal reality, as is the case in Greece, (Mitsopoulos and Pelagidis, 2010), create an additional work load to the already weary and overworked public servants.

According to Boiral (2011) 27% of the failures in ISO implementations were related to the internal bureaucracy created. The preparation of the ISO documentation requires ample time and resources. The documentation is considered a necessary evil, it is the only way to clarify and assure best practices.

Below quoted is an e-mail sent by a government employee, obviously frustrated by the complications of ISO 9000 (Seddon, 1997,p 165). It effectively sums up the general approach by employees to ISO reforms:

“Twelve months ago over two feet of procedures arrived on my desk with the instructions that they were to be implemented immediately. Implementing those procedures increased our work load by, I would guess, 10 to 15 per cent. This was just the start of ISO 9000. We found that everything was beautifully detailed into sub-tasks for each procedure, with a person responsible for each sub-task. But nobody was actually responsible for ensuring that the overall activity was achieved. Innovation was totally stifled; the only way to do it was by the procedure. We had implemented some computerised bring-forward systems, more efficient but not in accordance with the procedures, so we had to go back to a manual paper system. Many procedures were written by people who didn't understand our jobs. In some

cases the procedure was absurd in its impracticality. Twelve months later the amendments to the procedures are flying around at a furious rate to try and correct for the fact that people cannot (or, I have to admit in some cases, will not) follow all the procedures. The total cost of this exercise is circa £800,000 (excluding time spent learning procedures). We got ISO 9000 certification. Was it worth it? In my opinion, it was not. Talking to several major industrial companies, they will not implement ISO 9000 except where they are customer facing and need it for PR purposes. Comments like just a paper chase are frequent. I work in a government department, so the natural Civil Service way of working may have made things worse.”

Secondly, consistent follow up and continuance are vital factors towards the successful ISO implementation. ISO has to remain active; it requires constant support with resources provided by the management. The certification by itself does not constitute the event, it requires maintenance to keep it updated and constantly improving (Chu and Wang, 2001). It comes as no surprise that certain Agencies do not follow the set up procedures except, prior to their annual assessment process (Seddon, 1997). The fast track implementation also poses a problem. Companies are often in a hurry to get certified so as to obtain the competitive edge they require and public agencies similarly as directed by legislation or the government directives. Rome was not built overnight, it takes time to find and allocate the human and economic resources suitable to absorb new ideas and attitudes (Boiral, 2011). The participation and commitment of the leadership is an indispensable requirement. According to Chu and Wang (2001) top managers must vigorously support ISO applications and should receive continuous training on quality issues, the same applies for middle management. From the onset managers should be convinced that the application is worth the effort.

Thirdly, special consideration should be given to the employees' motivation and their resistance to change. Previously, reference was made to the issue of internal bureaucracy that is associated with ISO; therefore, employees should be convinced that the transfer from point A to point B is absolutely worth the trouble. This can be achieved with systematic training, the ability of the leadership to “sell” the concept, the expected benefits are clearly presented and in general, to put in place a human resources system that cultivates the ground for changes (Boiral, 2011).

Fourthly, according to Seddon (1997) ISO 9000 does not encourage managers to think differently. Eventually, developing an erroneous procedure does not lead to

improved efficiency. Adherence to targets, budgets, procedures and standards may result in sub-optimisation. The best approach would be to consider the organisation as a complete system; this suggests an entirely different philosophy of management.

Finally, it should be made clear to all those involved in the process that ISO is not a management system. In an organisation that lacks advanced human resources management systems and in particular in the Greek public sector with all its peculiarities, the effectiveness of ISO implementation is quite ambivalent, the basic element of its success is to adapt ISO to an organisation and not vice versa to adapt an organisation to ISO (Boiral, 2011).

4.4 European Model of Total Quality Management

The European Foundation for Quality Management (EFQM) was established in 1988 with the scope to assist European Companies to become globally competitive. Among its first initiatives was to introduce a European Quality Prize, in par with the American model of Malcolm Baldrige National Quality Award (MBNQA) (Conti, 2007). The EFQM model propagates that a successful organisation, regardless of its sector, size and structure, requires an excellent, management system. Self assessment becomes important as it sets the grounds for regular comparisons of activities and results to the excellence model, thus it determines strengths and weaknesses. Plans for improvement are drawn, as often as required, which become an integral part of the strategic planning of the organisation (Gomez and Costa, 2010). The assumption behind the EFQM model is that certain enablers are required such as, leadership, human resources, policy and strategy, necessary partnerships and resources, in order to achieve excellent results in terms of performance, the customers, the people and the society (EFQM, 2011).

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EFQM. 2011. “*European Foundation for Quality Management Business Excellence Model*” [Online]. Available: <http://excellenceone.efqm.org> [Accessed 19/10/2011 2011].

If, for example, an organisation wants to improve employee satisfaction, it should empower Human Resources Management and probably look into the current leadership, policies and strategies for issues that may affect the process and make necessary improvements in those specific areas. Upon completion of this stage, a re-assessment needs to be carried out to verify if the desired results have been achieved. Based on the findings of the re-assessment probably new areas may be determined that require improvement and the process continues (EFQM, 2014).

The standards set by ISO 9001 and EFQM overlap mainly in one out of the nine main elements, that of processes. The ISO requirements also cover some other categories such as resources management, customer satisfaction and business results but their main area of overlapping is in processes (Wiele et al., 1997). The use of EFQM is widely spread in the United Kingdom and according to relevant research positive results have been achieved, mainly in the areas of: continuous improvement, progress of the organisation, senior management commitment, awareness of TQ philosophy, action planning, employee commitment, operational performance, financial performance and winning awards (Finn and Porter, 1994). Arcelay, et al. (1999) describe a solid example of TQM implementation in Spain, whereby, through the European Foundation of Quality Management (EFQM), a self-assessment of the health services has been established. The first step was the EFQM model’s integration in the training of all the personnel involved. This was made possible with the assistance of Institutions that carry out different tasks like meetings, establishment of annual awards, publication of journals and completion of training programs about the

EFQM model for managers of the private or the public sector. The self-assessment process included the quantification of critical indicators in the health system, such as: Mortality (%) 3.27, Mean stay (days) 6.74, Pre-operative mean stay (days) 1.0, Caesarean section (%) 15.62, Scheduled operations cancellations (%) 5.4, Scheduled operations mean waiting time (days) 56.32, Autopsies (%) 9.45, Patients' satisfaction (%) 97.3, Patients' confidence in centre (%) 97.8. Based on the above criteria the selected areas were targeted and prioritised. Accordingly, the quality team, in collaboration with EFQM, formed a plan with the necessary actions required for the improvement of the quality.

A vital element that would assist our research in determining the Critical Success Factors (CSF) for the ISO implementation in the Greek public sector is the fact that ISO900 has been a major contributor to the propagation and the increased awareness on Total Quality Management. It has been mentioned that ISO is a good start towards the implementation of EFQM (Geraedtsa et al., 2000). Many of the prerequisites for the successful implementation of a quality system coincide with the persistent demands by the HR management; issues like job enrichment, workplace consultation and participative management are just a few. Quality experts have determined lately that technical skills alone are insufficient to implement successfully a quality model; the skills traditionally employed by HR management are also an essential part of the process. (Herbig et al., 1994).

4.4.1 European Foundation of Quality Management (EFQM) and Human Resources Management (HRM)

According to Vouzas et al. (2007) empirical findings define Strategic Human Resources Management (SHRM) as an essential prerequisite for the successful implementation of EFQM. “*Strategic human resources management is defined as the pattern of planned human resources deployment and activities intended to enable an organisation to achieve its goals*” (Wright and McMahan, 1992, p 298). Leadership’s commitment to human resources development as well as, the recognition of the importance and value of the workforce are crucial elements, further reinforced by issues like establishing policies for quality Human Resources Management (HRM) and the HRM policies alignment to the strategic planning of an organisation. Training

is essential, complimented by employee appreciation, the development of their skills and knowledge within an environment promoting teamwork, open channel communications between employees and management and the designation of quantitative and qualitative targets, all clearly incorporated within written HR policies are crucial to the application of strategic HRM. The methodology for the development of the appropriate strategy requires employees' participation and the application of certain practices, like an efficient HRM Department, a system for performance management, employee training to acquire required skills and quality oriented subjects, motivational systems, strict observation of meritocracy, monitoring and measuring employee satisfaction, in general adopting all the procedure that motivate employees and contribute towards an excellent performance (Department of Health, 1998).

Table 4.1 Obstacles in the application of EFQM (Embracing Excellence in Education)

Obstacles in the application of EFQM
• Fear of changes and the unknown
• Hierarchy
• Insularity
• Highly skilled workforce who feel threatened by the impending changes
• Acceptance and understanding of the model
• Specific terminology
• Misconstrued as "not part of daily duties"
• Difference of opinions on priorities
• The erroneous judgment that the system works perfect and no changes are needed
• Disappointment from current system
• Lack of trust
• Cynicism
• Fear of failure
• Lack of participation in the strategic planning
• Additional time required for the application
• Maintaining the status quo
• Lack of inspiration
• Lack of funds
• Negative mentality
• Arrogance
• Usage of the model as a complete system and not as an add-on
• Fear that the model will be used as a control tool rather than as an improvement

•Lack of trust between employees and management

The above Table lists the common factors considered detrimental to the EFQM application and are relevant to HRM issues (Sheffield Hallam University, 2003).

Madan (2010) in his study of a successful EFQM implementation in an Indian public agency describes the management's practices in their journey towards quality and their goal to attain an award. It commences with proper planning and the development of HRM policies aligned to the set targets and aspirations of the Agency. During the entire process employees are involved from different Departments and from different hierarchical levels. Main directives for this policy were transparency in the recruitment process, conducting employees' satisfaction surveys, the alignment of employee skills to the organisational needs, producing and implementing training programs and staff development through work experience. It was necessary in the process to align personal and team targets to those set by the organisation, as well as, to review, correct and update this process constantly. Employee involvement in internal conferences and meetings was highly encouraged. Rewards and recognition were given adequate importance. Health and safety issues were raised and employees were given allowances and other benefits.

The implementation of EFQM in the public sector is a rather complex venture, as employees are used to encounter innovations that come and go as governments change or during administration changes. Therefore, it is the duty of the organisation's leadership and HRM Department to manoeuvre around the situation and let the employees "buy in" to the EFQM model (George et al., 2003).

Unfortunately, for countries like Greece, facing serious fiscal problems the process of the employee "buy-in" is quite difficult, as according to Williams (2000) in the public sector when people refer to "quality" they usually mean saving resources and down-sizing.

It is also a fact that administrations have been known to use certain aspects of TQM while ignoring others, thus creating their own diluted version. For example, the focus on the improvement of the production process without a simultaneous focus on human resources management is a distorted version of the model.

On the other hand, citizen satisfaction, continuous improvement, development and specialisation, instilling a quality culture, enhancing the profile of the organisation, saving resources, team work, recognition and awards constitute major motivational

factors that assist employees in achieving the difficult venture of the model implementation.

Conclusively, public and private organisations need to appreciate the importance and the functions of the HRM department in the process of TQM systems' implementation and further they need to dedicate a fair share of economic and human resources for the operational needs of the specific Department.

4.4.2 EFQM application to the public sector

EFQM assessors illustrate the basic elements and the results of the EFQM application model that was awarded in 2013. Below given is a classification of those elements pertinent to the public sector (EFQM, 2013).

- The leaders have created a culture of sincere encouragement. Special emphasis is given on the commitment towards stakeholders and partners, as well as securing employee loyalty and trust.
- A useful tool was the annual survey of customer satisfaction from an independent authority.
- Special emphasis was given on understanding and fulfilling the citizens' needs and expectations, also anticipating those that may arise in the future.
- The survey on employee satisfaction is indicative of their opinion on the HRM system of the organisation.
- Special focus given on the results of student surveys in the case of academic establishments.
- Strong commitment to the culture of innovation and creativity with the provision of appropriate infrastructure and working environment.
- Individual employee participation through training on required skills and attitudes.
- Perceiving citizens' needs not only through surveys but also by meeting their representatives and the feedback received through employees.
- The assessment process helped to review performance, efficiency, accomplishments, strong points and opportunities for improvements.
- Response time for performing their tasks, collecting waste in this case, was reduced by 35%, from almost 05:00 hours down to 03:22 hours.

- Employee satisfaction increased from 79% in 2007, to 85% in 2011.
- Significant positive changes were noticed in the financial indicators and those indicators reflecting citizens' satisfaction and participation.
- Citizen satisfaction on services rendered was up to 95%, notably higher from the average rate in other comparable services of the same country.
- Complaints were reduced by half, when compared to 2003, as a direct result of the improved efficiency of the organisation.
- Due to the adequate planning the organisation received over 2 million Euros in external capital investment to improve the citizens' standard of living.

4.5 Balanced Scorecard

The scope of any performance measurement system is to outline the critical process that would significantly affect the behaviour of managers and employees. The Balanced Scorecard, a successful tool initially used in the private sector, it has been imported into the public sector as a New Public Management application, in order to increase the efficiency and effectiveness of public organisations (Kaplan and Norton, 2001). It is commonly agreed upon that no single appraisal method can provide on its own the solutions to all organisational targets, a balanced combination of both financial and operational criteria is preferable and is the consensus among managers (Kinney and Ruggini, 2008). The Balanced Scorecard aims to do just that. It includes both financial and operational indicators. While assuring financial efficacy, it also sets in place internal procedures that would provide for innovation, progress and ultimately citizen satisfaction. A balance between customer/citizen satisfaction and budget efficiency is crucial, as any disparity may prove detrimental to either side of the balance scale. The current reality of complex and diverse issues handled by an agency requires that administrators can simultaneously manage several aspects, in a balancing act that would result in an overall efficacy (Kaplan and Norton, 1992).

Four major issues are addressed by the Balanced Scorecard method: i) Customer perspective: What the customers expect from the organisation (time, cost, quality, efficiency); ii) Internal perspective: Processes critical to satisfy citizens on which agency strives to excel; iii) Innovation and learning perspective: Improvements in

order to meet the goals; iv) Financial perspective: define the financial expectations from the shareholders of the organisation.

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KAPLAN, R. S. & NORTON, D. P. 1992. The Balanced Scorecard - Measures That Drive Performance. *Harvard Business Review*, January-February 1992, 71-79.

The customer perspective tends to be the most important in a Balanced Scorecard designed for either public or non-profit organisations. Economic and financial issues are there only to support the customers. The public sector is not a profit seeking enterprise and has no shareholders to demand dividends; instead, it provides services through agencies that should be adequately geared to serve the public. They need to determine “who the customer is” and “how to best serve him”. This is quite a complex issue in the public and non-profit sectors in the process of designing the appropriate Scorecard (Niven, 2003). The commitment to the citizen, in his role as the tax payer and the beneficiary, who pays for the services he receives, is an intricate process. The challenges presented are many and diverse, similar to the population served,

particularly, in periods of dire economic conditions. An efficiently designed Balanced Scorecard would provide for the necessary elements to manage and overcome those challenges. The processes of managing flow and performance assessment are the fundamentals of a successful Balanced Scorecard, these two when managed efficiently can contribute towards better results for the citizens (Kaplan and Norton, 1992). The financial aspect in the private sector clearly constitutes a long-term goal, while in the public sector it is more of a restraint. An organisation cannot consider that it has accomplished its mission simply by reducing its budget. Strategic planning is the foremost requirement that can be integrated within the balanced scorecard system and adapt to its four dimensions. If for example, the target set is the security of a community, that would be interpreted from the customer perspective as the reduction of crime, from the financial accountability perspective as an increase in taxes to finance the project, from the internal process perspective as an increase in the productivity of the law enforcement services and from the learning and growth perspective as the necessity to create a positive work environment for the employees. A public organisation has three main objectives to accomplish, to create value at minimal cost, to secure continuous funding, and to obtain the funding authorities' commitment. The BSC should be circulated within the organisational hierarchy down to the last employee involved, so that all daily activities can be aligned to the organisational strategy. A tax collector, for example, should know that his duty to prevent tax evasion would secure the required funds to finance the crime prevention project so as to attain the strategic target for a safer community (Kaplan, 2002). Performance is a multi faceted concept; in the case of the public servants' dedication, training and motivation are determining performance factors. The success of any reform effort can be inhibited by a serious lack in performance and supportive infrastructure. Thus, the Balanced Scorecard should take into consideration employees' skills and capabilities, an uninterrupted flow of information, providing the tools required and a receptive organisational environment, so as to attain the required results. (Niven, 2003).

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NIVEN, P. 2003. *Adapting the Balanced Scorecard to fit the public and nonprofit sectors* [Online]. Available: <http://www.fovea.com/Demofiles/White%20Papers/CPM/BalancedScorecardForPublicAndNonprofitSectors.pdf> [Accessed 29/01/2011]

4.5.1 Balanced Scorecard Obstacles and Challenges

According to Neely and Bourne (2000) 70% of the Balanced Scorecard implementation initiatives fail either due to lack of adequate planning, or due to the difficulty in implementing the system of setting the measures required to reach the desired targets.

-The most important question is “*what needs to be measured?*”, if improving a process would actually result in attaining the corporate strategic targets. As for the implementation, quite often the concept is misconstrued, as attaining the numbers becomes the goal rather than attaining the desired performance levels. An example is given of call centre operators whose target is to reduce the call answering time. To avoid unanswered calls and to answer within the target time given, during peak hours they either disconnect a line or simply they pick up the phone without answering. Measuring wrong practices may give the desired numbers but does not constitute improvement.

-It has also been mentioned that systems require the appropriate infrastructure in both personnel and information technology systems that would enable functions like control and analysis of targets and measuring the rate of their success. There are certain cases where the measurement process depends on third parties, like customer

satisfaction, but overall the data is available within the organisation, though managing it is an important and difficult task.

-The time, effort and resources required to implementing this model are a significant reason for those instances of unsuccessful implementation. Rome was not built in a day; the perseverance required should be adequately supported, so that all stakeholders will “buy in” any reform efforts, otherwise, disappointment and subsequent abandonment of the project would follow.

From the HRM perspective, it has been mentioned that the main obstacle is lack of knowledge as to the Balanced Scorecard, how it works and how it can improve organisational functions. Information, cooperation, communication, commitment, involvement, training, follow up and feedback on the model are the basic elements for success that need to be deployed by the personnel department (Gustafsson et al., 2009). Moreover, Kaplan and Norton (1992) define three significant categories of intangible assets related to the perspectives of learning and development: human capital, information capital and organisational capital. Human capital consists of the employees’ skills, abilities and job knowledge. Information capital refers to information technology systems in the organisation and organisational capital pertains to the leadership culture, the workforce alignment to the strategic targets and the efficiency of information flow among the employees. Koumpouros (2008) lists the problems faced in relation to human resources management in a Greek public agency:

- Employees were not mature enough to apply innovative systems;
- It was imperative to apply motivational techniques for the employees;
- Difficulty faced to convince employees to participate in the effort;
- Difficulty in placing the right person to the right job;
- As most employees were only secondary level education graduates, it was difficult to cover the knowledge gap.
- Lack of leadership team, committed with dedication and vision towards reforms;
- Bureaucracy;

The Balanced Scorecard model application in the public sector poses an additional major challenge, that of the stakeholders. The purpose of an organisation is to fulfil the needs of its stakeholders which should be reflected in its strategy (Kaplan and Norton, 1992). Therefore, we need to define the stakeholders and determine their

needs. The Balanced Scorecard makes specific mention to shareholders and customers, no mention is made to employees, suppliers, the government, local communities and pressure groups which are of crucial importance in the public sector (Neely et al., 2001). The challenge is to provide for multiple and often conflicting demands from the stakeholders and accommodate them within an efficient measurement system. Kaplan and Norton (2001) claim that the Balanced Scorecard model can be easily adapted to the public sector's demands, provided the customer perspective is given priority over the financial perspective. Other authors, like Northcot and Taulapapa (2012) present cases of a custom designed Balanced Scorecard where additional elements are also considered. For the public sector cases, those additional elements would be related to the employees or the government, thus producing a strategy that would cover all the stakeholders' needs with "win-win" results. Thus, in the case of a hospital, for example, the strategic planning would include, rendering excellent patient services, with satisfied employees, within the fiscal context of the State's budgetary restrictions. The question, of course, remains as to how all the above can be achieved. A good example would be the application of an efficient supply management system that would control and minimise cost without placing a burden on the stakeholders. Another example would be the submission of a funding proposal to the European Union's special funds that would provide for infrastructure modernisation, satisfactory to both employees and patients, without burdening the existing budget. Behavioural changes and enhanced employees' values through appropriate training, providing a positive work environment and an efficient employee motivational scheme deployed by Human Resources Management can be achieved at a minimal cost and use of resources while it would give satisfactory results for all the stakeholders (Koumpouros, 2008).

4.5.2 Balanced Scorecard Examples

The Swedish Law Enforcement Sector: In the case of the Swedish Law Enforcement, the Balanced Scorecard model was adapted to establish a reliable set of assessment for the public opinion on police efficiency in major safety issues like crime prevention, fear reduction and the police's role in the quality level of a city. Their version of the Scorecard concentrated on four perspectives: police personnel, citizens,

success rate and resources. The personnel perspective considered policemen as the shareholders; resources concentrated on the government, as the supplier of money, equipment and human resources. The citizen perspective was based on feedback from the citizens on their police force. Indicators were in three colours; green where everything is fine ; yellow for an average result; and red, for a poor outcome (Carmona and Gronlund, 2003).

Balanced scorecard in Peterborough: In this case, a debate was initially held between Senior Civil Servants and Members of the Cabinet, in order to develop a vision for the city for the year 2002. The major issues under dispute were:

- The development of the city;
- Environmental and Housing issues;
- Public safety issues and diversity;
- Issues pertaining to Health Services;
- Improvements in public Education; and,
- Providing for economic diversity.

The innovative approach was the use of ‘strategy maps’, a sort of reconciliation between the two stakeholders on objectives upon the established themes. In that way every participant had both a mental and sentimental affiliation to the project, achievable and explicit targets were set, and the individual’s contribution in the implementation process was clearly spelled out. For instance, on the issue of fighting crime, they had all agreed that this was a matter that involved school, family, social and environmental services. To reach the agreed targets, partners continuously had to communicate and to work together (Jones, 2010).

4.6 The Performance Prism Framework

The Performance Prism framework is a new version of the Balanced Scorecard method, more friendly to the current environment of profit and non-profit organisations (Neely et al., 2001). According to Adams and Neely (2003) the philosophy of the Performance Prism is based on the stakeholders’ satisfaction creditors, employees, directors, government, owners, suppliers, unions and the community from whom the organisation derives its resources. Additionally, their

participation is the cornerstone for the success of the organisation. According to the authors, strategy, capabilities and processes constitute the main dimensions and the catalytic forces for the satisfaction and the participation of the stakeholders. The Performance Prism consists of five interrelated facets:

1. Stakeholder satisfaction-*“Who are the stakeholders and what do they want and need?”* In this component, employees, suppliers, governors, the local community, special-interest groups, intermediaries were also added as stakeholders, in addition to shareholders and customers.
2. Strategies should be established to cater for all the stakeholders’ needs.
3. Processes- the need to determine the specific processes required in order to deliver the strategic goals set. In this stage specific measures were identified.
4. Capabilities- *“What are the capabilities (people, practice, technology and infrastructure) we must have to operate efficiently our processes?”*
5. Stakeholder contribution. The synergetic connection between the organisation and the stakeholder was given adequate attention. For instance, employees want from an agency security, a decent compensation, recognition, participation in the decision making process etc. In response, the agency wants from its employees to offer ideas, loyalty, commitment, dedication and their contribution towards the success of the organisation.

4.7 The “4P”s Excellence Model

Dahlgaard-Park (2009) proposed a model, the “4P”s excellence model, which identifies leadership as, People, Partnership, Processes and Products. This model presupposes that leadership generates excellence by applying a balanced combination of the 4Ps. The first level is to recruit leaders with the right values and capabilities and to further develop them through education and training. The next level is people, who need to be recruited, trained and educated with the same criteria of excellence. Partnership implicates the necessity to establish and develop teams, so people’s values and competencies are fully utilised in their daily tasks. Processes are based around the assumption that leaders, employees and teams are oriented into a continuous process of improvement. The concept of improvement is dual; it implies an increase in quality and at the same time cost reduction, in the entire cycle of the process, from suppliers

to the customers. Products imply to produce quality and to provide innovative products and services by focusing on the customers' needs, the market demands and potentials. The significance of this model is that excellent products and services are the results of building excellence in manpower, in partnerships and in processes; its basic prerequisite is strong leadership. It further claims that management without this type of strong leadership cannot produce excellence. This management model would require the appointment of qualified leaders with abilities and values, that can be further developed through education and training, towards the required excellence level. HRM is an essential element in this process and vital to all improvement efforts. From this standpoint, quality strategy gives priority to instil the notion of quality within the manpower and then proceed to attain improvement in partnership, processes and products. This can only be feasible with a clear perceptive into human nature, the needs, the motivators, the psychology, and the environmental and contextual factors that influence human behaviour. Without this in depth knowledge the project "building quality into people" is doomed to fail. This involves the recruitment and appropriate training of the right people with values and skills, who can comprehend the organisational philosophy, its values and its know-how. It is essential to build teams that can function effectively based on the skills and values of their members. Leaders, individuals and teams with their acquired tools of values and skills can work together towards the constant improvement of products and services and ensure excellence in fulfilling the customer needs. (Dahlghard-Park, 2009).

4.8 Lean Technique

Lean could be defined as the procedure that arranges resources and processes in a client-focused way, using employees to assess and examine what is not right within any given activity and how to achieve essential improvements. According to Randnor & Walley (2008) there are some benefits using this technique either in the private or in the public sectors. Lean Techniques would increase efficiency by, breaking down processes for analysis and box thinking to improve processes, always from the customer's point of view. Additionally, employees escape from their "ivory towers" and concentrate more on the service of the public interest. Improving processes frees up capacity and eliminates wastes. Last but not least, in most of the cases

accomplishment was attained through the full participation of battle-line staff. The focus was placed on “carrots”, the hearts and the minds, rather than on “sticks”. The involvement of all participants is the key factor for the accomplishment of the Lean Technique. All involved need to be familiar to the Lean philosophy notions and made aware of all the planning, strategic goals, accomplishments and assessment of the changes effected. Everyone has to be familiarised with the Lean process, as it works best if acted upon by all the employees, usually through teams, not just the senior management. The basic principles of lean is to identify the customer need, then determine the processes that would produce the needed product or service, define those processes that can add value, ensure a smooth production flow, without delays, flaws, etc., and finally produce only what the customer requires with an effort to constantly improve on the product and service (Pedersen and Huniche, 2011). The Office of the Deputy Prime Minister in the United Kingdom (ODPM, 2005) commissioned a study on the effect of Lean Methodology when applied to Social Housing Services. The results were impressive; the study revealed that time was reduced by 80% for repairs, by 40% for first rental payments, by 50% in the reallocation process and by 50% in the vacancy time. In Denmark in 2008, 56% of public services adopted the lean model. The problems faced and recorded during the implementation were mainly the reaction from a percentage of sceptics, mainly from middle-management levels, and the lack of communication, as employees were not adequately briefed and were not convinced by the lean method. Additionally, the release of resources resulting from the lean method application was seen as a precursor to impending layoffs. Large scale improvements are difficult to implement, unless more resources are made available and with a coordinated effort among several agencies in the public sector. Employees felt that they were losing their autonomy and subsequently their power. Additionally, due to workloads there was no time available to apply the method. Finally, it was concluded that agencies should initially deploy an internal mechanism to acquire the skills, knowledge and attitude required by lean management and implementation as an integral part of the process (Pedersen and Huniche, 2011).

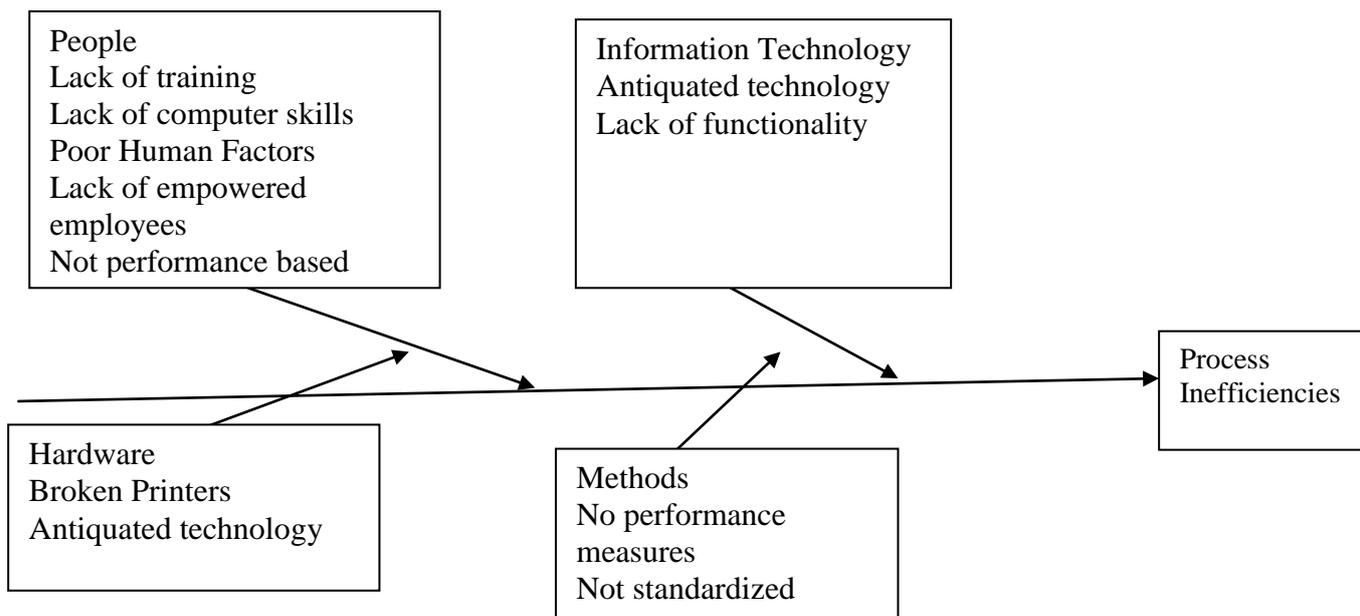
4.9 Six Sigma

Furterer and Elsenawy (2005) argue that using Lean and Six Sigma techniques could be an efficient set of tools to boost the productivity and quality of financial services at the local agencies. While Lean Six Sigma is used in the private sector a great deal, their case study confirms that these techniques could be implemented with the same successful manner in the public sector too. They pointed out that through the implementation of Lean Six Sigma in their sample of local government the results were impressive. The Finance Department improved its efficiency and productivity; time was reduced by 60% in processing payroll, by 40% in accounts receivable and by 70% for monthly reconciliation.

According to Furterer and Elsenawy (2005) as a problem solving process Six Sigma, consists of certain critical phases, such as:

1. Define process's improvement needs, specify in detail concepts like team mission, roles and responsibilities in detail. Set clear departmental targets, project area, ends and project plan. Establish the team that will implement the improvement process.
2. The assessment process is to grasp and note down the ongoing situation of the procedures to be improved, and to analyze the exact causes of difficulties, inabilities and failures.

Figure 4.5 :TQM & Lean Sigma Tools in Local Government



3. During the analysis stage a thorough evaluation is performed. The problems are analysed and a cost–benefit analysis is performed to compare the cost of improvements to the estimated benefits from improved productivity and quality.
4. Waste identification and elimination is the next phase, an example would be for instance not to print lengthy reports that are never used. These reports could be saved instead as an electronic file.
5. Last but not least, it is important to reward and celebrate the successes.

Seaton (2007), in his empirical analysis supported that there was economic value added through the implementation of the Six Sigma program. He also pointed out some critical factors for the successful implementation of performance through initiatives.

1. Without a long term training program, Six Sigma cannot be successfully implemented.
2. A collegial organisational structure would view changes in a more positive way than a structure based on elite or leadership values.
3. Organisations with strong cultures could benefit since they are able to increase motivation, coordination and control to their employees.
4. Top down and “one size fits all” implementation could be an obstacle for the implementation of Six Sigma reform.
5. People should be able to get a much better understanding of all Six Sigma elements, training and long term programming is essential to the implementation process.
6. There has to be symmetry of interest on data and facts, as well as, on feelings and emotions.
7. A commonly understood language and a common set of tools are necessary prerequisites in the Six Sigma process.
8. One significant negative element is the creation of “silos”. It is possible that “white spaces” are created, areas in the organisation, that no one has managed and where friction has evolved.
9. Finally one interviewee commented, *“A lot of people do not understand daily process management. The implementation of the Six Sigma method was not as effective as it could have been, as people were not ready to undertake it. It was top down and the organisation did not spend much time or effort in educating staff as to*

the merits of Six Sigma. It was dictatorial and as a result there was not as much employee buy in. Employees that were not involved in improvements are under-engaged in the implementation". Many scholars argue that numerous New Public Management reforms do not produce exclusively positive results. In fact, many reforms have ended creating new problems (Demmke, 2005).

4.10 Benchmarking

Focusing on internal and external stakeholders public organisations have been introducing standards and performance assessment indicators so as to achieve "Best Value" within their agencies' scopes and missions. Benchmarking is used by governments as a reform method focused on boosting efficiency and quality in the public sector (Ball et al., 2000). The challenge is to increase quality within the context of the same or less public spending. Quality Management is often propagated as the cure to all the ailments of the public sector, its incompetence, its extravagant spending habits and its alienation from the citizens that is designed to serve.

Camp (1989 p, 4) defined benchmarking as: "*A proactive process to change operations in a structured fashion to achieve superior performance. The benefits of using benchmarking are that functions are forced to investigate external industry best practices and incorporate those practices into their operations. This leads to profitable, high asset utilisation that meets customer needs and has a competitive advantage*".

Benchmarking's essential objectives consist of determining levels of current performance, comparing them to recorded best practices, and accordingly plan changes for improvement that would advance the organisation to levels of excellence in par or superior to international standards (Cassell et al., 2001).

At the commencement of the process some fundamental questions and issues need to be addressed, such as:

- Determine the critical success factors, like citizens' involvement, innovation, etc., that are essential for the specific organisation's success.
- Evaluate which of the processes lead to the achievement of the set goals and which fail to meet expectations.

- Determine which external factors can seriously affect the organisation, for example, low prices, terms of sale, production flexibility and product performance, etc.
- Identify those factors that constitute the strengths and offer competitive advantage.
- Clearly identify the current weaknesses.

Examples from the public sector where benchmarking has been applied included health services and hospitals, educational facilities, like universities and libraries, public employment services and the handling of energy and treasury matters.

Professor Longbottom (2000) advocates that benchmarking could prove beneficial in the following areas:

- To lower expenditures;
- To reduce manpower needed;
- To reduce time needed;
- To eliminate waste and resources used in correcting errors made;
- To increase profit; and,
- To improve customer benefits.

The critical factors for the technology transfer required for best practices were summed up by him in the following Table:

Table 4 2 Critical factors for best practice technology transfer

Critical factors	Projects fail	Projects succeed
Project determination	Ad hoc adaption of benchmarking processes.	Improvements incorporated in the organization strategic plan.
Project emphasis	Focus on performance measures and metrics	Focus on processes
Project participants	Employees drawn from internal departments / with similar functions	Cross-function, multi skilled teams, sponsor, facilitator.
Organisational culture	Lack of TQM philosophy, objectives, trust, training and communication.	TQM philosophy. Clear objectives, trust, and emphasis on training and good communication.
Measurement criteria	Cost oriented	Customer oriented

4.10.1 Benchmarking - case of the Scottish authorities.

Seven Scottish authorities in the Southwest of Scotland have used the benchmarking NPM doctrine. Each one of them has completed a self assessment questionnaire presenting data of their organisation's performance indexes. The aim was to set up agency's standards and stress on continuous improvement. Initially, managers have been encouraged to evaluate their performance and entire operation from the citizen's point of view. As a next step, the data accumulated from the questionnaires has been studied and interpreted into useful information. Agencies that have attained the highest outcome score have reported it accordingly. Finally, a meeting took place with the seven representatives / members from the local agencies, where the higher in rank have exposed how they achieved the excellent ratings, whereby their methods were deemed as best practices (Ogden and Wilson, 2000).

4.11 Common Assessment Framework

In the European Union, the "Lisbon's Goals" set for the financial and social sectors, necessitated reforms of national administrations towards a more effective and efficient mode of operation. In line with this directive in 1998 the E.U deployed the Common Assessment Framework (CAF). Public administrations of the member states have gradually adopted CAF as the key tool towards Total Quality Management. The common criteria and the single assessment method stipulated by CAF can be easily used to plan for common EU policies, as its results are comparable, applicable and acceptable by all member states. The project of CAF implementation is assigned to a representative volunteering group. Through interviews and structured questionnaires from the employees they produce reports and detailed proposals for improvements. The CAF method can also be used as a benchmarking tool to evaluate performances of national and international agencies.

The following nine criteria form the basic structure of CAF:

- Leadership,
- Strategy and Programming,
- Human Resources Management,
- Partnerships and Resources,

- Processes,
- Citizen/Customer oriented results,
- People results,
- Society results, and
- Key Performance indicators results.

In Greece CAF, along with the National Quality Award for public agencies have been established as the main evaluation tools used in the public sector.

The phases of CAF implementation are:

- Define the range of the implementation field, gather appropriate group and assign project;
- Define group's internal operation and allocate duties;
- Group to collect required data and process it to produce reports and scoring;
- Compose report for improving and developing current system.

(Hellenic Ministry of public administration and decentrelization, 2006)

The Table below illustrates an example of how CAF sets and assesses criteria during the implementation process.

Table 4 3 Criterion Leadership

“Sub-criterion 1.1: Provide direction for the organisation by developing its mission, vision and values.								
		N	Not at all	Very Slightly	Slightly	Much	Very Much	Absolutely
Serial No.	Question	0	1	2	3	4	5	
1	To what extent have the Organisation leaders defined its mission (*which are our goals*), its vision (*what do we want to achieve*) via the participation of stakeholders and employees?							
2	To what extent have the organisation leaders determined the framework of values and behaviours of its employees?							
3	To what extent do leaders regularly revise the mission, values, strategic and operational goals, in line with changes in the operational environment?							
4	To what extent are any possible conflicts resolved via the provision of appropriate guidance or interventions and generally the improvement of communication with all employees s well as with stakeholders?”							

After obtaining a score the Agency is ranked into Phases of progress attained (Plan, Do, Check or Act) from the assessor’s point of view based on the results achieved (where Plan indicates no results can be measured yet and progressing to Act where results show significant progress).

The individual assessment is followed by a group evaluation, to reach consensus about the findings. A report is compiled on the findings and an improvement plan is set. The improvement actions may incorporate several Total Quality Management tools like ISO 9000, ISO 14000, investors in people (IIP), Balance Scorecard (BSC), etc. However, we could characterize CAF as a clear indication for the implementation of TQM reforms in an organisation. Similar to a benchmarking tool CAF is used to

learn and benefit from other agencies' practices, as to how well do they perform their tasks, which are their strong points, what mistakes they made in the process. It is a continuous, dynamic learning process to improve performance and efficiency and should not be looked upon just as ranking tool that secures a prize for an agency. At this point it may be useful to quote from the European Institute of Public Administration some good practices of CAF implementations: First, a Polish Tax Office Bureau reports: *“Using CAF processes we decided to improve tax information to the citizens through briefings and trainings for different social bodies like, schools, universities, enterprises, local authorities, etc. In addition, we started to help poor people and citizens with disabilities to perform their tax obligations, to fill forms etc. We also tried to improve our communicational abilities, learning foreign languages taking into consideration the multicultural environment that we live in. Finally, we gave up queues and we serve our customers face to face. We also introduced a play ground for the citizen's children.”*

In another instance the Finnish Employment and Economic Development Centre states: *“An electronic survey is conducted to measure the satisfaction of the citizens, as well as the employees. Key performance indicators have been set including visits, service quality, participation in training, sick leaves, productivity, savings, protecting the environment, etc. Through CAF we do focus a great deal on strategic planning, on developing effective leaders and using proper Human Resources Management techniques to achieve our goals.”*

As a third example we have a German District Administrator's Office, they have mentioned the following: *“Using CAF enabled us to obtain significant improvements in issues like Leadership, Human Resources management, Citizen's services and Benchmarking. The measurement is based on feedback from the employees, citizen surveys and from the “wash vouchers” dispensed, these are vouchers given as compensation in case of a delay in the issue of a license for more than 10 minutes.”*

4.12 Management by Objectives

The lack of financial criteria to assess the public sector's productivity often hinders certain functions, like target setting and appraisal of the public services' output. The services rendered are intangible and it is not easy to quantify and assess them

(Thompson et al., 1981). Passl (1993) argues that Management by Objectives (MBO) is often, quite unjustifiably, accused of encouraging quantity over quality, stressing on results over processes, on individuals over teams and having an inward rather than a customer orientation. It should always be taken into consideration that MBO was the product of an economically prosperous period, when there were no quality issues due to the great demand and an abundance of resources. TQM, on the other hand, emphasises in the importance of measurement, the relationship between quality and competitiveness, the importance of the customer and the involvement of all employees in the pursuit of excellence.

Table 4 4 Comparison of MBO versus TQM

	MBO	TQM
Company Culture	Emphasis on financial management	Emphasis on customer satisfaction
Focus	Result orientation	Process orientation
Organisational structure	Hierarchy	Matrix(network)
Strategy	Three steps: set objectives/direct their attainment/measure results	Four steps: similar to MBO but includes an additional improvement step
Operation	Setting of numerical objectives	Design desired outcomes (=quality) into performance systems.
Performance appraisal	Assessment of staff effort	Assessment of performance systems
Rewards	Mainly pecuniary	Mainly job satisfaction
Promotion	Resulting from performance appraisal	Resulting from removal of obstacles to personal growth.

Dewhurst, Martinez-Lorente et al, (1999) claim that in some European countries there are obstacles in the application of the rewards systems. Firstly, a lot of countries face deficit problems in a way that monetary incentives are off the agenda. In addition, there are difficulties in the objective measurement of civil servants performance, as promotions and compensation are often related to seniority, unionism is a major interference and dismissing staff who are under performing is out of question. Meanwhile, intrinsic motivator factors like pride of work, a sense of public duty are unfortunately considered unfashionable by the majority of public servants.

4.13 Performance Related Payment systems

There is a constant debate if Performance Related Payment (PRP), in the public organisations, can prove to be an effective incentive tool. On the one hand, a boost in personnel motivation and an enhancement of productivity are hoped if PRP is implemented in the proper way. On the other hand, under different conditions, “carrots” can advance employee motivation, but they can decrease it too (Marsden and Richardson, 1992). External interferences and diminished intrinsic motivation can result in the employees impacted to feel that they are under control. In this case, both autonomy and self-esteem bleed, and the employees oppose by further cutting down their intrinsic motivation in the specific process appraisal. External interferences boost the intrinsic motivation if the employees perceive it as supportive. In this case, self-esteem is encouraged, and employees perceive that they have no restraints, more freedom to act, thus increasing autonomy (Frey and Jegen, 2001). Schmidt et al. (2011) argue that both support and motivation increase if employees are involved in the planning of a PRP system or have a good connection with the manager in charge. In addition, the renegotiation approach requires participation and a realignment of organisational objectives, principles that are necessary for the success of any New Public Management reform. Cardona (2007) suggest that HRM is using an integrated performance-oriented pay (PRP) in order to increase employee’s performance and to reward good performers. It consists of annual appraisals and evaluation, which show whether employees have met the targets set by their superiors or by the organisation. It is a mixed motivation system because it provides both extrinsic and intrinsic rewards in the form of pay and recognition of effort and achievement. It is also important that the employee participates in the goal setting, leading to increased productivity, quality, adjustability and cooperation. Furthermore, PRP is reputed as a critical success factor in the enlisting and retaining of employees. According to Herzberg’s theory “*The job itself is the source of true motivation, not the pay or even the conditions of work*”, to which other PRP opponents add that it focuses more on individual rather than team performance and that the current funding crisis in the public sector demands a freeze in salaries. The rewards system is definitely

questionable in cases where salaries are lowered instead. However, there are some critical factors for success like (Metro, 2004):

- Risen bureaucracy should be handled efficiently;
- Adequate training should be offered;
- There is a win-win situation between administration and employees;
- Each task must be described and allocated to a person or a team;
- The task that the employee performs is specific and measurable;
- Achieving targets should be attributed to effort not to luck;
- Accomplishments can be assigned to a single person or a group;
- Bonuses are worth the effort.
- Transparency and justice are a must.

On the other hand, obstacles arise when (Metro, 2004):

- Rewards are too low;
- Bonuses are not received as motivation by employees;
- Employees get already high salaries;
- Just few persons get bonuses so the rest feel like the black sheep and discriminated against;
- It appears to focus just on the inadequate performers;
- Qualitative services cannot be measured;
- The same incentives on long term basis lose their value;

4.14 TQM current trends

Hallachmi (1995) compares TQM implementation to an aircraft's take-off. It initially requires acceleration to reach the point of critical speed required for the lift, this resembles the ability of an organisation to mobilise the required resources, like leadership, commitment, funds, employees' enthusiasm and stakeholders' support. This initial burst of energy is followed by a turbulent reaction from the employees, mainly due to their fear that changes are targeting their job security. To continue the airplane comparison, the organisation is burdened by a heavy "dead load" of different values and perspectives; some are focusing on citizen satisfaction, others on employees and others on the government directives, etc.

Kaplan and Norton (2000) have used a strategy map to improve Balanced Scorecard performance measurement system. The first step is to identify the organisation's mission. This comes as the result of several debates – negotiations among stakeholders (citizens, staff, managers, ministers) using presentations, internet, discussions, comments, etc. In the case of the Revenue Office the mission was stated as, *“Top Quality Service to citizens coupled with helping them to understand and fulfil their tax obligations and implementing the tax law with equity and justice for all.”* This constitutes the principle strategic goal. Kaplan (2002), Kaplan and Norton (2000) with their BSC for non-profit and their “strategic map”, as well as, Seddon (2008) with his “system thinking”, they try to improve and adapt the use of TQM systems to the public sector by initially offering a critical assessment of the existing systems.

Kaplan and Norton have used the four perspectives of the balanced scorecard and just ranked them in a hierarchical context. In the private sector a profit – driven enterprise after setting the mission would cite its objectives starting from Financial, to Customers, then Processes and finally Learning and Growth. On the contrary, in the public sector we have to place the customer perspective at the top of the strategy map. From this axiom follow a set of objectives, like better services to citizens, free-flow of communication with taxpayers, maximising the use of the e-taxes electronic system, decreasing the complexity of the Tax Laws, improving compliance and Human Resource issues. The aim of the strategy map is to prove to all participants in the production process the importance of their tasks and how they affect the achievement of the mission of the organisation. For example, if a Minister decides to cut-down the wages of the civil servants working in tax offices, this would affect the human resources objectives, it would reflect to the customers and to the mission of the organisation. The increase in value for money for the taxpayers may be a controversial objective, thus improvements should rather focus on value added services, more efficiency and better outcomes are welcome. Once the objectives have been clearly set for each perspective, then we are ready to set the targets and establish performance measurement indicators and performance management so as to guarantee the success of the endeavour. It is important that every stakeholder is made familiar with the strategy of the organisation, as well as, how his/her contribution is a key factor to the mission of the agency (Kaplan, 2002).

“The perception of systems may take many forms, but in any of those forms it should examine issues with a ‘whole system’ approach. That is to say, it considers the system as a whole and not as a collection of separate parts. Failure to recognise the relationship between the parts of a system leads to the silo effect. This focus on parts of a system, rather than the whole, and it can be the cause of numerous organisational problems such as resistance to change” (ODPM, 2005).

According to Seddon (2008), performance management may erroneously guide managers to focus solely on meeting targets and ignore the demand issues. Work plans should be drawn from the customer perspective, and demand should be analysed in a manner that clearly defines what the citizens expect from the system (value demand-failure demand). The challenge is to meet the targets and handle real demands in a carefully balanced manner. According to the examples given by Seddon, in the case of the NHS downgrading certain types of emergencies did not cover the demand from the patient’s perspective; neither was public safety improved when police officers had to spend 80% of their time in bureaucratic processes. Citizens should be involved in the design and delivery of public services. Mediocre improvements, from “awful” to “adequate”, are half measures and do not meet the citizens’ demands. Organisations should make intelligent use of their intelligent people.

4.15 Conclusion

In this chapter a brief overview was presented of the most common TQM systems applied in the public sector. It has been noticed that with the passage of time the prevailing models have become multi-dimensional, they do not focus solely on quantity indicators, but also on the quality of the process and the output. Additionally, models have evolved from being production- oriented to also include all the functions of the organisation and to promote the satisfaction of all stakeholders, citizens, public servants, government, etc.

It has also been noticed that there is an increased trend to apply systems and processes relevant to Human Resources as an integral part of any successful reforms. The following chapter will focus on HR issues, particularly, those pertaining to employee motivation and the CSF of the quality systems in relation to HRM.

The conclusions can be of great importance as they could serve as guidance towards the successful implementation of NPM reforms in the Greek Public sector, an existing obligation of Greece to the lenders towards its economic bailout and to its return to the capital markets for public funding. Decision makers need to choose the appropriate NPM reforms, applicable for the Greek case. They should be the leaders who can motivate and engage better the employees and eventually transform them into the catalysts and the protagonists in any organizational change attempt.

It became evident that all these models have some positive, as well as, negative aspects. Hasty attempts, employing “copy/paste” techniques do not always work, especially in Greece, currently striving through austerity programs; an entirely new reform-approach is necessary, which will be based on the specific context and on empirical studies.

In the next chapter the topic of public servants’ motivation will be thoroughly examined, as in the context of this research motivational factors are propagated as the key to any successful reform effort.

Chapter 5. Public Service Motivation

5.1 Introduction

The primary research objective of this study is to extract the Critical Factors, as derived from a Human Resources perspective, for the successful implementation of NPM reforms within the Greek public sector. Based on relevant literature review (NPM progress, characteristics of the Greek public services and TQM applications in the public sector), this research shall proceed to obtain a general overview on the subject of public servants' motivation, analysing the relationship between motivation and organisational performance.

It has been demonstrated in Chapter 4 that most of TQM models heavily rely on team work, training, motivation and the employee's recognition. These TQM stipulated characteristics could be considered to overlap in to the motivational domain, thus we can safely conclude that there are mutual interests and a strong relationship between TQM and employee motivation.

Especially in the Greek case, where there is an urgent need for the successful implementation of mandatory reforms, the issue of the employees' motivation is of utmost importance, so as to meet the objectives set for effectiveness and productivity. As discussed in the previous chapter, basic elements in the TQM process of constant improvement are all the employees' participation and the commitment of the Agency involved instilling the "quality culture" to all its employees. To achieve this two-channelled flow, from the employee to the Agency and vice versa, it is necessary to investigate what really motivates the public servants and what it takes to create the appropriate framework within which they can improve their contribution and performance in the reforms process. The results of this investigation would lead to the CSFs, relevant to Human Resources Management, which would ensure successful reforms.

5.2 Public and Private Organisations Convergence

There is an increasing debate as to why the employees of the public and the private sector should be handled in a different way, as well as, why they should have different working conditions. There is also a continuing convergence between scholars regarding the way public and private organisations should operate (Demmke, 2005). For instance, Weber's bureaucracy model has been used for private organisations too (Weber, 1947), while, Simon argued that it is not the right mindset to simply accept that public agencies cannot, and as a rule do not, perform as efficiently as private sector businesses (Simon, 1998).

In general, productivity is the relation between output and input. It is a critical factor of the efficiency of every organisation, public or private. A term widely discussed, mainly due to lack of resources and the need to maximize the yield of the taxpayers' money. According to the Office of National Statistics (ONS), there is an estimation that between 1997 and 2007 in Britain, public sector productivity dropped on an average by 0.3 per cent per year, while on the other hand productivity in the private sector increased on an average of 2.3 per cent per year (Bassett et al., 2010). It is noteworthy that, according to Kanfer (1990), there are other critical factors that also affect performance levels such as, workloads, time constraints, lack of adequate resources, the use of obsolete equipment, or the quality of supervision and training, as well as, the employee's ability. Thus, motivation by itself is not the solution to boost performance especially under current economic difficulties.

5.3 Public Sector Motivation Theories

Behn (1995) noted that one of the major issues concerning Public Sector Management has to do with motivation, particularly, how can the public sector managers motivate employees to improve their performance and to achieve their agencies goals. Public sector scholars need first to establish the research agenda, determine the issues that are really important and then focus on solving them. As Perry (1997) noted, the topic of work motivation in the public sector has received little attention compared to the employees within the industry and business organisations.

In order to combat political influence, corruption, bad behaviour and private interests, the bureaucratic model has established hierarchical career paths, job stability, full time jobs, promotions by seniority, advantageous pension systems and fixed remuneration systems (Weber, 1947). Frank and Lewis (2002) argue that, public servants were handled as a different category of workers. They seem to live in an ivory tower, working less hard than their counterparts in the private sector, enjoying more protection and job security, in a more rule-driven environment and not expected to be very creative. As a result, they develop different personalities, incentives, culture, tradition and ideology. This framework becomes a critical, a priori factor for the study of the motivation of public servants. Human Resources Management (HRM) has to take into consideration all these differences in order to deploy successful strategies on performance, motivation and employees' work satisfaction. If public servants require a particular public sector framework of motivation, they would also need a specific incentive frame.

In addition, some scholars like Featherstone (2011) argue that public servants usually work in an environment with too many rules and too much political interference; while on the other hand, there is a prevailing lack of modern HRM concepts and practices like delegation, decentralisation, motivation, performance incentives, etc. In addition, public sector employees are overprotected against the fear of dismissal, their jobs are permanent. There are no "carrots" and no "sticks" in the public administration (Burgess, 2006).

In the United Kingdom, a survey conducted in 2000 by the Chartered Institute of Personnel and Development (CIPD) found that public sector provides its employees better conditions, when compared to the private sector in fields such as, job security, equal opportunities, exciting jobs, family-friendly, decision making, staff communications and training opportunities. In an Austrian Study (1999) the question was posed to public sector employees, "*If I were offered a comparable job (in terms of pay and social conditions), would I leave the federal administration?*" More than two-thirds of the employees answered that they would not consider changing their public sector workplace, despite all the stereotypes and negative image. Especially nowadays in times of recession, the public sector becomes even more fascinating for the employees (Federal Ministry of the Public Service and Sports, Results of the 1999 employee survey, Vienna, May 2002) (Demmke, 2005).

Baldwin (1987) argues that “ *public employees are more motivated by non-pecuniary benefits and inducements than private employees..*” and “*...public employees are more motivated by the opportunity to do good, to participate in public affairs...*”. He continues to state that, “*Public employees have different motivational levels because they want to help the less fortunate, protect society, or participate in grand projects. Private employees, in turn, are purported to be motivated by money and the materialistic beliefs of work*”. Finally, the literature also maintains that “*public employees are more ethical than private employees*”. In the Demmke Survey (Demmke, 2005) employees argued that “*Staff are attracted to the public service for a variety of reasons, including salary levels, security of tenure, family-friendly policies, the range and quality of work available, and supports available for training and personal development*”. But there have been interviewees who declared that, “*We work hard to move away from the image of risk-avoiding and inflexible civil servants and our advertising reflects the need for innovative and open-minded people*”.

Baaspul (2009), in his comparative literature study has created a table on the relative importance of 10 motivational factors between private and public sector employees. (See Table below)

	Job security	Pay	Accomplishment	Promotion	Status	Helpfulness	Community Service	Working conditions	Recognition	Autonomy
Buelens and VdB (2007)		pu<pr						pu>pr		n.s
Houston(2000)	pu>pr	pu<pr	pu>pr	n.s						
Gabris & Simo (1995)	n.s	n.s		n.s		n.s				n.s
Khojasteh(1993)	pu<pr	pu<pr	pu>pr	pu>pr	n.s			n.s	n.s	
Maidani (1991)	n.s	n.s	n.s	n.s	pu>pr			n.s	n.s	
Wittmer(1991)	pu<pr	pu<pr		n.s	pu<pr	pu>pr	pu>pr			
Rainey(1982)	n.s	pu<pr	n.s	n.s	pu<pr	pu>pr	pu>pr		n.s	
Newstrom et al (1976)	pu<pr	Pu<pr	n.s		n.s	n.s		n.s		n.s

Table 5 1 : Sector -Comparative results on the relative importance of 10 motivational factors.(pu=public, pr=private, ns=non significance.

As observed in the above Table, the importance and relevance of the motivational factors between the private and public sectors are conflicting. Only in the “community service” factor they seem to converge. It seems that the radical changes that are taking place in the economy impinge on the results derived. It would be considered

rather logical that every country and every Agency should perform their own research to define the motivational factors particular to their case and then introduce the applicable HRM model that best fits its employees.

Public employees are usually stereotyped as security oriented, with less concern for self-actualization. Newstrom et al. (1976) found that these clichés are not true. In other words, public employees have moved to the higher levels of the Maslow's Hierarchy of Needs pyramid. Therefore, managers have to use intrinsic rewards, rather than extrinsic, to motivate their employees. In other words, jobs have to be designed or redesigned recognizing the employees' needs to align their capabilities to the organisation's goals. In addition, according to Herzberg's two-factor theory (1968) hygiene factors such as, work climate, surroundings and physical settings, must at least be acceptable as an assumption, before an employee's commits to the organisation's objectives. The crucial question is what really motivates people? There are too many theories, but none is conclusive and comprehensive. Maslow's Needs' Hierarchy, McGregor's X and Y Theory, Herzberg's motivation and dissatisfaction factors, or equity, or expectancy theories, but none is universally applicable as the most functional method of motivation.

Wilkinson et al. (1986), made an effort to integrate and summarize all these theories. They point out that Maslow's low level needs are similar to Herzberg's hygiene factors or "*dissatisfiers*" and these in turn are akin to McGregor's theory X type organisations. In addition, Maslow's high level needs are similar to Herzberg's "*satisfiers*" and McClelland's *affiliation power* and *achievements needs* are analogous to Maslow's three higher level needs. Herzberg (1968) held that intrinsic motivator factors like achievement, recognition, the work itself and responsibility could increase performance, while extrinsic motivators like, supervision, interpersonal relationships, working conditions, and salary just prevent dissatisfaction. He noted that management, relationship with supervisors, working conditions, wages, relationship with colleagues and subordinates, status, security and personal life do not increase the employee's performance. On the other hand factors like fulfilment, acceptance, the work itself, accountability, improvement and progress led to extreme satisfaction and a subsequent increase in efficiency. The motto became that, "*The opposite of job dissatisfaction is not job satisfaction, but no job dissatisfaction*". We need "generators" fitted into employees and not just "batteries" which need to be constantly recharged.

Job enrichment was one of Herzberg's (1968) empirical proposals. It was defined as the attempt to motivate employees by giving them the opportunity to use all the spectrum of their abilities. It stimulates intrinsic motivators like, responsibility, personal achievement, recognition, growth and learning. Initiatives focusing on job enrichment are:

- Job Freedom
- Eliminate controls while retaining accountability
- Direct feedback on their work
- Bestow the responsibility for new specialised and more difficult tasks thus allowing them to become experts.

Blank (1985) investigated the correlation between personal characteristics and choice of employment in the private and the public sectors. She found out that job security is a critical factor influencing the choice between private and public sectors. Furthermore, those with lower education prefer the private sector, while those with higher education or more experience seem to prefer the public sector. In addition, government is more effective at internally enforcing its employment guidelines for "protected" groups—nonwhites, women, and veterans—than the private sector. She finally claimed that it is apparent that there are factors other than just the compensation issues that influence employees' sector choice. Rosenberg (1957) argued that some people could change their jobs to fit their values, while some others could change their values to fit better with their jobs. Wright (2001) pointed out that there are surveys about employee motives after the employment choice has been made, but the connection of the relationship between employee motives and sector selection before their sector choice has not been thoroughly analysed. Wright also found some evidence that there is a connection between motives and sector selection, but these conclusions findings are contradictory. In the case of Greece, Milonopoulou (1998) noted working conditions, financial security and social prestige as critical factors for public sector selection. She also noted that the higher the educational credentials one has, the more he/she prefers the private, rather than the public sector. In an effort to sum up all these theories, the public sector framework has created an unproductive and ineffective motivational system, however, the convergence of the public and private sectors, along with the new economic data, is forcing public sector to adopt private sector management techniques, including motivation practices.

5.4 Towards a Revised Model of Goal Theory

Wright (2001) suggests a revised model of goal theory as an efficient motivational model for the public sector. The main assertions of this theory are: performance could be improved through the process of achieving specific and especially tough goals, as well as, the commitment of employees in achieving organisational goals. In addition, goals not only have to be reliable, but also important from the employees' point of view in order to solicit their full commitment. Self-efficacy, procedural constraints and rewards form the catalysts for the success of the goal theory. In the public sector there are often multiple and conflicting goals, this situation makes goal achievement foggy, so self-efficacy is likely to decrease. Procedural constraints can also negatively affect employee performance. Goal attainment essentially needs to be rewarded in an appropriate manner.

5.5 TQM Motivational Effects

According to Dewhurst et al. (1999) Total Quality Management systems contain elements of Human Relations Management such as: culture change, education and training, teamwork, involvement, employee empowerment, quality improvements and rewards, as a result they are often conceived as similar notions. There is also a close interaction between HRM/TQM activities and practices, as well as, their outcomes and the performance of the organisation (Boselie and Wiele, 2002). This is simply the consequence of applying the basic TQM and HRM notion of employee involvement in the production process, thus increasing employee satisfaction and motivation, while enhancing the performance of the organisation.

Particularly in the public sector, employees are usually focused on budgets and regulations performing within a bureaucratic framework, often stressed with excessive workloads and with questionable levels of work satisfaction (Dewhurst et al., 1999). To feel important, motivated and have pride in their work it is essential to form work groups involved and dedicated in their participation in the process to improve performance and efficiency. The ability to participate in an active quality team is a strong motivator for the employees (Cuylenburg, 1990).

The prevailing stereotypes of the lazy, unproductive and corrupt civil servants (Demmke, 2005) combined with bureaucracy, lack of meritocracy and the partisan affiliations characteristic of the Greek public sector (Makrodimitris and Mixalopoulos, 2000) create conditions that deter motivation and prevent employees from being productive and provide required services. The application of basic TQM elements like team work, recording procedures and assessing performance levels can alleviate the situation and create a working environment of meritocracy that is essential for the employees.

The Greek public services are intensely bureaucratic, it is common and daily occurrence to have long queues of citizens seeking services, quarrels between public servants and citizens, citizens enervated as they have to visit several departments to conclude their business, at a high cost, with delays and often unsuccessfully due to missing documents, etc. (Philippidou et al., 2004). Bureaucratic burdens were lifted by the implementation TQM models, specifically the introduction of one-stop shops, e-government, simplification of forms and procedures, citizens' charters, etc., where the citizens do not have to address many agencies to solve one issue (Pollit et al., 2004). The citizens' increased satisfaction, due to the reduced bureaucracy, directly reflects on the public servants giving them pride and fulfilment as the carriers of the enhanced services.

Moreover, the implementation of New Public Management techniques, like Total Quality Management were introduced with the solemn purpose to improve productivity, reduce and control costs, increase efficiency, as well as, to improve effectiveness and accountability in various areas of the public sector (Heinrich, 2002) (Hood, 1995). Since 2010 the Greek government, due to the dire economic situation of the country, had to sign a Memorandum with EU, IMF and ECB, in order to receive much needed financial support. The Memorandum imposes a time frame for specific economic policies which have to be accomplished so as to bail out the Greek economy and render it sustainable. This includes an agreement with the lenders that Greece will enforce a fiscal and administrative restructuring of the public sector so that it becomes reliable and competitive in the international markets and be able to secure funds through the normal lending mechanisms. (Ministry of Finance, 2010). Therefore, it is understood that a public servant giving his best to apply a TQM model in the Greek public sector, is also helping his country to recover from its fiscal problems, thus he feels proud and patriotic for his contribution. An added bonus is

the fact that he is capable of maintaining his job during these times of unemployment, the highest ever recorded, as the successful implementation of TQM systems also acts as a protective shield from such threats, as an optimal agency which achieves its goals using fewer resources and keeps all its stakeholders happy is a “sacred cow” that no one dares to downsize, privatise, etc (Poksinska et al., 2002).

The implementation of TQM systems also increases the self-confidence of public servants, especially new recruits, as all work procedures are clearly outlined in manuals thus preventing any possible errors (Wiele et al., 1997).

It also worth mentioning that the implementation of TQM systems promotes the image of the public agency, increasing the pride and satisfaction of the employees, as they feel that they are part of a modern, citizen-focused service, and are not involved in an old fashioned, slow moving, bureaucratic establishment of the past (Chu and Wang, 2001).

Training, as a basic requirement for the successful implementation of TQM systems, contributes towards the correct completion of the employees’ duties while lifting their morale (Brown, 1994).

Within the public sector TQM systems can be adequately adapted to a multifaceted and more versatile version to accommodate the needs of all stakeholders, like the government, the employees, etc., thus producing a strategy with “win-win” results (Northcott and Taulapapa, 2012). This is the actual challenge and the expected results from those decision-makers who need to plan and execute needed reforms, while ensuring social cohesion.

Finally, Performance Management as the essential tool of all TQM systems like the Balanced Scorecard (BSC) and ‘excellence model’ of the European Foundation of Quality Management (EFQM) motivates the employees by assessing performance while cultivating meritocracy in the work place (Sotirakou and Zeppou, 2006).

5.6 Conclusion

In this Chapter the motivational factors specific to public servants have been presented. A general overview has recorded findings on several topics related to public servants' motivation, including those of intrinsic motivator factors, achievement, recognition, responsibilities, fulfilment, improvement, progress, difficult tasks etc. Those were found to be similar to the essential attributes of the TQM systems as discussed in the relevant chapter. It could thus be safely concluded that TQM models per se include a number of motivational factors that substantially assist an organisation in its transformational endeavours. Another conclusion would be that a motivational framework established by the Human Resources Management department is a sine qua non factor for any reform attempt. Therefore, it is undisputable that the conditions applicable for the successful implementation of the TQM systems in the public sector are also the conditions required for the motivation and self-fulfilment of the public servants. It is, therefore, essential that these factors are incorporated in the reforms process for all models like EFQM, BSC, and ISO. Managers in the Greek public sector need to conceptualize motivation firstly, as very important in the changing process and secondly as a complex and dynamic system that needs continuous analysis and adjustment.

The next chapter shall provide a detailed inventory of those CSFs crucial to the implementation of quality reforms and pertinent to Human Resources Management from the perspective of the Greek public administration.

Chapter 6.TQM Critical Success Factors

6.1 Introduction

The issue under contest in this study is to extract the Critical Factors for the successful implementation of New Public Management reforms within the context of the Greek State. As already mentioned in Chapter 3, public sector reforms are an ongoing agenda over several decades, they have been mandated by citizens, politicians and lately by those international and European Institutions in anticipation of an economic bailout. The stakes are high as the entire funding of the economy depends on the success of the reforms project.

A rigorous literature review was absolutely necessary to determine developments and updates in the specific field. Puzzle pieces have been painstakingly assembled by reviewing topics like NPM evolution, Greek public sector peculiarities, TQM models most commonly used in the public sector, as well as, the issue of public servants' motivation.

In this Chapter a detailed account has been made of all the CSFs mentioned in the literature review, particularly, those essential for a TQM implementation in the public sector and relevant to HRM. They have been classified in topics to assist in the preparation of the questionnaire for the planned interviews and to be further assessed within the framework of the Greek public administration and the reforms that have taken place.

Vouzias (2004) claims that management of human resources is vital in the effort to implement TQM systems, either by instilling a quality culture that supports all efforts for improvement, or through the planning and application of systems that strengthen and develop the principles, techniques and practices of TQM within the functions of the Personnel Department. Particular attention will be given to analyse the performance of management systems which were adopted in the framework of the New Public Management philosophy and the positive and negative impact on the employees themselves. The CSFs extracted from empirical studies will also be included.

6.2 HRM environment

There are four “megatrends” which characterize the NPM efforts (Pollit and Bouckaert, 2000):

- Downsizing, parsimony in the use of resources, which involves abolition of some public organisations whose necessity is questionable, cessation of hiring in the public sector and privatisation;
- The use of new technologies, especially information technology, in all stages of the production and delivery of public good and services;
- Use of private sector techniques, (let the managers manage, standardization measurement and performance);
- Focus on outputs rather than procedures.

In addition, authors such as Osborne and Gaebler have created the NPM theoretical framework from 1992 with a plea for:

- Providing directions rather than producing goods and services. Government does best when “steering”, rather than “rowing”. Private and non-profit sectors are more effective to provide more at a lower cost.
- Communities are closer to the problems, thus, they can accomplish tasks cheaper and more effective.
- Introducing competition among public agencies and private sector can render the former more efficient and responsive.
- Public organisations should be driven by missions and not by rules.
- Focus from input to output through appraisal and rewarding positive performance.
- Introducing marketing policies in public agencies, like surveys.
- Reinforcing the role of the government to cure market failures.

Milita (2009) has summarized all these theories and practices into the following categories, quoted below:

- Decentralisation
- Disintegration of big structures;

- Change from strictly hierarchical (vertical) into horizontal, minimum hierarchical. Decentralised management;
- Delegation of responsibility;
- Team work;
- Privatisation
- Reduction of state role and practice degree;
- Transfer of functions to private property;
- Usage of economic resources;
- Participation
- Citizen participation in the process of decision making;
- Employee involvement into organisation management;
- Application of private sector management methods
- Optimal management of resources;
- Implementation of total quality management principles;
- Stimulation of competition;
- Treatment of citizens as clients with a possibility to choose;
- Development of strategic management;
- Emphasis of employee accountability, professionalism and responsibility for results. Increase of employee independence, mobility and innovation.

She also argued that the modern HRM in order to be effective in the implementation of the new organisational and administrative techniques it should be defined by the following characteristics:

- 1) HRM is the main and strategic function of an organisation;
- 2) It performs the main role in an organisation;
- 3) It is oriented to a long term perspective;
- 4) It is based on participation and teams;
- 5) It emphasises individual and collective competence, their synergy, as well as, a need to develop these competences;
- 6) Tasks are defined more flexibly;
- 7) It is based on responsibility;

- 8) It emphasises on flexibility, adaptability to organisation needs, commitment and orientation to results;
- 9) It is performed by line managers;
- 10) It is directed towards a team;
- 11) Work contract puts emphasis not only on collectivism but also on individualism;
- 12) It is focused on organisational development.

Corredor and Goni (2009) in their work found that companies with a high efficiency level of management, ready to accept new ideas, is a sine qua non factor for the adoption of TQM systems successfully. In the public sector, however, these basic assumptions of optimum level management, fertile to new ideas are apparently questioned (Spanou, 2003).

For the successful implementation of quality reforms it is mandatory to upgrade the role of the HRM Department. There should be restructuring so that important functions like performance management, development of abilities and skills, career planning, rewards and recognition policies, as well as , the satisfaction and welfare of the employees, are adequately aligned with the requirements of the TQM system (Wickramasinghe, 2010).

Maroudas (2009) in his thesis argues, that improvement of public services quality requires the fulfilment of the employees' needs. Thus, the Greek reform program "Politia" includes as a vital pillar in its foundations, the empowerment of human resources. Team work is a very important factor for both the quality of the services and for the empowerment of the employees. Maroudas continues to state that bureaucracy, overregulation, clientism and the lack of meritocracy are the Achilles' heel of the Greek public administration. Employees working in such an environment are unhappy, their output and customers' satisfaction levels are very low. The "quality gurus" argue that recruitment, training, performance assessment and fair-pay systems are fundamental prerequisites for the introduction of public management reforms like TQM (Ismail, 2012). Meanwhile, a study by Wright and Davis (2003) found that job fulfilment in most cases can be the result of intrinsic rather than extrinsic motives. They also argue that civil servants are motivated by a set of reasons, including opportunities to deploy their capabilities and clear signs of the agency's commitment to their evolution. On the contrary, factors like monotony may negatively affect employee's job satisfaction. Next, Bowen and Lawler III (1992), pointed out that quality does not mean doing given procedures right, it means doing the right thing.

TQM focuses not in efficiency, but in effectiveness. Effectiveness is the essence of satisfying customer needs. They also claimed that TQM is a continuous improvement process and as such, it is essential to be integrated as an asset in the organizational culture. TQM requires a strategic, holistic approach to improvement. All the fundamental aspects of an organisation like mission, forms, job description, and management activities must be reviewed for the successful implementation of TQM reforms. They noted that, in many agencies, HR is currently advocating the importance of floor managers "empowering" their staff by offering them more obligations, independence, and involvement in the decision-making processes. In one agency, however, an unwilling floor manager answered with the question, "*Why should I stick my neck out and be democratic with my people when the HR people manage their shops as if they were each Attila the Hun?*" When it comes to empowerment, HR must practice what they evangelise. They summed up the five topics that come up over the different quality- focused HR practices, distinguishing them from common HR practice:

Table 6.1 Common HR practices vs. Quality-focused HR practices

Common HR practice	Quality-focused HR practice
Focus on job	Focus on Organisation
Individual performance	Team Performance
Stability	Change
Command and control	Participation
Hierarchy	Equality

Likewise, inadequate attention to organisational culture and the human factor in the implementation of total quality management is the main cause of failure. Factors which deal with human aspects are vital and can improve implementation success rates (Dahlgard, 2002). When a Service Improvement Initiative (SII) fails , the consequences are severe, they include losses like, cost, time, resources, staff performance and morale; consequently, customer satisfaction and retention are seriously impaired (Longbottom, 2008). Kirch, et al. (2010), categorise emotions that have a direct impact on organisational change as follows: passion, drive, curiosity, defiance, anger, fear and damage. The authors suggest that managing emotions is essential to determine change outcomes, and whether the results are positive or negative changes in behaviour are to be expected within the organisation. Work/life

balance, personal development, organisational experiences and expectations, working environment, working relationships, organisational resources, communication and decision making are among the areas where organisational changes affect employees' emotions a great deal. Longbottom et al. (2011) results show that organisational resources, personal development, communications and decision making are the most important factors, both for the successful outcome of the SII, but also in relation to the employees' personal perceptions of the organisation as a healthy, secure and prosperous environment. He concludes that insufficient attention is given to the human factors (the effect dimension) and he suggests that focusing more attention on the emotional and value adding elements in the processes will improve success rates of SIIs. At the same time, Talwar (2009) argues that when human values are integrated with business values in the implementation of Total Quality Management systems, an ethic develops and it enhances stakeholders' loyalty towards the organisation. It helps employees to spread out their capabilities towards the achievement of organisational goals. It eliminates many difficulties, on the contrary it guides to incorporate ethos in the agency's culture, policies, and practices. It also increases the pride of the members of the organization and thus their dedication and their commitment. In the Greek public services, Manolopoulos' (2008) findings indicate that the public sector in Greece provides more extrinsic than intrinsic rewards to its employees, even though, it is generally accepted that employees motivated from intrinsic factors are more productive. Individual abilities and demographics are also great determinants of the employees' motivational preferences. More experienced and educated employees prefer a multifaceted context of motivators, including both extrinsic rewards and intrinsic motives. Public administration has to provide a balanced dose of extrinsic motives (fair wages, job security, promotions), as well as, of intrinsic motives (creative work, recognition, autonomy). The ideal synergy between extrinsic and intrinsic motives, taking into consideration personal characteristics and environmental conditions, is a necessary prerequisite for the success of human resources management strategy.

6.2.1 Motivation

The Gallup Organisation has conducted a survey among 615 senior executives, half of them from Fortune 1000 companies, the rest from smaller enterprises. They rated the comparative effectiveness of eight different factors for ameliorating quality, the results are illustrated in the following table (Bowen and Lawler, 1992):

Staff motivation	85%
Change in Organisational culture	74%
Process management	53%
Infrastructure	45%
Supplies control	36%
Inspections	29%
Continuous administrative support	28%

Table 6 2 Ways to ameliorate quality

Demmke (2005) argues that sometimes the motivation of the public servants' could be influenced negatively by a widely spread hostile attitude towards public services. Citizens may really care for and admire public agencies selectively, such as the police force, the fire brigade, etc., but they do not possess positive attitudes towards the public sector as a whole, thus dispute its value altogether. This is a very critical factor because the employees' morale and motivation are closely related to the citizens' perceptions and attitudes about them. It is common practice for people to expand their negative experiences to the entire public sector if they are not treated well in some part of it. Today, people do not trust their governments, their public organisations and the way public agencies perform. They also associate public services with bureaucracy and in general a hostile concept prevails against the public sector.

A study conducted in Belgium on public servants' motives indicates that their priorities are set as follows (Demmke, 2005):

1. Offering the best possible service to the clients;
2. Applying the priorities set by the Minister;
3. Executing the orders of the hierarchy and respecting laws and rules;
4. Simplifying procedures;

However, there is an apparent conflict between the motives of civil servants' and their everyday reality. Accepting the fact that well motivated employees is the primary

critical factor for the success of any reform, the administrators' priorities must focus on changing any adverse situation that results in de-motivating employees (Demmke, 2005).

Researchers such as Spytak David et al. (1999) claim that, «*a basic and strong correlation exists between job satisfaction and job productivity and that a happy employee is a productive employee*». They continue to add that it is questionable if employees with an activity that offers good money, but asks from them to do very little, could be satisfied and thus be productive. They also argue that performance may cause satisfaction, rather than satisfaction cause performance. In that way, employees are more content when they perform well. In addition, absenteeism and turnover could be reduced by increasing job satisfaction in public organisations. Consequently, it could be a challenge for future empirical researchers to try and analyse the relationship between job satisfaction and job performance in the context of the currently imposed low-budgets in the public sector.

6.2.2 Supervisors

Supervision must be regarded as a critical factor that could affect motivation in either a negative or a positive way. According to the World Health Report (2006) supervision is one of the most effective tools used to improve the performance of employees. Supervision that is based on the positive model provided by the Y theory assumptions, *ceteris paribus*, could improve performance, job satisfaction and motivation (Herzberg, 1968). Organisations often conclude that they need to ameliorate their basic managerial systems before establishing quality methods. In some cases, there was either an existing lack of proper conditions that would allow a successful and consistent implementation, or a lack in resources, or in the appropriately skilled staff, or a lack in human resources strategy, or a combination of all of the above. Conger and Kanungo (1988) claim that factors like, supervisory style, rewards and job design affect empowerment and therefore employees' contribution. They suggest that an organisation has to initially determine the reasons behind the feelings of powerlessness among the low ranks of employees. Lack of autonomy, self expression and self efficacy inhibit empowerment. Management then

has to deploy strategies in order to remove all or at least some of the underlying external conditions.

6.2.3 Sticks and carrots

The culture of non-punishment and the lack of a fair sanctions system have also been mentioned as CSFs hindering the successful implementation of reforms in the public sector. This is a common phenomenon in the public administration of developing countries. It breeds civil servants who are prone to corruption aware that there will be no punishment, while their non-corrupt colleagues have to constantly deal with feelings of injustice. Such an environment stifles performance, productivity and affects the services rendered to the public (Norris and Paul, 2006).

6.2.4 Managers ego and fears

Writers such Connor (1997) argue that the dogma that leaders lead and followers follow can create negative consequences in the level of middle management during the implementation of total quality reforms. Too often, managers deny delegating authority and giving additional responsibilities to their employees. Taylorism, as a method of duty delegation, gave supervisors the right to control the flow of information. They apply it to simplify, standardise, and control the production process, they coordinate activities and allocate resources, they are the staff specialists and they deploy the necessary strategies. Even the most progressive managers use management tricks to make decisions, while creating a facade of a team that makes decisions collectively. So, managers' egos and fears are an additional hurdle and a negative factor in the implementation of TQM systems.

6.2.5 Training

Collard (1989) argues that the investment in training is a critical factor for the success of any TQM system. Training must be the pylon of an organisation that supports it towards achieving its goals. It must be a strategy and not an event. Brown (1994) indicates why training is a CSF of a TQM implementation, as quoted below:

- First task of the training process is to familiarise employees on the TQM system, the implementation process and the benefits incurred.
- Secondly, training should target a cultural change, shape values and attitudes relevant to quality and vital to the implementation.
- Thirdly, training will provide the necessary tools and techniques for quality improvements, including that of work groups dedicated to the task.
- A fourth task would be the training of the employees to effectively use the available tools, to recognise and seize the opportunities for improvement.

Two of the fourteen of Deming's points (1982, p 23-24) are related to training. Point 6 on "institute training", whereby he elaborates, "*Too often, workers have learned their job from another worker who was never trained properly. They are forced to follow unintelligible instructions. They can't do their jobs because no one tells them how*". Introducing TQM without proper training could be a great barrier in any reform implementation because training is a significant factor to boost employee performance. It further mentions in Point 13, "*Institute a vigorous program of education and training*", where, "*both management and the workforce will have to be educated in the new methods, including teamwork and statistical techniques*". Management also must be trained as a catalyst in TQM implementation. Thus, training is essential to two counts, first to job competences and second to TQM variables.

Changing process is facilitated a great deal by training, as we have to deal with resisters, as well as, with supporters. Williams et al. (1989) suggest that the training of those employees involved in personnel functions is essential in achieving cultural change. Their research also determined that employees could become quality agents after their special training and commitment to TQM systems and culture. In many cases quality specialists/educators were themselves a critical factor in change implementation. The gap between current and quality culture must be covered by the specialist's training methods. Finally, it is important to point out that training efficiency depends on direct field implementation.

Dewhurst Martinez-Lorente et al.(1999) argue that TQM systems require workforce management with emphasis on training, empowerment of workers and teamwork. Nowadays, public organisations are cost – oriented, frugality often matters more than quality and due to their monopolistic situation public agencies do not care about

customer's needs. Unfortunately, public servants are not used to cope with matters such as, identifying and copying best practices, continuously improving their tasks, investigating customer's needs, etc. They are usually focused on budgets and regulations, highly individualistic and they perform in a manner where concepts like quality and teamwork are questioned. Training is a necessary prerequisite; it helps to change the culture, attitudes and approaches of both managers and employees.

6.2.6 Reaction to change

Connor (1997) argues that most of the public sector reforms contain the unproductive element of fear. Usually, top management is focused on outputs rather than processes, employees live in a binary environment, nervous whether they attain their targets or not. Fear also arises when employees are unsure of what constitutes their job duties and responsibilities. He proposes that an organisation must focus on the processes, targeting through people to improve its ability to cover customer needs and expectations. The elimination or reduction of fear should be one of the first obligations that top management commits to. Managers must ensure that all employees are aware of their role and their contribution in the production of public goods and services. Employees must be well trained and the know-how of every activity they perform must be well mastered. A "win-win" attitude between organisation and employees has to be established.

6.2.7 Involvement

McGregor's X-Y theory of motivation introduced in the 1960s takes the concept that people could be innately good into consideration. This is a basic assumption of the quality theory, that is to say people want their work to be important for them, and they also want to cover their needs for self-esteem and fulfilment. This process results in the desire of employees to contribute to organisational goals. Team is the catalyst for human contribution; therefore, teams are central to the quality process. Human resources are a critical factor in the quality process, namely, quality assumes that people are important, and that they want to contribute (Connor, 1997). TQM also requires people who desire to do quality work, can be trusted to do it, and have (or

can develop) the skills to carry out that work. TQM requires an advanced level of skills and knowledge from the employees within an organisation (Yeh, 2003). Furthermore, Zampetakis and Moustakis (2007) define public entrepreneur as an employee of the public sector, who has the required skills to develop an active working environment, and through vision and commitment for the organisation and a change driven culture, he/she can perform within a set of attitudes aligned at delivering quality services to the citizens. Their findings conclude that there exists an absolute connection between the civil servants entrepreneurial attitude and the back-up environment, as defined by access to management information and promotion of initiatives.

Poksinska, et al. (2002) claim that TQM's successful implementation is based on staff participation at all levels by introducing small working groups (participation and team work culture). Employees are given the autonomy to reconsider their own procedures, practices and work instructions focused on continuous improvement. Although this practice may be time consuming, the advantages are better staff tenure and their active involvement in the quality reform.

A team can be defined as *“a distinguishable set of two or more people who are assigned specific roles or functions to perform dynamically, interdependently, and adaptively towards a common and valued goal/object/mission, who have each been assigned specific roles or functions to perform, and who have a limited life span of membership”* (Salas et al., 2008, p 906). The outcome of team work could be more flexibility, more efficiency and more productivity; in addition, team work could produce more advanced broad solutions to compound organisational problems. Savelsbergh et al. (2010) have created a set of CSFs influencing team performance deemed as the most important ones by team members, team leaders, and supervisors.

Table 6.3 Factors Influencing Team Performance

	Team members	Team leaders	Supervisors	All respondents
Team leadership	16	13	22	17
Team learning behaviours	17	13	13	15
Goal clarity	9	18	20	15
Team composition	13	11	11	11
Boundary management	11	8	7	9
Workload sharing/team spirit/supportiveness	9	11	5	8
Participative decision making	9	88	7	8
Role clarity	4	3	6	5
Conflict resolution	4	2	2	3

6.2.8 Communication

Some scholars suggest that open-channel communication is a key factor in the successful implementation of TQM (Assiri et al., 2006). This factor also includes effective top-down, bottom-up and sideways communication. TQM could be defined as a philosophy that precedes quality in every aspect of organisational function like leadership, management, and improvement efforts. To this purpose TQM structure requires the support of the elements listed below, that could be divided into four groups: (Padhi, 2010).

- I. Foundation - includes: Ethics, Integrity and Trust.
- II. Building Bricks - include: Training, Teamwork and Leadership.
- III. Binding Mortar - includes: Communication.
- IV. Roof - includes: Recognition.

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SHMIDT, W. & FINNIGAN, J. 1993. *TQ manager: A practical guide for managing in a total quality organisation*, San Francisco., Jossey- Bass Publishers.

Schmidt and Finnigan (1993) argue that communication is the building block of the TQM structure. It is the link in the chain of all the key elements of TQM. Communication means that the receiver gets the proper message that the sender wants to transmit. Effective communication must be interactive and takes place between employees and management, as well as, among suppliers and customers. Supervisors must keep open doors and communication channels flowing so as to send and obtain data throughout the TQM process. The messages must be decoded, interpreted easily and in the right way. There are different ways of communication flow (Wright and Pandey, 2009):

A. Downward communication - This is the most frequent form of communication. Usually, in the case of TQM implementation it is demonstrated as the supervisors who try to present the quality reform basic theories and practices.

B. Upward communication - This is the most important form of communication. By this the employees are able to make suggestions to their supervisors about the successful implementation of TQM. The advantage of listening to the employees' suggestions is that they know at first hand the problems which come to the fore of the quality implementation, as well as, the correction that should take place. High levels of trust between managers and employees and the empowerment of communication are critical in a successful TQM implementation.

C. Sideways communication - This form of communication takes place between departments, as well as, customers and supplier. It is a very important process because the systemic approach is a crucial factor in quality reforms; in addition, a "third eye"

perspective is always useful in an effort to improve procedures especially in ISO reform.

Longbottom's (2008) results show that organisational resources, personal development, communications and decision making is the most important factors both for the successful outcome of a Service Improvement Initiative (SII), but also in relation to employees' personal perceptions of the organisation as a healthy, secure and prosperous environment. He concludes that insufficient attention is given to human factors (the effect dimension) and he suggests that focusing more attention on the emotional and value adding elements in the processes will improve success rates of SIIs.

6.3 Commitment

Top management support and commitment is very important in the implementation process of TQM. Spanou (2008) argues that usually, reforms flourish on long term basis, but unfortunately, politicians looking for re-election, fast results and focusing on short term targets, care less about reforms and the consistency in efforts and commitment required. There is a noticeable lack of continuity and stability, as the turnover of elected government officials is very high. Due to the above inconsistencies a lot of reforms are abandoned, thus wasting resources and dropping the employee morale. Finally, the leaders have to provide the necessary resources for the successful implementation of the reforms. Information systems, training, modern infrastructures are some of them, as their scarcity could result in failure. Politicians usually, make decisions focused on a short term time period. Unfortunately, TQM and other NPM doctrines are not fructifying instantly. So leaders and senior managers have to be committed on long term basis. Barriers, like bureaucracy, resistance to change, have to be overcome and quality philosophy has to be established. Hammons and Maddux's (1990) plea is to take immediate action. Small and steady steps are needed in order to improve one task at a time and increase organisational efficiency. Managers have to abandon their offices and become Managers by walking around the offices and the floors. Communication limited to elevator chance meetings and official ceremonies has become obsolete and ineffective. In addition, even the most up to date reform efforts cannot be carried out and implemented successfully without the

abilities , experiences and capability of a dedicated workforce, ready to exceed its own limits (Taylor, 2008).

6.4 Strategy

Public enterprises' strategy often comprises of customer oriented elements, like providing quality services, while simultaneously it tries to reduce costs, particularly, in the prevailing economic crisis in recent decades. (Hood, 1995). Total Quality Management evangelises the same values (Deming, 1982). To enable public enterprises to successfully attain both their strategic targets, researchers like Simmons et al.,(1995) maintain that HRM policies should be embedded in the strategic planning. Personnel selection, recruitment, training and development should be aligned with the strategies of the public services. Recruitment should provide the organisation with employees that comprehend targets, TQM values, who can effectively contribute in the successful implementation of the system. In certain organisations, committed to the importance of team work as an essential TQM tool, team members have the final say in the recruitment process.

6.5 TQM approaches

Wilkinson (1992) argues that TQM has both 'hard' and 'soft' sides. The “hard side” gives great emphasis on production orientation, whilst the “soft side” moves the focus of control from outside to the individual within. The “hard side” focuses on statistics, prescribed procedures, inventories and controls. The “soft side” focuses on accountability and commitment, employees do not need to be coerced instead they want by themselves to achieve, take responsibility and use their abilities. *'Quality is everyone's business'*, thus the “soft side” gives emphasis on the management of human resources. This approach is similar to Legge's dichotomy of Human Resources Management. Legge (1995) claims that there are two strategies regarding HRM which administrations could follow; the *“hard – utilitarian instrumentalism”* and the *“soft-developmental humanism”*. According to the hard model the employee is another factor of production whose cost has to be minimised. In contrast, the soft model supports the integration of HRM to the organisation's strategy in a manner that accounts for employees as valued assets and a cause of competitive advantage.

6.6 Performance Measurement in the Public sector

In many English speaking countries there was an increased demand to maintain the quantity and quality of services offered to the citizens in the context of less available resources (Pollit, 1993). Hood (1991) argued that the only way to achieve this was to increase the effectiveness of systems and people, so the term of “New Public Management” coined out. New Public Management basically implies the introduction of private sector Management techniques into the public sector. One of its most famous policies was the implementation of performance measurement and performance management systems. Nowadays, demanding citizens want to add value to their taxes, the stereotype of an unproductive public sector needs to be abolished, improved performance and outputs are the set targets and part of the solution lies in performance evaluation that could increase efficiency and democratic accountability of the public administration (Bolton, 2003). The terms “satisfied customers” or “happy employees” are no longer enough, organisations are expected to measure satisfaction and happiness (Kaplan, 2002). Bourne et al. (2002) argue that according to relevant surveys 70 % of performance measurement initiatives have failed. In that case, the outcome will not be other than the waste of resources and dissatisfaction among the citizens and public sector workers. Academics, politicians and civil servants are very sceptical about the copy/paste process of private sector techniques into the public sector. This has flared up a debate as to the usefulness of using private sector techniques, such as performance measurement, into the public sector (Philippidou et al., 2004). “*A system must have a purpose. Without a purpose, there is no system.*” (Jenkins, 2008p.21). The process of assessment of performance and output is the only indicator that the organisation has accomplished its mission. In addition, improvements are possible only when shortcomings have been adequately measured. According to Lebas (1995) there are two main issues related to performance. The first one pertains to Measuring and the latter to Management. More specifically, what we are going to measure must be identified, who will set the metrics and simultaneously important issues such as, training, culture, employee involvement, vision and rewards have to be addressed.

Radnor and McGuire (2001) present case of a call centre as an example, the measure of how many calls are being answered is wrong, because in that way operators see the

quantitative and not the qualitative aspect of the process. Dissatisfied citizens will need to call back, so more operators will be needed. A similar case is that of bed occupancy in hospitals, the target of minimising the time of occupying a bed is a wrong premise, as it does not take the patient who may not have fully recovered into consideration, which is an undesirable fact. The response to this kind of assessment issues was the development of the multi-dimensional performance management systems, like the Balanced Scorecard system with two main components. Firstly, to concentrate and to focus on the mission of the agency and secondly, to act in a manner to the satisfaction and expectations of every stakeholder (Kaplan and Norton, 1992). Bourne and Neely (2002) illustrate factors that lead to the success or failure of Performance Measurement reforms. Benefits are what the stakeholders wish to enjoy. In the public sector everybody earns the same money, regardless of their productivity. This equalisation of benefits is a disincentive for the productive employees, who welcome measurement as a fair administration technique. In addition, seniority or qualifications are the most common criteria for promotion to a supervisory level. Neither of them guarantees the quality of the management nor could be defined as a motivational system for promotions. The integration of performance evaluation through measurement, into the benefits and promotion systems, may be a solution for better managers and better motivated civil servants. The stereotype of lazy and unproductive public servants could also be dismantled, once the public servant's "ethos" and performance are to the greater satisfaction of the citizens, even when compared to the private sector. Finally, an effective measurement system leads to improved procedures, a critical factor that increases both citizens' and employees' satisfaction. An optimum agency which achieves its goals using fewer resources and keeps all its stakeholders happy is a "sacred cow" that no one dares to downsize, privatise, etc. (Poksinska et al., 2002). Bourne & Neely (2002) have also pointed out that time and effort are critical factors for the success or failure of performance measurement reforms. There were cases where the employees were interested in the benefits and therefore considered the effort required worthwhile. In some other cases, effort required was excessive and thus a serious obstacle to the implementation process. More specifically, implementing a performance measurement system requires explicit definition of what we are going to measure and how it will be measured, the collection of data, analysis of data by appropriate employees, transforming data into information, and making it available to the decision makers to

use for the improvement of the organisational performance (Sotirakou and Zeppou, 2006). Fryer et al. (2009) report a shift in the performance indicators, from quantitative and financial ones to qualitative and multi-dimensional. A Greek civil servant working in the Municipal Police pointed out that talking about measurement systems is currently an extravagance, when the public sector has run out of resources, there is a lack of staff, and policemen have to work all day long trying to help their fellow citizens, regulating flow of traffic, being courteous and smiling to visitors while dealing at the same time with diminishing resources. He continued to state, “*Do I have to issue 50 traffic tickets per day to generate income for my Municipality at times when my fellow citizens cannot afford this?*” (opengov.gr, 2013). Another civil servant wondered how civil servants could be productive, in the debt crisis era, when there is no training and resources are becoming scarce, there is even lack of paper to print documents. We could categorise the established indicators into major groups, the first one is input measures like the number of civil servants required to serve citizens in a specific agency. The next is output indicators used to show resources needed to offer a service, like the number of cases processed per employee, and last the outcome indicators that show how well an agency accomplishes its mission. In the case of a Social Services Agency indicators would quantify issues like, cases of children who have experienced bullying, hospital admissions caused by unintentional or deliberate injuries to children and young people, cases of children who have run away from home/care overnight, are some examples (Gov.uk, 2013). Bourne et al. (2002) comment that the number of citizens served in an agency could be a performance measurement indicator, however, employees in their attempt to maximise output, may ignore quality issues and can cause possible failure or dissatisfaction; the unsatisfied citizen would return for service, thus perpetuating a foul circle of increased workloads, that may even result in an increased number of employees to cover the demand, which is a pure waste of resources. They also add that sometimes the administration sets lower targets in order to easily achieve them. In some other cases extreme focus on indicators can cause deviation from the agency’s mission. Also, the manipulation of values to be measured and results has been noted as a common phenomenon. Moreover, it is essential to involve the citizens’ point of view when setting up indicators or more specifically the stakeholders’ involvement in the process of performance measurement is a critical factor for its successful implementation. In addition, we have to decide the mission of the public sector and what does the term

“good performance” really implies. Performance measurement systems like the Balanced Scorecard have the advantage to incorporate the different stakeholders’ needs and targets and try to balance them (Kaplan and Norton, 1992). In this multidimensional approach, the first step is to clarify the mission of the organisation, followed by the deployment of the strategic objectives and the definition of the relative Critical Success Factors (CSF). In order to measure their accomplishments agencies set performance indicators which measure inputs, outputs and outcomes. For example, a University could set as Critical Success Factor related to strategic objectives of its mission issues like, students’ absorbedness in the workplace, the percentage of students that find a job could be a key performance indicator. Conclusively, it is essential for every employee to unequivocally embrace the organisational mission set and contribute to its achievement (Fraser, 2007). Radin and Coffee (1996) also pointed out some serious obstacles to the successful implementation of TQM reforms in the public sector. They concluded that Assessment and Evaluation are perceived as threats; this clearly indicates managerial ineffectiveness to evangelise reforms. Bourne and Neely (2002), noted the perceptions of managers who have implemented performance measurement in their organisations. They point out the matter of effort and time required for the implementation of such reforms (lack of time and resources), along with personal consequences and resistance to change (fear of portraying the current incapacity, seeing measurement as personal attack), lack of perceived benefits, mainly in the public sector, poor design, lack of strategy and vision and inadequate top management commitment. However, there are indeed a lot of organisations that have established the appropriate measures and have implemented them properly. Follow-up is essential; it is a common phenomenon that managers do not examine the performance data effectively. The project of measuring performance is completely useless, unless action is taken on the assessment data gathered (Bolton, 2003).

Seddon (2008, p 100) states that:

1. Targets motivate people;
2. Targets make people accountable;
3. Targets make people happy;
4. The alternative is ambiguity and fudge;
5. It is a fantasy to say targets should be scrapped – it is impossible to run services without them;

6. Targets enable comparison;
7. “Unintended consequences” is the argument of those who seek to defend the status quo;
8. If we don’t have targets the wealthy will opt out of common provision and public services will become a shabby last resort for those who cannot afford anything better;
9. The alternative is anarchy.

Critics of target-setting point out issues of concern like: a) if the targets are too high they probably cause strain and do not necessarily increase employees’ motivation, on the other hand, if the targets are too low in an extremely relaxed work environment then performance slacks. b) The enforcement of targets affects employees’ commitment to them, while on the contrary negotiated targets create the suspicion of lower targets. c) Targets do not take the current and future technology level into consideration. Also do not include road maps for improving performance.

d) Manipulation of the data is a common way to cheat; in addition, target setting destroys the climate of trust and responsibility affecting the culture negatively.

e) The procedure of setting targets often addresses the measurable aspects of an organisation, which are questionable as to whether they reflect the whole. So targets are usually quantitative, one dimensional and thus there is a lack of quality and holistic approach (Seddon, 2008).

Bourne & Neely (2002), Goh (2012) and Tung, et al (2011) in their work about Performance Measurement Critical Success Factors, sum up their findings as follows:

Table 6.4 Performance Measurement Critical Success factors

Measuring	Use of multidimensional performance measures
	Stakeholder’s involvement
	Shift from finance to quality indicators
	Shift from output to outcome
	Less indicators – Clear goals
	Training - To transform scepticism into passion for quality
	Participation - Employee participation and involvement

	Rewarding-Incentives Recognise contribution and create small wins to celebrate
	Communication and feedback
	Resistance to change- Reward innovation -Drive out fear
Commitment	Top management continuous support
	Committed Leadership
Benefits	Create high expectations for the employees and the stakeholders
Use of Information in decision making	
Facilitator	External and Internal supporting team. The synthesis, capabilities and representativeness is also important.
Culture –strategy and experience of change(continuous learning and evaluation)	Copy paste techniques without adoption to the specific characteristics of each country
Politics	Use of changes not to rationalise but to downsizing

Furthermore, performance prerequisites several parameters, all of which should be taken into consideration when planning, managing, evaluating and rewarding performance (Armstrong and Baron, 1998). They comprise of:

- Personal factors: the individual's skill, confidence, motivation and commitment;
- Leadership factors: the quality of encouragement, guidance and support provided by the managers and team leaders;
- Team factors: the quality of support provided by colleagues;
- System factors: the system of work and facilities (instruments of labour) provided by the organisation;
- Contextual (situational) factors: internal and external environmental pressures and changes.

Finally, McAdam and Saulters, (2000) emphasise that financial measures are no longer enough to quantify public sector performance. Factors like employee and

customer satisfaction are equally important, if we want to have an overall image of the organisational performance. Their survey findings show that all the public sector organisations use a 'basket' of financial and non-financial performance measures. The results support the concept that employee-satisfaction leads to improved customer satisfaction which, in turn, produces the required achievement of the organisational goals.

Figure 6.2 PS Performance Measurement Frameworks



6.6.1 Rewards

It is broadly believed that money matters and can boost employee performance a great deal. (Lawler, 1971) But money does not matter the same for all types of employees. Strumpel (1975) argues that public sector employees who are happy with their salaries are more concerned with non-monetary rewards, a situation very much questioned under nowadays economic recession framework.. Mathios (1988) suggests that highly educated employees are more interested in non-monetary rewards. On the other hand other surveys have found that monetary rewards are very important in some cases and for some categories of employees. For instance Manolopoulos (2008) found, that in the case of the Greek public servants extrinsic rewards do matter more and affect employee selection and effectiveness.

Lately, more organisations have commenced to compensate employees according to their skills and not strictly by their hierarchical level. This is a reform that creates a culture where constant learning comes to the fore. (London and Smither, 1999)

Most agencies try to raise employee performance by including in their compensation packages several types of rewards. This range could include from pay increment to more modern non-monetary rewards such as, tickets for a theatre or a thank you letter. Using intrinsic rewards, employees cover their higher needs of self esteem and self actualisation according to Maslow's Pyramid (James, 2005). Such rewards are related to self-esteem and fulfilment needs according to Herzberg's motivational factors (Frey and Jegen, 2001). Monetary rewards, on the contrary, necessitate manipulation of the civil servants. Some empirical research has found out that performance-related rewards are related more with extrinsic, rather than intrinsic motivator factors (Selart et al., 2008).

Dewhurst, Martinez-Lorente, et al, (1999) claim that in some European countries there are obstacles in the application of the reward systems. Mostly because of deficit problems, monetary incentives are off the agenda. This poses the question if Public Administration should invent alternative reward systems, equally attractive to the recipients. It is important to take into consideration that these rewards could be extrinsic or intrinsic. In addition, there are significant weaknesses that hinder the implementation of performance measurement systems, as relevant legislation dictates promotions and remuneration to be directly related to seniority. Unions are also the source of major interferences in labour issues, for example, dismissing staff who are under performing is out of the question. This contradictory situation is difficult, if not impossible, to manage. Promises that cannot be met are very destructive (Emery and Giaouque, 2003).

6.7 CSF extracted from empirical studies.

Sila and Ebrahimpour (2003) point out that according to studies all over the world a lot of factors could affect the successful implementation of TQM systems. He has named culture, religion, educational level, IT (information technology), government laws, company size, age, gender and so on. They have presented a table of critical success factors extracted from 76 empirical studies across different countries; it can be easily identified that the most commonly extracted factor relative to HR was top management commitment and leadership.

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SILA, I. & EBRAHIMPOUR, M. 2003. Examination and comparison of the critical factors of total quality countries across countries. *International journal of production Research*, 41, 235-268.

Assiri et al (2006) also created a model containing 27 CSF which also affect the implementation of the Balanced Score Card (BSC) , the most important of them in relation to HR were: administrator's commitment, team spirit, and identifying adequate BSC perspectives, mission, values, vision, and strategy, training and automation, and finally measurement.

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ASSIRI, A., ZAIRI, M. & EID, R. 2006. How to profit from the balanced scorecard An implementation roadmap. *Industrial Management & Data systems*, 6, 937-952.

Finally, Demmke (2005) has created a list of Shortcomings and Problems in the field of HRM in various reformed Public Services:

- Difficulties in performance management and respectable management of employees;
- New Public Management doctrines demand from the employees more work in the context of less available resources;
- Poor leadership in any administration level;
- Focusing on targets leads to immoral management on human resources;
- Problems with accountability due to fragmentation of the civil agencies;
- Employees become more anxious and overload threatens their productivity;
- Less satisfaction leads to less employee commitment;
- Disappointment due to dateless budgetary bans;
- Focusing on results and process engineering does not guarantee human behaviour;
- A conflict between rhetoric and practices, setting new rules against the dominant trend to deregulate.
- In the context of continuous parsimony staff motivation is under question;

6.8 Culture

Meanwhile, in the Greek case of public management it is notable, and not incidental, that the picture of the Parthenon Temple in Athens has been chosen as the cover of Juran's book *A History of Managing Quality* (Juran, 1995). In fact, quality was the modus operandi of the ancient Greek Civilization in the fields of art and music, theatre, architecture and mathematics. Dervitsiotis (1999) points out that quality, as an attitude, characterises the Greek people and is a primary value in every aspect of their social life. Thus, performance improvement through quality management is

inherent to the Greek culture and it should be capitalised upon as the critical success factor in the implementation of quality reforms in Greece. Bourantas and Papalexandris (1992) along with Bourne et al. (2002) hold that any attempts to introduce private sector techniques into the public sector will fail unless the existing culture is changed. According to current definitions, culture can be defined as the values and philosophies under which an organisation functions Utall (1983). Writers such as Parra and Castelli (2013) argue that an ideal culture is in essence the critical factor which contributes to the creation of organisational commitment. Lack of corporate culture results in low morale, it causes resistance to change and it creates an unwillingness to exert necessary efforts required to implement reforms. The gap between the ideal and an existing culture is a variable that needs to be carefully examined; however, so far many empirical researches have shown that the private sector is in a better position compared to the public sector on the subject of corporate culture. According to Solomon (1986), this is mainly due to the fact, that in private organisations the performance based rewards increase the commitment of managers by a great deal. The process of changing an organisational culture is a long term issue and the focus on teams is not a "natural" mode of operation particularly, in many bureaucratic hierarchical organisations (Philippidou et al., 2004).

Organisational culture strongly determines the success of an organisation. It is the catalyst which affects all the aspects of organisational activities, employee interaction, decision making, structures, processes and policies, planning and strategy. (Buono et al., 1985)

Jreisat (1997) suggests that training could be a critical factor in trying to change the cultural framework. Specifically, a sine qua non factor to successful implementation of reforms like total quality management (TQM) is the imperative need of changes in the attitudes, values, and certain procedures within the organisation. So, training programs assist employees to accept the new values and designs.

Organisational culture could also change by the leader's "good" works (Gordon, 1991). Trice and Beyer (1993) argue that leaders' practices are probably the catalyst for cultural changes. As the proverb says, "*actions speak louder than words*". Total Quality Management is more than tools, techniques, processes and structures. The managerial behaviour, skills and style of leadership adopted must be seen to be consistent with the quality philosophy and program design. Managers need to understand the links between quality processes, their behaviour and skills, in order to

know how and what they need to do to continuously improve. Implementing a quality program is easy; getting managers to change in light of this is a hundred times more difficult! Many companies fail early in the process due to lack of investment in training senior management in those skills and behaviours that will model the principles of quality and hence encourage its inculcation throughout the company.

6.9 Leadership

Leadership is another dominant factor that affects the successful organisational change, either in the private or the public sector. According to Fernandez and Rainey (2006) leaders have to convince their employees on the impending benefits from reforms. Vision is the key word, hope that the new situation will be better and will increase the overall satisfaction of the stakeholders. Aristotle's characteristics of leadership were Speech (logos), Passion (pathos) and Morale (ethos), sine non qua factors that inspire people towards a common goal. Leaders also have the duty to employ a strategy that could make the vision a reality, they have to minimise resistance to change, a phenomenon very common in public agencies, especially, in underdeveloped countries (Wright and Pandey, 2009). That is why leaders often resort to unorthodox methods when trying to eliminate resistance; they even reach the point to invent a crisis. In the Greek case, the "*sword of Damocles*" was the debt crisis; a lot of reforms could not actually have taken place without the fear of bankruptcy (Lyrintzis, 2011). There are good practices too that can assist leaders in their endeavour, the proper use of human resource management techniques like participation, rewards, ownership, psychological support, etc., are essential tools. Leaders should have the ability and competency to make changes occur. Many executives often prefer to avoid stirring the stagnant waters fearing the cost of fighting resistance to change. They have to find a way to make people contribute in the achievement of a very important goal. A lot of transformational efforts were unsuccessful up to now because the leadership was unable to transfer the vision and mission of change to the employees, or the citizens in the case of governments (Wright and Pandey, 2009). There is a widely accepted and undisputed notion that Leadership makes the difference (Hennessey, 1998). The direction in which the leaders and their followers fight to steer social evolution often comes in the shape of a

dream. The shared image of a worthwhile and plausible cause for a better future is what the leader needs to instil into his followers and inspire them. There is a great difference between leadership and management or administration which comprises of extrinsic more than of intrinsic motives (Wallis and Dollery, 1997). A great necessity nowadays is the existence of dynamic and inspiring leaders in the public sector, as the challenge for production of high quality services with fewer resources is ubiquitous. There is an urgent need for democratic and moral leaders. Citizens-employees have lost their trust in government as the only thing that they can perceive is failure and corruption (Lyrintzis, 1984). Uncertainty, according to Radin and Coffee (1996), is another critical factor that may cause the failure of TQM reform efforts. They pointed out that it is the result of the frequent turnover in Agencies' political leadership. In addition managers have to abandon their golden cages, they need to adapt to new ethics, roles and hopes. Instead of managing by the book, they will have to focus on team work ,participation and learning ethos (Lavdas, 1997). Public managers know that planning is just one of the Management functions. Organising, managing and controlling are the other foundations of successful organisational Management. In cases of entropy, with rather unpredictable results, they would rather design reforms than implement them. Metamorphosis from a command and control system to a system focused on customer demand, or from an authoritative management system to an up to date entrepreneurial one, requires both time and resources (Philippidou et al., 2004)

Philippidou et al. (2004) sum up the most serious weaknesses of previous organisational efforts to introduce reforms in the Greek public sector, based on expert reports, as mainly due to the very lack of mission and vision by the leaders and the high turnover in the higher government ranks. It is clearly evident that a continuous change of policy happens not only during the exchange of power between the socialist and liberal parties, but also among Ministers of the same ruling party.

Adam (2005) states that there are three types of leadership in an organisational hierarchy. Firstly, there is the team leader who supervises a few people; secondly, the operational leader who manages a department and thirdly, the strategic leader who is in charge of the whole organisation. The key to achieving sustainable organisational excellence is to have efficient leadership at all levels. The Achilles' heel, the fatal flaw of reform efforts is to concentrate all development only at the higher levels of leadership and totally ignore the team leaders at the lower levels. To deal with this

Kaplan and Norton (1996) suggest to incorporate appropriate strategy as the vital factor in the successful management of an organisation.

According to the Northern Leadership Academy (2007 ,p 14) modern leaders of public services need to :

- Be adaptable to their changing environment and aware of how they shape the environment;
- Engage in their local communities as partners and co-designers;
- Be innovative in their design and their services;
- Demonstrate public value;

Finally, Professor Keith Grint the author of the book “The Art of Leadership” has recently commented that:

“If we are to start developing our collective leadership then we also need to start ditching the recipe-approach to leadership: there are no -seven-ways-to-guaranteed-success- because there are no guarantees, and there are no guarantees because no one individual can determine the outcome of collective efforts. Leadership is not like following a cooking recipe because the ingredients that leaders use are not dead but live, not compliant but resistant. Thus leadership is more like a craft than a science. And that craft is best learned in situ, on the job and from reflective practice. In effect, then, we should construct development programmes that equip cross-sector leaders to address compelling, real problems through collaborative leadership. You cannot develop a successful professional sports team just by picking the best player to be the captain; you have to provide that team with the opportunities to practise what it is paid to do. We need sustainable communities, not shooting stars.”(Grint, 2005).

6.10 Other factors

6.10.1 ISO per se

Williams (2004) claims that, the better the intrinsic motivation factors of an organisation, regarding the quality aspect, the higher the benefits of the implementation of the ISO systems. Employees should give information about the motivation factors that drove their organisation to implement ISO, as well as, to point out the degree of success in achieving benefits since the ISO 9001-2000 registration.

Williams (2004) also added that these motivating factors usually are: customer demand, quality improvement benefits, part of a larger strategy, pressure from competitors, marketing strategy, non-EU government requirements, regulations required by the EU. The long list of expected benefits includes: increased annual sales, reduced customer complaints, improved profits, increased market share, increase in foreign customers, improved corporate reputation, improved product reliability, fewer defective items, reduced quality costs as percentage to total sales, improved delivery time, reduced process variance, lower manufacturing costs, fewer customers' audits, more competitive advantage, increased quality awareness among all employees, improved documentation, more access to European Union markets, improved customer relationships, enhanced inter-company communications and improved systematisation. If motivation is an integral part of a company's strategy of quality improvement and not a short-term policy, or an outside coercion, the benefits could be maximised.

6.10.2 Optimum Management

Corredor and Goni (2009), in their work suggest that Total Quality systems actually lead to management improvements and thus higher organisational performance. In the private sector this is reflected through customer satisfaction that leads to loyalty, which in turn leads to increased sales and results in more profits (Shetty, 1998). Moreover, targeting quality by customer orientation, continuous improvement and teamwork actually leads to higher productivity Reed et al. (1996). In the public sector adopting Total Quality Management systems, like the EFQM Model, should positively affect the Agencies' quality of services in a cost-effective manner. Thus, it would both satisfy the over-demanding citizens and manage the ever-increasing deficits (Donnelly, 1999). It should also be taken into consideration that the private firms who first adopted TQM systems successfully were companies with a high level of management ready to accept new ideas (Corredor and Goni, 2009). In the public sector, however, these basic assumptions of optimum level management, fertile to new ideas are apparently questionable (Spanou, 2008).

6.10.3 Interest groups

Another critical factor is the existence of various, usually conflicting interest groups. Indeed, it is possible that a hostile interest group will view any effort for change as an opportunity to attack (Radin and Coffee, 1996).

6.10.4 Size

There seems to be a correlation between corporate size and success of reforms. Radin and Coffee (1996) have suggested that most of the success stories have taken place in small size organisations.

6.10.5 E-government

One major quality booster is, undoubtedly, the evolution of technical systems and the introduction of information technology. E-government offers 24/7 accessibility, higher rates of responsiveness, and ensures greater efficiency. “The information society” is a special program, established in 1999 and funded by the EU’s Third Community Support funding program. Its mission is to provide on line public services to all EU citizens (Infosociety, 2013).

6.10.6 Recourses

According to Kanfer (1990) there are other critical factors which also affect performance levels like, workloads, time constraints, lack of adequate resources, the use of obsolete equipment, or the quality of supervision and training, as well as, employees’ abilities. All these could be placed under the umbrella of “resources”. Thus, motivation by itself is not the solution to boost performance, especially under current economic difficulties where resources are scarce.

6.11 Conclusion

NPM reforms have been lately introduced in the Greek public sector as a measure to alleviate the debt crisis and to assist towards financial bailouts. However, there is a lack of research about their impact on the human factor or the related CSFs. TQM reforms, as a NPM doctrine, are an absolute necessity as they simultaneously increase

quality and reduce cost, a much desired outcome, especially, in the context of the current debt crisis and diminishing resources. The scope of this study is to record all those critical factors that contribute to successful reforms and are related to the personnel in the public sector. In this chapter an overview has been presented on the subject of public servants' motivational factors and those essential elements pertaining to HR management that affect organisational changes, as derived from our reference literature. It is apparent that relevant literature focuses on motivation as a critical factor for the implementation of any kind of changes, a lot of NPM doctrines encounter many problems regarding the motivational framework they deploy when they are implemented. Leaders, supervisors and decision makers have to change their management style in order to boost empowerment and therefore employees' contribution. Quality prerequisites autonomy, self-expression and self-efficacy, therefore, management has to deploy strategies to remove all the barriers that hinder the growth of such characteristics among the employees. This data collected will be the basis of the design of the semi-structure interviews that will be used by the researcher when he/she come to the field to find out what really happens, to establish critical factors-barriers or to extract new ones. Furthermore, the development of a Motivational Development Program for Human Resource Management necessary and adequate for the successful reforms of the public sector would be a challenge and an ultimate goal, particularly in the context of current economic crisis. We ought to mention at this point, the current void in the Greek bibliography on the subject and our modest effort to provide some references for future researchers.

In the next Chapter principal findings from the literature review on the subject of Quality reforms and will be summed up in order to identify a conceptual framework – a road map for conducting the interviews.

Chapter 7. The Greek Public Sector ISO Implementation and HR Issues - A Conceptual Framework

7.1 Introduction

This study has two principle targets, firstly to answer the question why the NPM reforms do not succeed in the Greek public sector and secondly to fill in the gap in the available literature on the impact on the employees of the Greek public Organisations by the recently introduced TQM reforms. Expectantly the findings will be of great importance as the successful implementation of reforms is a prerequisite for the future of Greece towards an economic independence from its creditors, as well as, TQM models fit better to the Greek reality as they create a win-win situation for all the participants. At this point the conceptual framework will be constructed, a set of broad ideas and theories that help the researcher to identify the problem to frame the questions and find suitable literature (Smith, 2004). The Human Resources issue is considered the key to the answers of the basic research question. Based on this approach a literature review has been conducted on topics like NPM evolution, special characteristics of the Greek public sector, TQM models most commonly used in the public sector, the motivation of employees in the public sector, as well as, the CSFs pertaining to the human factor.

The purpose of this Chapter is to sum up the principal findings from the literature review on the subject of Quality Reforms and HR issues and to identify a model that can be used to provide the basis for the design of the semi-structured interviews.

Many researchers have stated a variety of Critical Success Factors (CSF) for the implementation of quality systems such as ISO 9001. In the next section a review will be made of the overall TQM trends to portray the results of some empirical studies on the CSFs during the implementation of quality systems. As a next step those critical factors would be classified into categories and further analysed. A presentation will be made of some specific characteristics affecting the success of reforms that are applicable to the public sector, based on the dogma that “sector matters”. Additionally, the particular characteristics of the Greek public administration would be analysed as they have incessantly affected negatively the implementation of

successful reforms in the past. Finally, an attempt will be made to combine all the material to create a roadmap of the quality implementation process, while considering those HR issues which could create conflicts in the process.

7.2 TQM in public sector-Overall trends

The ISO 9000 quality management system is a private sector tool lately introduced also in the public sector under the umbrella of NPM reforms. Registration to ISO 9000 certifies to customers/citizens that they are going to consume public goods and services within a certain quality level (The International Organization for Standardization, 2013). The reasons for implementing ISO 9001:2000 in private or public sector organisations according to Connor (1997) could be as follows:

- First, pressure on public services to demonstrate value for money has been growing. The urgent need to improve services continually has led to a greater interest of the public sector in the concept of total quality management.
- Second, today just the claim of providing quality services is no longer enough; the evidence must be tangible to back up such a claim. Certification by an external entity appraising quality standards is one way an organisation can demonstrate publicly its commitment and aspirations to continuous improvement.
- Third, it can be seen as the means of improving internal processes thus effectiveness and reducing waste.

ISO 9000 is a system focused on process control in order to deliver quality improvements, increased business performance and greater customer satisfaction (Schenkel, 2004). It has also been suggested that ISO 9000 could be just the first step towards achieving a total quality management (TQM) system. Due to the fact that the business Performance Prism, Six Sigma, Balanced Scorecard (BSC) or the European Foundation for Quality Management (EFQM) excellence models are focused toward overall business excellence, a lot of ISO certified organisations are now considering these options as answers to the question “what is next” (Lupan et al., 2005), methods to follow-up and maintain quality.

McAdam and Saulters, (2000) emphasise that financial measures are no longer enough to quantify public sector performance. Factors like employee and customer

satisfaction are equally important, if we want to have an overall image of the organisational performance. Their survey findings show that all the public sector organisations use a 'basket' of financial and non-financial performance measures. The results support the concept that employee-satisfaction leads to improved customer satisfaction which, in turn, produces the required achievement of the organisational goals.

The most popular of these mixed TQM systems is undoubtedly the Balanced Scorecard. The effective administration of an organisation today presumes that the managers have the ability to manage performance from various perspectives simultaneously (Kaplan and Norton, 1992). According to them Balanced Scorecard provides answers to four basic questions:

- How do customers see us? (customer perspective)
- What must we excel at? (internal perspective)
- Can we continue to improve and create value? (innovation and learning perspective)
- How do we look to shareholders? (financial perspective)

John Seddon (2008) had commented that, "*governments have invested in the wrong things. Belief in targets, incentives and inspection; belief in economies of scale and shared back-office services; belief in deliverology... these are all wrong-headed ideas and yet they have underpinned this government's attempts to reform the public sector*". In response to this status he developed a version of those systems, which he considered suitably modified to take account of the peculiarities of the service systems within the public sector. The main ideas are:

- Help managers to think differently (systemically);
- Ensure that those doing the work lead the process of system diagnosis and redesign;
- Design the whole system to serve the customer's purpose;
- Connect all the elements of the system to contribute to serve the customer purpose;
- Eliminate waste – those aspects of the process that do not contribute to serve the customer purpose;
- Understand the type and frequency of demand on the system;
- Design against demand; increase the capacity of the system to respond by giving greater autonomy to those doing the work;

- Design support systems, such as IT systems, only after the main operational system has been designed and ensure that they support adequately that system;
- Evaluate in terms of whether and how the whole system performs in meeting customers' purpose;
- There is a change to measures. The choice of measures is governed by the purpose of the service from the customer's point of view;
- Provide for the continuous learning of those doing the work and their managers;
- Focus on creating competitive value for all the stakeholders of the organisation ("doing the right things"); and
- Focus also on bringing this value with more efficiency and less defects ("doing things right").

"The better way starts with understanding the organisation as a system. It implies a completely different management philosophy. The Japanese companies which adopted this philosophy have achieved remarkable results. When we woke up to the -Japanese phenomenon- (in the 1970s) and sent managers to look at what they were doing, those managers copied the things they saw, for example quality circles and suggestion schemes. They did not see the thinking behind what was happening. As a result, the things they copied failed – they were incompatible with the surrounding system"(Seddon, 1997,p168).

In fact in their book from *Heresy To Practice* (Zokaei et al., 2011) they present a set of case studies in which the implementation of "Systems Thinking" has lead to significant improvements including:

- Reducing the average end-to-end time of the service;
- Reducing the (activity) cost of delivering the service;
- Reducing the average cost of the physical works;
- Reducing failure demand.

7.3 Critical Success Factors *extracted from literature review*

In general terms, Critical Success Factors (CSF) can be defined as, the basic elements required in order to ensure effective implementation and management of a system or the accomplishment of an organisational target (Oakland, 1995).

In the previous chapter CSFs were presented with specific reference to their importance in the implementation of TQM systems in the public sector, particularly from the HRM perspective.

- The first large category of CSFs is within the HRM environment, it includes parameters like recruitment, training, performance assessment and fair pay systems. On the other hand factors like monotonous work, bureaucracy, lack of meritocracy, have a negative effect on the employees and hinder all efforts for quality improvements (Ismail, 2012, Ueno, 2008). Their importance was noticed when constructing a framework that favours continuous improvement through participation and teamwork, rather than those individualistic structures based on hierarchy and command control (Milita, 2009, Sila and Ebrahimpour, 2003, Wright and Davis, 2003, Legge, 1995, Herzberg, 1968).
- Motivation as a CSF is mentioned separately, due to the importance of this factor, particularly in the public sector where recently the morale of the public servants has plummeted as they consider themselves the scapegoats of bureaucracy and the recent debt crisis (Bowen and Lawler, 1992, Longbottom et al., 2011, Demmke, 2005).
- Supervisors are considered as essential catalysts for the employees' performance, the implementation of TQM systems and quality changes in the organisation (Conger and Kanungo, 1988, Adam, 2005, Savelsbergh et al., 2010).
- The prevailing culture of impunity and the lack of a just system of disciplinary measures affect the employee morale and performance in the public sector (Norris and Paul, 2006).
- TQM systems clearly define roles and responsibilities, thus the fears and the egos of supervisors at all levels may hinder the implementation process (Connor, 1997, Gwartney and Wagner, 1988, Milonopoulou, 1998, Adam, 2005, Conger and Kanungo, 1988).
- Training in the technical aspects of the implementation of a TQM model, as well as, overall quality culture training is a key pillar in the success of reforms (Collard, 1989, Dewhurst et al., 1999, Williams et al., 1989, Deming, 1982, Jreisat, 1997, Sila and Ebrahimpour, 2003, Ueno, 2008).

- Reaction to change requires special handling from the management so as to minimise and eventually eliminate it (Connor, 1997, Neely and Bourne, 2000).
- Employee involvement is a prerequisite for any quality theory and it depends both on the employee's capabilities and the framework developed by the Human Resources administration (Poksinska et al., 2002, Sila and Ebrahimpour, 2003, Milita, 2009).
- Free flow of communications is an indispensable element for all organisational functions and for all improvement efforts (Assiri et al., 2006, Longbottom, 2000, Ueno, 2008).
- Commitment involves the leaders, the politicians, the employees and all the stakeholders. Many past reform efforts failed due to lack of follow up and commitment (Spanou, 2008, Poksinska et al., 2002, Sila and Ebrahimpour, 2003, Assiri et al., 2006).
- The overall strategy should include both the process for the application of quality systems and the deployment of the HRM support systems (Simmons et al., 1995, Sila and Ebrahimpour, 2003, Assiri et al., 2006).
- The human element should be considered as an important factor when implementing TQM systems, procedures, improvements and statistics are not adequate on their own but only in conjunction with the human factor (Wilkinson, 1992).
- TQM stipulates performance assessment; however, assessment management should consider certain factors, like qualitative and quantitative targets, the bureaucracy incurred and the rewards expected. Clear outlines should be present as to who are responsible to set the targets and who are assigned to perform the actual process of assessment (Bourne et al., 2002, Ueno, 2008, Mcadam and Saulters, 2000, Radin and Coffee, 1996).
- The quality culture can offset for all the adversities encountered during implementation, like low morale, reaction to change and the unwillingness to exert the additional efforts required (Ortega-Parra and Sastre-Castillo, 2013, Ueno, 2008, Putz, 1991).
- Leadership is the dominant factor influencing success in the process of reforms in an organisation; it has to lead the way to motivate employees and to inspire them beyond the regular call of duty (Radin and Coffee, 1996, Wallis

and Dollery, 1997, Philippidou et al., 2004, Sila and Ebrahimpour, 2003, Lavdas, 1997, Adam, 2005).

- ISO per se, is a splendid example, as its principles include many motivational factors (Williams, 2004, Poksinska et al., 2002).
- An existing advanced administration level can assist in the implementation of TQM (Corredor and Goni, 2009).
- Interest groups are controversial influences as they could hinder or support a reform effort (Radin and Coffee, 1996).
- The size of an organisation can affect positively (Radin and Coffee, 1996, Makrodimitris and Mixalopoulos, 2000).
- Application of Information Technology and e-government help to process data faster and render efficient services to the citizens (Infosociety, 2013), and
- The availability of adequate resources (Kanfer, 1990, Neely and Bourne, 2000, Bolton, 2003).

7.4 The Fusion for the Greek Public Sector

The critical factors, as previously analysed, should be synthesised in an appropriate blend to produce a plan, a conceptual framework, which will guide us towards the research goals. We shall endeavour to integrate, based on the literature review, the Quality Reforms and HR issues previously encountered from the implementation of similar changes, along with the Greek Public sector particular characteristics, and apply them towards a model for the specific purpose.

In the Greek case reformers have adopted the hard model; it includes privatisations, downsizing, and salary reductions (Feathertone, 2011). These items are on the ongoing agenda of the Greek Public Administration. Furthermore, Professor Barbaresos has ascertained in his report (Makrodimitris and Mixalopoulos, 2000) the problem of *clientelism - favouritism* which plagues the public administration from the very beginning of its foundation. Maroudas (2009) also, in his thesis portrays bureaucracy, overregulation, clientelism and the lack of meritocracy as the Achilles' heel of the Greek public administration. Employees working in such an environment

are unhappy, their output and subsequently the customers' satisfaction levels are very low (Milonopoulou, 1998). In the Greek public sector the evaluation of the personnel is based on clientelism, party affiliations and not on meritocracy, the results are detrimental (Maroudas, 2009). Due to the high unemployment rates in many underdeveloped countries people exchange their votes for public sector jobs (stability, better conditions), or for just the expectation of future recruitment (clientelism). This signals the beginning of a long term relationship with negative effects on public administration. Supervisors, for example, are not the most suitable for the job, selected by merit, but instead by an exchange of personal favours which they are expected to return, often in an illegal way, thus breeding corruption (Milonopoulou, 1998).

Lavigna and Hays (2001) point out that meritocracy is a NPM major principle; we encounter this concept in the compensation systems, in promotions and in an impartial recruitment process. In addition, accountability and the clear separation between public servants and party politics are necessary attitudes for the reforms to become successful (Bolton, 2003). The term Total Quality has to be implemented also in the Human Resources philosophy. An incompetent supervisor without the necessary qualifications, advanced by seniority and other unorthodox ways could not be a catalyst in the quality reform process (Conger and Kanungo, 1988). In the Greek case, Milonopoulou (1998) noted down as critical factors for the public sector – selection, permanency, working conditions, financial security and social prestige, but is this the right material for efficiency? She also noted that the higher the educational credentials one has, the more he/she prefers the private rather than the public sector.

In the Greek public services, Manolopoulos (2008) findings show that the public sector in Greece provides more extrinsic than intrinsic rewards to its employees, even though it is generally accepted that employees motivated from intrinsic factors are more productive. The question is, if under the current economic crisis where extrinsic motives fade out continuously, public servants are or can remain motivated. Individual abilities and demographics are also great determinants of the employees' motivational preferences. More experienced and educated employees prefer a multifaceted context of motivators, including both extrinsic rewards and intrinsic motives. Public administration has to provide a balanced dose of extrinsic motives (fair wages, security, promotions), as well as, of intrinsic motives (creative work, recognition, autonomy). The ideal synergy between extrinsic and intrinsic motives,

taking into consideration personal characteristics and environmental conditions, is a necessary prerequisite for the success of human resources management strategy (Wright and Davis, 2003). Finally, in order to receive financial support, the Greek Government has signed a Memorandum with the European Union (EU), the International Monetary Fund (IMF) and the European Central Bank (ECB) which stipulates a time frame for specific economic policies which have to be accomplished, so as to bail out the Greek economy and render it sustainable. Usually, global organisations like the IMF offer technical assistance; they recommend austerity measures like reduction in household earnings, layoffs and staff reductions, as well as, cuts in pensions, privatisation of profitable public utilities and demolition of the welfare state. All these neoliberal measures have more to do with the rescue concerns of the lenders, rather than with the structural reforms of the public sector (Mariais, 2010). Wilkinson (1992) argues that TQM has both 'hard' and 'soft' sides. The “hard side” gives great emphasis on production orientation, whilst the “soft side” moves the focus of control from outside to within the individual.

It is, therefore, obvious and conclusive that any effort for a reform model in the Greek Public Sector has to take into consideration, over and above the Critical Factors of previously applied international reform plans, those factors particular to its current structure. A mechanism should be devised that cares for all the peculiarities of the Greek public sector, that are indisputably at the root of the problem, in addition to provide for adequate consideration to all other factors that are vital and need to be integrated into its process. A sector ailing from lack of meritocracy, burdened with favouritism and controlled by party politics cannot recuperate, as by magic, by the mere application of standard remedies, as those prescribed in the models previously discussed. More drastic and intricate measures are inevitable, because if the problem is not addressed at its root all efforts for reforms will be doomed.

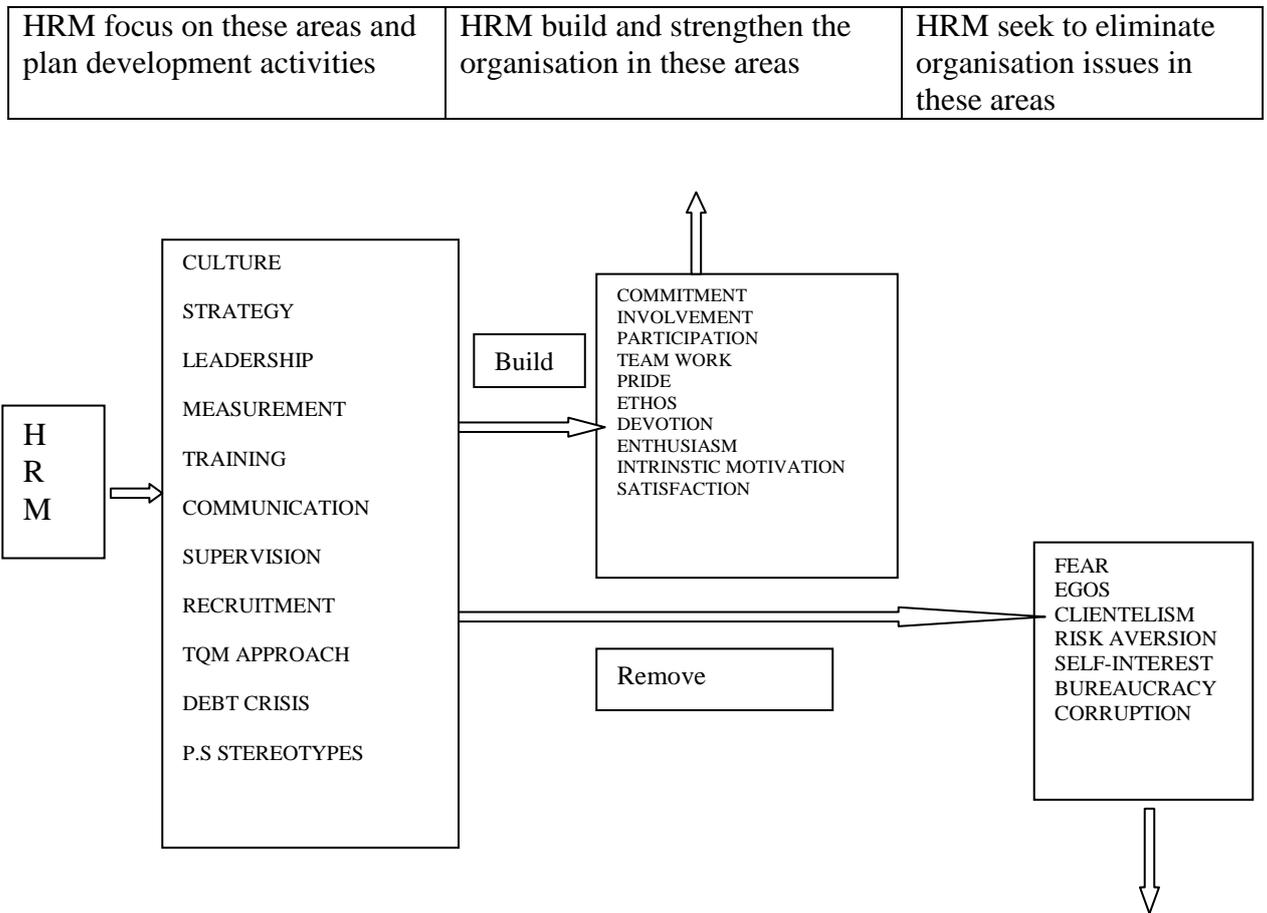
As we are going to investigate CSF for the successful implementation of the ISO 9001 standards in the Greek public sector organisations, we have to take public sector characteristics and the work of scholars on the particular subject into account.

- The Issue of Stakeholders (Neely et al., 2001).
- The Phenomenon of Clientelism (Maroudas, 2009).
- Public Sector Failure and Corruption (Lavdas, 1997).
- Risk Aversion (Neely and Bourne, 2000).

- Public Servants Stereotypes (Milonopoulou, 1998).
- Fiscal Problems (Dewhurst et al., 1999).
- The Culture and Practice of Non-Punishment (Norris and Paul, 2006).
- Bureaucracy (Radin and Coffee, 1996).
- Public choice theory (Gwartney and Wagner, 1988)
- Greek Debt crisis (Marias, 2010).

7.5 Putting it all together, The model

Figure 7.1 Synthesis (TQM&HR) in the Greek Public sector



Case of Total Quality Management (TQM) process where Critical Success Factors (CSF) has been influenced by HRM, in order to provide fertile ground for reform prerequisites and to eliminate detrimental elements.

Despite the indisputable recognition of TQM as an advanced management tool, the analysis of its functions, mainly by Operation Management staff, turns out to be its weak point, its Achilles heel (Singh et al., 2011). That is because greater emphasis has been given on the “hard” aspects of the system, like procedures and process, while the “soft” aspects, those pertaining to the human element have been undermined. The importance of HRM is evangelised in this model as the key to solve the human elements issues in the TQM process and render it successful.

7.5.1 HRM focuses on CSF and plan development activities.

Wilkinson et al. (1991) argue: “ *putting human resources issues in the top anagement agenda is a prerequisite for the effectiveness of all quality improvement efforts.*”

These include necessarily issues like the supervisory style, compensation/payment systems, teamwork and the work environment that favours change (Kumar, 2012). Blackburn and Benson (1995) argue that Human Resources Management (HRM) should lead all efforts to establish a Total Quality Management (TQM) culture in an organisation. In many case studies it has been observed that HRM promotes the TQM initiatives, by training, reinforcing communication channels, even by bringing in experts to assist in redesigning production processes. In other instances, they undertake a more direct role in TQM implementation by training management and employees in teamwork principles. Many organisations that have been awarded the Malcolm Baldrige National Quality Award (MBNQA) had HRM Departments with innovative practices and policies in recruitment, assessment, rewards and benefits for their employees, similar to those stipulated by TQM strategies. Similar findings have been reported by (Dale and Cooper, 1993) and (Miller and Lordy, 2000).

This can be achieved by bestowing upon and entrusting HRM with the leading role to determine and intervene in all the key functions that influence TQM implementation like, culture, strategy, leadership, assessment, training, communication, supervision, recruitment, TQM approach, debt crisis, civil servants stereotypes, thus assisting towards successful reforms. Furthermore, for each anticipated barrier the decision makers have to analyse the causes of the malfunction and delineate required plans for improvement. Such improvement initiatives are not quick fixes, and typically programs must plan for several years of reform, measurement, and review (Wilkinson et al., 1991).

More specifically the challenge that arises is to define the culture that will develop and assist the implementation process of quality reforms in the Greek Public sector. Culture deals with issues like the level of involvement, continuous improvement, communication among the participants and the readiness to accept changes. Accommodation of quality friendly cultural characteristics should be a priority for the HR department (Smyth and Scullion, 1996).

On the same wave length, training issues come to the fore. Topics like recruitment, retention, team work, development, appraisal, rewards, job security, involvement all

of great importance for the successful implementation of quality reforms, are all affected by the organization's educative process a great deal (Redman and Mathews, 1998).

Management commitment and support is also a critical factor for the successful implementation of TQM. As it is of primary importance, HR professionals should set up workshop for training to top management as well as, key executives of the organisation (Palo and Padhi, 2005).

Simmons et al.,(1995) maintain that HRM policies should be embedded in the strategic planning. Personnel selection, recruitment, training and development should be aligned with the strategies of the organization. Recruitment should provide the organisation with employees that comprehend targets, TQM values, who can effectively contribute in the successful implementation of the system. In certain organisations, committed to the importance of team work as an essential TQM tool, team members have the final say in the recruitment process.

The "soft side" of TQM approach focuses on accountability and commitment, propagandises that employees do not need to be coerced, instead they voluntarily strive to achieve, take responsibility and use their abilities. '*Quality is everyone's business*', thus the "soft side" gives emphasis on the management of human resources (Wilkinson, 1992).

Yang (2006) investigated the effect of HRM practices on the implementation of TQM and reached the conclusion that the practices of "training and education", "incentive compensation", and "employee development" produced the greatest influences on TQM successful implementation.

Performance management should also be well designed and focused on the appraisal of team and the enterprise as an whole, on future improvement, on qualitative feedback and on rewarding rather than just rating performance (Simmons et al., 1995).

Frank and Lewis (2002) argue that, public servants were handled as a different category of workers. They seem to live in an ivory tower, working less hard than their counterparts in the private sector, enjoying more protection and job security, in a more rule-driven environment and not expected to be very creative. As a result, they develop different personalities, incentives, culture, tradition and ideology. This framework becomes a critical, a priori factor for the study of the motivation of public servants. Human Resources Management (HRM) has to take into consideration all

these differences in order to deploy successful strategies on performance, motivation and employees' work satisfaction.

Unfortunately the Greek civil servants are expected to operate and implement reforms in an environment dominated by debt crisis and severe austerity measures that have negatively affected the human factor. The obstacles which impair the development of an effective and rational system for managing human resources were determined in chapter three and need to be addressed prior to any successful reform efforts.

Following is a list of CSF which pose challenges to the HRM function, with a reference to the relative section of this paper where it was analysed in depth along with relevant literature review.

Culture (Ortega-Parra and Sastre-Castillo, 2013). Section 6.8

Strategy (Simmons et al., 1995). Section 6.4

Leadership (Radin and Coffee, 1996). Section 6.9

Measurement (Bourne et al., 2002). Section 6.6

Training (Collard, 1989). Section 6.2.5

Communication (Assiri et al., 2006). Section 6.2.8

Supervision (Conger and Kanungo, 1988). Section 6.2.2

Recruitment (Milita, 2009). Section 6.2

TQM approach (Wilkinson, 1992). Section 6.5

Debt Crisis (Marias, 2010). Section 3.2

PS Stereotypes (Demmke, 2005) Section 5.3

7.5.2 HRM builds and strengthens the organisation in order to maximize the TQM prerequisites.

The model presented herewith propagates that quality reforms can succeed when an organisation provides fertile ground for reforms and all prerequisites are made available, such as, commitment, involvement, participation, work pride, ethos, devotion, enthusiasm, intrinsic motivation and satisfaction.

Team working, employee wellbeing and morale, employee participation and engagement are all TQM prerequisites and objectives which have to be met. In order to successfully implement any quality model HRM has to invest in training and

communication programmes specifically targeted to achieve those objectives (Wilkinson et al., 1991).

The HR professionals are also responsible to produce and evangelise the TQM vision of the organization which must include continuous improvement, quality, and customer and employee satisfaction (Palo and Padhi, 2005).

In addition, some scholars like Featherstone (2011) argue that public servants usually work in an environment with too many rules and too much political interference; while on the other hand, there is a prevailing lack of modern HRM concepts and practices like delegation, decentralisation, motivation, performance incentives, etc. Furthermore, public sector employees are overprotected against the fear of dismissal, their jobs are permanent. There are no “carrots” and no “sticks” in the public administration (Burgess, 2006).

Public employees are usually stereotyped as security oriented, with less concern for self-actualization. Newstrom et al. (1976) found that these clichés are not true. In other words, public employees have moved to the higher levels of the Maslow’s Hierarchy of Needs pyramid. Therefore, managers have to use intrinsic rewards, rather than extrinsic, to motivate their employees. In other words, jobs have to be designed or redesigned recognizing the employees’ needs to align their capabilities to the organisation’s goals.

7.5.3 HRM seeks to eliminate TQM barriers.

Similarly, detrimental elements like fear, clientelism, risk aversion, self-interest, bureaucracy and corruption should be eliminated or at least kept to a minimum.

The issue of resistance to change has to be overcome by the HRM. It needs to communicate effectively and convince all participants of the impending changes and how they will mutually benefit the organization as its employees (Smyth and Scullion, 1996).

HR professionals are also responsible in change in the mind-set of people. Quality friendly attitudes must replace barriers. Especially in the Greek Public sector a paradigmatic shift of attitudes is a *cine qua non* factor for any change attempt (Palo and Padhi, 2005).

The prevailing stereotypes of the lazy, unproductive and corrupt civil servants (Demmke, 2005) combined with bureaucracy, lack of meritocracy and the partisan affiliations characteristic of the Greek public sector (Makrodimitris and Mixalopoulos, 2000) create conditions that deter motivation and prevent employees from being productive and provide required services as well as preventing the successful implementation of reforms. The importance of the HR professionals' role to apply motivational techniques and to develop programmes targeting the elimination of barriers is crucial at this point of the TQM process.

7.5.4 The model

Figure 7.1 illustrates the synthesis of TQM factors and HR functions. It depicts a Critical Success Factors (CSF) model suitable for successful TQM reforms, in conjunction with the HRM functions and applicable for the Greek public sector. It is derived from the literature review of the following subjects: a) the development of NPM and its applications in the public sector, b) the most known TQM models and their basic traits, c) the specific characteristics of the public sector global and Greek, d) the subject of public servants motivation, and e) those CSFs that pertain to HRM prevalent in TQM implementations and recorded in global literature reviews.

This is by no means a haphazard compilation of items, the title of each study item has been researched and especially the key words it contains. These words on their own or in combination have been painstakingly researched over the web and important articles, books, journals, conference papers, etc. have been extracted for study.

Apart from the rigorous literature review, it is also based on the personal experience of the researcher and the fact that the author of this paper has been working in the Greek Public Sector for many years and is still employed as a public servant. This has presented him with the unique opportunity to access data and evidence over a number of years. It has also enabled him to engage both formally and informally with participants and stakeholders in the sector over a prolonged period of time. In this respect the researcher can safely claim to be 'immersed' in the phenomenon under study.

This model provided the researcher the necessary tools to conduct the qualitative study. As there is no single truth and it usually depends on the context, all these

prerequisites and barriers would be tested in the framework of the Greek Public sector. In a quantitative research approach all these factors could form a hypothesis, but in this study the researcher approaches the issues in a specific qualitative context, which is of importance for the participants in the reforms within the Greek public sector and needs to be extracted and defined.

The above model could be expressed as a mathematical function.

$$f(CSF(i)_{HRM}) \rightarrow X(i)max, Y(i)min$$

Where CSF(i) are the deployment of Critical Factors affected by HRM in order to maximize prerequisites X(i) and minimize the barriers Y(i) of TQM implementation in the context of the Greek public sector.

7.5 Conclusion

In this Chapter the essential literature reviews have been recapped, particularly those pertaining to HR Management within the context that affects quality reforms in the public sector. Specific consideration has been given to the particularities of the Greek public administration, thus setting the framework for the interviews planned with personnel who are actively involved in the reforms implementation in the subject Agency of this research. In essence, categories have been formulated and topics highlighted which will assist to tackle the basic inquiries of this study. This research aspires to fill in the gap in the available Greek literature on the subject, to acquire the knowledge that can be disseminated to the decision makers on the TQM prerequisites related to the human factor and the possible barriers that may hinder the change process especially in the Greek public sector. Ultimately, it aspires to propose solutions and provide plans for improvements that could alleviate the current difficulties faced. The development of a conceptual framework was of great importance. Based on the findings the researcher could identify the problem and frame the questions that need to be addressed within an Organisation, to assess the situation and to extract Critical Factors for the successful implementation of Quality reforms. The literature reviews lead to the formation of a model with prerequisites and hindrances that affect the TQM implementation.

In the next Chapter the issue of the research Methodology will be addressed and its approach and strategy will be outlined. The research methodology would prove to be an important issue for the planned survey and the extraction of the valued findings sought herein.

Chapter 8. Methodology

This research aspires to provide a thorough assessment on the impact of reforms on the Greek public sector, and the direct impact of these reforms on the motivation of the public servants in Greece. It is also significant to fill in the gap of relevant literature on issues like the impact of NPM on public servants in Greece and to examine the importance of the HRM role in achieving the government's goals. The research objectives are (after reviewing the literature and secondary data) to identify the implementation of NPM in the Greek public sector, as well as, the impact of the reforms on the motivation of public servants. Last but not least, this research aims to conduct Primary Research within the Greek public services in an effort to identify the impact of NPM on the motivation of Greek Public Servants. Based on the literature review we have identified some critical research questions pertaining to the obstacles of the successful implementation of NPM doctrines in the public sector. Some indicative research questions are as follows:

- How does the New Public Management influence the motivation of the Greek Public Servants?
- What is the impact of Greek Political Parties on the NPM process?
- Is there any presence of soft-HRM or hard-HRM in the public sector reforms?
- What really motivates the Greek public servants?
- If positive traits of the public service employees (such as public service ethos, professional pride, work ethic, loyalty, user and quality orientation) are being threatened by state reforms?
- Are there any motivational elements in ISO quality reforms per se?

Though there have been considerable discussions and debates on the application and value of New Public Management (NPM) in the Public Sector, there is an apparent lack of empirical studies that may help to understand Critical Success Factors (CSF), their implications and their impact on employees. To fill in this specific gap and address it from an academic perspective is the primary goal of this research; its outcome and conclusions will attempt to eventually close the current divide. In addition the purpose of this research is to carry out a critical evaluation of the Greek New Public Management Reforms and their impact on Public Sector employees in

order to develop a new framework and to accordingly inform policy makers, decision makers and those engaged in NPM programmes. It is imperative to define for the issue under investigation the crucial and significant criteria that affect the outcome of the process.

This chapter, on the Methodology of this research, is divided into four sections based on structure suggested in Bryman and Bell (2011). Similar structures can be found in Saunders et al. (2009) and Miles and Huberman (1994).

- Section one discusses issues of the Research Philosophy, the evolution of knowledge and its nature.
- Section two analyses the Research Approach (comparing Deductive-Inductive approaches).
- Section three discusses and presents the Research Strategy (Qualitative and Quantitative methods).
- Section four presents and justifies the special characteristics and processes of the selected research method for this study (considering strengths, weaknesses, and how weaknesses may be addressed).

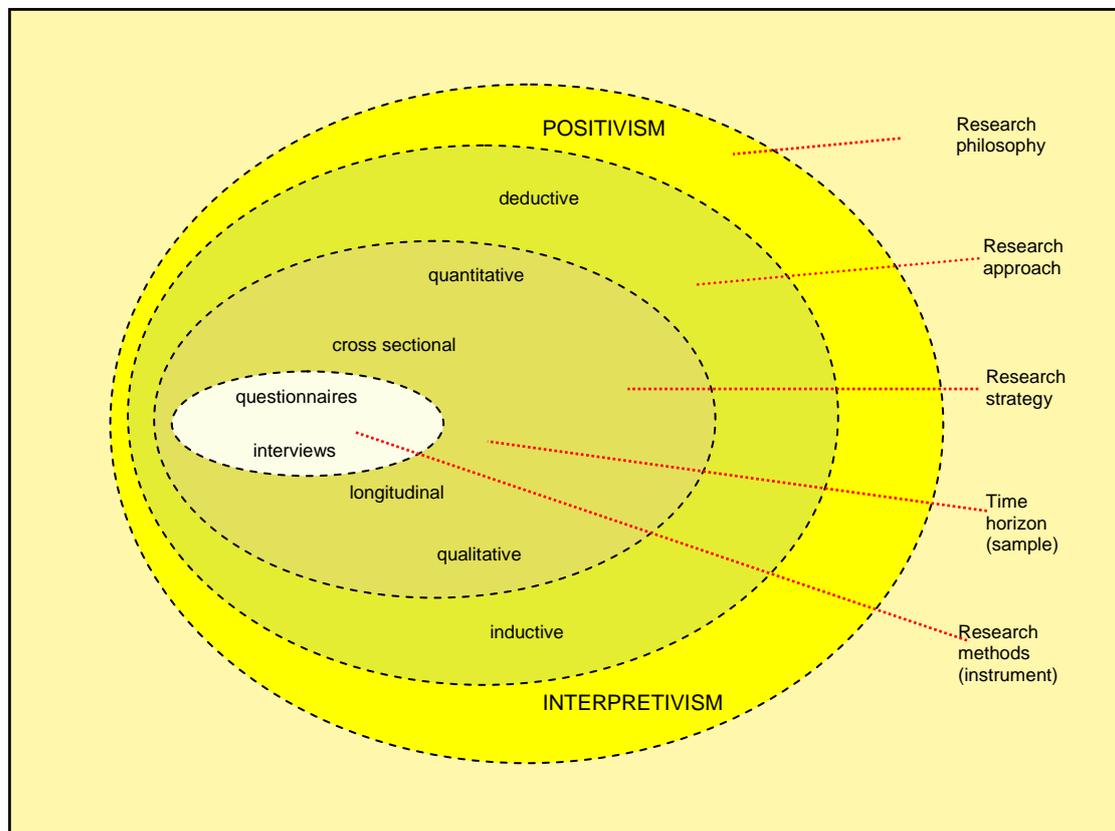
8.1 Research Philosophy

Figure 8.1 describes the generic “onion” type method of research which enables the researcher to “*depict the issues underlying the choice of data collection methods*”. According to this model we have to peel the layers of the onion in order to reach the core. Those layers represent the phases and aspects of the research, they would include the philosophy it is based upon, its approach to the various issues, its strategy/methodology, the perspective of time and the methods applied for necessary data collection. Prior to conducting the actual research it is vital to define in advance the research philosophy, which would in its turn determine the research approach that would finally delineate the research strategy (Saunders et al., 2009). Similar structures are suggested by Bryman and Bells (2011), Miles and Huberman (1994). It is therefore selected as it represents a suitable and rigorous structure for a study at this level.

The research 'onion' model is in concord with the research structure suggested by other authors, such as Bryman and Bell (2011) namely the layers of, research philosophy, approach, strategy, etc.

On the metrological issue of the research a clear distinction is drawn between qualitative and quantitative research methods; they bypass the extremes of positive and interpretive perspectives. They suggest instead the use of a mixed method approach that combines quantitative and qualitative research in order to reach to reliable and complete outcome.

Figure 8.1 The Research Process Onion: adapted from Saunders 2012



Research philosophy takes the form of an overview of the evolution of Knowledge and its nature. It seeks to identify the manner by which knowledge is acquired and to determine acceptable knowledge additions within a specific field of study. There are two ways of approaching research philosophy, ontology and epistemology. The concepts of reality, its nature and what constitutes reality are the subject matter of

Ontology. *“The central point of orientation here is the question of whether social entities can and should be considered objective entities that have a reality external to social factors (objectivism) or whether they can and should be considered social constructions build up from the perceptions and actions of social actors (constructionism)”* (Bryman and Bell, 2011p 21). In our case there could be an ontological argument that the main objective entities are: The public organisations, the civil servants, the ISO process or the relative documents. In this study we are dealing with perceptions of these complex entities which are also subject to different interpretations and meaning. Dealing with this phenomenon with an interpretive approach is considered the best research methodological tool. The research questions in this study are complex and require deep understanding of issues: it is therefore not possible to focus the investigation only on written documents or on simplistic survey data.

8.1.1 Epistemological stance

According to Williams and May (1996) *“epistemology is concerned on what constitutes acceptable knowledge in a field of study. The term epistemology (what is known to be true), as opposed to doxology (what is believed to be true), encompasses the various philosophies of research approach. The purpose of science, then, is the process of transforming things believed into things known: doxa to episteme”*.

Lavin (1988) compares the two opposing (extreme) paradigms: *“Researchers in that case could embrace the positivism or the interpretivist philosophy. Positivists believe that reality is stable and can be observed and described from an objective viewpoint, i.e. without interfering with the phenomena being studied. They contend that phenomena should be isolated and that observations should be repeatable. This often involves manipulation of reality with variations in only a single independent variable so as to identify regularities in, and to form relationships between, some of the constituent elements of the social world. Interpretivists contend that only through the subjective interpretation of and intervention in reality can that reality be fully understood. The study of phenomena in their natural environment is the key to the interpretivist philosophy, together with the acknowledgement that scientists cannot avoid affecting those phenomena they study. They admit that there may be many*

interpretations of reality, but maintain that these interpretations are in themselves a part of the scientific knowledge they are pursuing”.

In the Greek public sector there are a lot of particularities and our duty is to extract them and outline them. This cannot happen by mere observation nor based on the knowledge we already have, but it is necessary to scrutinize its structure and operation in depth, a process made possible only by interpretivism. Table 8.1 compares the characteristics of positivism and interpretivism.

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WEBER, R. 2004. The rhetoric of positivism versus interpretivism. *MIS Quarterly*, 28.

The investigative process within such a framework needs to be understood in depth with an acute interpretive approach. The interpretive approach seeks to explain the subjective motives, beliefs and values that lead social actions (Kaplan and Maxwell, 1994). Many authors argue that in dealing with complex organisational issues, where deep understanding of particular events is necessary in a social setting, qualitative methods are necessary (Symon and Cassell (1994), Silverman (2012), Miles and Huberman (2003)). However, the drawbacks to this approach are inherent to the study being non-scientific, non-generalisable, subject to issues of validity, reliability and bias (Bryman and Bell, 2011, p 464). These issues will be taken into consideration when designing the process, instruments, and analysis for this study in order to minimise as far as is practicably possible these issues.

Hannock (1998) aligns interpretive approaches with phenomenological analysis, *“phenomenology literally means the study of phenomena. It is a way of describing something that exists as part of the world in which we live. Phenomena may be events, situations, experiences or concepts. We are surrounded by many phenomena, which we are aware of but not fully understand. Our lack of understanding of these phenomena may exist because the phenomenon has not been overtly described or understood or the impact it makes may be unclear. Phenomenological research begins with the acknowledgment that there is gap in our understanding and that clarification or illumination will be of benefit. Phenomenological research will not necessarily provide definitive explanations but it does raise awareness and increases insight”* (Hancock, 1998).

Saunders et al (2009) points out that the selection of research philosophy is delineated by the research questions we are seeking to answer. Based on the literature review, phenomenology seems to fit better to provide answers to our quest, our objectives and our indicative research questions drawn from the literature review. The key concepts suggested by the literature that require investigation are: – contextual issues relative to public and especially the Greek public sector agencies, Leadership, Culture, Strategic Planning, Training , Employee Motivation, Employee Involvement, Performance Measurement, Employees’ Skills, Employee Satisfaction, Process Management and Control, Customer Focus , HRM, Information and Analysis.

Phenomenology is mainly concerned on the accurate description of first hand experiences by those involved, rather than explaining the causes of things. The phenomenological investigation of the implementation of ISO in the Greek public sector should therefore, focus on the experience of the actual process as described by the stakeholders. It might be interesting to try and get at the essence of what it entails to implement reforms in the public sector. It would be worthwhile to obtain the perspective and understand ISO from the point of view of those who participated in the process, listen to their accounts of the situation and their interpretation of the events. No attempt would be made to assess the scale or to explain the causes of the quality reforms, though they might both prove to be worthwhile endeavours. The phenomenological research will focus on other issues of concern. Theories of explicit “laws” are not pertinent to the Qualitative research, as the world of business and management is complex in nature, unlike the physical sciences which are governed by definite “laws” (Saunders et al., 2009,p 115).

Table 8.2 below presents advantages and disadvantages associated with a phenomenological stance.

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DENSCOMBE, M. 2007. *The Good Research Guide*, Berkshire England, Open University Press.

8.2 Research Approach

According to Skinner (2010) research can be distinguished by the approach applied in the process in two distinctive models, that of a deductive (or “top-down”) approach or that of an inductive (or “bottom-up”) approach;

- Inductive : Observation->Findings->Theory
- Deductive: Theory->Observation->Findings.

The deductive research method is knowledge-driven; it starts from the general theories and works down to the specific observations, unlike the inductive research which is directed from the specific observations to the general theories (Skinner, 2010). The inductive approach constructs its theories through the analysis of collected data. Theories are developed through the process of analysing data and the results obtained (Saunders et al., 2009). Horna (1994) states that the deductive method of logic, common to the natural sciences and the western civilization values, is the most appropriate for quantitative research designs. The process commences with a hypothesis, followed by the collection and statistical analysis of data and concludes by the development of a theory that either confirms or refutes the hypothesis. For the purpose of this research, our case study is limited to source out ideas and information towards the successful implementation of ISO reforms in a certain public Agency; there is no hypothesis involved that needs to be checked.

A classic example of the unpredictability of the deductive research method is the case of the Western Electric Company’s Hawthorne Plant experiment, conducted from 1927 to 1932 in the USA. The scope of the research was to relate working conditions to the workers’ fatigue and the expected efficiency in production. A series of experiments were conducted to determine the effect of variables like alterations in the levels of artificial lighting, factory temperature, humidity and the workers hours of rest. Researchers could not conclusively report changes in the work patterns and productivity, they had to discontinue this “test room method” and adopt a qualitative method of approach based on observation and interviews. Through this inductive research they were able to yield results and formulate a hypothesis focused on the importance of informal social interactions (Bryman and Bell, 2011). The aforementioned case clearly indicates the importance of qualitative approach when investigating complex social phenomena. Moving from testing hypothesis to

exploring concepts, values and perceptions could produce more constructive outcomes.

The approach for this study will be inductive (no pre-determined hypothesis, research will be based on semi-structured interviews based on emergent themes from literature review and interviews). A case study approach will be employed; phenomena will be observed and examined in their natural settings, using multiple methods of data collection to gather information from individuals, groups or organisations. Interpretive, in depth, semi-structured interviews also will be conducted. The themes would emerge from a thorough literature review, including several textual sources, journal articles, reports from government and academic research, and field reports of interviews and observations. This method of research, based on personal experiences and interviews, with a strong human element present, is certainly appropriate and would provide valuable insight to the subject matter of this study (Davies, 2003).

Finally, our approach will include some elements of ethnographic characteristics. The author has been employed for many years (and is still employed) within the Greek Public Sector. He therefore, has had access to data and information spanning over a period of many years, which may be relevant to this study. He is capable, drawing on his organisational and process experience, to understand and locate relevant data, and to analyse internal and cultural issues. Whilst this provides clear advantages, one should be cautious of drawbacks, including potential bias that should be taken into consideration when constructing the research design. Every possible effort would be exerted to incorporate rigor, cross checking, collecting evidence, validation of data, and peer interpretation. These issues are considered in further detail in section 8.3.3 Ethnographic Characteristics.

8.3 Research Strategy

7.3.1 Case study and in-depth interviews (Qualitative Methods)

The perspective of qualitative research is clearly focused on the personal involvement and the interrelations of the participants of the social phenomenon under observation (Morgan, 1980). Qualitative researchers attempt to precisely depict, determine and explain the social reality from its normal social perspective. The analysts follow the interpretative approach and concentrate to explore the intricacy, validity, contextualization, mutual subjectivity of the investigator and the researched, and minimisation of illusion (Fryer, 1991). Qualitative research occurs within the natural settings of the subject it investigates. This implies that the research topics focus on the daily life as "*defined, enacted, smoothed, and made problematic by persons going about their normal routines*" (Maanen, 1983). Qualitative research does not necessarily require a prior, ex ante categorisation on the data to be collected. It is less structured, does not include very definite hypotheses and strict frameworks but is more keen to discover surfacing themes and idiographic narrations (Symon and Cassell, 1994). The interpretative concept has three fundamental characteristics that guide the qualitative inquiry:

“First, qualitative research is the study of symbolic discourse that consists of the study of texts and conversations. Second, qualitative research is the study of the interpretive principles that people use to make sense of their symbolic activities. Third, qualitative research is the study of contextual principles, such as the roles of the participants, the physical setting, and a set of situational events that guide the interpretation of discourse” (Ting-Toomey, 1984, pp 169-184).

The quoted Table below presents the advantages and disadvantages of qualitative methods (Source: adapted from Matveev 2002)

“The strengths of the qualitative method include:
<ul style="list-style-type: none"> • Obtaining a more realistic feel of the world that cannot be experienced in the numerical data and statistical analysis used in quantitative research;
<ul style="list-style-type: none"> • Flexible ways to perform data collection, subsequent analysis, and interpretation of collected information;
<ul style="list-style-type: none"> • Provide a holistic view of the phenomena under investigation ;
<ul style="list-style-type: none"> • Ability to interact with the research subjects in their own language and on their own terms ;
<ul style="list-style-type: none"> • Descriptive capability based on primary and unstructured data;
The weaknesses of the qualitative method include:
<ul style="list-style-type: none"> • Departing from the original objectives of the research in response to the changing nature of the context;
<ul style="list-style-type: none"> • Arriving to different conclusions based on the same information depending on the personal characteristics of the researcher;
<ul style="list-style-type: none"> • Inability to investigate causality between different research phenomena;
<ul style="list-style-type: none"> • Difficulty in explaining the difference in the quality and quantity of information obtained from different respondents and arriving at different, non-consistent conclusions;
<ul style="list-style-type: none"> • Requiring a high level of experience from the researcher to obtain the targeted information from the respondent;
<ul style="list-style-type: none"> • Lacking consistency and reliability because the researcher can employ different probing techniques and the respondent can choose to tell some particular stories and ignore others.”

Table 8.3 Advantages and disadvantages of qualitative methods. Source: adapted from Matveev 2002

Furthermore, to illustrate the different approaches, quoted below is a Table of comparison between the Qualitative and the Quantitative methods of research (Source adapted from Miles and Huberman 2003).

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MILES, M. & HUBERMAN, M. 1994. *Qualitative Data Analysis: An Expanded Sourcebook*, London, Sage Publications.

Qualitative data is derived from the analysis of phenomena and experiences; it is textual rather than numerical, based on observations and not on statistical analysis, as is the case of quantitative data. It allows for more profundity on the study of the phenomena and it penetrates the surface of the mathematical equations to provide concepts and applicable theories. This method has been selected for the purpose of analysis of CSF in the Greek Public sector context, as little or almost no data was available on issues where an in-depth understanding was desired. The methodology sets as a primary objective to develop a relevant theory or refine existing concepts. Qualitative methodology often is expressed with words such as, “exploration,” “meaning,” “naturalistic,” “thematic,” and “understanding”. Additionally, the interpretation of data by the researcher inevitably includes personal feelings and opinions. Qualitative researchers often become immersed in the life of the respondents. The research criteria of objectivity, reliability and validity of data are often overcome by more emotionally directed criteria, like the trustworthiness of the data collected from the participants. Due consideration should be given to the fact that to enable the objective and accurate explanation of social phenomena the research should commence with minimal a priori expectations (Bowen, 2005).

This thesis has been designed and focused on providing a better understanding of HRM issues that may cause impediments and conflicts in the implementation process of ISO systems in the Greek Public Sector. By interviewing the participants involved in the reforms process and identifying the outcome in terms of problems and challenges that they faced, we could strengthen the knowledge base by which decisions can be made to shape and boost the success of subsequent reforms. Furthermore, a constructivist-interpretive paradigm was employed to underpin this study. The interpretation of the phenomena, events and situations that were used to construct the theories and concepts were directly derived from the specimen community of participants (Denzin and Lincoln, 1994). It is apparent that the qualitative approach may be questioned on its reliability, validity and bias but these issues can be avoided by strictly applying the stipulated rules. Initially, it is important to create a rigorous plan for the set up of the semi structure themes; relevant literature review must be well designed and fully completed. These issues will be considered further in sections 8.4 where a detailed discussion of the process (including instruments, themes, and analysis) will be presented.

Figure 8.2 illustrates the process leading to the formation of the research questions and semi-structured themes to inform the research design for this study.

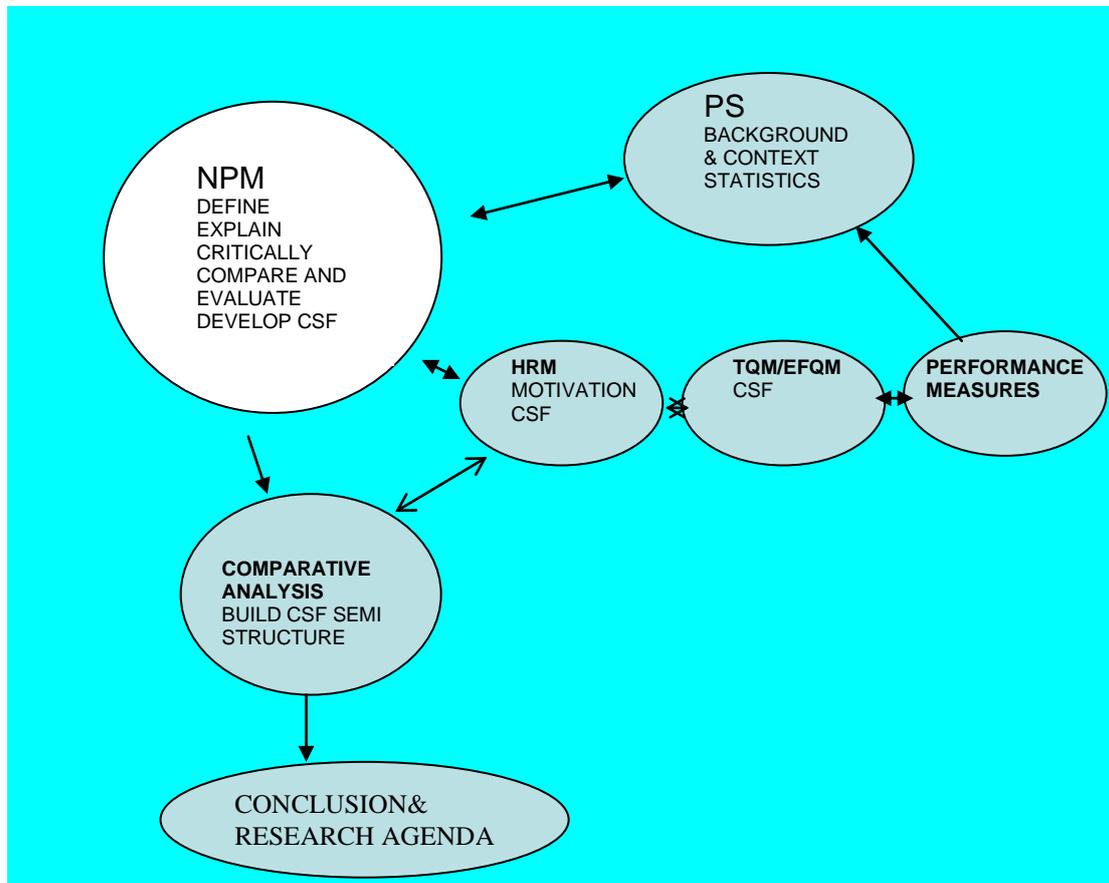


Figure 8.2. From literature review to research agenda

Literature Review in this research consisted of:

- The review of the definition and evolution of NPM and its major doctrines.
- The review of the efforts and the results of the past changes and reform attempts in the Greek public sector during the last decades, as well as, the current context of the Greek Public Administration.
- The review of the PS motivational theories and mainly the interaction between TQM reforms and HRM in the public sector.
- The review of performance management systems implemented within the New Public Management values and directives. Quality systems, closely related to assessment and performance measurement have also been reviewed, as well as, their effect on the implementation of the reforms in the Public Organisations they were introduced.

- In addition, cross-checking of processes and outcomes is a *sin non qua* factor to tackle the weaknesses of qualitative research. This practice would ensure that other researchers following the same process would *'achieve broadly similar results and derive similar interpretations'*.

8.3.2 Case study

Yin (2003) in his definition of a case study he mentions: *"a case study examines a phenomenon in its natural setting, employing multiple methods of data collection to gather information from one or more entities (people, groups or organisations)"*. At the outset of the research the actual limitations of the phenomenon may not be obvious and no controls, manipulative or experimental, may be used. Several factors have to be taken into consideration when contemplating for or against the case study approach. The case study method is ideal for the investigation of a current phenomenon in its natural setting. It is also preferable when there is a lack of theoretical base for the research, i.e. if it is a theory building research program. A rich and natural setting can be fertile ground for generating theories (Benbasat et al., 1987). In addition, according to Denscombe (2007), the case study approach is appropriate for in depth research and for obtaining answers that reflect the complexities of real life phenomena. More specifically, it is considered suitable to the study of procedures and relationships within a specific setting. Social research extensively applies the case study method to its purposes, predominantly to ascertain information by inductive logic and less for the purpose of testing information by deductive logic (Saunders et al., 2009, p 145).

The case study method requires multiple data collection techniques to produce convergent and valid results. (Yin, 2003) According to Yin these methods are identified as and include:

- Activities and phenomena to be directly observed in their environment;
- Process related phenomena to be indirectly observed;
- Conduct interviews – of structured or unstructured nature;
- Exploit all available documentation, printed or electronic information, press references, etc., about the research specimen group;

- Reference to records and charts on previous use of technology relevant to the case.

For the purpose of this research the case study selected will focus on a specific Local Authority and the effects of ISO implementation within this context, namely the Intermediate Managing Authority (IMA) of the Ionian Islands. By a law enacted in 2010 (3845/2010), the Greek Government aspires to guarantee that all the Intermediate Managing Authorities would be able to audit their operational programs as per the directives of the National Strategy Reference Framework (NSRF) 2007-2013. The process mandates that the Intermediate Managing Authorities should be ISO 9001:2008 certified (Quality Management).

The Intermediate Managing Authority (IMA) of the Ionian Islands is commissioned to audit the Operational Program of "Western Greece – Peloponnese - Ionian Islands, 2007-2013", for the Region of the Ionian Islands. IMA of the Ionian Islands region is under the jurisdiction of the Secretary General of the Region. It was originally established as a unit within the administrative structure of the Region, in order to amend the inefficiencies of the regional administration related to the management of the Structural Funds. During the third EU Programming period, these units became operationally independent. Its role is to manage and monitor all measures carried out in the region of the Ionian Islands over the Programming Period 2007-2013 and is funded by the EU Structural Funds. Moreover, it is responsible for the management of specific actions implemented in the region in the context of the Sectoral Operation Program of the National Strategic Reference Framework 2007-2013, ceded to the IMA.

Case study methods describe adequately factual relationships within a group or an organisation. Based on the data collected and the analytical techniques used, they could be either positivist or interpretivist in nature. An observant researcher can obtain more details and effectively capture reality with the analysis of more variables than is typically possible in experimental and survey research methods.

According to Bryman and Bell (2011), critical case studies raise issues related to generality and bias of the results; case studies can be considered weak, as results cannot be conclusively grouped in to common theories due to the dissimilarity of the cases and the data obtained. Additionally, research bias could be another serious drawback, different subjective interpretations of the same data. In anticipation this phenomenon could be minimized by following a rigorous process of transcription and

analysis; by using others to interpret data; by cross checking answers with respondents and others; examining and cross checking other evidence e.g. documentary records, etc. The objective here is to create a robust and rigorous design and process, which if the research were to be repeated, or conducted by different researchers, the outcomes would be the same. In a study of this nature it is accepted that the results may not be generalisable (as for example in a quantitative study) but are particular to the case organisation under review. The results will provide depth and meaning within the case context. Applicability (or generalisation) to other similar institutions or situations may be implied but will be subject to interpretation (of the data users).

Three main reasons support the validity of a case study method (Benbasat et al., 1987):

- the importance of observing the phenomena in their natural setting;
- the researcher's ability to address questions that would elucidate the nature and complexity of the observed phenomena;
- the uniqueness of the research, as the same case study is rarely repeated;

Table 8.5 Case study characteristics Source: adapted from Denscombe 2007

"Case study research characteristically emphasizes:		
Depth of study	rather than	Breadth of study
The particular		The general
Relationships/processes		Outcomes and end-products
Holistic view		Isolated factors
Natural settings		Artificial situations
Multiple sources		One research method"

8.3.3 Ethnography

It is argued that the research strategy for this study includes some ethnographic characteristics. Ethnography is firmly based on the inductive research approach; it describes and interprets social phenomena through personally conducted field studies. (Saunders et al., 2009). Ethnographic research, interviewing people in different time periods with a concern of map change, is called longitudinal (Bryman and Bell, 2011).

Ethnography is the study of cultures and ethnic groups, their traditions, beliefs, their specific way of life and their conceptual foundations (Denscombe, 2007). He also argues that, ethnographic studies should be based on the perspective of the subject group and not on the researchers' view point. It is indeed a genuine concern to perceive situations from the same focal point as those involved– “*to grasp the native's point of view*”.

In the case study of our research, employees with several years of experience and currently engaged within the case organisation, have been interviewed so as to testify as to their point of view on issues pertaining to the particularities of the Greek Public Sector and the Critical Factors affecting the change process.

Additionally, it is supported by the fact that the author has worked within the Greek Public Sector for many years and is still employed in the sector. This has presented him with the opportunity to access data and evidence over a number of years. It also has enabled him to engage informally with participants and others in the sector over a prolonged period of time. In this respect the researcher can himself claim to be ‘immersed’ in the case study, and have access to data and participants over a considerable time period. The formal longitudinal interviews with employees were conducted over an extended period (18 months). These ethnographic characteristics provide benefits in achieving depth and understanding. Potential drawbacks include the possibility of bias (rigorous methods are designed into the process to counter these possibilities including: themes and structure; evidence and cross checking; peer interpretation and analysis and codification of dates).

Table 8.6 presents the advantages and disadvantages of ethnography.

Table 8.6 Ethnography pros-cons Source: adapted from Denscombe 2007

“Advantages	Disadvantages
<p>Rely on direct observation. Aspire to holistic explanations which focus on processes and relationships that lie behind the surface events.</p>	<p>Attempt to accommodate an internal contradiction between (a) ‘realist’ aspirations to provide full and detailed descriptions of events or cultures as they naturally exist, and (b) ‘relativist’ awareness of the reflexive nature of social knowledge and the inevitable influence of the researcher’s.</p>
<p>Involve direct contact with relevant people and places. Provide data which is relatively rich in depth and detail.</p>	<p>There is also a greater potential than with most other approaches to face ethical problems associated with intrusions upon privacy and with gaining informed consent from research subjects. Produce an array of ‘pictures’ which coexist, but which tend to remain as separate, isolated stories.</p>
<p>A mean for developing theory, and for testing theories too. It has an open and explicit awareness of the role of the researcher’s self in the choice of topic, process of research and construction of the findings/conclusions.</p>	<p>There is a potential weakness of poor reliability and little prospect of generalizing from the ethnographic account of the culture or event.</p>
<p>There is an element of contrast and comparison with other cultures or events.</p>	<p>Ethnographic research can pose particularly acute difficulties of gaining access to settings, access which avoids disrupting the naturalness of the setting.</p>
<p>It describes and explores the ‘actors’ perceptions’.</p>	<p>The story-telling can become the sole purpose, leaving a research product which is atheoretical, non-analytic and non-critical. Rather than being a straight advantage, can also cause a ‘blind spot’, obscuring a vision of ‘the obvious’.”</p>

8.4 Research Methods and process

8.4.1 Using interviews

Interviews, according to Denscombe (2007), presuppose that a set of assumptions and preconditions about the situation are agreed upon by both parties. Participants, who have consented to a research interview, are aware that the following conditions apply:

- The principle of “informed consent” is used in interviews, a precondition and a very important issue in relation to research ethics. The interviewee knows in advance that this process is going to produce material for research purpose and agrees to that (Bryman and Bell, 2011,p 135).
- There is a tacit agreement between the two parties, interviewer and interviewee that the agenda and the proceedings are set by the first party (Denscombe, 2007).

Interviews, as a method of data collection, are preferable when the researcher tries to investigate more complicated and sophisticated issues (Denscombe, 2007,p 174). The questionnaire could be more practical and effective when the investigated issues are not complex and are undisputed. Particularly, when the researcher wants to understand social phenomena better and requires an in-depth analysis into concepts like, people’s attitudes, feelings, desires and backgrounds, then interviews would certainly be a better and more effective tool; the subject matter requires an appropriate research method adapted to its level of complexity. In-depth interviews are ideal for the collection of certain data that pertains specifically to (Denscombe, 2007,p 174), quote:

- *“Opinions, feelings, emotions and experiences. The nature of these means that they need to be explored in depth and in detail rather than simply reported in a word or two.*
- *Sensitive issues. When the research covers issues that might be considered sensitive, or rather personal, there is a case to be made for using interviews. Using a careful and considerate approach, participants can be encouraged to discuss personal and sensitive issues in open and honest manner.*
- *Privileged information. Here, the justification for interviews is based on the value of contact with key players in the field who can give privileged information. The depth of information provided by interviews can produce*

best 'value for money' if the informants are willing and able to give information that others could not – when what they offer is an insight they have as people in a special position 'to know'.

The first stage in the process is to develop an Interview Plan. This will help to maintain consistency across the interviews and also ensure that the research objectives are covered. Themes drawn from the literature are the start point (these are shown in Table 8.6). The researcher must also be alert to new and emerging themes occurring (as is the nature of inductive research).

In the first phase questions based on themes follow a consistent pattern of enquiry; who, why, what, where, and how. This gives the researcher a good insight into the process and key facts. Each theme can then be scrutinized by probing questions to elicit responses and opinions from the participant. Indicative questions for our case study would include:

- What is the impact of Greek Political Parties on the NPM process?
- How are soft-HRM and hard-HRM factors accommodated in the reforms?
- How is motivation of public servants managed?
- How are factors accommodated like; public service ethos; professional pride; work ethic; loyalty; user and quality orientation?
- What is the impact of ISO quality reform?

Bryman and Bell (2011) cite the different kind of questions we use in an in-depth interview, they recommend to include open questions, then follow-up with questions like, *“Could you say more about that”* and probing questions like *“I’d like to hear more about that”*. Cross-checking information could increase the validity of a qualitative research project. Triangulation is the name of the process and the principal tools are a rigorous process of transcription and analysis; using others to interpret data; cross checking answers with respondents and others; examining and cross checking other evidence e.g. documentary records, etc. In the qualitative case study research the researcher usually conducts interviews over a long period of time. It should be considered that the implementation process is lengthy, this is very important as change needs time to happen.

Questioning techniques need to be applied, according to Cooper and Branthwaite (1997), as different questions develop different degrees of difficulty, the researcher

has to use strategies in order to cope with the phenomenon. They have also emphasised on the importance of the relationship between time and trust in obtaining interview data. The style of questioning, degree of probing and interviewer/interviewee speaking ratios may vary depending on the dominant question style.

In this project there were interviewees with high level of awareness, their responses were spontaneous, reasoned and self explanatory. In other cases, time was the dominant factor, as trust was gained with time and their responses could result in a more effective outcome. There was an effort exerted to probe the interviewees to a great extent, so we have used open, closed and cross examining questions.

8.4.2 Semi-structured interviews

When conducting a semi-structured interview, the interviewer has prepared an agenda to focus on, with specific topics of concentration, extracted from the literature review, and formed into questions to be answered. . The discussion should be informal, it should evolve around the topics set by the researcher, but the interviewer should allow for flexibility in the sequence of the issues to be addressed and let the interviewees to freely express their opinions. The answers are open-ended, and more weight should be given to the issues the interviewee chose to elaborate upon (Denscombe, 2007,p 175).

8.4.3 Interview themes

In the process of analysing qualitative data certain themes, which are a vital and integral part of any research, evolve. These are abstract, intangible ideas that emerge from the literature review and from the observation and study of the researcher's subject matter. The themes may vary in diversity depending on the researcher's extent of literature review, his knowledge, values and personal experiences on the subject matter. The nature of the themes could be drawn from existing terminology or from common sense conclusions (Strauss and Corbin, 1998).

One indicative research question was "How does the New Public Management influence the motivation of the Greek Public Servants? " Motivation is a major topic

and, according to the literature review many scholars correlate it with the successful implementation of NPM reforms.

Also, according to the secondary data analysis, and the first conducted interviews, some critical motivation factors have been extracted, for example; ISO motivational factors; involvement; improvement; measurement; employee satisfaction.

Details of interview themes and participants are shown below in table 8.7

Table 8.7 Themes and participants

Themes extracted from the Literature Review	Groups->Participants in ISO reform	Senior Public servants in charge for the implementation of TQM	TQM Councillors	Civil servants	Managers	Academics
Leadership		X		X	X	X
Commitment			X	X		X
Strategy		X	X	X	X	X
Performance Measurement		X	X	X	X	
Reform Management				X		X
Motivation		X	X	X	X	X
Debt crisis		X	X	X	X	X
Culture		X	X		X	

Interviewees were selected among a varied target group so that topics will be explored from all perspectives. There are University professors, high echelon members from the public administration ranks, Agency Managers, service Managers, those in charge of ISO implementations, members from the quality teams, employees from agencies where ISO has been implemented and education consultants involved in the process. The List of interviewees is given below with brief work profile for each:

1. Chief Executive Officer (CEO) of REMACO AE., Training and Consultancy Firm commissioned by the Intermediate Managing Authority (IMA) of the Ionian Islands Region for the ISO implementation.
2. Environmental Division Manager of the Corfu Prefecture, in charge of ISO implementation.
3. Manager in charge of Efficiency and Quality implementation, Greek Ministry of Interior and Public administration.
4. University Lecturer - Panteion University, Department of Public Administration.

5. Team Quality Manager in the Intermediate Managing Authority (IMA) of the Ionian Islands.

6. Trade Division Manager of the Corfu Prefecture, in charge of ISO implementation.

7. An employee in charge of Integrated Information Systems, in the Intermediate Managing Authority (IMA) of the Ionian Islands.

8. An employee from the Greek Ministry of Finance, graduate from the Greek National School of Public Administration.

9. Supervisor Regional Administration of the Ionian Islands, in charge of ISO implementation.

10. Supervisor, in charge of ISO implementation, in the Intermediate Managing Authority (IMA) of the Ionian Islands.

11. An employee from the Ionian Region Island (Department of Administration), member of the quality team for ISO 9001 implementation.

Table 8.8 below summarises the advantages and disadvantages of the Interview method, adapted from Denscombe (2007).

Table 8.8 Interviews pros and cons (adapted from Denscombe 2007)

“Advantages	Disadvantages
Produce data which deals with topics in depth and in detail. Information gathered from the wisdom of ‘key informants’	The impact of the interviewer and of the context implies that consistency and objectivity are hard to achieve.
The most flexible method of data collection. Interviews require only simple equipment and depend on conversation skills which researchers already have.	Costs of interviewer’s in time and travel can be relatively high.
High response rate.	Analysis of data can be difficult and time-consuming
Direct contact increases validity.	Interviewee statements can be affected by the identity of the researcher-Interviewer effect.
Therapeutic as people tend to enjoy them.	The audio recorder (or video recorder) can inhibit the informant. Tactless interviewing can be an invasion of privacy and/or upsetting for the informant”

Knox and Burkard (2009) have offered suggestions on minimising the disadvantages of in-person interviews.

- Researchers can take detailed notes of an interview without making interviewees feel distressed by the use of audio or video recorder.
- Response bias may be controlled by the absence of facial expressions.
- The interviewees will have less fear and will be more forthcoming if they believe that their anonymity will be kept.
- A delicate balance should be kept in the relationship between researcher and participant; the more the rapport between interviewer and interviewee the better to establish a stronger relationship, one that may facilitate greater and deeper participant disclosure. But on the other hand, researchers ought to be objective observers in the interview process, seeking to maintain a professional distance from participants.
- To prevent many of these problems, interviewer training is essential.

In this study the researcher has significant experience within the public sector and is able to relate to the role of the participant. He has also undertaken the University of Derby Research Programme to equip him with the necessary skills. A key element in gaining confidence is to put the participant at ease and present the University code of ethics (University of Derby, 2011 see Appendix); which guarantees anonymity, and sets out the process allowing the participant to withdraw at any time.

8.4.4 Analysing qualitative data

In qualitative research the aim is to define the big picture; segments are initially examined, labelled or coded for every item or information. A thorough reading through the transcript follows to produce categories of data (Major and Minor). Software packages are nowadays available to make analysis of interviews quicker and easier. The packages, if properly used, can save the researcher a great deal of time but a fair amount of human input is still required to identify and check categorisation (Hancock, 1998). From the literature review we have already extracted certain issues

that may pose obstacles to the successful implementation of NPM doctrines and quality reforms in the public sector. According to Miles and Huberman (1994) the analyst during the planning stage of the process has already selected the conceptual framework, the research questions, the issues and the cases he is going to address. Some responses confirmed the data we already had; in some other cases new issues arose and key themes emerged. We have to point out that in the inductive approach it is crucial to extract themes from the data rather than using pre-existing ones.

According to Bryman and Bell (2011,p 251) coding of data into categories for analysis is a vital first stage of analysis. A code (label) is the summary of the data (interviews) or data in condensed form (Bryman and Bell, 2011,p 251). During the coding-data reduction process, the researcher selects data and groups them into broader categories or makes further categories to enlighten the investigated topic as much as possible.

8.4.5 Research population

In qualitative research we have to be sure that we will obtain all the spectrum of ideas from the population, so our sample has to be big enough to guarantee that we are going to hear most of the thoughts that may be critical. The smaller the sample size the narrower the range of concepts we may find. The researcher in qualitative research uses his comprehension and background either to calculate the proper sample size, or to estimate the quality of the information accumulated. The qualitative method attempts to display holism and to support compact knowledge of the event being studied. The main mission of qualitative research is to boost comprehension of a case, instead of fighting to generalise data concluded from the sample of the general population(Mason, 2010). In this study the researcher has selected a total of eleven participants across a range of different roles within the public sector; that was deemed sufficient to provide a good representation of roles and levels.

Researchers may continue to interview until theoretical saturation occurs, this will eventually happen when the researcher continues expanding the sample size but no new data is revealed. In other words, the sample is good enough when nothing new is added by the marginal participant or the marginal participant does not change the distribution (Douglas, 2003).As indicated by the literature review, saturation usually

takes place between 10 and 30 interviews. Saturation may appear after the tenth interview, but is a common method to evaluate the extent of saturation by having a few more interviews (Strauss and Corbin, 1998). In this study a total of eleven interviews were conducted and the researcher was of the view that saturation had been achieved, and that adding further interviews would add little further.

Qualitative research such as the one employed in this case, which stressed an in-depth investigation within a small number of employees, uses purposive sampling as opposed to random sampling. Because the emphasis is on quality rather than quantity, the objective was not to maximize numbers but to become “saturated” with information on the topic (Padgett, 2004).

8.4.6 Validity-reliability Bias

According to Bryman and Bell (2011) interpretive studies based on qualitative analysis are always subject to issues of validity, reliability and bias.

- Validity: relates to the integrity of the data; to what extent can the data be said to be an accurate reflection of the situation, need to ascertain that the methods used correctly captured the reality of the case.
- Reliability: relates to the repeatability of the study; to what extent is the data presented consistent and repeatable (would another researcher following the same process achieve similar results).
- Bias: relates to manipulation of data by researcher or participant; to what extent is the data open to manipulation and how is this managed (are adequate checks built in the process to avoid this).

In this chapter the researcher has set out a process which seeks to eliminate, as far as possible, these drawbacks by providing a rigorous and robust process which includes:

- Interviews based around semi-structured themes arising from the literature;
- An awareness to capture new and emerging themes;
- Use of a range of questioning strategies;
- Careful transcription;
- Coding and summarisation into key themes;
- Evidence gathering and cross checking of data;

- Peer review of data;
- Feed back to participants for confirmation;

Using interviews in the specific research we can “dig deeper”, exploring attitudes, behaviours and experiences, to get a clearer picture of all the patterns, concepts, categories, properties and dimensions and obtain better results than in the case of using questionnaires. On the other hand, “generalizability” (hard to apply results in general) and “intersubjectivity” (influence of the interviewer) are the shortcomings of this method. In this case, we will use quota sampling techniques in combination with the purposive sampling method, a purposive sample is one selected by the researcher subjectively (though a justification was presented within this chapter). The investigator tries to get a representative sample in order to include every point of view (Moser and Kalton, 1979).

The purpose of this study is to gain depth and meaning in relation to the critical factors, the research themes, identified. It is acknowledged that the results may not be generalisable, as is the nature of studies of this kind. The value of the study will be in gaining depth and meaning in the particular context of the case study, where the need for new knowledge is apparent. It is further argued that the results may have important conclusions that are relevant to similar public sector institutions and additionally in wider context organisations engaged in the provision of services, always subject to interpretation and adaptation to context.

As an active public servant, appointed by the Ministry of Finance since 1995, I have been the recipient of numerous documents and circulars pertaining to legislation, administrative decisions, directives and regulations that have been issued and disseminated by the Greek Public Administration, mainly concerning issues like:

- The reorganisation of the Ministry of Finance;
- The conditions of service for its employees;
- Payroll, leaves and time-keeping issues;
- The code of ethics and guide to correct administrative behaviour;
- Amendments to pension plans and indemnity payments;
- Promotions and selection procedures for supervisors and managers;
- The merger of Departments and Sections;
- Employees’ evaluation systems;
- Preparation and execution of expenditure budgets;

- Changes in the Health Insurance system;
- Procedures on employees' mobility and redundancy issues;
- Various amendments to tax legislation;
- Several communications from the Unions;

When I commenced my work on this thesis in 2010, in an effort to record the CSFs applicable for the successful implementation of reforms, I conducted a series of informal interviews with:

- Colleagues from my Department, as well as from other Departments, within the same building,
- Supervisors and Managers from various Sections and Departments,
- Citizens and professionals that sought the services of the Ministry.

Additionally, in my capacity as a professor in the Greek School of Public Administration I held a series of informal interviews with:

- Colleagues who were also public servants teaching in the same establishment,
- Students, who were newly appointed public servants, attending introductory seminars.

These informal interviews in the past four years were well over thirty. To recapture on the research validation, it has been deduced from the cross-findings of:

- The maturation through 11 formal interviews,
- The findings of the 30 or more informal interviews,
- Official documents and records.

8.4.7 Ethical considerations

The primary research will follow the University code for the ethical conduct of research. The code covers issues of confidentiality, participation, right to withdrawal and other practical issues (University of Derby, 2011, see appendix).

8.4.8 Limitations of the Study

The outcome of this work is to present an empirically based critical evaluation of NPM reforms and a new model to guide and inform policy and decision makers.

The study will present that, whilst there has been considerable discussion and debate on the applications of NPM in the Public Sector, there is a lack of empirical studies that aid in further understanding the CSF of quality reforms' implementation and the impact on employees; this is exactly what this study will seek to address.

Though the outcomes of the research may not be scientifically generalisable (given the nature of the study and the methodological approach adopted) nevertheless, this study aspires that the results have depth and meaning to inform policy and decision makers in the particular context of:

- The case study organization of the Intermediate Managing Authority of Ionian Islands Corfu Town;
- The Greek Public Sector;
- Other Public Sector organisations engaged in similar work; and
- Other Service Sector organisations engaged in similar work.

It will also be significant to fill the gap in literature on the impact of NPM on the public servants in Greece and examine the importance of HRM role in achieving the government's intended goals.

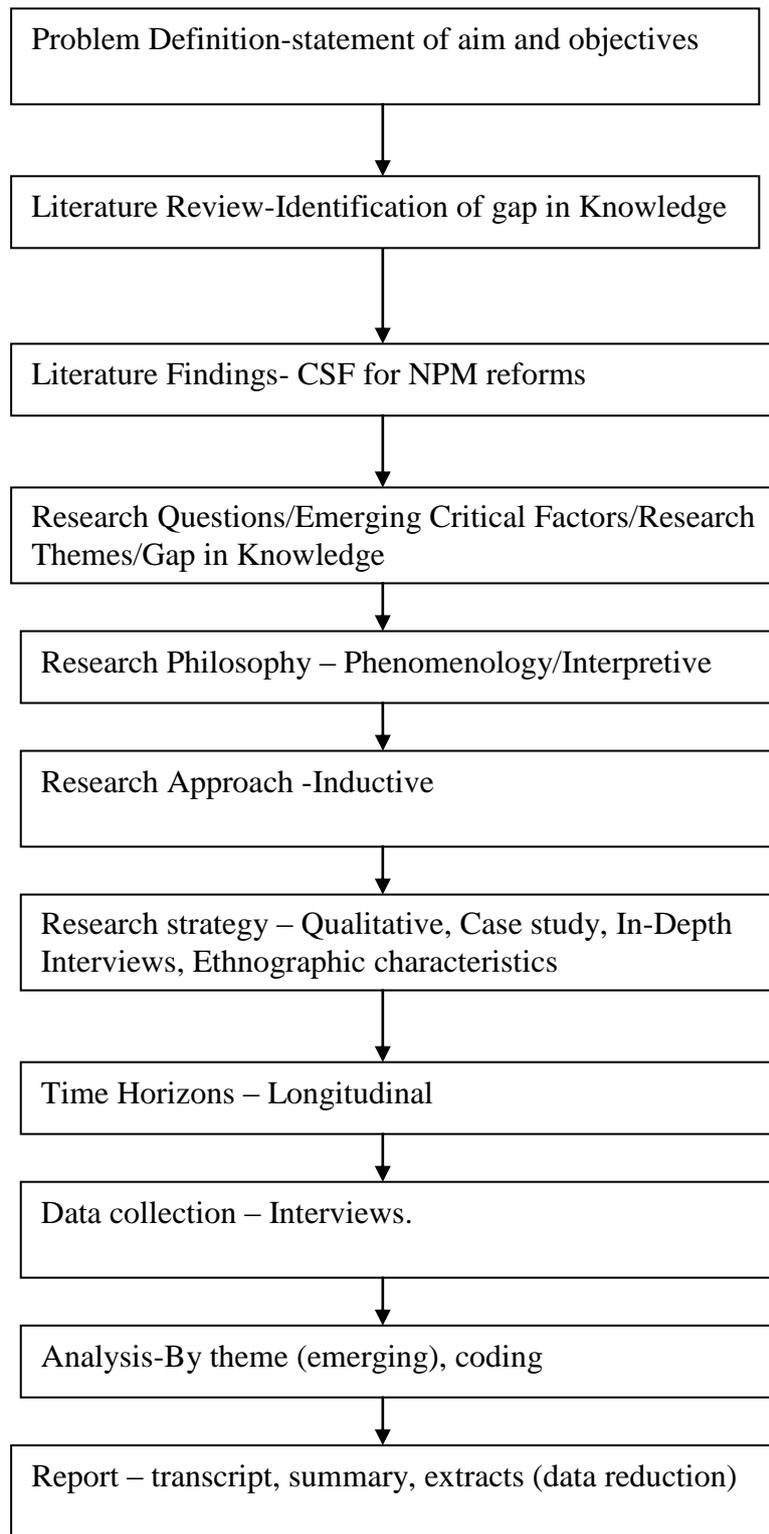
8.5 Summary

Qualitative research is relevant, important and growing within social sciences which are largely concerned with people and institutions in social contexts. We have presented that qualitative research aligns with a philosophy of phenomenology, epistemically it is interpretive in nature, socially constructed, inductive and subjective; ontologically it implies that there is no single truth or reality. Strategy, planning, data collection, data analysis and presentation are crucial factors in qualitative research methodology. The following research flow chart summarizes the methodology approach for this specific research project.

A qualitative research method of semi-structured interviews has been employed in order to extract the implications of quality reforms on the employees of the IMA, as

well as, to find out the critical factors for the successful implementation of quality reforms. In the next chapter, we are going to analyze the interviewees' point of views creating topics and categories of great interest. This could really prove to be helpful for the decision makers, to ensure that the reform efforts will not be another waste of resources but a real chance to improve our society.

Figure 8 3 Research flow chart



Chapter 9. Data Analysis

Analysis of the interviews and presentation of the findings are provided in this chapter. This study analyses the critical success factors of the implementation of quality reforms in the Greek public Sector focused on Human Resources Issues.

This chapter is divided into five sections.

1. Coding - Summarising - data reduction;
2. Themes;
3. Cross-tab thematic analysis;
4. Conclusions;
5. Recommendations for Future Research.

9.1 Coding - Summarising - data reduction

The purpose of this study is to carry out a critical evaluation of the Greek New Public Management Reforms and their impact on Public Sector employees in order to develop a new framework to inform policy and decision makers accordingly. What is crucial or of great significance for the phenomenon under investigation has to be determined. In the qualitative research some categories (critical factors) have already been set up from the literature review. The researcher at this stage of the research is seeking verification from the data collected. From the literature review, some themes regarding the obstacles of the successful implementation of NPM doctrines in the public sector have already been established. Miles and Huberman (1994) argue that before the action, the researcher has already chosen the conceptual framework, the research questions, the themes and the cases he is going to work with. Some responses confirm the data we already have; in some cases new issues have been raised and key themes emerged.

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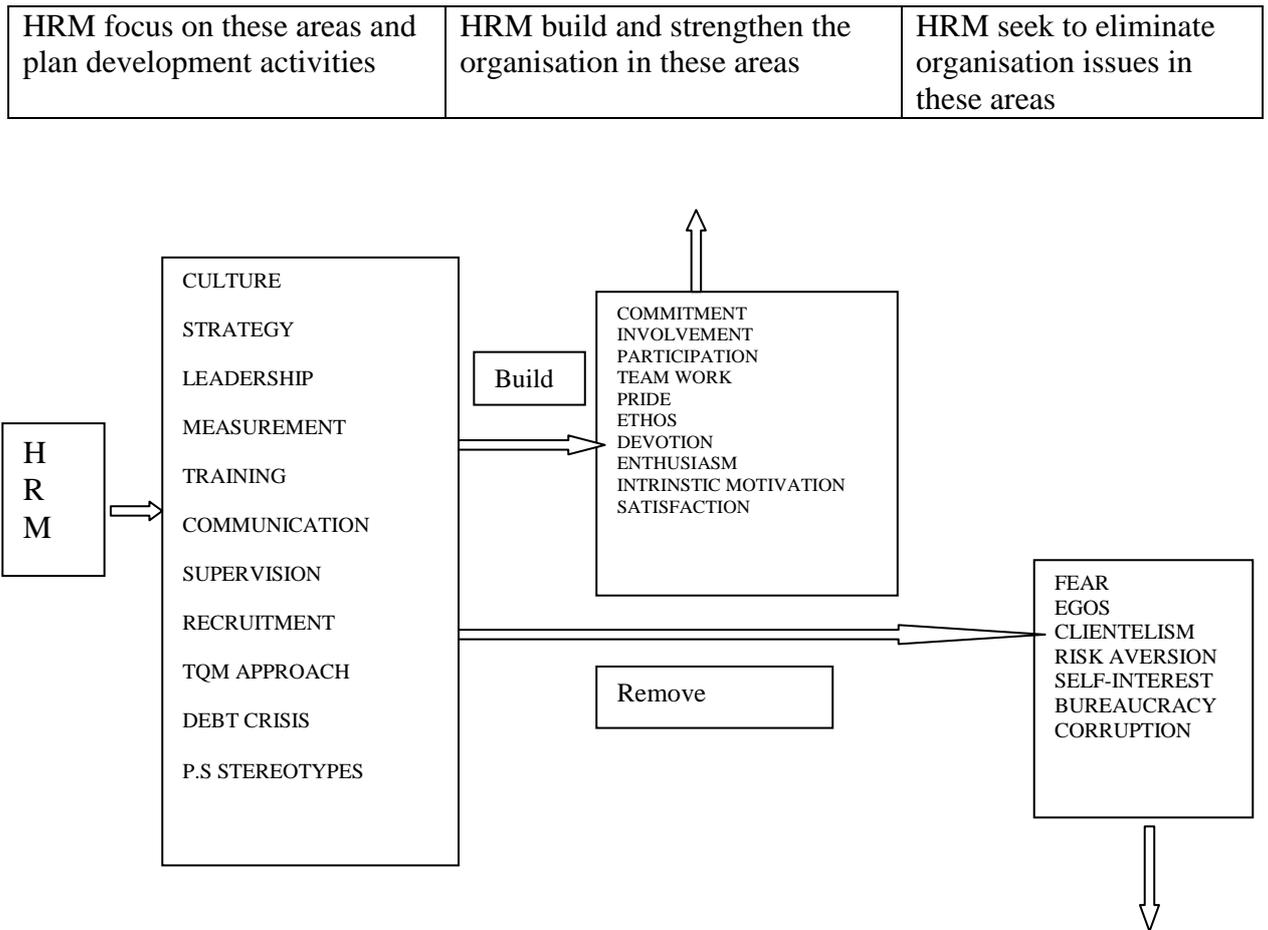
SILA, I. & EBRAHIMPOUR, M. 2003. Examination and comparison of the critical factors of total quality countries across countries. *International journal of production Research*, 41, 235-268.

Based on Sila and Ebrahimpour (2003) as detailed in the sixth chapter, we have concluded a framework of critical success factors which are closer to the public sector and to the Greek reality context. Figure 9.1 depicts a CSF model suitable for successful TQM reforms, in conjunction with the HRM functions and applicable to the Greek public sector. It is based on the literature review of the following subjects: the development of NPM and its applications in the public sector, the most known TQM models and their basic traits, the specific characteristics of the public sector global and Greek, the subject of public servants motivation, and those CSFs that pertain to HRM prevalent in TQM implementations and recorded in global literature reviews. The above model indicates that quality reforms can succeed when an organisation provides fertile ground for reforms and endows it with the prerequisites to flourish like commitment, involvement, participation, work pride, ethos, devotion,

enthusiasm, intrinsic motivation and satisfaction. It further ensures that detrimental elements like fear, clientelism, risk aversion, self-interest, bureaucracy and corruption should be eliminated or kept to a bare minimum. This can be achieved by bestowing HRM with the leading role to determine and intervene in all the key functions that influence TQM implementation like, culture, strategy, leadership, assessment, training, communication, supervision, recruitment, TQM approach, debt crisis, civil servants stereotypes, thus assisting towards successful reforms.

Figure 9.1 ISO implementation in the public sector and HR issues

A conceptual Framework



Case of Total Quality Management (TQM) process - Critical Success Factors (CSF) has been influenced by HRM, in order to provide fertile ground for reform prerequisites and to eliminate detrimental elements.

In the next table the preliminary definitions of categories are portrayed. All these categories are extracted from the relevant literature review and the questions we have asked the interviewees, as in the inductive approach it is crucial to extract themes from the data rather than using pre-existing ones.

Table 9,2 Preliminary definition of categories

Culture	Include all data pertaining to attitude characteristics that may affect change in the Greek public sector.
Strategic Planning	Include all data regarding setting targets and the

	methods employed to attain them within the current Greek reality.
Leadership	Include all data retrieved on the essential characteristics of dynamic and inspiring leaders at any level.
Performance Measurement	Include all data which relates to the importance of performance measurement in quality reforms and its drawbacks.
Reform Management	Include all data related to tuning and supporting quality reforms.
Training	Include all data related to the training issues in the process of quality reforms.
Communications	Include all data related to communications issues.
Supervision	Include all data related to supervisory issues.
Recruitment	Include all data related to hiring public sector employees.
Civil servants stereotypes	Include all data related to public sector employees' clichés.
Commitment	Include all data related to the commitment of all the participants,
Debt crisis	Include all data related to the economic recession and the Greek debt crisis as a critical factor in NPM reforms.

Coding is one of the most critical processes in qualitative data analysis. A code (label) is the summary of the data collected (interviews), data in its condensed form. It could be a word, a phrase or a whole paragraph, which appears to be of great importance in relation to the investigated topic. Codes are grouped into categories because they share the same characteristics. As Bryman and Bell (2007) have mentioned, “*coding is in a constant state of potential revision and fluidity*”. This type of coding is known as open coding. In this study coding was applied from the first interview. Duplication was avoided by constantly reviewing the interviews and relating them to concepts in

categories derived from the existing literature. New categories have been extracted from the data itself so in the preliminary definition during the data analysis process we have added some new themes.

Table 9.3 New categories extracted by the analysis of data

Existence organisational level	Include all data related to how the organisational level affects quality reforms.
Agencies at their infancy stages	Include all data which appears to correlate the age of the agency with the ISO implementation.
Size	Include all data regarding the size of the agency and how it affects the organisational change.
Debt crisis	Include all data related to the economic recession and the Greek debt crisis as a critical factor in NPM reforms. [This factor emerges as a significant issue in the current environment.

During the coding-data reduction process, the analyst selects data and groups them into broader categories or makes further categories to enlighten the investigated topic as much as possible.

A specific example from the interviews is given below to illustrate the analysis process employed for this specific research; refer to page 170, in the chapter of Research Methodology, where the theoretical context of the analysis of the Interviews is referred to in detail. During the interviews an ISO consultant commented: *“We could notice that the political leadership was consistently reluctant to boost the implementation process. There was a lack of quality commitment. Politics usually have short term targets; on the contrary, quality reforms yield fruit in the long term.”* This paragraph was coded under the label of ‘political support’ which later, along

with other codes that share the same characteristics, was grouped under the category named 'Leadership'.

The first category refers to "Culture" as an important factor for the successful implementation of quality reforms in the Greek public sector. Quality must be the outcome of the employees and the organisation's culture rather than "a reform imposed by outsiders".

The second category created is "Strategic Planning", under this umbrella we have incorporated all the key themes regarding the vision of the organisation and how to attain it. The key factors in this category include:

- Formality: The external and not the internal pressure to implement the reforms.
- Copy/paste process: The procedure to import reforms without adapting them into the Greek reality.
- HRM approaches: There are two ways to get thing done, with the "soft" human approach and with "the hard" corporate approach.
- Obligation: EU and Memorandum directives that must be adhered to.
- Trends: The direction of the Greek public sector.

Extracting codes from the interviews and putting them under the third thematic category of "Leadership" was based on the key factors which usually characterise this theme and have a vital part in the implementation process.

- Ethos: Leaders moral attitude that inspires the employees towards change efforts.
- Accountability: Leaders' responsibility for their actions and their accountability towards all stakeholders.
- Continuity: The detrimental effect of the high turnover of political leadership in the reform implementation.
- Political interference: Impaired observance of meritocracy and its effect on employees' morale.
- Corruption: a serious deterrent of the transformation process.
- Inspiration: charismatic Leaders could inspire the employees and the people.
- Political Consultants: playing a catalytic role in the Leadership process.
- Professionalism: within all the ranks is a key factor and prerequisite for the successful administration, from the floor manager to the Prime Minister.

- Transparency: Another characteristic of good management that inspires the reform participants.
- Clientelism: Political clientelism and favouritism leads to lack of meritocracy and wasted reform efforts.

The fourth category was that of “Performance Measurement and Management Process”; here we have incorporated two fundamental concepts of quality reforms, the measurement and the process improvement. In this category key points mentioned were as follows:

- Efficiency: NPM doctrines focus on efficiency and the continuous attempt to improve the ratio between input and output in public organisations.
- Measurement: a fundamental concept in every quality reform evaluating the change process.
- Target: accountability prerequisites evaluation which needs targets and effective measurement.
- Process Management: in ISO continuous improvement is achievable through continuous review of the set procedures.

The fifth category is that of the “Reform Management” which contains all the key factors essential for the successful implementation of quality reforms at an organisational level, more specifically:

- Tuning: is the management of quality reforms adjusted to specific organisational needs.
- Support: is the provision of all necessary resources needed for the successful implementation of ISO reforms.
- Reaction to change: implementing changes causes a variety of obstacles to come to the fore, the worst being the hostile predisposition towards change.

“Human Resources Management” was a very broad and commented upon category. The employees reported that the way they are managed affect their attitude towards change a great deal. In other words ISO per se includes a lot of practices and concepts that could motivate or de-motivate the employees. In particular, they pinpointed keys HRM issues of motivational context as:

- Citizen satisfaction: the ultimate purpose for any quality reform.
- Meritocracy: a major concept important for the morale of the employees and the success of the reforms.
- Vision: the importance of a perspective for a new, ameliorated situation that reforms promise.
- Autonomy: a fundamental element in quality reforms improvement processes.
- Communications: another ISO characteristic necessary for its effective implementation.
- Supervisors: the positive traits of the supervisors affect the success of any change attempt.
- Junior employee motivation: written procedures help the new employees in performing their duties.
- Morale: depends on the administration's practices in most of the cases.
- Work therapy: has been reported also as a motivational factor.
- Benefits: quality reforms rhetoric, promises a lot benefits to all the participants.
- Employee satisfaction: ISO implementation covers a lot of Maslow's pyramid needs, especially its upper side.
- Rewards: creates a framework in which rewarding is possible.
- Teamwork: a very important concept in HRM which usually makes the employees and the customers happy.
- Patriotism: changing the problematic Greek public sector could be interpreted as an act of patriotism.

In the same category we could incorporate several others critical success factors extracted from the literature review like training, communications, supervision and recruitment.

Finally "commitment" of all participants is another key factor to the successful implementation of quality reforms. Change cannot happen without the commitment of all the stakeholders.

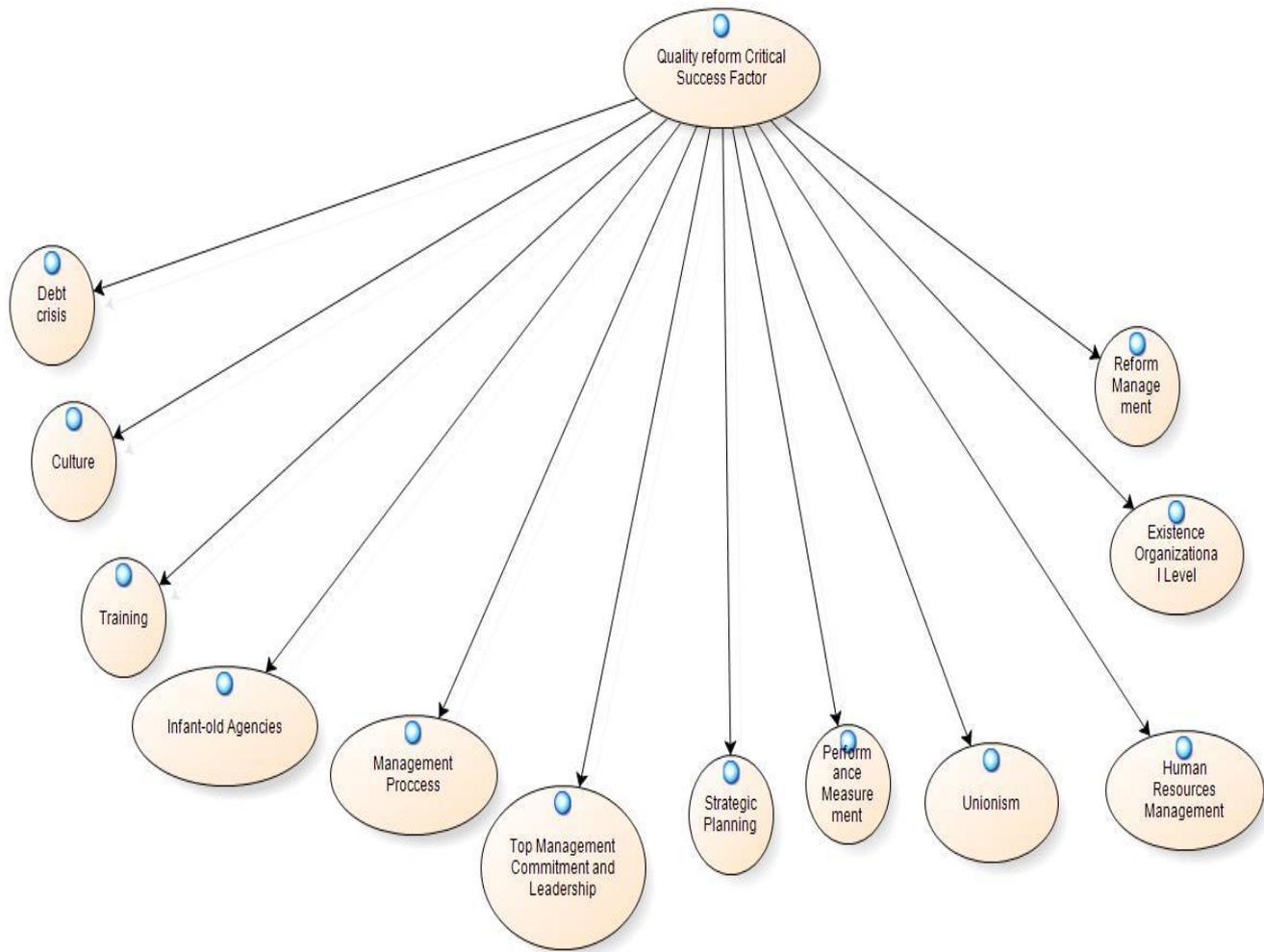
Based on the previous analysis of the data collected we created a Table (Table 9.4) and a diagram (Fig. 9.2) with all the categories and their key points extracted from literature review and the questionnaire's data. The first column lists the general categories, the second lists their subcategories and in the third column subcategories are further classified in their own subcategories.

Table 9,4 Quality reforms Critical Success factors (Themes and key points)

Quality reform Critical Success Factors Themes		
Thematic Categories	Key points	
Culture		
Strategic Planning		
	Formality	
	Copy/paste	
	Strategy	
	HRM approaches	
	Obligation	
	Trends	
Leadership		
	Ethos	
	Accountability	
	Vision	
	Continuity	
	Political Interference	
	Corruption	
	Inspiration	
	Political Consultants	
	Political support	
	Professionalism	
	Self-interest	
	Transparency	
	Clientelism	
Performance Measurement		
	Targets	
	Performance Assessment	
	Efficiency	
Management Process		
	Bureaucracy	
	Process	
Reform Management		
	Tqm approach	
	Tuning	
	Support	
	Quality team	
	Reaction to change	
Human Resources Management		
	Motivation	
		Citizen satisfaction
		Training

Quality reform Critical Success Factors Themes		
Thematic Categories	Key points	
		Meritocracy
		Recruitment
		Vision
		Autonomy
		Junior Employee Motivation
		Morale
		Work therapy
		Benefits
		Employee satisfaction
		Rewards
		Communication
		Team
		Stereotypes
		Supervisors
		Patriotism
Commitment		
Debt crisis		
Existence Organisational Level		
Agencies at their infancy stages		
Size		

Figure 9.2:TQM CRITICAL SUCESS FACTORS



9.2 Themes

In the following Table (Table 9.5) we can observe the frequency of each code, which represents a set of ideas and concepts. Without taking the quantitative analysis practices into consideration we could notice that the frequency of motivational factors in the interviewees' text was the first in the rank.

An explanation is due at this point to account for the multiple use of a specific factor with a number of the interviewees. As earlier mentioned in the methodology chapter, the researcher comes to the field trying to solve a problem. In a qualitative research the efforts are directed to extract thoughts, beliefs, ideas and values from their participants that may lead to a specific social action. In this particular study the researcher tried to extract critical factors that act as barriers and affect the implementation of quality reforms in the Greek public sector. Actually the researcher classifies a sentence or a paragraph under a category that is considered a critical factor or a barrier. According to the researcher's interpretation the emerging theme could be considered vital for the implementation process either by itself or as a part of a broader category. In the following example a participant pointed out:

...that abandoning reforms creates frustration.

...that the remuneration system for civil servants does not correlate the performance with the salary paid.

...the fact that managers do not have the tools to manage-motivate the employees.

...that satisfying the citizens makes also the employees happy.

...that the administration does not encourage good employees and does not discourage bad attitudes, no reinforcement where due and no reprimands either.

All these sentences have been coded under the category of "Motivation", an issue referred to by the specific interviewee in five instances. That explains why the Motivation factor appears 39 times in the next table.

Reference 1

Personally, having been a member of the quality team, I could mention that while in the beginning there was great enthusiasm and passion, after the abandoning of the effort only frustration and low moral characterise our future position against every attempt of change

Reference 2

In this point I would like to cite as an example the implementation of unitary pay system for the civil servants which is a very old demand of the public sector unionism as a lot of civil servants with equal qualifications earn different salaries. Unfortunately, this change results in everybody's earning the same amount of money regardless of their productivity, since there was no provision for a correlation between performance and salary. In addition, a great part of civil servants has seen their rewards decreasing considerably.

Reference 3

On the other hand, managers are considered to lack the tools to manage. They appear more as constables watching for the retention of timing of the employees. Without real power how is it possible to motivate the employees? On the other hand even in this context they could motivate the employees with a compliment like 'good job done' or a friendly shake at the back.

Reference 4

The citizen is more satisfied because he is served in certain time limits. This satisfaction returns to the employee because he feels that he is doing well. In addition, especially for the new scientists there is an opportunity not only to implement their theoretical knowledge but also to increase their self-esteem.

Reference 5

There are two categories of civil servants. The first category involves those who make the least effort and desire perks like fewer working hours, fewer responsibilities, more leaves, stability in their salaries and permanency. In the second category are those who work at the public sector so as to contribute to the community. In both cases, the human resources administration should for the first change their attitude and for the second boost their attitude. The tools which are at their disposal are a lot and are especially related to modern administration techniques.

By a thorough analysis of the interviews it was evident that the persons interviewed who were directly involved in the reforms' process, all shared the same concerns for a successful implementation.

Employees, supervisors, members of the quality teams, high ranking officials of the Greek public sector, they all noted that changes contain motivational elements, as well as deterrents and that there is also a framework within which reforms may take place which can motivate effectively the employees or fail to do so. An essential target of

this research was to determine all the variables and effectively inform the decision-makers of the findings. For example, the current debt crisis and the subsequent lack of resources were mentioned as an obstacle for any changes and reforms in Greece. On the other hand, there were employees that were not discouraged by this and considered it as purely a patriotic duty their devotion to see changes happen.

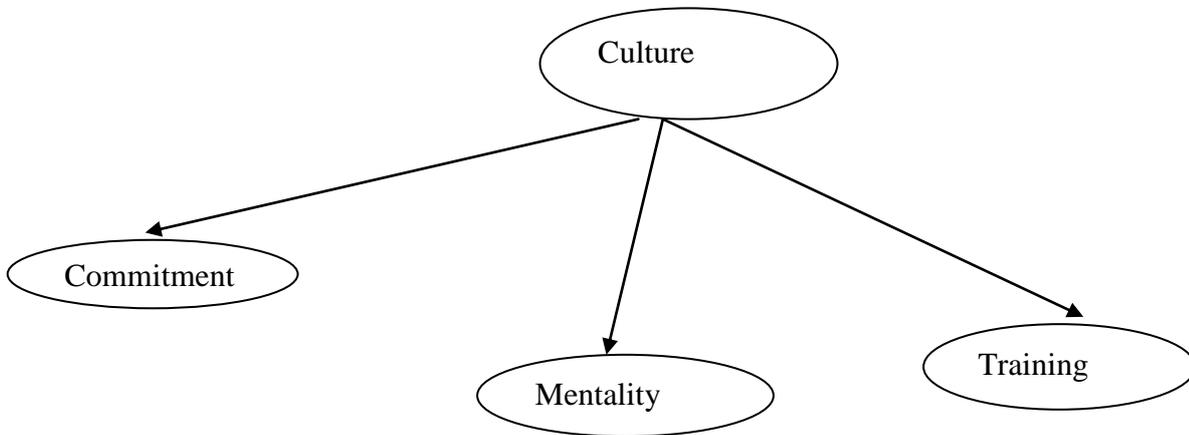
We, thus, can conclude that the Administration has recorded all necessary parameters and can efficiently manage within a set framework of commitment and dedication to implement the required reforms. It is apparent that the Management within the Greek public sector has not realised that the employees are not machines performing a set of tasks, but they are humans governed by emotions, and as such, to excel in their performance they require vision, high morale, justice, work culture, leadership that embodies these qualities and most of the 56 qualities as shown in the Table below. It was stressed by all those interviewed that particularly quality reforms, aimed at improving the services rendered to the citizens while putting an end to wasting resources, constitute the current target of the Greek Government to eliminate the tribulations of the public sector. The effect of the reforms on the work force is minimal and “soft”, when compared to harsher measures such as privatisation. As quality reforms contain sets of motivational factors their implementation would improve the public servants’ morale, which will reflect positively on their image, as of recent they have been accused of being the cause of the financial crisis and have been labelled as the “black sheep” of the Greek society. Since 1999 they have been under scrutiny and attack, having their wages reduced, many of their work privileges withdrawn and are under the constant threat of dismissal.

Table 9.5: Theme's frequency

	Factor	References
1	Motivation	39
2	Debt crisis	21
3	Strategy	21
4	Leadership	15
5	Process	14
6	Performance Assessment	12
7	HRM approach	12
8	Commitment	11
9	Team	11
10	Targets	10
11	Support	10
12	Quality team	10
13	Trends	10
14	Human Resources	10
15	Meritocracy	10
16	Training	9
17	Reaction to change	8
18	Stereotypes	8
19	Continuity	8
20	Efficiency	7
21	Bureaucracy	7
22	Clientelism	6
23	Obligation	5
24	Culture	5
25	Unionism	5
26	Vision	5
27	Rewards	4
28	Accountability	4
29	Benefits	4
30	Employee satisfaction	3
32	Tuning	3
33	Reform Management	3
34	Existence Organizational level	3
35	Political Interference	3
36	Autonomy	3
37	Formality	2
38	Ethos	2
39	Copy-paste	2
40	Morale	2
41	Agencies at their infancy stages	2
42	Know how	1
43	Inspiration	1
44	Citizen satisfaction	1
45	Professionalism	1
46	Political Consultants	1
47	Junior Employee Motivation	1
48	Supervisors	1
49	Transparency	1
50	Political support	1
51	Corruption	1
52	Self-interest	1
53	Size	1
54	Patriotism	1
55	Work therapy	1
56	Communication	1

9.2.1 Culture

Figure 9.3: Culture themes



A change in culture, the prevailing mentality, was mentioned by those questioned as an important factor for the successful implementation of reforms in the Greek public sector. They mentioned that an integral change is required that would promote reforms; it must be generated from within, rather than externally imposed. Commitment is directly related to culture and in fact is its prerequisite, as well as, the strategy for reforms should bear an internal momentum so as to be effective. These findings are consistent with concepts derived from the literature review, specifically of (Ortega-Parra and Sastre-Castillo, 2013, Ueno, 2008, Putz, 1991). They have pointed out the importance of culture in any organizational change.

Pap-Quality Team p.345

(.....)In most quality reforms the quality has been imposed from outside or from above. For a change to be successful it has to be the outcome of the culture of the people, as continuous improvement and quality are in the blood of the people and in their DNA. Nothing can be imposed. Regarding public servants, a debate has come to the fore as some people claim that the public sector consists of lazy and self-centred people. On the other hand, others argue that it consists of people of ethos who want to contribute to their fellow citizens. So quality and continuous improvement characterize them. (.....)

P-Consultant p.296

(.....)The most important factor according to my opinion is the concept of change management; ISO causes important changes in an organisation (.....)

S- Quality Team p.302

(.....)We could notice that the political leadership was consistently reluctant to boost the implementation process. There was a lack of quality commitment. Politics usually have short term targets; on the contrary quality reforms yield fruit in the long term. (.....)

X-Senior Manager p.332

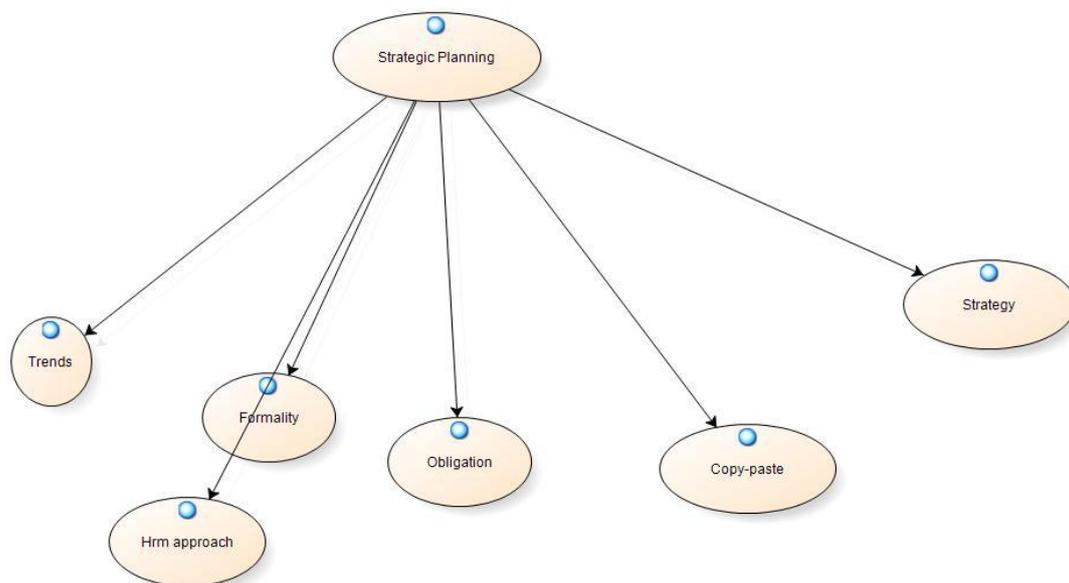
(.....) In the Greek case unfortunately, we did not have any industrial background, a lot of people became civil servants from the primary sector, as the only solution to the problem of unemployment and the avoidance of social unrest. So we could outline the lack of culture as a negative factor regarding the motives of civil sector employees. (.....)

M-Senior Manager p.308

(.....) I am dealing with this subject for almost 15 years now. I have also been engaged in research on this topic and I have published a few papers in Greece and abroad too. I have also been a member of the European Community team in charge of "Administration Innovations" from 1998 until now. (.....)

9.2.2 Strategy

Figure 9.4:Strategy Themes



Initially, it is quite interesting and worthwhile to mention the remark made by an interviewee, who participated in this research and commented on how he perceives the ideal working environment in the agency where he works. He envisions a working environment in which he would be given the opportunity to be both satisfied and productive. It should be observed that this description is in line with the basic concepts and strategy of the quality systems.

X-Senior Manager p.332

(.....)My personal wish is for a professional public administration with job description and analytical description of each procedure, without interferences, friendly to the citizens and with the maximum use of the new technologies. In my opinion, all these are the essential characteristics of quality systems reforms. In such an ideal environment civil servants thrive, are happy and productive. (.....)

In most of the cases the reforms are imposed by the European Union and other International organisations. In the case of Greece reforms are imposed by the memorandum that was signed during the debt crisis, for the financial indicators to improve and to enable the country to return to the markets to obtain the needed funds. It is common belief that the reforms to be successful require an intrinsic and not an extrinsic motive. In other words change seems to be a matter of strategy and not of memorandum. Last but not least, a lot of scepticism was expressed whether the real target of the lenders is the rationalisation of the public administration and the quality of the services offered to the citizens or just the saving of resources to ensure the safe return of their money.

Pap- Quality Team p.345

(.....)According to the implementation of all these reforms under the umbrella of the new public management I would like to express my scepticism whether the real target is the rationalisation of the public administration and the quality of the services offered to the citizens or just saving the money to pay back our lenders(.....)

(.....)In addition, the existence of a quality strategy is a prerequisite for the success of ISO implementation. The establishment of targets has to be done with the cooperation of the stakeholders. The public agency target should be the continual improvement of the services offered to the citizens in the context of current economic capabilities. We could notice that in the definition of the mission of the organisation the issue of quality is very important. (.....)

M-Senior Manager p.308

(.....)Strategy in the public sector is redundant; it has been replaced by a Memorandum which is strictly focused on fiscal discipline. ISO, under these circumstances, can prove efficient as it eliminates waste. In general, it has been noticed that more integrated quality reforms, like Common Assessment Framework (CAF), have incorporated the strategy function more efficiently than ISO. (.....)

X-Senior Manager p.332

(.....)Theoretically, the new reforms implemented under the pressure of the Memorandum signed with Greece's lenders, provide for a rationalism drive, but in fact it is just saving money. (.....)

Kt- Quality team p.323

(.....)Finally, I think that the reformers' motivation is not the rationalisation for the improvement of the Greek society, its economy and the long term benefits for the country; instead, they care for mundane,

short-sighted issues, like the immediate need to save resources and pay back the country's lenders. In this case, obviously, the planning is poor and the failure assured. (.....)

P- Consultant p.296

(.....)The Greek public sector (ministries, local authorities and state-owned enterprises) has implemented quality reform systems (ISO and especially ISO 9000) in the context of obligations and their eligibility to be financed by the National Strategic Reference Framework (NSRF) 2007–2013. (.....)

S- Quality Team p. 302

(.....)The Corfu Prefecture was literally forced to implement quality reform systems (ISO and especially ISO 9001), as part of the obligations stipulated in terms of the ability to be financed from the NSRF (National Strategic Reference Framework) 2007–2013. (.....)

M-Senior Manager p.308

(.....)Common Assessment Framework, which is not mandatory, and softer versions of Total Quality Management, unlike International Standard Organization (ISO 9001,2008), which is mandatory and part of the obligations stipulated in the terms of the financial aid package from the NSRF (National Strategic Reference Framework) 2007–2013. (.....)

N- Quality team p.318

(.....)The Intermediate Managing Authority (IMA) of the Ionian Islands was literally forced to implement quality reform systems (ISO and especially ISO 9001), as part of the obligations stipulated in NSRF (National Strategic Reference Framework) 2007–2013 and applicable to every Intermediate Managing Authority that audits the program. (.....)

The practice of copy/paste process without taking the special characteristics of the Greek reality into account was also mentioned as a drawback in the process of the implementation of the reforms. The lack of adaptation to the Greek context compromises the entire process and contributes to the failure of the attempted reforms.

N- Quality team p.318

(.....)It is also essential not to “copy / paste” imported reforms from abroad, but to adapt them to the Greek reality. I strongly believe that there should be rationalism in the reform doctrines in order to be effective. (.....)

Ka- Employee p.327

(.....)We usually follow a copy/paste process without taking into considerations the special characteristics of our country (.....)

On the other hand, considering the current situation the implementation of quality reforms appears to be a necessity since it facilitates the increase of productivity, raises

the employee morale, improves the services offered to the citizens and significantly reduces the possibility of bankruptcy of Greece.

Sa-Senior Manager p. 341

(.....)I think our duty is to implement all the modern administration tools which increase productivity, boost employees' morale and improve quality of services. There is no other alternative, if we do not want to confront chaos and bankruptcy in Greece. (.....)

Pap-Quality Team p.345

(.....)Regarding the reforms in the Greek public administration we could comment that this is a necessity. (.....)

(.....)So the implementation of the new administration techniques is actually a challenge because the concept of these reforms is the offering of the same level of services using the same or fewer resources. (.....)

In addition, it was claimed that the existence of rhetoric from the part of the political leadership is not necessarily in line with real actions. It is a fact that while issues such as laws for assessments, ISO implementation and the Common Assessment Framework have been announced and enacted they have not been implemented. The critical factor of leadership is relevant at this point, and as it has been previously mentioned, it lacks continuity.

Pap- Quality Team p.345

(.....)To sum up, we could comment that unfortunately the reforms in the Greek public sector are more rhetorical than actual. (.....)

X-Senior Manager p.332

(.....)The Law 3230/2004 introduced a set of objectives for every unit of the Greek Public Administration after consultation with the relevant employees. It also provided for the establishment of Quality and Efficiency Units in every Ministry and Regional Offices. This effort along with Common Assessment Framework and the ISO certification were the framework of the Greek public sector quality reforms, but unfortunately it remained just rhetoric and was never effectively implemented (.....)

It is worth mentioning that contrary to the outright downsizing that it is observed in the public sector, the case of ISO is characterised as a “soft” reform process. A rationalisation strategy with respect to the human factor was widely supported by naming team spirit, targeting, friendliness and constant improvement of quality as

paramount elements of this strategy. It should be highlighted here that all these elements are characteristic of the quality management.

P- Consultant p.296

(.....)We could characterize ISO as a soft reform process, especially on the human resources issues, so were the reactions of the Unions, soft and smooth. In the public sector "hard" reactions are expected mostly in the cases of outright downsizing. Reaction to change is a common phenomenon in the public sector, but in the case of ISO it had the least effects. (.....)

S- Quality Team p.302

(.....)Probably this is an opportunity to change the public sector. If the opportunity is grasped to make necessary positive changes (like implementing quality reforms) then we will come out of the economic crisis stronger and more efficient. On the other hand, some horizontal, hastily adopted measures could have catastrophic effects. (.....)

M-Senior Manager p.308

(.....)Where the approach was soft and non-invasive I met a lot of Union members who were very cooperative and positive. In the cases where there is strong Union opposition expected, the results could be catastrophic. (.....)

(.....)I think it is very important to reform the public sector; after all it has become obligatory by the clauses of the Memorandum Greece signed with its lenders. But we have to take into consideration that behind all that there are humans, employees with family obligations, children, needs, problems and therefore reforms must not become an end but should provide the means to ameliorate the public sector without causing collateral damages(.....)

Pa-Academic p.313

(.....)There has been a great debate about the efficiency in the public sector, I strongly believe in soft approaches regarding human resources issues. If you are going to relate the salary with efficiency you must bear in mind that there are employees with disabilities, what are we going to do with them? Throwing the disabled off the "Keadas" cliff does not seem to be a solution. The total efficiency of an organisation must be evaluated, so that team work, the key factor of total quality reforms, comes to the fore and becomes essential. (.....)

Ka- Employee p.327

(.....)In the case of ISO, which basically is a "soft" reform, we did not have any strong reactions. Actually, in this Agency we already had an unofficial form of system standards, which helped during the transition and reduced any possible reactions. In general, the implementation of ISO in the public sector should not run into any difficulties because of the presence of detailed steps that describe the processes with accuracy (.....)

(.....)Personally, I support soft HRM reforms; we need more rationalism rather than the elimination of the state. (.....)

(.....)Under the sword of Damocles, the fear of dismissals and uncertainty, complimented by the serious lack of Human Resources strategy any kind of reforms in the Greek Public sector are doomed to failure. (.....)

Kt- Quality team p.323

(.....)Human Resources Management could indeed make the difference. With key concepts like partnership, friendliness, understanding, team spirit, targeting and rewarding we could create a climate in which quality reforms could flourish, independently of the recession's negative motivational framework. (.....)

Finally, it was noted that the use of more complete systems, such as Balance Scorecard system which measures the degree of satisfaction of all the participants in the production of public goods and services is of absolute necessity since ISO is a quality subsystem.

S- Quality Team p.302

(.....)No, actually ISO does not measure employee satisfaction. We should always keep in mind that ISO is a quality subsystem; other Total Quality systems like Common Assessment Framework (CAF) or Balance Scorecard (BS) are more integrated and include employee satisfaction parameters. (.....)

M-Senior Manager p.308

(.....)I think it is very important to reform the public sector; after all it has become obligatory by the clauses of the Memorandum Greece signed with its lenders. But we have to take into consideration that behind all that there are humans, employees with family obligations, children, needs, problems and therefore reforms must not become an end but should provide the means to ameliorate the public sector without causing collateral damages(.....)

Pa- Academic p.313

(.....)ISO is a Total quality subsystem; its target is the process standardisation and not the satisfaction of all the stakeholders. I think that public services have missions different from the private companies, they have different philosophy. Key concepts here are protection, contribution, equity and not the private sector's criteria like profit, promotions etc. I strongly believe that all public services need rationalism but not necessarily elimination. (.....)

(.....)First of all, I think that the public sector will cease to exist, at least as we know it. It will evolve to become "virtual" or "e-public". Downsizing is the ongoing agenda. Actually, public sector offers public goods and services; I think that its mission is to contribute to the social welfare, and not to seek profit. New public management, with its doctrines, is rhetoric; it only serves the markets and the multinational companies which just focus on profit. Finally, the welfare state will soon be history. (.....)

Kt- Quality team p.323

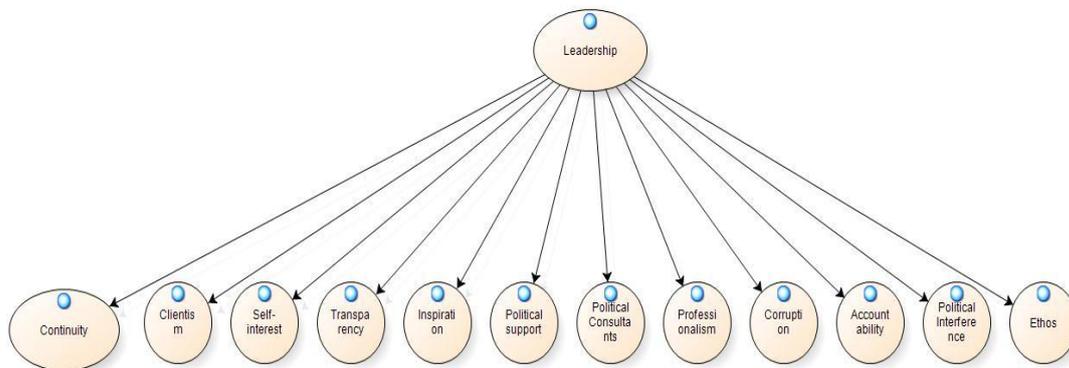
(.....)I believe in a more integrated quality reform system, like CAF (Common Assessment Framework). We could say that CAF comprises ISO or that ISO is the first step for a more sophisticated attempt to quality reform. (.....)

(.....)The state must become more efficient. Quality, e-government, saving of resources and the use of modern administration techniques, along with, proper use of human resources should become the foundations of planning and practice for all sectors in public administration(.....)

In conclusion, change must be a strategy and not a coincidental result of some ad hoc action. It cannot be effective when forcefully imposed and can be efficient only when adapted to the circumstances and it conforms to the reality of each specific country. These conclusions are in line with views noted in the literature review, specifically of (Simmons et al., 1995, Sila and Ebrahimpour, 2003, Assiri et al., 2006). They have pointed out the importance of strategy in any change effort.

9.2.3 Leadership

Figure 9.5: Leadership themes



It is a well known fact that the existence of effective leadership in every level of hierarchy-from the prime minister to the manager of a department in the public services is one of the most important prerequisites for the success of the reforms. The analysis of the interviews enabled us to note the paramount role of the employees' motivation in the process of the implementation change in the public sector. First of all, we noticed that no one claimed to be satisfied with the Greek public management and everybody highlighted the necessity of the reforms. Reforms are of importance for all citizens, a tax collector is entitled to a good education or health services and similarly, a doctor is equally interested in the education of his children and in the reduction of bureaucracy in his transactions. A sense of anxiety regarding the success

of the reforms was evident in the answers of our interviewees. We are inclined to believe that this attitude stems from the oncoming reduction of the public sector due to the debt crisis and the memorandum that Greece has signed. Therefore, it could be easily inferred that according to the employees, the management is obliged to provide for proper employee motivation, if quality reforms are to take effect. In this case, the employees' job security and their positions would be safe, since not only the citizens would have access to a service of good quality but also the cost of the service would be reduced. Admittedly, the creation of such a working environment is the utmost responsibility not only of each and every manager at any level, but also of the whole Greek Public administration so that quality reforms would succeed in Greece.

M-Senior Manager p.308

(.....)The leaders must create a scenario, an action plan in which money is not the motive anymore, but motivation must be sought from other sources such as, good working environment, smooth processes, meritocracy, equal opportunities and why not, more employee participation in the decision making process. (.....)

N- Quality team p.318

(.....)First of all, I think that leadership is the most important factor, from the Prime Minister down to the Department supervisor they have to focus on the successful implementation of the reforms and to exert all efforts to achieve this. (.....)

M-Senior Manager p.308

(.....) I consider human inspiration as the sine non qua factor for the successful implementation of any kind of reforms. Inspiration is essential to combat fear, distrust and scepticism. (.....)

Stability and continuity in pursuing reforms are the first elements which lack in the Greek public sector according to the employees. It must be noted that the policy of the public sector changes every time there is a new government. To make matters worse, this change is also noticed even when the deputy or the General Secretary of a Ministry leaves their position. Needless to say, this pattern continues down to the floor manager level; the main objective of the working force is to be agreeable to their political supervisors rather than to the success of the targets. For this reason, it is common for competent employees not to be given opportunities to develop professionally while less competent ones are promoted. Of course this working environment is not in line with the quality management reforms. It is evident that for certain politicians, their re-election appears to be more important than the

implementation of the necessary reforms and for this reason clientele relations are first on their agendas. To illustrate this, imagine the frustration of a decent employee who fights for the implementation of a reform and a government cancels it with no legitimate reason. There is, therefore, the immediate need to create a public administration that is independent of all political parties, politicians and their intermittent changes. It has been claimed that the quality systems have rendered politicians redundant as their intervention in managerial issues is not necessary and is rather superfluous. For instance, if a certificate has to be issued within a certain amount of time, there will not be the necessity for a third person to intervene in favour of the petitioner so as to obtain it on time. Such interferences affect negatively the group spirit which is a fundamental factor for the quality reforms and the effectiveness of the public servants. At this point not only we could propose, but would indeed make the correlation between the examined factor and the presence of long term strategy in issues related to planning and the implementation of reforms. Therefore, the necessity for continuity in the public management seems to be imperative. This could be accomplished through an irrevocable agreement between the political parties and the public services to have the continuous improvement of the services provided to the citizens as their utmost target. The implementation of the quality systems containing the factors of targeting and assessment contribute further to the accountability of the politicians and enhance the democratic function of the constitution. In addition, leaders should be assessed in accordance to the accomplished targets and not by setting emotional criteria or populist policies. As previously mentioned reforms often contradict certain interests and for this reason more often than not several reactions have been raised. Therefore continuous and stable support of the reforms is one of the most significant prerequisites of the leadership. In addition, another equally important factor for the success of the reforms is that of commitment. Setting short-term goals is not unusual for the politicians, while as it is known, reforms require long-term programming in order to be effective.

Sa-Senior Manager p.341

(.....)There is a great necessity to demarcate the state from party politics. The function of the state must be independent of the politics and their changes. A leader must focus on visions and their implementation and not waste leadership skills in mundane matters, like having to sign for the supply of cleaning materials and office supplies for the Agency all day long. For example, there are countries

which have effectively operated without government for an extended period of time; in the Greek case every time we have elections the public sector actually shuts down. (.....)

P- Consultant p.296

(.....)Leadership has to support the change in a firm way continuously; it is a matter of delivering the right messages and taking the right measures. According to my experience in the Greek reform paradigms, especially in the public sector, reforms could not be implemented based alone on employee's goodwill. There are always centrifugal forces which strangle and stifle all efforts towards reforms. (.....)

S- Quality Team p.302

(.....)We could notice that the political leadership was consistently reluctant to boost the implementation process. There was a lack of quality commitment. Politics usually have short term targets; on the contrary quality reforms yield fruit in the long term. (.....)

S- Quality Team p.302

(.....) Leaders are required to deploy strategic plans, middle managers to ensure the implementation and civil servants to perform in the frontline of quality reforms. It is important that the civil servant be convinced about the process and the goals, enforcing the idea that quality is worthwhile and necessary. Also during the change process employees will encounter difficulties and problems that need to be dealt with will arise and proper support must be given during the entire process so all hurdles can be overcome. Leadership must embrace the quality dream and implant it downwards (.....)
(.....)Politicians prefer the current situation, so as to avoid accountability. They like to play in a foggy arena and they always intervene changing the rules of the game (.....)

M-Senior Manager p.308

(.....)All along reforms have been an ongoing agenda, we could name critical success factor hierarchically, the political motivation and commitment (.....)

X-Senior Manager p.332

(.....)To this we can add the lack of distinct roles between political and administration leadership (.....)

Pap-Quality Team p. 345

(.....)Unfortunately, the high turnover of the political leadership resulted in giving up on the attempt and the qualification is nothing more than a paper hung on the wall. (.....)

(.....)I think that leadership is the most critical factor of success for the implementation of a quality system in the Greek public sector. Unfortunately, there is a lack of continuity as policies change from government to government, from minister to minister even from secretary to General Secretary. Furthermore, Greek politicians are focused on their re-election (short term targets). On the contrary, it is well-known that changes need time (long term targets) "Rome wasn't built in a day". (.....)

K- Quality team p.336

(.....)Another detrimental practice is that when a government changes, the supervisors and all the managers of the public sector change as well so as to suit the whims and preferences of the newly elected political party (.....)

Ka- Employee p.327

(.....)There is also a shortage of continuity in the high hierarchical level. (.....)

(.....)We could also mention the frustration caused by different policies, not only between different political parties, but also between the Ministers of the same government. (.....)

(.....)In the Greek case however, the frequent changes of policy constitute a negative factor that deters the ISO implementation. (.....)

(.....)There are some particularities in the public sector like the foggy political framework, discontinuity, political interferences which makes targets an unattainable target! (.....)

Kt- Quality team p.336

(.....)In addition, there is a consistent lack of continuity in leadership, high-level employees' mobility is linked directly to the ruling party, and thus any long-term reform effort is doomed to failure. (.....)

Pap-Quality Team p. 345

(.....)Lately there have been important efforts which unfortunately have been proved fruitless. For example, the implementation of meritocracy criteria for the promotion of public civil servants (qualifications) has been implemented lately but again the employees who were not members of the elected political party were forced to transfer and to serve away from their home and consequently forced to resign. (.....)

K- Quality team p.336

(.....)In order for quality reforms to flourish the development of "fertile land" is required. At this point I may be allowed to raise an objection to any type of political interference in the public servants' duties, as these interferences affect negatively the team spirit and of course, the performance of the public servants. (.....)

Kt- Quality team p.323

(.....)In the Greek case the lack of political support is a great de-motivating factor. (.....)

Pa- Academic p.313

(.....)On the other hand, junior employees who have the know-how and are capable and willing to contribute, are totally disdained by the lack of meritocracy, bad human resources management and the bureaucratic way Agencies normally function. They have the skills and high specialisation required, but they are often asked to perform tasks incommensurate to their skills. Due to prevailing political clientelism, we often come across civil servants kept "in the fridge", while others with fewer skills are promoted. (.....)

(.....)I could give an example, in accordance to the downsizing doctrine, the Greek government has shut down some organisations after evaluation and has merged their functions; a Greek politician, in response to this measure, transferred some of the employees, obviously his voters, to another Agency so as not to lose their jobs, while others were left unemployed. This is not a leadership practice that could inspire. (.....)

N- Quality team p.318

(.....)Unfortunately, in Greece there is a lack of proper leadership, complemented with a heavy dose of favouritism, consultants become specialists with no regard to merits and skills just pure favouritism.

(.....)

(.....)Finally, political clientelism is an unproductive factor; it nourishes worthlessness which is the root of most of the public sector evils. (.....)

K-Quality team p.336

(.....)Clientelism is a concept that has to be eliminated. Recently, I read in a newspaper that a Minister went as far as to hire a lot of people without a clean criminal record, which is a precondition to become a public servant. (.....)

Ka- Employee p.327

(.....)Additionally, the political leadership geared by clientelism and political cost has been proved completely untrustworthy and incompetent. (.....)

The gift of inspiring the realisation of a vision was mentioned among the most important characteristics of a prominent leader. It should be highlighted that the implementation of reforms require continuous effort, time and sacrifices and therefore, the leader is expected to possess the skills and knowledge to motivate public servants by promoting the vision of an improved situation for themselves, their offspring and for the whole country in general. It is an undisputable fact that the vision of a modern, anti-bureaucratic government, a government dedicated to the provision of the best quality services to its citizens, is the ultimate motivation for the successful implementation of the reforms in the Greek context. Unfortunately, as it is evident from the interviews the average impression of the politicians is not the best possible. The majority of the employees are of the belief that the personal interest comprises the modus operandi of the leaders in most cases in the Greek reality. Additionally, the government is responsible for choosing and creating effective leaders. However, at this point there is a lot of controversy related to whether the possession of a lot of certificates and the outstanding performance in the ability tests do reflect the actual ability of a competent manager. Due consideration should be given also to skills like, ability to interact, communications and team guidance. The common practice of the political parties allocating certain managers to choice positions is admittedly a bad decision. An equally important prerequisite for the successful implementation of the reforms is the professionalism of the managers at every level. The element of professionalism appears mainly in the adaptation of modern managerial practices in the public sector, the so called New Public Management (NPM). The sense of meritocracy is also vital since it is a prerequisite for several quality reform functions. It is not possible for someone to be a leader of a team without possessing the skills and knowledge required to be accepted by the team

members. It does not come as a surprise that according to our data the quality characteristics of a good leader are in accordance to the qualities of the new image of public servants and as per the characteristics found in previous versions. The team, not the autocratic manager, has been mentioned as the most effective since the former is able to create an environment of trust, development, knowledge and high motivation. It should be unfortunately mentioned that leadership by itself cannot guarantee the success of the reforms, lack of resources imposed by the debt crisis consist an insurmountable obstacle to any attempt for change. To clarify this point, while reforms require recourses the current economic situation in Greece does not allow for any kind of development because there is a certain shortage in this field. Luckily, ISO is one of the most economical reforms.

Pap-Quality Team p.345

(.....)The lack of vision follows the lack of leadership. Vision is the transition from point A to point B, which promises to be better. Leadership has to highlight this new situation and inspire each employee because reforms need efforts, time, sacrifices and resources. (.....)

M-Senior Manager p.308

(.....) Leadership is a key factor, administration must be concerned mainly to develop leaders, but unfortunately there is a serious lack in this field. So far all our attempts have been geared to develop bureaucratic supervisors and no leaders. Lately, there has been a focus on formal leadership qualifications, but I still think that assessment centres must be established to evaluate individuals' ability to lead. Qualifications are essential, hard skills, e.g. computer skills, are vital however, they need to be interlaced with soft skills like negotiation, communication or team development skills. (.....)

Pa-Academic p.313

(.....)The leaders/managers entrusted with the reform efforts have been controlled by the political parties, so there has been a consistent lack of meritocracy. Incompetent managers failed to implement the reforms (.....)

K-Quality team p.336

(.....)I think we need a fundamental change in leadership mentality, at any level, from the Prime Minister to the floor manager. For example, a modern manager has to be a team manager not an autocratic manager, that is to say he has to create an organisational environment based on evolution, trust, knowledge, highly motivated, these managerial traits are very common in new employees but not in those of previous generations. They are used to hoard and hide knowledge for themselves in fear of losing their privileges. (.....)

Pap-Quality Team p.345

(.....)There is also a lack of vision, the inspiration of people and employees “where we plan to go is better and worthwhile”. Instead, we talk about corrupt politicians, thieves and people who have destroyed Greece. However, is it impossible these people to inspire and be inspired? (.....)

Kt-Quality team p.323

(.....)They also do not believe in the usefulness of modern administration tools, what we refer as new public management doctrines, they prefer old fashioned systems like bureaucracy, corruption and lack of meritocracy, where they can perform for their personal interests(.....)

X-Senior Manager p.332

(.....)Due to the prevailing clientelism, public administration lacks professionalism, a critical factor of bureaucracy, according to Weber. (.....)

In conclusion, the above clearly indicate that Leadership is considered as a key factor to the success of reforms in the Greek public sector. Employees prefigure and outline their Leader as a motivator, with principal characteristics such as, democratic attitude, change-oriented, consistency and professionalism; they expect an inherent ability to lead and to attain targets. He must be selected strictly by merit and he should apply meritocracy to his daily practice, free of any partisan bias. He must be a visionary and capable of inspiring all the stakeholders. It is up to the decision makers to source, develop and retain the appropriate leaders. This analysis is compatible with suggestions noted in the literature review, specifically (Radin and Coffee, 1996, Wallis and Dollery, 1997, Philippidou et al., 2004, Sila and Ebrahimpour, 2003, Lavdas, 1997, Adam, 2005). They have pointed out the significance of leadership in any reforming process.

9.2.4 Performance Measurement and Management Process

Evaluation is a fundamental concept in most of the New Public Management doctrines. It prerequisites goals, because as it is widely known, the lack of targets leads to absolute chaos. Caution should be exercised when setting targets so that the process should not be considered as an end in itself but it should contain characteristics that render it viable and effective. As the continuous improvement is a fundamental key factor for quality administration, so is the continuous performance measurement of the system, they are parallel forces that need to be kept in constant synchronisation and tuning.

Sa-Senior Manager p.341

(.....)Evaluation, the key concept for the New Public Management doctrines, is already a part of our daily routine for a long time. (.....)

(.....)Without targets we induce chaos. On the other hand, the process of setting targets must be democratic, realistic and the result of team work (.....)

(.....)Finally, assessment should not be an end in itself, without appropriate corrective action it is just a waste of resources. (.....)

The first and foremost controversy concerns whether the targets have to be qualitative or quantitative. This means that it was necessary to examine if the public was more interested in the rapidness of the service or its effectiveness. The issue of who are setting the goals and how the goals are prioritised is equally important. As it has also been mentioned, performance measurement in the public sector is difficult since there are certain important particularities, such as inputs from other agencies that cannot be measured and the administrative bureaucratic framework that considerably hinders productivity. As it was estimated, measurement is a matter of system and not of people. Due to the constant inspections and improvement suggestions that have come forth, ISO offers hope to overcome certain obstacles. At this point there is also a correlation with Leadership, since responsibility, which is a critical factor of the proper leadership, contains the notions of measurement and evaluation. Additionally, the current analysis should be related to the factor of motivation, since the lack of assessment induces levelling, which equals to the abandonment of the attempt. The accomplishment of the targets amplifies the satisfaction and the self-esteem of the employees. The issue of team instead of individual evaluation was also raised and it appears that the quality reforms support the former considering teamwork is the fundamental factor of their function.

Pap-Quality Team p.345

(.....)Finally, the continuous improvement requires performance measurement. Without measurement there is chaos, the issue is the set up of the qualitative and not only quantitative indicators. For example, we have to measure not the rapidness but the effectiveness to answer a phone call. Similarly, in the case of a tax office our target is not the rapidness of the transaction but the fair distribution of the tax burden. (.....)

(.....)A system of performance measurement needs to be implemented. If you don't measure something you cannot improve it. In this point a lot of parameters play a vital role. For instance, what

are we going to measure? How and with what criteria are we going to measure it? Who sets the targets? Are the targets qualitative or quantitative? (.....)

(.....)Here a debate has arisen regarding the management of the performance in which academics, politicians and senior civil servants are included. Personally, I believe in qualitative targets set by all the stakeholders and in targets which have the citizens as a top priority. (.....)

K-Quality team p.336

(.....)For example, performance assessment should be implemented for top level management, thus setting the standard for all the other levels of public administration. (.....)

Ka-Employee p.327

(.....)Evaluation is closely related to accountability, without targets and evaluation accountability is just another pitfall in our administration system. (.....)

X-Senior Manager p.332

(.....)For example, quality reforms are very important, thus quality is an important index in any assessment process. While quantitative indexes, like how many citizens could be served by a public sector worker, or the speed of services offered, can be measured, the quality indexes like the level of the citizens' satisfaction, a very popular factor nowadays, are hard to quantify. Civil sector employees do not only follow a set of procedures but are overburdened with numerous administrative Acts, varying legislation and directives that often confuse employees and issues rather than assisting in the effective running of a Department. (.....)

(.....)Nowadays, a lot of qualified people with great zest to work become public servants but due to lack of meritocracy and proper evaluation they lose their enthusiasm, because the system does not recognise their capabilities and their outcome(.....)

Kt-Quality team p.323

(.....)I think that evaluation is also a very important factor. Actually, a lot of issues come to the fore like what we are going to measure, which would be measured and by whom and the dateless debate between quality and quantity. Another critical factor is the team versus the individual assessment and the lack of resources for implementation of such administrative techniques. In fact, without targets we talk about chaos, which is the reality in the current Greek public sector administration. (.....)

P- Consultant p.296

(.....)Furthermore, targets, which must be accomplished, are set in a manner that the employees see their contribution in the production process and could feel satisfaction and self-esteem once a set target is achieved. (.....)

N- Quality team p.318

(.....)Setting targets is also important because it boosts the employee morale. At this point, I would like to highlight that we usually set quantitative targets and no qualitative and this is a pitfall of the ISO system. I think it is important when providing public services not to count just the "how many" we serve, but also how we serve them. (.....)

Ka- Employee p.327

(.....)Evaluation is closely related to accountability, without targets and evaluation, accountability is just another pitfall in our administration system. (.....)

(.....)Motivation presupposes evaluation of the employees which is absent from the Greek Public sector. Team targets, in my opinion, are the sine non qua factor to motivate employees and to successfully implement any quality reforms. (.....)

(.....)There are some particularities in the public sector like the foggy political framework, discontinuity, political interferences and inputs from other Public Agencies which makes targets an unattainable target! (.....)

Kt- Quality team p.323

(.....)I personally like to set targets and to achieve them, it makes me feel proud and I feel that I can contribute to society. (.....)

The prime task of the Agency in which the research was conducted is the management of European Funding Programs; due to the current economic recession their role is deemed important and necessary. In their current operations meeting the deadlines is the measurement of their efficiency. The implementation of ISO to the specific Agency aimed at both the continuous improvement of the procedures and the increase of efficiency. This can be easily accomplished through inspections during which every employee is given the opportunity to propose an improvement. After the completion of a report the quality team in cooperation with the manager of the Agency ensures its realisation. The fact that the members of the team are from different departments and hence their approach to a procedure is considerably different is particularly helpful to the improvement process. However, as it was mentioned, in the public sector everything has to be in line with the relevant legislation and therefore the possibility of improvement is greatly limited.

P- Consultant p.296

(.....)The contribution of ISO in an organisation's efficiency is not a matter of individual effort but rather a team matter. In this specific case we could assess efficiency by measuring the reliable and timely responses by the Agency to beneficiaries' requests. Meeting deadlines is another critical factor by which efficiency can be measured. According to current legislation and due to the debt crisis, Greece has to use the maximum of European funds within a certain time period and in fact must meet deadlines set. A good example is the ESPA program of European funds which expires in two years with a low percentage of fund absorbency, as Greece has not acted efficiently within the given deadlines(.....)

S- Quality Team p.302

(.....)Self improvement is an ISO outcome, setting targets and assessing achievements are key elements in any ISO reform. Public agencies produce goods and services which must improve as society progresses. The Agency has to prove (to the external auditor) that it has set targets better than the

existing ones, that it has a roadmap outlined so as to achieve them, an assessment method in place and a plan for the feedback process. Only with stringent assessment methods we can evaluate change and improvement, otherwise there is only chaos. There is a universal trend to move from public bureaucracy to public management or in other words to move from a free rider system to that of continuous assessment and evaluation (.....)

N- Quality team p.318

(.....)ISO allows for the user-suggested improvement process, where an employee could suggest an improvement. They can fill in a specific report and the quality team, in liaison with the manager of the Agency, would review and could approve it if viable. We have already had some success stories. (.....)

(.....)During reviewing we have had on two separate occasions to alter and improve some processes. Yes, I do agree that ISO through re-engineering procedures could minimize waste and increase the efficiency of an organisation. In our quality team we got members from each unit, we take their different points of view into consideration and we can decisively improve the procedures. (.....)

K- Quality team p.336

(.....)The review process is very important, re-engineering is required where time and resources are saved and waste is eliminated. But the margins are very narrow as in the public sector one has to comply with the law detailing procedures. (.....)

Kt- Quality team p.323

(.....)The quality team performed another exceptional task, they reviewed and re-wrote every procedure, in accordance to pertaining legislation, with a specific focus to improve and simplify those procedures. (.....)

(.....)Through the review process we had proposed several improvements and made numerous suggestions to our senior managers, but unfortunately, nothing changed at all. (.....)

(.....)Initially, the consultant from the Consultancy Firm visited our agency and after consultation with our employees he wrote down every procedure for every department. Following that, during the review process, the quality team suggested some modifications; particularly those which actually increased bureaucracy had to be modified. (.....)

ISO presupposes the written record of the procedures which is admittedly a time-consuming and a most bureaucratic process. At the same time it must be acknowledged that the recording not only facilitates the employees at all levels to perform their duties, but also ensures a certain acceptable level of services to the citizens. In addition, it facilitates the improvement of the inspection procedures. On the other hand, this process was referred as the Achilles' heel of the system considering that due to the economic crisis the workforce of the public sector is continually downsized and therefore the employees who are overworked are asked to perform their duties as well as, record them.

Sa-Senior Manager p.341

(.....)Initially, I would like to point out that having a written record of the procedures is a vital process and in my opinion it helps the employees a great deal. It is also fundamental to the auditing process, which is an essential management function. The review process mainly confirms the specific service standard that the Agency attains, a fact very important in the context of the current inferior quality of public services (.....)

P- Consultant p.296

(.....)The ISO implementation in an organisation, whether in the private or the public sector, aims to support and serve the organisation's functions and through this process it facilitates the employees at all levels to perform their duties. This is achievable because the way work must be done is clearly outlined, so everyone knows his tasks and ambiguities are avoided. (.....)

(.....)The most significant is the standardisation of all processes, as well as, the obligation of the employees to perform their task within certain set parameters. (.....)

S- Quality Team p.302

(.....)Writing down the steps and procedures for each task was by itself something very important and educational. The next move was to review each process which resulted in a lot of improvements. (.....)

(.....)I was in charge of the Programming department, so I wrote down detailed procedures for my field. When a colleague reviewed them, taking into consideration his point of view, he made a lot of corrections (re-engineering). He corrected procedures that were much confusing, or in other cases, points that I had stated as facts but were not explained in detail and with their due analysis. (.....)

M-Senior Manager p.308

(.....)De-bureaucratisation is the target, ISO helps because you can see where the procedure is blocked, where there are overlapping processes, if the language is comprehensible by the citizens, the documentation is user-friendly, and the possible use of information systems where applicable. I think it is critical to simplify the procedure; it saves resources and boosts the growth process. (.....)

Pap- Quality Team p.345

(.....)The implementation of ISO creates bureaucratic problems as well. Lately the number of public servants is getting lesser and lesser; consequently there is an increase in workload. Hence, the public servants start with the transaction with citizens after they have filled some applications, then they file them and finally they have to write down what they have done, quite a tedious task. Reaction starts here. A lot of people wonder whether it is possible to fight bureaucracy with bureaucracy. (.....)

S- Quality Team p.302

(.....)Bureaucracy was the Achilles' heel of ISO and the main cause of quarrelling in the workplace (.....)

(.....)Bureaucracy is a critical factor in ISO quality reforms; at the initial stages the required paperwork was something that bothered everyone in the organisation. There is a lot of paperwork involved in implementing the requirements of the ISO 9001 method. Employees are required to perform their tasks, as well as, to write them down afterwards. They have to follow instructions from manuals but I cannot comment further because the effort has been abandoned. This specific project was addressed

to all Prefectures and Municipalities all over Greece, but I think that nowhere the outcome was successful. (.....)

N- Quality team p.318

(.....)ISO documentation is also formulated in a way that improvement margins are quite limited. Thus, our quality team did not have to reinvent procedures and our workload was moderate. In general, employees within the Agency were quite receptive and cooperative, especially as the process was scheduled during a low season and the staff had a lot of free time to concentrate on this new issue. (.....)

Ka - Employee p.327

(.....)It creates a tolerable bureaucracy, which is better than anarchy (.....)

Kt - Quality team p.323

(.....)Initially, the consultant from the Consultancy Firm visited our agency and after consultation with our employees wrote down every procedure for every department. Following that, during the review process, the quality team suggested some modifications; particularly those which actually increased bureaucracy had to be modified. (.....)

Continuous and consistent improvement constitutes the dynamics of any quality reform; performance measurement contributes as a key concept in any attempted implementation. Issues like sector particularities, quantitative vs. qualitative targets, teams vs. individuals, evaluation process and bureaucracy emerged as the major obstacles which must be taken into account and overcome. These conclusions are on the same wavelength with cautionary remarks found in the literature review, specifically of (Bourne et al., 2002, Ueno, 2008, Mcadam and Saulters, 2000, Radin and Coffee, 1996). They have warned over the significance of performance measurement in any TQM implementation process.

9.2.5 Reform Management

The management and administration of reforms could have been embodied with the strategy for quality reforms, however, it has been tackled as a separate factor so as to emphasise and express adequately the concern of those questioned on the importance of political administration in implementing reforms in the specific public organisation under study. The relevant variables were mainly the coordination and support provided in implementing ISO, the lack of which eventually results in loss of time and

resources. Lack of follow up and consistency was also mentioned as an aspect of the same phenomenon. Support for the reforms can be derived also from the citizens; once they understand the benefits of the attempted reforms they can advocate and “lobby” their implementation. It is also vital to have the full and active participation of the consultants from the management consulting company that undertook the project; they need to provide training, specify the processes, outline the organisational charts and support as required during the entire period that the project is under control by the independent authority.

Pa- Academic p.313

(.....)Unfortunately, we have had many unsuccessful attempts of reform implementations, failures not only of “hardware” nature but of “software” nature too, a general lack of tuning and proper reform management, where actually a waste in time and resources has been the most common outcome. (.....)

K- Quality team p.336

(.....)Unfortunately, as in any reform attempt there is a great enthusiasm in the beginning, but due to lack of follow up failure is the final outcome. (.....)

N- Quality team p.318

(.....)To that I will add strategy, tuning of the processes and proper reform management as key factors, essential to success. (.....)

Ka- Employee p.327

(.....)Initially, we could point out the lack, or to be exact the low degree, of tuning and follow up, two critical success factors for any reform attempt. (.....)

Pap- Quality Team p.345

(.....)Political leaders could support a reform offering the necessary resources within the context of the current financial capabilities. In addition, with the follow up process they control the implementation of the changes and implement the corrective actions which are suggested to them. Also citizens, as the immediate beneficiaries, could act as a lobby for the continuation of the implementation of the reform. (.....)

P- Consultant p.296

(.....)Another aspect of our work, in collaboration with the agency concerned, is the redesign of their existing processes in view of improvement. In parallel, we provide for the set up of back up services relevant to the implementation of the ISO, the training of the human resources, the support of basic ISO procedures like documentation and internal audits, the support during the auditing of the

Independent Certification Body and finally, the periodic support targeted to solve any problems that may arise. (.....)

S- Quality Team p.302

(.....)It was also vital that we maintained a close relationship with the consultant from the company contracted for the implementation of ISO 9001. (.....)

N- Quality team p.318

(.....)We have used the services of REMACO AE. (Training and Consultancy Firm for ISO implementation), they undertook the task to prepare the manual, the documentation and the process deployment of ISO in our Agency. (.....)

(.....)As a first step, REMACO visited our Agency and they wrote down the current procedures, the organisation chart, who is in charge and who signs each process, the documentation and the work flow charts. Based on their findings they developed the ISO manual, a document that describes the quality management in general and our Agency's processes in particular. (.....)

(.....)All these tasks have been accomplished by a joint task force and in close liaison between REMACO's consultants and our Agency's quality team. (.....)

Ka- Employee p.327

(.....)Initially, we could point out the lack, or to be exact the low degree, of tuning and follow up, two critical success factors for any reform attempt. (.....)

(.....)But without follow- up evaluation and improvements it is just a waste of time and resources. (.....)

(.....)In the case of the ISO implementation, training was kept optional after consultation with REMACO, the consultancy firm, and not as a standard scheduled event. (.....)

X-Senior Manager p.332

(.....)Generally speaking, these practices sum up the story of reforms in the Greek Public Sector reality; zest and enthusiasm in the beginning and then total abandonment. (.....)

The quality control team is an essential factor for the attempt to implement ISO. The success of its mission prerequisites the formation of a team that should bring together a group of young talent, with relevant knowledge, a passion for quality, committed to changes and devoted to provide solutions to the needs of the citizens. It must be noted that the function of the team provides strong motivation to its members. Moreover, its accountability and autonomy are features required by the ISO process. It has also been mentioned that the group should have cross-functional tasks so as to maximise its effectiveness.

Sa-Senior Manager p.341

(.....)The reinforcement of a set of useful organisational factors like autonomy, teamwork, transparency, accountability etc. may be added as additional motives. (.....)

Pap- Quality Team p.345

(.....)In addition, interdepartmental composition of the quality teams, which provides a "third eye" approach, tells us a great deal about the improvement of the processes. The knowledge of the capabilities as well as the implementation of the information systems in our case has helped a great deal to the automation and to the quality of services offered to the citizens. (.....)

P- Consultant p.296

(.....)The contribution of ISO in an organisation's efficiency is not a matter of individual effort but rather a team matter. (.....)

Pa- Academic p.313

(.....) Here I would like to point out the necessity of team work which is a basic element in all total quality reforms. Concepts like synergy, lack of subversion between colleagues are sine non qua factors for the development of team work and thus of the effectiveness of an organisation.

X-Senior Manager

(.....)I think that ISO encourages the spirit of team work and personally this makes me work with great zest. (.....)

(.....)We could also point out the presence of team spirit which also boosts the employees' morale. The problem is that in the public sector your work outcome depends on the inputs from other units, so we have to see team work within a larger picture, which is often very difficult. (.....)

Kt- Quality team p.323

(.....)Furthermore, we must stress on teamwork spirit which is a fundamental concept in ISO reform. This was indeed the attitude within the quality team members, but the rest of the employees looked upon ISO as just another bureaucratic tool and they did not cooperate at all. In our particular agency due to the highly qualified personnel and their young age, we have managed to maintain team spirit at very high levels. (.....)

Reaction to change constitutes a common obstacle in any attempt to reform and it is a major concern for human resource management. Supervisors and personnel in-charge mainly react and complain under the pretext of the additional bureaucratic burden that the reform process may involve. It was also observed that older employees reacted to change mainly due to their unfamiliarity with new technologies, new management techniques and their fear of losing previously gained privileges. The specific public service under study had already established an unofficial system of recording procedures in the past, thus employees were familiar to the process and reactions were kept to a minimum.

Pap- Quality Team p.345

(.....)It is an undisputable fact that sometimes employees or supervisors do not comply with the quality reforms using bureaucracy as an excuse. (.....)

S- Quality Team p.302

(.....)It should also be mentioned that managers and senior employees had a hostile predisposition towards the ISO implementation from the start. In the beginning they just had a cold, indifferent attitude but during the implementation, especially when we started to bother them to write down procedures and to follow them, they became outright aggressive. They were used to perform their tasks in their own way and ISO caused an inconvenience. Bureaucracy was the Achilles' heel of ISO and the main cause of quarrelling. (.....)

Pa- Academic p.313

(.....)Reaction to change is another critical factor, especially, amongst senior employees, for a set of reasons, mainly because they are not familiar with new technologies and concepts (.....)

N- Quality team p.318

Based on the above, constant follow up is the most important factor for the successful performance of any kind of reforms. Reaction to the change has created a very strong lobby.

K- Quality team p.336

(.....)It is also important to adequately discern the factor of employee self motivation and the will to get involved and participate in the decision making process. In the past managers and senior employees had a hostile predisposition towards the ISO implementation, probably because they were going to lose their privileges. (.....)

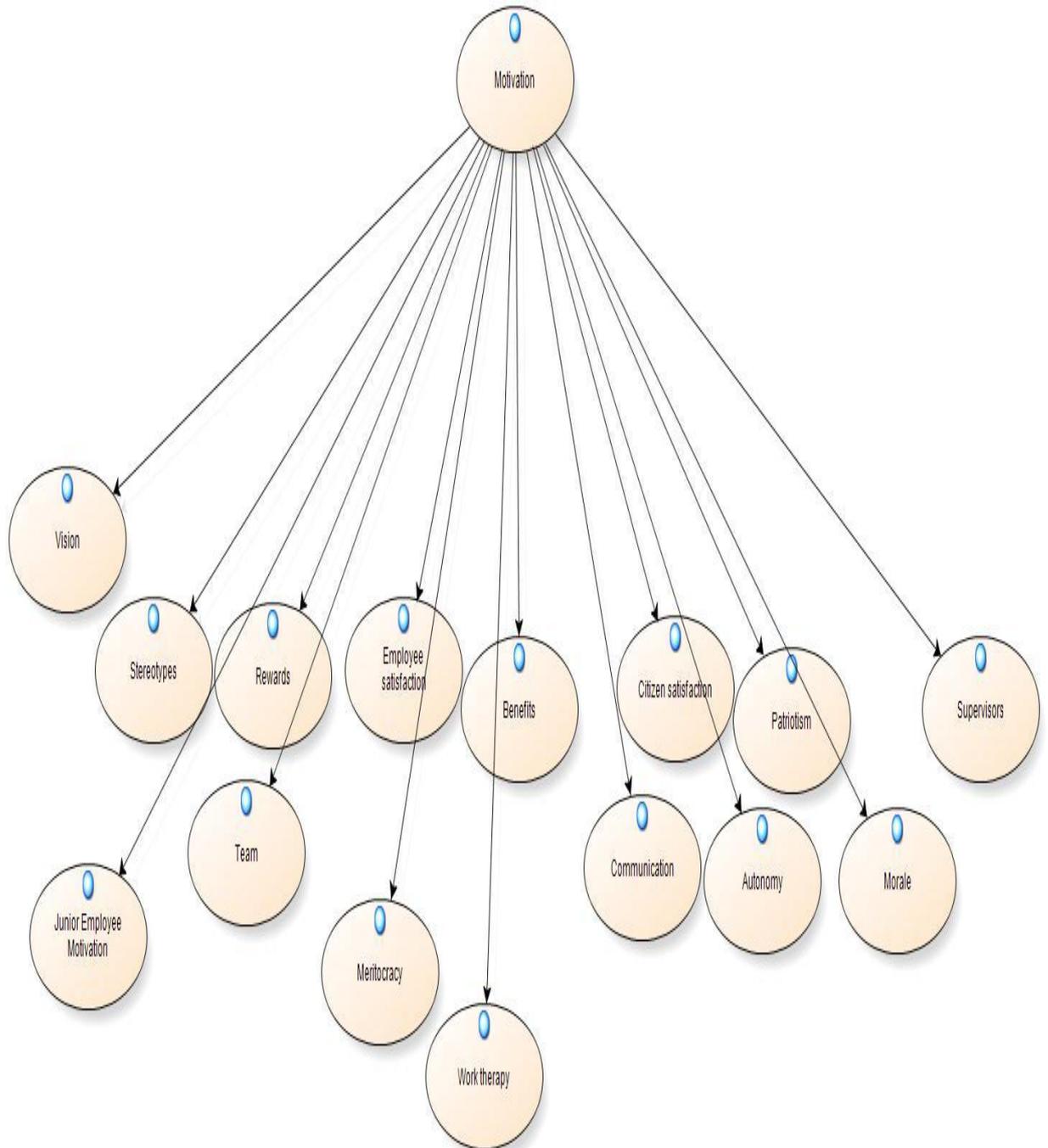
Kt- Quality team p.323

(.....)At this point we could also mention the lack of efficient supervisors. Reactions to change based on their previous negative experiences with reforms, block all progress and consists a hurdle to any change implementation. (.....)

Close follow-up and support from all the stakeholders, including the quality team and the consultancy firm, are essential prerequisites towards the successful implementation of quality reforms; reformers must ensure that this is provided at all times. The phenomenon of reaction to change is an expected obstacle; critical if left unattended, it must be adequately addressed. These findings are similar to the approaches detailed in the literature review, specifically of (Radin and Coffee, 1996, Kanfer, 1990, Sila and Ebrahimpour, 2003, Connor, 1997, Gwartney and Wagner, 1988). They have revealed the seriousness of reform management in any change effort.

9.2.6 Human Resources Management and Motivation

Figure 9.6: HRM and motivation Themes



Human resources management requires the application of all necessary management techniques to create and constantly keep active a scenario, a work task plan, within which the employees can perform to their optimum abilities. An effective HR Management would necessarily “discriminate” amongst those employees who are under-achievers and those who want to contribute to the success of any given project. Greece is currently under dire financial circumstances, resources are scarce and cannot be spared to implement motivational techniques, however, some things come for free and they are as valuable, such as respect and moral support, meritocracy, pleasant working environment, teamwork, operational autonomy, employees participation in decision making, those are essential motivational features and bear no cost. The ultimate goal is to formulate dedicated employees, committed to quality and to the service of the citizens, which turns into a difficult task as even those employees willing to work, when faced with inadequate administration they lose their enthusiasm, get de-motivated and end up sluggish in performance. An additional negative factor, in par with the current situation, is the reduction of wages; employees cannot cover their basic needs given the current remunerations, they are constantly worried how to make ends meet and fulfil their financial obligations, leaving little room for work related motivation and enthusiasm. On the other hand it was mentioned that patriotism is in itself a high motivational factor particularly during this difficult period in Greece’s history, as such it can alleviate part of the negative factors. The situation, as it is, constitutes a challenge for the management, as well as, for the employees. They are both seriously concerned as to how goals can be achieved, within the harsh parameters set by a new reality spelled out by the Memorandums Greece has signed with its lenders. We have already mentioned that commitment is a critical factor for the success of quality reforms and for any changes that take effect in public administration. Strategy is an additional intersecting factor; strategic planning and commitment are important factors, as many projects often have been abandoned in their course of implementation, leaving behind frustrated employees, who turn hostile to future reform attempts.

Sa-Senior Manager p.341

(.....)I think that it is all a matter of motives. Given the right tools the employee could be productive, effective and able to embrace all changes with great zest. The implementation of modern human resources' techniques is a necessity (.....)

(.....)HR Management must support and empower the employees to do a job well done, to feel proud of it, to feel capable, to feel that they contribute to society and that the citizens were served fairly and sufficiently. HRM must create and keep alive a framework in which the employee could cover the needs of the upper side of Maslow's Pyramid (Self esteem and Self actualisation) (.....)

Pap- Quality Team p.345

(.....) Respect for the employees and moral rewards (from a simple pat on the back to a bravo) are equally important. To ensure a healthy and secure environment and to give feedback would reinforce the satisfaction of the employees. Furthermore, to secure their progress within an environment of meritocracy based on their performance and competence is also essential. Other important tools are rewarding all employees with the same criteria and enhancing their training by using innovative systems like e-learning. There are also other practices that aim to the rising of the moral of the employees for the successful implementation of the quality systems. (.....)

(.....)There are two categories of civil servants. The first category involves those who make the least effort and desire perks like fewer working hours, fewer responsibilities, more leaves, stability in their salaries and permanency. In the second category are those who work at the public sector so as to contribute to the community. In both cases, the human resources administration should, for the first, change their attitude and, for the second, boost their attitude. The tools which are at their disposal are a lot and are especially related to modern administration techniques. (.....)

S- Quality Team p.302

(.....)But even those with great zest to work, when faced with lack of appropriate human resources' frameworks, they get frustrated; they lose their enthusiasm and at times become lazy. (.....)

M-Senior Manager p.308

(.....)The leaders must create a scenario, an action plan in which money is not anymore the motive, but motivation must be sought from other sources such as, good working environment, smooth processes, meritocracy, equal opportunities and why not, more employee participation in the decision making process. (.....)

(.....)It is a good question why would one chose to become a civil servant. Is it to contribute to the public welfare or is it just to secure a job? Nowadays, due to high unemployment rates it is hard to say, however, the recruitment process must be very focused on this issue and Human Resources Managers have to find ways to create dedicated employees. Commitment is quality that can be acquired and must be constantly updated. (.....)

N- Quality team p.318

(.....)But there is a serious lack in human resources management, no stirring force to motivate the civil servant to accomplish the set targets. We could mention their remuneration as de-motivation,

especially nowadays that the salary is not enough to cover basic needs. How could someone concentrate in his tasks when his mind is occupied with his unfulfilled obligations? (.....)

(.....)On the other hand, motivation could be simple and frugal, things like a good working atmosphere; cooperation among colleagues, autonomy in actions, a person-oriented supervisor, team work, can make a difference and become mood boosters that motivate employees effectively and at no cost. (.....)

K-Quality team p. 336

(.....)Considering the economic recession and the negative vibes it creates to the employees, HR must create a highly motivational environment, with practices like rewards, equity, career opportunities, fusion of knowledge, team decision making, an individual approach and involvement opportunities. (.....)

Sa-Senior Manager p.341

(.....)I could mention here that in the Greek public sector there is not only a lack of monetary rewards, but also a serious lack of moral rewards, even as basic as in the form of a phrase like "bravo-a job well done!" or a letter of appreciation. (.....)

Pap- Quality Team p.345

(.....)Personally, having been a member of the quality team, I could mention that while in the beginning there was great enthusiasm and passion, after abandoning the effort only frustration and low moral characterise our future position against any attempt for change(.....)

(.....)At this point I would like to cite as an example the implementation of a unified pay system for the civil servants which is a very old demand of the public sector unionism, as a lot of civil servants with equal qualifications earn different salaries. Unfortunately, this change resulted in everybody earning the same amount of money, regardless of their productivity, since there was no provision for a correlation between performance and salary. In addition, a great part of civil servants has seen their rewards decreasing considerably. (.....)

(.....)On the other hand, managers are considered to lack the tools to manage. They appear more as constables watching for the retention of timing of the employees. Without real power how is it possible to motivate the employees? Even in this context they could motivate the employees with a compliment like 'good job done' or a friendly pat on the back. (.....)

P- Consultant p.296

(.....)It is true that the current debt crisis exacerbates the difficulties in the way organisations, enterprises and employees function in every aspect. On the other hand it is a reality we have to deal with. During the past years, especially the civil servants enjoyed a standard of living higher than their productivity level. In other words, they were living on loans. I think this crisis should be conceived as an opportunity to restore a balance. Public servants maybe are dissatisfied due to salary reductions; on the other hand, they have to take into consideration their fellow citizens in the private sector who entirely lose their jobs. Having a permanent job with lower salary is better than having no job. Actually, we have to accept the concept that all reforms have practical reasons (saving money) and this cannot be justified by economic rationalism. (.....)

S- Quality Team p.302

(.....)We have to point out that public servants even nowadays, during the economic crisis, enjoy the privilege of better working conditions when compared to their counterparts in the private sector. Besides, there are a lot of people who chose to become public servants no to be lazy, but to be productive. But even those with great zest to work, when faced with lack of appropriate human resources' frameworks, they get frustrated; they lose their enthusiasm and at times become lazy. (.....)

M-Senior Manager p.308

(.....)The human factor is the key factor. Actually, the public servant has been the black sheep of our society, but that is not always true. There are remarkable public servants, erudite in their field and with great zest, potentials and capabilities. The present day public servants' motivation is the job itself, the fact that they are employed. Austerity measures have negatively affected the employees, if your salary has been halved, reform becomes a second priority. All these sacrifices enforced in the name of austerity have caused scepticism; people do not see anymore the light at the end of the tunnel. (.....)

Pa- Academic p.313

(.....)Lately, legislation has been introduced stipulating a uniform pay scale system for all the civil servants. This has been requested from their Unions since long time, all employees with similar skills and responsibilities to get the same salary, as before salaries varied from Ministry to Ministry and among various Agencies. The unification of pay scale resulted unfortunately to the majority of civil servants to suffer a dramatic reduction in their wages, particularly when taking into consideration the cost of living and the high percentage of loans they had burdened themselves with. It is apparent to all how catastrophic this was for the morale and the productivity of the employees. The salary of a newly appointed teacher is about 600 euro, as he/she is often forced to work away from his home town he will additionally have to pay for rent; the only solution is to resort to private tutoring, increase his/her income with undeclared additional money but that hardly contributes to any positive change in the Greek society. (.....)

N- Quality team p.318

(.....)My motivation for becoming a public servant was the permanence of my position and the fixed, stable income (.....)

(.....)Another key factor are the downsizing policies, the fear to lose one's job hinders productivity. Productivity and low morale are two controversial concepts. (.....)

(.....)After all, motivation could be simple and frugal, things like a good working atmosphere, cooperation among colleagues, autonomy in actions, a person- oriented supervisor, team work, can make a difference and become mood boosters that motivate employees effectively and at no cost. (.....)

X-Senior Manager p.332

(.....)Additionally, downsizing, salary reductions and minimisation of the welfare state impact negatively to the morale and the daily lives of the employees. (.....)

Kt- Quality team p.323

(.....)Finally, we could conclude that unfortunately a lot of reform attempts have failed leaving behind them a waste of resources and frustrated civil servants. (.....)

Sa-Senior Manager p.341

(.....)At this point allow me to include the phenomenon of work therapy which helps a lot of people to forget their problems through hard work. (.....)

P- Consultant p.296

(.....)Actually ISO per se does not provide for rewards systems, however, it creates a framework within which such a system could flourish, and it has to do more with employee morale and indirect rewards related to training, achieving targets, and career progress. (.....)

Ka- Employee p.327

(.....)Actually, rewards of any type are not included in ISO, even more nowadays within the framework of the debt crisis. But the management has the autonomy to motivate the employees with non - monetary rewards. Unfortunately, in our case the use of such kind of reward system is rare. (.....)

Pa- Academic p.313

(.....)They have to be highly dedicated to production, as well as, to the people. They must be committed to the organisational strategy so as to inspire their employees and to achieve the targets set through team work. (.....)

(.....)Here I would like to point out the necessity of team work which is a basic element in all total quality reforms. Concepts like synergy, lack of subversion between colleagues are sine non qua factors for the development of team work and thus of the effectiveness of an organisation. (.....)

X-Senior Manager 332

(.....)I think that ISO encourages the spirit of team work and personally this makes me work with great zest. (.....)

(.....)We could also point out the presence of team spirit which also boosts the employees' morale. The problem is that in the public sector your work outcome depends on the inputs from other units, so we have to see team work within a larger picture, which is often very difficult. (.....)

Sa-Senior Manager p.341

(.....)We could also add the sense of patriotism; ultimately we help our country in a very difficult period of its history (.....)

The actual implementation of ISO includes motivational factors, as for example, the detailed documenting of procedures that facilitates employees in performing their duties to a great extent. The employee gains self-confidence when he/she knows how to handle any given case from start to conclusion and relieves the stress from excessive workload, especially when he/she is faced with a queue of citizens that wait to be served. This may also prove to be particularly useful to new recruits in the public sector who often feel at a loss within the bureaucratic system. It also eliminates the notion of “specialists”, those who know, while others are there only to assist with

menial tasks. The employees share a common knowledge and their career advancement is based solely on performance and not hindered by lack of “specialised” knowledge. The citizen also benefits from an expedient service; the job is done without having to wait or even come another day when the “specialist” is available. The satisfaction of the customer/citizen reflects back on the employee who is also satisfied for a job well done. Documenting procedures relieves the public sector from its dependence to “that one employee” who has all the knowledge, it additionally reduces corruption, and it eliminates the phenomenon of a third party interference to selectively expedite citizens’ affairs. From those questioned, especially those younger who had relevant education, it was also mentioned that they were satisfied and welcomed the ISO implementation as it gave them a chance to put what they had studied into practice.

Sa-Senior Manager p.341

(.....)Initially, I would like to point out that having a written record of the procedures is a vital process and in my opinion it helps the employees a great deal. (.....)

Pap- Quality Team p.345

(.....)The citizen is more satisfied because he is served in certain time limits. This satisfaction returns to the employee because he feels that he is doing well. In addition, especially for the new scientists there is an opportunity not only to implement their theoretical knowledge but also to increase their self-esteem. (.....)

S- Quality Team p.302

(.....)I was appointed as Quality Team Leader for the implementation of ISO 9001 quality system in the Technical, Economic, Programming and Economic Departments. I was enthusiastic with the idea because of my passion for quality, so, I took the task quite personally. (.....)

(.....) We wanted to avoid the common phenomenon of “the knowledge to be a personal possession”, so if anybody would leave, anybody else could handle the responsibilities he left. (.....)

(.....)Actually, they are employees with a great zest to work and that matters the most. At the start the ISO consultant presented the Quality Philosophy and Practices to all the employees of the Agency. After that, there was voluntary interest expressed mainly by young employees, highly qualified (Masters Degree holders), especially engineers, computer science graduates and administrators. They joined to form the team; however, some of them did not endure as its members till the completion of the implementation process, they got tired and gave up. (.....)

(.....)The current status is very hostile for a new employee, nobody shows you what have to do, you are always given all the hard work and knowledge is not readily available for everyone. Knowing that there are written documents with job descriptions, outlining responsibilities and that knowledge is not going to be a precious commodity available to few, constitute enough motivation and can certainly

boost employee morale. This is a very important tool, especially for the new employees, who are often “lost in the sea” of procedures, rights and obligations at the start of their career. (.....)

(.....)There are no such references in the ISO system, except the moral satisfaction that we have succeeded to work in a well organised environment. (.....)

M-Senior Manager p.308

(.....)Actually, we are proud because we have assisted more than 100 Greek Public Agencies to establish and implement the CAF (.....)

N- Quality team p.318

(.....)We just feel proud that we were here at the time; we contributed to establish these reforms, produced documents with job descriptions, work flow charts and procedures that have affected employees’ productivity positively. (.....)

K- Quality team p.336

(.....)I have a degree in Information Systems and an MBA, because of my field of studies and my personal interest in technology I was very enthusiastic with the idea of upgrading the public sector with quality standards. (.....)

(.....)It is also important to adequately discern the factor of employee self motivation and the will to get involved and participate in the decision making process. In the past managers and senior employees had a hostile predisposition towards the ISO implementation, probably because they were going to lose their privileges. On the contrary, new employees love it, because the phenomenon of “knowledge as personal possession” was their nightmare. (.....)

Kt- Quality team p.323

(.....)ISO is a very helpful tool, especially for junior employees who were lost in the cog of bureaucratic machine. It also helps the citizens who may be served at all instances regardless of the presence or absence of a specific civil servant. In addition, it eliminates the unacceptable phenomenon of the separation of employees between those who know, the “specialists” and those who just process paper work. (.....)

Sa-Senior Manager p.341

(.....)Initially, I would like to point out that having a written record of the procedures is a vital process and in my opinion it helps the employees a great deal. It is also fundamental to the auditing process, which is an essential management function. The review process mainly confirms the specific service standard that the Agency attains, a fact very important in the context of the current inferior quality of public services (.....)

Pap- Quality Team p.345

(.....)The expected benefits of the implementation of ISO 9001-2008 have to be highlighted so as a motive to be given to the employees. Having written down the procedures, we could minimise the stress, especially for the newly-hired employees. The case of the “only expert” has been eliminated, which anyhow only resulted in undue privileges, corruption and bribery. At this point, we have to stress to the reaction to the change from the part of the old employees who realised that with the ISO implementation they are going to lose their privileges. Career evolution is a matter of competency and should not be limited to “experts”. (.....)

P- Consultant p.296

(.....)The ISO implementation in an organisation, whether in the private or the public sector, aims to support and serve the organisation's functions and through this process it facilitates the employees at all levels to perform their duties. This is achievable because the way work must be done is clearly outlined, so everyone knows his tasks and ambiguities are avoided (.....)

Ka-Employee p.327

(.....)Finally, this practice eliminates the employees' anxiety, as accomplishing successfully the work increases the self-esteem and the morale of the employees. (.....)

The process of setting targets, a prerequisite to any quality system, increases employees' self-confidence and satisfaction once those targets get accomplished, which was also stated in the analysis of the rate measurement as a critical factor in the success of the reforms.

P- Consultant p.296

(.....)Furthermore, targets are set which must be accomplished, thus the employees see their contribution in the production process and could feel satisfaction and self-esteem once a set target is achieved. (.....)

Ka- Employee p.327

(.....)Motivation presupposes evaluation of the employees which is absent from the Greek Public sector. Team targets, in my opinion, are the sine non qua factor to motivate employees and to successfully implement any quality reforms. (.....)

Adequate training was another factor mentioned as vital in the implementation of ISO. However, it was pointed out, that paradoxically Greek Public Service Managers select for training those employees rated as "bad" and prefer not to train employees who are "efficient".

P- Consultant p.296

(.....)Training the employees is a vital integral part of the ISO implementation, however, it has been noticed that in the Greek Public sector trainees are usually the "bad" employees, as the managers do not release effective employees to leave their jobs for training purposes. (.....)

K-Quality team

(.....)Unfortunately, training is not an integral part of the strategy in this Agency. It is a privilege for few. Although knowledge is power, it is a common phenomenon that the "bad" employees receive training, as their managers are willing to spare them, while the "good" ones are not allowed to leave their jobs and enjoy the benefits of further training. (.....)

Meritocracy was also mentioned as a prerequisite to reforms. The employee needs to know that his/her career advancement is based only on performance and not determined by factors that are not work related. ISO procedures require hard work and commitment; employees are ready to comply with those requirements if they are assured that it would advance their career. It was mentioned, however, that lack of meritocracy prevails in the public sector, as a result qualified employees are not appreciated, but on the contrary they are hindered in both their duties and progress, as they make others feel insecure and inadequate. Those questioned also considered important that the current evaluation system should be updated to include quantification of skills like leadership, negotiation, team spirit and not based only on the individual's ability to memorise information or on rating objective criteria. Efficient leadership, at all its levels, was emphasized as a major factor in the implementation of reforms.

Pa- Academic p.313

(.....)There was the commonly accepted concept that everyone could solve his problems by becoming a civil servant. In the 80s, due to globalisation, the Greek unemployment soared. A lot of factories closed or their activities were transferred to low labour cost countries like Bulgaria, Yugoslavia, etc. The reaction of the Greek Government to unemployment was to give the green light and to hire in the public sector as many employees as possible. There was a detrimental lack of proper criteria, like meritocracy and skills needed, while the phenomenon of clientelism was observed as the sole recruitment criterion and has since been in the root of the problem. (.....)

Pap- Quality Team p.345

(.....)Lately there have been important efforts which unfortunately have been proved fruitless. For example, the implementation of meritocracy criteria for the promotion of public civil servants (qualifications) has been implemented lately but for once again the employees who were not members of the elected political party were forced to serve away from their home and consequently resorted to resigning. (.....)

(.....)ASEP, an independent authority, enabled many young people to become civil servants without the interference of any Member of the Parliament. In this way, the Greek public administration was manned by competent civil servants. (.....)

(.....)Personally, I consider as a leader that my supervisor or the manager of the Agency, based on the fact that they have been selected by the means of political party criteria, in an anti-meritocratic selection that they are incompetent. Due to this gap, they feel insecure in front of the fore coming changes which actually hinder such practices. Sometimes whoever is more qualified than them, they sabotage him and they put obstacles to the progress of their career. (.....)

K- Quality team p.336

(.....)Finally, I may add that an independent authority must select and recruit supervisors, as well as, all public servants. I would dare to say that your commitment to the citizens has to be evaluated to become a civil servant, and not only your ability to memorise books. (.....)

Ka- Employee p.327

(.....)You can add to the list the lack of meritocracy in the evaluation of the public servants as a major deterrent to the morale of the employees and to the success of the reforms. Without an objective evaluation system, the civil servant has no motive to be effective and to do his best at his work. At this point we can criticize the current system which is based solely on the credentials of the employees without taking into consideration leadership abilities, negotiating abilities, teamwork abilities, etc(.....)

X-Senior Manager p.332

(.....)Nowadays, a lot of qualified people with great zest to work become public servants but due to lack of meritocracy and proper evaluation they give up, because the system does not recognize their capabilities and their outcome. (.....)

Kt- Quality team p.323

(.....)In the public sector we do not just refer to lack of meritocracy, instead we have a serious case of “anti – meritocracy”, that is to say the system does not only avoid qualified employees, but it actually hates them, for the obvious reason that efficient, qualified employees can only work within parameters set by “transparency”, leaving no grounds for corruption to fester. (.....)

(.....) At this point we could also mention the lack of efficient supervisors. Reactions to change, their previous negative experiences with reforms block all progress and consists a hurdle to any change implementation. (.....)

Employees were also mentioned as a crucial factor in the process. There are public servants who chose the service as it provides permanency, stable remuneration and good working conditions, while others chose it as a “calling” to offer their services to society. Additionally, among public servants, particularly those who are “old-school”, the notion prevails of placing their personal interests above those of the public they are supposed to serve. The mission of Human Resources Management is to apply suitable methods and policies to ensure that all employees are committed to quality and are continuously striving to ameliorate the services offered to the public.

Pap- Quality Team p.345

(.....)There are two categories of civil servants. The first category involves those who make the least effort and demand the most perks like fewer working hours, fewer responsibilities, more leaves, stability in their salaries and permanency. In the second category are those who work at the public sector so as to contribute to the community. In both cases, the human resources administration should for the first change their attitude and for the second boost their attitude. The tools which are at their disposal are a lot and are especially related to modern administration techniques. (.....)

M-Senior Manager p.308

(.....)It is a good question why would one chose to become a civil servant. Is it to contribute to the public welfare or is it just to secure a job? Nowadays, due to high unemployment rates it is hard to say, however, the recruitment process must be very focused on this issue and Human Resources Managers have to find ways to create dedicated employees. Commitment is quality that can be acquired and must be constantly updated. (.....)

N- Quality team p.318

(.....)My motivation for becoming a public servant was the permanence of my position and the fixed, stable income (.....)

(.....)I think that the public servants' mentality, especially amongst the previous generations of employees, along with the Unions, is the major problem of the Greek public sector. (.....)

K- Quality team p.336

(.....)It is obvious in my mind that we have been hired to protect the public interest and to provide services to the citizens. It is also well known that older, senior civil servants were acting only out of self interest, but I believe that reforms like ISO could treat this pathogenesis plaguing the public sector.(.....)

Ka- Employee p.327

(.....) when I became a public servant I was very enthusiastic and I wanted to contribute to the common good. I worked a great deal trying to reach the targets of my organisation (.....)

Kt-Quality team p.323

(.....)Actually there is a difference in attitude between the newcomers and the older employees. Newcomers are friendlier, with modern administration techniques, mainly because they have been educated accordingly and they are more qualified. They are employed as civil servants after rigorous examinations based on their competence and they have also developed a team attitude which is a necessity in quality reform changes (.....)

To conclude, there are great motivational elements, most of them freely available at no extra cost, which can be used by the Human Resources Department, in order to develop highly dedicated and qualified employees. It is also important to consider that ISO already includes a set of critical motivational factors. Decision makers must bear in mind that quality success reforms require continuous feedback, within the HR parameters that can provide a positive result on employees to perform at their optimum abilities. These findings complete the picture of what we already know from the literature review, specifically of (Milita, 2009, Sila and Ebrahimpour, 2003, Wright and Davis, 2003, Legge, 1995, Herzberg, 1968). They have shown the importance of HRM and motivation issues in any organizational transformation.

9.2.7 Commitment

According to our findings, an important key factor to the successful implementation of the reforms is that of commitment. It was separately mentioned in the Leadership factor because it should be a common characteristic to all the participants in the attempt of change. As it was claimed the agency should be perceived as our second home and therefore it is our duty to constantly try and improve the conditions by overcoming any difficulty. For this reason we should not be discouraged by any necessary overtime or additional work but we should continually contribute to any effort that it is made by having in mind that all this effort contributes to the improvement of our lives. It was characteristically mentioned that '*Rome was not built in a day*', therefore difficulties can be overcome with dedication, and this seems to be the only solution.

Pap- Quality Team Page p.345

(...) The next prerequisite which results from the first two is the commitment to the target; starting from the Prime Minister and ending down to the last worker- the commitment to the reforms comprise a critical factor of success. Our Agency is our second home, as we try to improve and fix the arising problems at home, we have to do the same with our organisation. ISO demands overtime and dedication in order to continually improve and not just to operate. Managers also have to be dedicated to the venture and control the proper implementation of ISO to boost every action of improving that is suggested and of course, not to be indifferent because they prevent the employees from setting new proposals. (.....)

The engagement with the quality in an academic level contributes considerably to the commitment and its implementation in the public sector. It is not unusual for persons with relevant qualification to display greater commitment and passion for the new management techniques of public agencies. It is therefore evident that education and research in relation to quality is a necessity when preparing and training the public servants.

M-Senior Manager p.308

(.....) I am dealing with this subject for almost 15 years now. I have also been engaged in research on this topic and I have published a few papers in Greece and abroad too. I have also been a member of the European Community team in charge of "Administration Innovations" from 1998 until now. (.....)

The simultaneous commitment to production and to the people was also mentioned as a basic principle of human resources management. Indeed it is an undisputed fact that the most complete quality systems such as Balanced Scorecard (BSC) take this parameter into account.

Pa- Academic p.313

(.....) they have to be highly dedicated to production, as well as, to the people. They must be committed in the organisational strategy so as to inspire their employees and to achieve the targets set through team work. (.....)

It should be noted that lack of dedication to quality is a major deficit mainly in the leadership level, on the grounds that in every hierarchical level leaders are not only considered to be role models for the rest of the employees but they also considerably influence the implementation of the reforms with their decisions.

Kt- Quality team p.336

(.....) I believe they do not have vision and commitment to change (.....)

Quality reforms are expected to yield long term benefits; as such, the process must be carried out by dedicated participants. Reformers have to bear this critical factor in mind and they need to strive to create a context within which commitment could flourish. Findings are compatible to the outcome of the literature review, specifically of (Spanou, 2008, Poksinska et al., 2002, Sila and Ebrahimpour, 2003, Assiri et al., 2006). They have pointed out the significance of commitment in any TQM implementation effort.

9.2.8 Training

This parameter was referred to in the Human resources and motivation analysis as a precondition for the correct ISO implementation. Lack of resources necessitates on-the-job training that often perpetuates errors and bad practices and does not allow innovation. For training to be effective, it should be planned, recurrent and not an “one-time event”. Those questioned emphasised that training should be incorporated in the strategic planning of the specific Department. Planning should be done locally, rather than from centralized bureaucratic mechanisms that are not aware of the actual needs of the local service. Findings are compatible to the outcome of the literature review (Collard, 1989, Dewhurst et al., 1999, Williams et al., 1989, Deming, 1982, Jreisat, 1997, Sila and Ebrahimpour, 2003, Ueno, 2008).

Sa-Senior Manager p.341

(.....)Training on the job is the Greek reality, mainly due to debt crisis, this leads to less productivity, which makes the recession deeper , thus perpetuating the problem (.....)

P- Consultant p.296

(.....)The training of the employees must be specific, programmed and controlled so that they contribute towards a successful implementation (.....)

(.....)Training the employees is a vital integral part of the ISO implementation, however, it has been noticed that in the Greek Public sector trainees are usually the “bad” employees, as the managers do not release effective employees to leave their jobs for training purposes. (.....)

S- Quality Team p.302

(.....)Education is a very important factor for the successful implementation of ISO reforms. It entails two aspects: First, the education on the specific task so as to obtain the necessary skills to perform it and second, the quality education on the processes necessary for the implementation of ISO reforms. (.....)

Pa- Academic p.313

(.....) At this point, it is worth mentioning training as a critical success factor. The process of continuous skills improvement through training is vital and needs to be incorporated into the Organisational Strategy. (.....)

N- Quality team p.318

(.....)Unfortunately training of public servants is planned centrally. Decentralization for training planning must be a priority, each Region, Agency knows better than the headquarters' bureaucrats their respective training needs, so they should be able to decide their own training strategy and plan their training events. (.....)

Ka- Employee p.327

(.....)Unfortunately, although training of the employees is a critical factor in any ISO quality system, in our case we have been trained only once at the start and no follow-up training received since. So we could say that till now ISO was an event, rather than a dynamic process. (.....)

X-Senior Manager p.332

(.....)Unfortunately, there are a lot of failures in the Greek reality, for example training is not a strategy but an event, the needs of the department are a high priority so only the laziest that can be spared are trained. (.....)

M-Senior Manager p.308

(.....)All along reforms have been an ongoing agenda, we could name critical success factor hierarchically, the political motivation and commitment, as well as, the know-how on planning, implementing, auditing, and evaluating the reform(.....)

It will be once again repeated, as it cannot be overemphasised, that trainees should not be selected among the “bad” employees, simply because Managers are reluctant to release the services of efficient employees.

K- Quality team p.336

(.....)Unfortunately, training is not an integral part of the strategy in this Agency. It is a privilege for few. Although knowledge is power, it is a common phenomenon that the “bad” employees receive training, as their managers are willing to spare them, while the “good” ones are not allowed to leave their jobs and enjoy the benefits of further training. (.....)

9.2.9 Debt Crisis

The current economic crisis resulted in a serious lack of resources, raising serious questions as to the possibility of any successful reforms when no funds are available for services such as, employing an independent authority for ISO certification, or for even holding seminars on the subject. Paradoxically, ISO implementation is treated as an additional cost rather than a necessity and as such it is put on the shelf. Greece is in dire need to secure EU funding during this crisis and ISO implementation secures the flow of such funds if time limits are kept (Kanfer, 1990, Neely and Bourne, 2000, Bolton, 2003, Lyrintzis, 2011).

Pap- Quality Team p.345

(.....)Unfortunately, the shortage of resources resulted in the government to give up the attempt and the certification is nothing more than a paper hung on the wall. (.....)

P- Consultant p.296

(.....)According to current legislation and due to the debt crisis, Greece has to use the maximum of European funds within a certain time period and in fact must meet deadlines set. A good example is the ESPA program of European funds which expires in two years with a low percentage of fund absorbency, as Greece has not acted efficiently within the given deadlines. (.....)

M-Senior Manager p.308

(.....)In fact, lately the fiscal restrictions to resources could be identified as a major issue (.....).

(.....)It is true that in order to increase awareness among the public servants resources are required such as seminars, consultancy services, etc. on the other hand, implementation of ISO eliminates waste and thus saves resources as an end result. (.....)

K- Quality team p.336

(.....)The lack of resources is certainly a big problem; however, there are some elements that came to the surface that could help. I could mention as an example, the implementation of the principles of publicity and transparency that help to combat corruption. ISO also helps to set up strict processes and deadlines, it renders any malevolent interference difficult or impossible. (.....)

Ka- Employee p.327

(.....)Sometimes the reform by itself cannot solve a problem; it is a matter of management in local or national level or even factors like the current crisis that could pose obstacles. (.....)

X-Senior Manager p.332

(.....)Actually lack of resources is a negative factor, reforms need money, but ISO reforms need the least. (.....)

(.....)Theoretically, the new reforms implemented under the pressure of the Memorandum signed with Greece's lenders, provides for a rationalism drive, but in fact it is just saving money. (.....)

Kt- Quality team p.323

(.....)The lack of resources was the main reason for the failure in the implementation of ISO reforms, along with the lack of commitment to the effective implementation of the new management techniques. (.....)

(.....)According to a SWOT Analysis it could be a change for the better, we have to accept that public sector in its current form is not functional, the issue remains if the planned reforms will be successful or not. I admit that even downsizing in some cases could be necessary. In other cases, there is a shortage in manpower so rationalisation must come to the fore. Quality is directly related with adequate staff and resources too. (.....)

We have to convince our lenders that quality reforms actually conserve resources and they should encourage their implementation thus achieving their ultimate goal of cutting costs and government expenditures. Troika's rhetoric stresses on the importance of restructuring and innovating the public sector so that it is not an obstacle in the country's development.

Pap- Quality Team p.345

(.....)Another critical factor is that resources unfortunately are not enough; they are adequate just to cover basic needs and services. Quality reforms are an essential tool for minimising waste, so we have to ensure through our negotiations with the European community and our lenders to allow for the provision of the necessary resources. (.....)

P- Consultant p.296

(.....)The ISO process will then minimise waste, errors, and save on time and resources. (.....)

S- Quality Team p.302

(.....)Probably this is an opportunity to change the public sector. If the opportunity is grasped to make necessary positive changes (like implementing quality reforms) then we will come out of the economic crisis stronger and more efficient. On the other hand, some horizontal, hastily adopted measures could have catastrophic effects. (.....)

Conclusively, our lenders' practices of salary reduction, diminution of the social state and the constant threat of dismissals have negatively affected the employees' morale, performance and commitment to reforms.

Pa- Academic p.313

(.....)Of recent, due to the debt crisis, EU along with the International Monetary Fund and the Central Bank, as part of the Greek financial bailouts, have imposed reforms which are rather superficial, lack rationalism, are not efficient, ignore quality and developmental factors, but purely and solely concentrate on budgetary cuts in the public sector. For example, there is a trend to merge activities in the Greek Health sector, as well as, in the Education sector, this is driven by downsizing and financial reasons alone, the result will be a decrease in the level of quality, without doubt. Eliminating the Welfare State will have a catastrophic impact on the morale of the employees and subsequently on their productivity. (.....)

(.....)Lately, legislation has been introduced stipulating a uniform pay scale system for all the civil servants. This has been requested from their Unions since a long time, all employees with similar skills and responsibilities to get the same salary, as previously salaries varied from Ministry to Ministry and among various Agencies. The unification of pay scale resulted unfortunately to the majority of civil servants to suffer a dramatic reduction in their wages, particularly when taking into consideration the

cost of living and the high percentage of loans they had burdened themselves with. It is apparent to all how catastrophic this was for the morale and the productivity of the employees. The salary of a newly appointed teacher is about 600 euro, as he/she is often forced to work away from his home town he will additionally have to pay for rent; the only solution is to resort to private tutoring, increase his/her income with undeclared tax-free money but that hardly contributes to any positive change in the Greek society. (.....)

Ka- Employee p.327

(.....)The work zest is also a factor. Nowadays, due to the debt crisis, nobody knows what is going to happen the next day. A lot of Swords of Damocles are hanging over the heads of employees, unemployment, salary reductions, just to name a few; a lot of uncertainty creates a framework in which commitment cannot be developed. (.....)

(.....)We could define an organisation as the sum of its human resources. We look for improvement through rationalisation and a change in culture in organisation and in mentality. Downsizing by itself is not a strategy. (.....)

The serious matter of the current debt crisis definitely poses a serious obstacle for ISO reforms or any other intended reform concept. Resources are becoming scarce; the TROIKA's demands negatively affect the employees' morale, impinging on the implementation and the necessary follow-up. On the other hand it could be considered as a great challenge to contribute towards saving resources and the rebirth of the Greek public sector.

9.2.10 The size of Organisations

The size of any given Organisation/Department was also mentioned as a definitive factor for the success of reforms. It was generally accepted that smaller entities are better disposed and more flexible to plan, implement and control reforms effectively rather than their bigger sized counterparts (Radin and Coffee, 1996, Makrodimitris and Mixalopoulos, 2000).

Sa-Senior Manager p.341

(.....)In reforms size matters, and fortunately for our Agency we are small in size (.....)

9.2.11 Old vs. new public services

The difference between old and new public services is that in the more recently established services employees are highly qualified, which by itself is a vital factor for quality reforms. This was earlier brought in the HR section of this document on the subject of motivation and public servants stereotypes (Milonopoulou, 1998, Connor, 1997).

Sa-Senior Manager p.341

(.....)It is an "infant" Public Agency with a lot of highly educated employees, an essential ingredient that helps quality reforms to be implemented easily (.....)

Kt-Quality team p.323

(.....)To sum up I believe that in "infant" Public Agencies' quality reforms could easier be implemented, on the contrary, "old" Agencies have to confront with a lot of issues and problems. (.....)

9.2.12 Existing organisational level of Agencies

The introduction of modern management techniques, with descriptive organisational charts and procedures forms a fertile ground for the implementation of ISO. To illustrate the point of the ISO logic and process we can compare it to the commonplace practice for pilots that are used to procedures and checklists and as such they would face no problems in their daily tasks (Corredor and Goni, 2009).

Sa-Senior Manager p.341

(.....)The concepts that ISO advocates are not new to this Agency, we have been functioning under the same principles. (.....)

(.....)You may already be familiar with the fact that our Agency's management is of a high standard. Prior to any quality reforms we already had written procedures, high level information systems, thus making us an example of an Agency where the implementation of quality reforms is an easy and seamless process. (.....)

N- Quality team p.318

(.....)In fact, the Intermediate Authorities and the beneficiaries of NSRF already had an informal standardisation system in place, which included most of the procedures that have been since certified by ISO. (.....)

9.2.13 The Unions

On the subject of the Labour Unions it was mentioned in the course of the interviews, that as the ISO implementation is considered a “soft” reform particularly from the human resources aspect, the Union’s reaction was equally “soft” and mild. Strong objections arise in cases of dismissals and downsizing in the public sector. One would expect the Union leaders to act as pioneers for reforms in the Greek public sector, but unfortunately their performance is characteristic of political attitudes and their motives are strictly personal (Mitsopoulos and Pelagidis, 2010, Wilkinson, 1992).

P- Consultant p.296

(.....)We could characterise ISO as a soft reform process, especially on the human resources issues, so were the reactions of the Unions, soft and smooth. In the public sector “hard” reactions are expected mostly in the cases of outright downsizing. Reaction to change is a common phenomenon in the public sector, but in the case of ISO it had the least effects. (.....)

S- Quality Team p.302

(.....)Unfortunately, the Unions are not active in our specific Agency, but in general I believe that as ISO protects the civil servants their stand towards ISO reforms must be positive. (.....)

M-Senior Manager p.308

(.....)Where the approach was soft and non-invasive I met a lot of Union members who were very cooperative and positive. In the cases where there is strong Union opposition expected, the results could be catastrophic. (.....)

N- Quality team p.318

(.....)I think that the public servants’ mentality, especially amongst the previous generations of employees, along with the Unions, is the major problem of the Greek public sector. Trade Union members are usually driven by self-interest and they do not look after the benefit of the society but for their own good. Many senior Union members became politicians, even Ministers and paradoxically they were among the ones who introduced a lot of austerity measures, contrary to what the Unions stand for. (.....)

X-Senior Manager p.332

(.....)Trade Unions are often reluctant to changes brought by reforms; this is a negative factor in the process of change. Incompetent civil workers use Trade Unions and political parties in order to maximise their personal interests and benefits. This status affects negatively the rest of the civil servants. (.....)

9.3 Cross-tab thematic analysis

THEMES/GROUPS	Quality Team	Supervisors	Academics	Employee	Consultans
Leadership	M	M	M	H	L
Commitment	L	L	H	H	H
Strategy	M	M	M	H	M
Performance Measurement	M	M	L	H	H
Reform Management	M	L	H	H	L
Motivation	H	H	H	H	H
Debt Crisis	H	H	H	H	H
Culture	H	M	L	L	H

Table 9.6: Cross-tab analysis

The above table illustrates a data matrix type of analysis, in accordance to Miles and Huberman (1994), a cross tabulation of results. In the first column we cite the extracted themes and in the first row the groups of the Interviewees.

The letter H indicates high interest, the letter M medium and the letter L low. Taking into consideration that the results extracted from the matrix cannot be more qualitative than the data entered, this analysis could be very important as we may identify attitudes on each theme from each group.

- Motivation is the factor most commented upon by all the participant groups. Given the right motives the employee could be productive, effective and able to embrace all changes with great zest. Motivation could be the umbrella under which all the other factors may be placed. For example, Leadership must act in a specific manner to motivate the employees, Strategy planning should provide for the need to inspire the participants to implement the changes, etc.
- Leadership is considered important, especially by those employees whose outcome and efforts are substantially affected by the quality of their immediate superiors. They also have commented on the effectiveness of political leaders, the majority are very sceptic of their ability to motivate them.

Supervisors, as well as, managers have down-rated the importance of this factor, probably because they are the administrators and they cannot see their own drawbacks. Consultants give low attention to this factor as they consider quality processes good enough and adequate to improve the system on their own.

- Commitment to reforms was also mentioned by the employees as a dominant factor. In many instances in the past they had seen their efforts to go wasted and in vain. The lack of follow up resulted in previous reforms to be abandoned; this further aggravates the situation letting in low morale and frustration. These issues have gravely affected reforms in the Greek public sector. Consultants and academics have also pointed out this phenomenon, the first as it is their job to check up the progress of the reforms, and the latter as they have to study and analyze the reform implementation.
- Strategy is another common denominator among respondents. They believe that most of the reforms are imposed upon the Greek public sector by global organisations; they are not focused on benefiting all the stake holders, but just serving the need to save money and pay back the lenders. They do not perceive reforms as a win – win situation, in fact harsh approaches are implanted towards human resources issues. They propagate that any reform strategy planning, not focused on Human Resources, is doomed to failure. Finally, all the participants consider strategic planning at a national level important enough for the transformational effort of the Greek public organisations.
- Performance measurement, a key factor to any quality reform, was surprisingly also considered by the employees as very important for the successful implementation of ISO. Greek civil servants do ask for evaluation, with proper adaptation to the specific particularities, and are willing to introduce changes that would improve the services they offer to the citizens. The fact that performance measurement is actually asked by the employees is in itself noticeable, as it does not conform to predominant stereotypes.
- Reform management has been mentioned as a critical factor, especially by the employees. Along with the academics, they consider lack of coordination and support as the most critical factors, their absence means certain failure. Those

who are in charge of the reform implementation (quality team, managers and consultants) dismiss this factor.

- Consultants consider motivation as the dominant factor, they grade low in their list of priorities reform management, probably as they are in charge of the implementation and they are confident in their abilities. They consider performance measurement as a necessity in the quality reform process, as well as, adequate attention is given to the commitment factor. Quality team members have also mentioned motivation as a critical factor while, commitment is considered as a given. Supervisors, also downgrade commitment and reform management, as they are in charge of the implementation, but they consider motivation as a priority.
- Respondents from the academia do regard motivation as important, along with reform management and commitment; but they dismiss performance measurement. In the Greek case academics use a conservative approach on changes, and they prefer to ignore modern administration tools, like measurement.
- Debt crisis seems to be an important issue highlighted by all the participants. The austerity measures imposed by the lenders in anticipation of an economic bailout have negatively affected either the morale of the employees, or the resources needed for the successful implementation of such kind of reforms.
- Finally culture is considered very important, especially within groups like, quality team managers and consultants because they are at the forefront of the implementation and know firsthand the difficulties of the endeavour, as well as, those shortfalls could be attributed to the lack of culture.

The results of this research should be considered as an added incentive and encouragement for further research in the Greek public sector to obtain wider based records on public sector reforms, which could assist decision-makers to create an effective framework of successful implementation.

9.4 Conclusion

The aim of this study was to extract the critical success factors for the successful implementation of quality reforms in the Greek public sector. It has been particularly focused on motivational factors, as the employee is considered the catalyst of any change effort. It has been additionally noticed that certain factors coincide with those within the ISO process, thus, the implementation of ISO enhances the employees' morale. Other essential factors must be carefully analysed and applied by all the stakeholders to facilitate the change process. It is imperative to keep under constant consideration, especially under the current fiscal difficulties, that quality reforms could pose a challenge, as they combine the requirements for fiscal discipline, for an increased employees' satisfaction and for a substantial improvement to the citizens' services.

In brief, the conclusion would necessarily reiterate that one of the most essential prerequisites to quality reforms is the presence of efficient leadership. Its continuous target would be to cultivate a motivational environment within which the employees can reach their full potential and excel in their efforts to implement quality reforms in Greece. Stability and continuity are essential traits of this type of leadership, at all its levels, within a State completely independent from politics, politicians and their periodical changes. Long-term planning and consistency cannot be adequately overemphasised in the public services sector as part of agreements between political parties and authorities concerned, with a common goal the amelioration of services rendered to the public. Moreover, as was frequently repeated by those questioned, reforms encounter reactions during the implementation stage. Therefore, it is absolutely mandatory that leadership continuously and consistently supports their application. The leaders' commitment to the successful completion of the reforms is an absolute prerequisite to success.

It should always be taken into consideration that reforms require effort, hard work, time and dedication; the process requires gifted leadership with high morale that motivates its subordinates with a vision for improvement. Professionalism is also a very important leadership trait required in public services administration, the concepts propagated by New Public Management in terms of adopting modern management techniques in the public sector is essential for the success of a reform project. During

the course of the interviews it was a prevalent opinion that those leaders who had studied subjects related to quality management were more committed and passionate to apply those management techniques to the public sector. Education and research relevant to quality management are therefore necessary qualifications for those who decide to pursue a career in the public sector.

It was also mentioned that reforms so as to be successful should be necessitated from within the organisation and incorporated in its strategic planning, rather than being imposed by third parties, such as, international organisations or the country's lenders. Another important observation noted was that ISO is a sub-system for quality management; therefore, the current need is for the application of a more sophisticated, holistic system, such as the Balance Scorecard (BSC), which measures the satisfaction of all concerned in the production of public goods and services.

Continuous improvement is a basic pillar of Total Quality Management and it is not possible unless the system's performance is measured, evaluated and targets are set. The process of setting targets should not be an end in itself; it should be characterised with viability and efficiency. Issues referring to whether targets should be aimed to quality or quantity, the specificities of the public sector, as well as, the inevitable issue of bureaucracy should be properly handled so as to pose no obstacles in the entire process of reforms, rendering it just another waste in resources.

Coordination, support and follow-up of an ISO implementation are necessary so as to avoid squandering of time and resources. Pressure groups, lobbying change, can also be formed by concerned citizens who realize the benefits of the attempted reforms. Adequate importance was also given to the Management Consultant function outsourced for the implementation, as well as, the quality team's composition and performance. The need to properly manage the phenomenon "reaction to change" was also mentioned as an essential success factor.

Human Resources Management's primary target is to shape the environment, within which employees are dedicated, committed to quality and service to the citizens. Motivation is the key word; it is the goal of those concerned with Human Resources to have a work place where meritocracy, team work, rewards and autonomy prevail. Employees should be given the chance to participate and share the goals, positive performance should be reinforced and behaviour should differ towards those who try less.

These are important factors for quality reforms; they bear minimal cost and constitute a “soft” approach in terms of Human Resource Management. The employees should be motivated by sharing the vision of the future benefits derived from reform implementation, like documenting procedures, eliminating deficiencies in the system, enabling a career advancement process and the satisfaction derived from a job well done which in this case is the services rendered to the public.

Finally, the lenders who are currently imposing policies for the Greek public sector should be convinced that quality reforms eventually save in resources, and as such they need to encourage implementation, thus achieving their target of a more cost-effective public sector, while allowing for its modernisation.

The research of this study suggests that the effectiveness of quality reforms implementation depends on how the administration will focus on the implication of the reform on how the employees will create a framework in which people could excel in any change reform. In the next final chapter, a discussion and recommendations will be presented, on a new framework for reform in the Greek public sector.

Chapter 10. Discussion and recommendations: A new framework for reforms in the Greek public sector.

10.1 Introduction

Under the current circumstances, due to the prevailing economic crisis, the Greek Public sector is obliged by absolute necessity to modify the administrative methods of the Organisations it governs. The imperative need to increase efficiency, with fewer resources, inevitably brings to the forefront issues pertaining to Human Resources management (HRM).

During the implementation process of ISO in the Greek Public Administration it was observed that a certain framework of factors exists, which motivates employees to the successful implementation, while other factors have the exact opposite effect. Decision-makers are thus challenged to construct the appropriate framework within which the employees can achieve optimum results. It is, however, difficult to change acquired administrative practices, particularly as many stakeholders are involved, each having his personal agenda.

10.2 Critical Factors model for the successful implementation of quality reforms

To produce a model suitable for the Greek Public Administration, under the umbrella of Motivation, we could include all those motivational factors that proved to be influential according to the relevant research performed. These factors are:

Table 10.1: Motivational factors in TQM implementation

Motivator factors in quality reform implementation
Leadership
Commitment
Strategy
Performance Measurement
Reform Management
Human Resources Management-Motivation
Debt Crisis
Culture

10.3 Proposals for best practices

Simultaneously, the best practices should be developed, whereby, all the known variables can be incorporated to support the implementation of quality systems, while eliminating those that form obstacles which can impede success.

10.3.1 Leadership

Among the majority of the respondents it became clearly evident that the role of the Leader is vital in any reform implementation (Assiri et al., 2006, Sila and Ebrahimpour, 2003). The Leader should be a visionary with exemplary behaviour and performance. He/she should be capable of inspiring the employees in their efforts to achieve changes (Wallis and Dollery, 1997). The hard work exerted should be continuous and persistent rather than opportunistic and limited to certain prevailing circumstances (Sila and Ebrahimpour, 2003). It has been mentioned that the implementation of ISO 9001:2008 created additional bureaucratic burdens on the public servants (Radin and Coffee, 1996). Particularly, this was acutely felt during this period of austerity measures, where there has been downsizing imposed by the Memorandum (Feathertone, 2011, Neely and Bourne, 2000). The time, effort and resources required for the implementation of this model, along with the consequential reaction to change that accompanies it, have been the culprits of its failure. All social partners should “buy in” any reform efforts otherwise, disappointment and subsequent abandonment of the project would follow (Philippidou et al., 2004, Neely and Bourne, 2000). Employees should be convinced that the transfer from point A to point B is absolutely worth the trouble. This can be achieved by the ability of the leadership to “sell” the concept. It is the duty of all managers and supervisory level staff in close coordination with the HRM Department to manoeuvre around the situation and let the employees “buy in” to the ISO 9001:2008 model (Philippidou et al., 2004). The leaders have to evangelise quality and convince the employees that they do not mean redundancies and saving of resources. Employees need to be persuaded that the current economic crisis in Greece has not been “manufactured” in order to create a virtual public sector with minimal reaction to changes (Williams, 2000). To achieve

and maintain this level of leadership in all the concerned government it is recommended that Agencies establish a Ministry for Reforms to coordinate and direct the reform efforts. This is additionally dictated by the TROIKA (the tripartite committee managing the debt crisis led by the European Commission (EC) with the European Central Bank (ECB) and the International Monetary Fund (IMF)), it also facilitates to implement the strategy devised by our European Union partners as the result of the debt crisis negotiations, for the mutual benefit of all concerned (Radin and Coffee, 1996, Philippidou et al., 2004, Swiss, 1992). In view of the frequent changes in the political leadership the Party – voter solicited policies, the severe lack of meritocracy, the impotence of politicians to inspire and implement reforms the function of Human Resources Management needs to become more strategic, interventionist and dynamic (Lavdas, 1997). Those involved in Human Resources, at all hierarchy levels, low, middle and higher, must participate in the long-term strategic planning and in the decision-making process (Adam, 2005). The high echelon, career public servants, with their permanent status in the public service and their participation in the decision-making process, could develop into a positive influence in the implementation of reforms (Milita, 2009). See sections (Chapter 6, section 6.9 TQM Critical Success Factors- Leadership, page 144 and Chapter 9, section 9.2.3 Data Analysis – Leadership, page 224).

10.3.2 Strategy

The Strategic Human Resources Management (SHRM) is an essential prerequisite for the successful implementation of TQM systems, as it shapes and develops all those activities relevant to Human Resources Management that enable the organisation to achieve its targets (Vouzas, 2007). The strategic planning for the reforms in the Greek public sector includes better services to the citizens, along with an increase in employee productivity, at a reduced cost for the services produced (Makrodimitris and Mixalopoulos, 2000). As we have determined so far, these same factors are also the basic parameters set for quality reforms; additionally, they are part of the targets set by the employees in the public sector. A public sector more agile, with optimal services at a lesser cost is an imperative precondition within any modern society, particularly the Greek society that currently faces socio-political and economic issues

(Philippidou et al., 2004). Human Resources Management should actively participate in the strategic planning and development stages of the process, so as to create the fertile ground much needed for the implementation of reforms by the employees concerned (Wilkinson, 1992). It cannot be disputed that ISO9000 has been a major contributor to the propagation and the increased awareness on Total Quality Management. It has been mentioned that ISO is a good start towards the implementation TQM (Lupan et al., 2005). In the Greek public sector, for those cases where ISO 9001:2008 has been implemented, it has contributed in providing better services, consistent improvements in processes, it has resulted in savings and it has established team work within the concerned organisations (Poksinska et al., 2002). The current situation in Greece calls for the implementation of a Quality Management system, such as the Balanced Scorecard (BSC), as it offers a holistic approach and measures the satisfaction of all the stakeholders in the production of public goods and services. In the public sector the government, the citizens and the employees are considered as the stakeholders. As such it is important to establish a strategy for a “win-win” situation for all social partners (Seddon, 2008, Kaplan, 2002). It has also been mentioned as a determining factor to maintain consistency in strategy and not to allow each political Party when elected to government, or with every change in Ministerial positions within the same government, strategies to alter. Greek public servants are tired of being constantly reformed, and the notion of reforms has unfortunately become the “shortest Greek joke” (Philippidou et al., 2004, Radin and Coffee, 1996). See sections (Chapter 6, section 6.4 TQM Critical Success Factors - Strategy, page 132 and Chapter 9, section 9.2.2 Data Analysis –Strategy, page 218).

10.3.3 Management of Performance Measurement

Total Quality Management demands a constant effort to improve performance and output and requires a rigorous follow-up of assessments, evaluations and setting of goals (Ueno, 2008). Setting goals is a crucial function, as it should enhance rather than hinder the process (Assiri et al., 2006); targets should be attainable and agreed upon by all concerned with a balanced mix of both quality and quantity elements (Mcadam and Saulters, 2000). Adequate caution should be always exercised to avoid the bureaucratic pitfalls that lurk in the background and may impede the entire reform

process (Radin and Coffee, 1996). The fact that the employees had a positive attitude towards the assessment process came indeed as a pleasant surprise; performance evaluation, after all, is a basic prerequisite of any quality reform (Bourne and Neely, 2003). The employees expressed, nevertheless, their concerns as to the interpretation of the results, their participation in the process, issues of personal versus team performance, the quantitative and qualitative targets set. Personnel Managers should be aware of all those issues and should be able to participate in the process of decision-making in a manner that supports the employees towards a successful implementation of quality reforms (Neely and Bourne, 2000). Adequate planning is of utmost importance when introducing a performance assessment method (Sotirakou and Zeppou, 2006). A Presidential Decree cannot be considered sufficient. As a first step it has to be determined what exactly needs to be assessed. It might be of interest to add that in those advanced TQM systems the financial objectives are secondary to the satisfaction of the stakeholders (Fryer et al., 2009). In the public sector that would translate to the satisfaction of the citizen, the public servant and of course, the government (Kaplan, 2002). As per Pareto's criteria we need to set excellent objectives only after due consultations with all concerned. That would entail the improvement in the situation of a person or a group, but never on the account of other persons or groups. This would be followed by adopting necessary measures that would render a specific process as an essential step in attaining the strategy of the organisation. For example, employee satisfaction contributes towards reduced absenteeism, which subsequently contributes towards increased citizen satisfaction. During the implementation of a performance assessment system the role of the leadership cannot be underestimated, reaction to change needs to be effectively managed and follow up is essential (Armstrong and Baron, 1998). Continuous support in resources, personnel and information technology requirements should be seriously considered, particularly during these lean times of the economic crisis (Neely and Bourne, 2000). If the above preconditions are not met the result would be a waste in resources, employee disappointment and just another lost chance for change and improvement. See sections (Chapter 6, section 6.6 TQM Critical Success Factors – Performance Measurement, page 133 and Chapter 9, section 9.2.4 Data Analysis – Performance measurement, page 231).

10.3.4 Reform Management

Reform management has been referred to as an important factor in the success of impending changes (Neely and Bourne, 2000). The public servants questioned within the context of this study, often repeated and stressed on the fact that reforms encounter strong reactions during the implementation stage and it is up to the appointed leader to support the reform process continuously and consistently. Lack of commitment in the leadership level spells out disaster from the start (Assiri et al., 2006, Sila and Ebrahimpour, 2003). Leadership, as already mentioned, should develop and communicate the vision for change and improvement, while being capable of providing necessary resources, infrastructure and being able to resolve issues and problems that may arise during the implementation process (Philippidou et al., 2004). Encouragement and rewards for a job well done is an obligation for managerial and supervisory staff towards the employees (Wright and Davis, 2003). Establishing a quality culture would greatly assist in the endeavour (Putz, 1991). A vital issue, that deserves due consideration, is the proper communication of the model's basic scopes and objectives to the public servants, as well as, to the wider public (Ueno, 2008). The strategy needs to be "advertised" so that employees can "buy-in", particularly, those front liners who would face the most difficulties during the application (Boiral, 2011). The planning process of the model should not rely solely on the technocrats and ISO consultants, but should include the participation of employees, as they are the "experts" in the procedures involved (Milita, 2009). Every reform effort requires its due time, decision makers should not haste through the process with the sole objective of obtaining the certification; instead they should proceed at a pace that would ensure success in the implementation of the model and attain the desired enhancement in efficiency and performance (Neely and Bourne, 2000). In the ISO implementation process, which was a recent example of a quality system introduced in the Greek public sector, the participation of the employees in the improvement process is a standard requirement and if it encounters resistance, mainly due to fear, lack of knowledge of the new management tools, success will be compromised. However, the majority of those public servants who were questioned

were seeking changes and continuous improvement contained within the quality systems. The participation of all the stakeholders, employees, unions, citizens, managers, Parliament members, Ministers is considered imperative and it would additionally act as a deterrent to special interests groups and politically associated lobbies (Neely and Adams, 2003). See sections (Chapter 6. Sections 6.2.4,6.2.6,6.3,6.10.3,6.10.6 TQM Critical Success Factors- Ego and fears - Reaction to change – Commitment - Interest groups- Resources, pages 125,127,131,148,148 and Chapter 9, section 9.2.5 Data Analysis – Reform Management, page 237).

10.3.5 Human Resources Management

It is an undisputable reality that Human Resources Management is a basic prerequisite for the successful implementation of TQM (Sila and Ebrahimpour, 2003); employees appreciate the functions of an efficient HRM Department, which will:

- Provide a just and practical performance assessment method (Neely and Bourne, 2000);
- Deal with training issues, ensuring that employees are given all necessary qualifications required for their work and educating them on quality issues (Jreisat, 1997, Deming, 1982);
- Establish the appropriate motivational framework (Demmke, 2005);
- Maintain high levels of alertness on matters pertaining to meritocracy and employee satisfaction (Wright and Davis, 2003);
- Provide a suitable framework within which the employee can achieve excellence in performance (Bolton, 2003);

The core of an effective HR Management system would motivate the employees in the successful implementation of quality reforms and this is the much sought after result expected (Sila and Ebrahimpour, 2003). The employees interviewed showed a keen interest in meaningful work, it is of utmost importance to them to know the scope and targets expected, this will render them more productive and able to achieve their objectives. TQM emphasises on the concept of empowerment, it contains processes that allow the employee to excel in his performance by creating the proper psychological state of mind (Oakland, 1995). Respondents indicated that there are

many alternative motivational stimuli that could be applied at no cost, e.g. participation in the decision-making process, team work, meritocracy, moral support, a pleasant working environment, autonomy, etc. It may be reiterated that all the above are prerequisites of the ISO system per se (Poksinska et al., 2002). Moreover, ISO implementation requires all procedures to be clearly written out, which in turn assists the employee to perform his duties, reducing stress and increasing self-confidence. The satisfaction of the citizen bounces back to the public servant allowing room for positive thinking and development (Schenkel, 2004); written procedures allow for common knowledge with no gaps and eliminate the presence of “experts” for any given service. The contentment increases as targets are met resulting in positive assessments, an integral part of a quality system (ISO, 2014). The crucial role of HR Management in the pursuit for quality cannot be understated at any phase of the process. The goal set is to provide better services to the public, at a reasonable cost, while employees are content to commit themselves to the expected quality service. The employees’ participation in documenting the process, in spotting and eliminating system deficiencies, while achieving career advancement and sharing a common vision of future benefits for all stakeholders are adequate stimuli to meet the targets set (Vouzas, 2007). See sections (Chapter 6, section 6.2 TQM Critical Success Factors - HRM, page 118 and Chapter 9, section 9.2.6 Data Analysis – HRM, page 242).

10.3.6 Decentralisation

As a first crucial step, it is compulsory to decentralise the administration of all Public Services. Each public Agency should be run by its Director, who would be empowered to actually manage the Agency without external interference; hire and fire, delegate duties, evaluate performance, motivate and offer rewards (Philippidou et al., 2004). This naturally presupposes absolute meritocracy in the recruitment and promotions system in the public sector, so as to attain a level of general acceptance and trust among the employees of any given Agency (Ueno, 2008). In such cases of absolute power bestowed on one person there is always the risk of power abuse that could undermine the practice, however, measures can be taken to prevent such behaviour.

The person in-charge of the Agency/Personnel Manager should derive from the employees' suggestions and proposals to create a working environment within which the public servants can continuously improve and excel (Putz, 1991, Milita, 2009, Poksinska et al., 2002). It was mentioned, for example, by those questioned in the process of this study, that there are employees committed to quality reforms more than others. This could be the result either of their educational background, or their specialisation, or their experience, etc. Predominantly it was agreed upon, that those who had studied in fields related to Quality Management were more dedicated and committed to the application of those techniques in the public sector. It is, therefore, mandatory that Personnel Management sets the selection criteria for recruitment in the public sector and adjusts them according to their specific needs (Williams et al., 1989). Also noted from the relevant Questionnaire was the fact that the current economic crisis has excluded the possibility of monetary rewards, an essential motivational factor. Local Personnel Managers should be capable of improvising non-monetary rewards to motivate their employees, e.g., additional days-off, promotions, citations, etc (Conger and Kanungo, 1988, Wright and Davis, 2003, James, 2005). See sections (Chapter 6, sections 6.2.1,6.2.2,6.6.1 TQM Critical Success Factors - Motivation – Supervisors - Rewards, pages 123,124,139 and Chapter 9, section 9.2.6 Data Analysis – HRM and motivation, page 242).

10.3.7 Debt Crisis

The Memorandum signed by Greece with its debtors may be considered a malediction, but simultaneously it is also a challenge. Present crisis is a chance to make changes and implement reforms (Pagalos, 2011). In the case of the ISO implementation, as claimed initially, it proved to be a win-win situation for the country, as it improves the services rendered to the citizens, as well as, it suits our lenders, as it saves resources at a low implementation cost. Its benefits additionally extend to the public servants for a multitude of reasons. Fiscal discipline does not necessarily impair the services rendered or the employees' fulfilment, provided the Administration can manage effectively the situation and maintain the quality standards (Kaplan, 2002). Furthermore, TQM systems imply responsibility and

accountability from all concerned, this is a strong deterrent to phenomena like corruption, amassing of undue wealth, kickbacks, etc., which were the underlying causes behind the country's debt crisis (Feathertone, 2011). The implementation of Total Quality Management systems would drastically decrease bureaucracy, which not only plagues the citizens and burdens the country's budget unnecessarily, but also seriously deters development by discouraging much needed investments, as they are Greece's only way out of the debt crisis (Spanou, 2008). Increasing the efficiency of the Greek public sector can assist the country in its efforts to achieve budgetary surplus, to reduce its public debt and to be able to compete in the financial markets on favourable terms. This would require radical measures to combat tax evasion and improve tax collection procedures; TQM techniques of setting targets, assessment, etc., can prove ideal to apply for this purpose (Bowen and Lawler, 1992). The debt crisis and the consequential austerity measures imposed since 2009 have drastically reduced the Greeks' buying power and standard of living. The welfare state, given its previous inadequacies, has even further exacerbated in the provision of decent basic health and educational services to the citizens. As a result people seek those services from the private sector, at a cost that further affects their already reduced income. Unemployment is on the increase and citizens are discontent. The NPM recipes, particularly the implementation of Total Quality Management, could alleviate the current situation, by increasing the efficiency of the public sector and ensuring that the services it provides are beneficial to all social partners (Hood, 1991). See sections (Chapter 3, section 3.2 The Greek Public Sector – Debt Crisis, page 46 and Chapter 9, section 9.2.9 Data Analysis – Debt Crisis, page 257).

10.3.8 Public Sector Culture

The existing practice and attitudes in the Greek Public Sector are strictly based on a vertical hierarchy, where the politicians decide and the public servants execute only based on those political orders (Bourantas and Papalexandris, 1992). The prevailing culture does not focus on the actual needs of the citizens and the public servants. In actual fact the organisational chart should be reversed entirely, whereby the

politicians will act upon the decisions taken by the employees and all the stakeholders (Neely et al., 2001). The Agenda should not be of a political nature, but the result of a dialogue of all social partners. As it has previously been mentioned this attitude and approach is a basic characteristic of all quality systems. The Managers execute the decisions taken by the Quality Teams to improve upon procedures and services rendered to the citizens (The International Organization for Standardization, 2013). On the subject of quality culture as a determinant and a crucial success factor for TQM reforms (Ueno, 2008), it is worth mentioning that the younger civil servants, who had an education relevant to modern management and administration, were passionately receptive for the application of new systems and reforms (Williams et al., 1989). Training should be considered an ally to reforms and the means towards the desired cultural framework (Sila and Ebrahimpour, 2003). Specifically, a sine qua non factor to successful implementation of reforms like total quality management (TQM) is the imperative need of changes in the attitudes, values, and certain procedures within the organization. So, training programs assist employees in accepting the new values and designs (Assiri et al., 2006). Training should be an all inclusive process; all employees from the high level executives down to the front-liners should receive appropriate training (Dewhurst et al., 1999). Many organisations fail from the start to implement changes, mainly due to lack of training and seminars on quality addressed to the executive levels, in middle and upper management, relevant to the vital issues of abilities, attitudes, and behavioural issues that will model the principles of quality and hence encourage its inculcation throughout the company (Jreisat, 1997). Conclusively, democracy as a work place culture, with the participation of all concerned, open dialogue and sharing the decision-making process, applies reforms not as an imposed process, but for the good of the society and the employees (Poksinska et al., 2002). See sections (Chapter 6, section 6.8 TQM Critical Success factors - Culture, page 142 and Chapter 9, section 9.2.1 Data Analysis – Culture, page 217).

10.4 Epitomising

In conclusion, the key phrase that constitutes the motto of NPM “let the Managers manage” can be adapted to suit the current proposal as, “let the Personnel Managers manage and participate in the Total Quality Management implementation process”.

10.5 Towards a new framework for reforms within the Greek Public Sector.

This study has identified the critical success factors for reforms within the Greek Public Sector. These have some similarities and parallels concurring with previous studies (for example the work of Sila and Ebrahimpour 2003), but also reveal new and emerging factors which are prevalent within Greece. In particular these relate to what we might term ‘barriers to reform’ arising from severe pre-existing erroneous practices.

When taken as a whole we conclude that the factors are closely associated with popular quality models; in particular we see common themes in the European Foundation for Quality Management; European Business Excellence Model (EBEM). Within this overall framework we also identify common themes with performance measurement systems which are based on a balanced selection of financial and non-financial measurements for example as provided in the EBEM and similar Balanced Scorecard models. Elements of ISO have been found and may be relevant to the ‘process’ requirements of the EBEM. A full discussion and review of the EBEM, Balanced Scorecard, and ISO, was included in the literature review (sections 4.3 - 4.4 -4.5)

Based on previously concluded data, our recommendations might suggest adoption of the EBEM as an overall framework, with elements of Balanced Scorecard and ISO; but specifically for reforms within the Greek Public Sector a framework to be developed and adapted to incorporate those critical factors that we have discovered within this study.

Whilst we know from our literature review that these frameworks are popular within Europe, and that there are many reported cases of successful improvements and programs for change, also that they are considered by many to represent current best

practices, we are also equally aware that many endeavours based on these frameworks have stalled or fallen into difficulties. In these situations authors such as (Dahlgard, 2002) and (Longbottom et al., 2011) have associated failings with a lack of prominence to human factors and organisational conditions. Given the current climate within Greece of severe austerity and debt reforms it is clear that such factors as these may present severe barriers to any form of change initiatives or reform program.

In building our recommendations, it is clear therefore, that we must seek to accommodate these issues into a new framework for reforms; this leads us to further examine the process for implementation proposed by the EFQM framework.

The process of implementation for EFQM proposes that realistic reviews are carried out in areas identified as ‘enabler’ criteria, as can be seen in the illustrated EFQM model below (Table 10.2).

For each enabler criteria the organisation’s management team carries out a realistic strengths and weaknesses evaluation to delineate required plans for improvement. There are detailed guidelines for this process within the framework; supporting materials and external guidance from the Foundation may be added. Such improvement initiatives are not quick fixes, and typically programs must plan for several years of reform, measurement, and review. The premise of the model is that addressing the enabler criteria facilitates organisation improvement; therefore, as a consequence of these actions performance improvement would be noticed.

We believe that in the current climate in Greece attempting to move into such an implementation process, at this time, might be difficult to achieve and it will incur resistance. Indeed, our study has identified significant failings in regards to attempts to implement reforms; for example, the ISO experiment. We also find little evidence of progress on Balanced Scorecard and EBEM within the Greek Public Sector, and conclude that the sector may be reasonably described as falling behind practices prevalent in other EU nations, in the private sector particularly, but also significantly within other similar public sector environments. For these reasons we propose an alternative implementation approach is necessary to tackle the severe inherent issues prevailing at the current time.

In our alternative approach we propose that as a vital prerequisite to implementation, resistance barriers must be tackled first and removed (or minimised as far as is possible). Key factors emerging in our study suggest:

- A perceived lack of trust and transparency in dealings;

- A perceived lack of fairness and equality in dealings;
- A perceived imposition of measures which may not take the culture and heritage into account;
- A perceived lack of clear vision and strategy.

As a vital first stage we therefore feel that it will be imperative to reach a negotiated consensus, as far as it is reasonably possible, on the critical factors (and aligned to appropriate performance measures). To do this we suggest turning our attention first to the 'results' criteria, approaching the challenge with a fundamental reversal in the traditional EBEM approach.

We propose that as a vital first stage consensus needs to be achieved on strategy and direction; with appropriate setting and dissemination of performance targets. This approach better aligns with that suggested by (Kaplan, 2002) in presenting the Balanced Scorecard and more recently in the Strategy Mapping (2011).

We are not suggesting this will be an easy or quick process, but we consider it vital to address those barriers we have identified and necessary to create a sense of purpose, clarity and direction. Involvement and participation in this process are essential prerequisites to attempting to gain consensus, and motivation to act.

In the diagram below we illustrate the proposed framework for reforms in the Greek Public Sector. It is based on;

- An extended 'Balanced Scorecard' which seeks to identify those critical factors, associated strategic performance measures and processes that our research has discovered as significant in the GPS.
- An extended EBEM which seeks to identify those critical factors, associated operational performance measures and processes that our research has discovered as significant in the GPS.

Table 10.2: A new Framework for the GPS

Quality reform CSF	Characteristics		Implications
Culture			Accommodation of cultural characteristics
	Commitment		
	Mentality		
	Training		
Strategic Planning			Strategy map
	Formality		
	Copy paste		
	Strategy		
	HRM approaches		
	Obligation		
	Trends		
Leadership			Leadership development program
	Ethos		
	Accountability		
	Vision		
	Continuity		
	Political Interference		
	Corruption		
	Inspiration		
	Political Consultants		
	Political support		
	Professionalism		
	Self-interest		
	Transparency		
	Clientelism		
Performance Measurement			Balanced Scorecard for GPS
	Targets		
	Performance Assessment		
	Efficiency		
Management Process			TQM-ISO
	Bureaucracy		
	Process		
Reform Management			
	Tqm approach		
	Tuning		
	Support		
	Quality team		
	Reaction to change		
Human Resources Management			
	Motivation		Motivation

Quality reform CSF	Characteristics		Implications
			development program
		Citizen satisfaction	
		Training	
		Meritocracy	
		Recruitment	
		Vision	
		Autonomy	
		Junior Employee Motivation	
		Morale	
		Work therapy	
		Benefits	
		Employee satisfaction	
		Rewards	
		Communication	
		Team	
		Stereotypes	
		Supervisors	
		Patriotism	
Debt crisis			
Existence Organizational Level			
Infant-old Agencies			
Size			

Figure 10.1: Balanced Scorecard for the Greek Public Sector

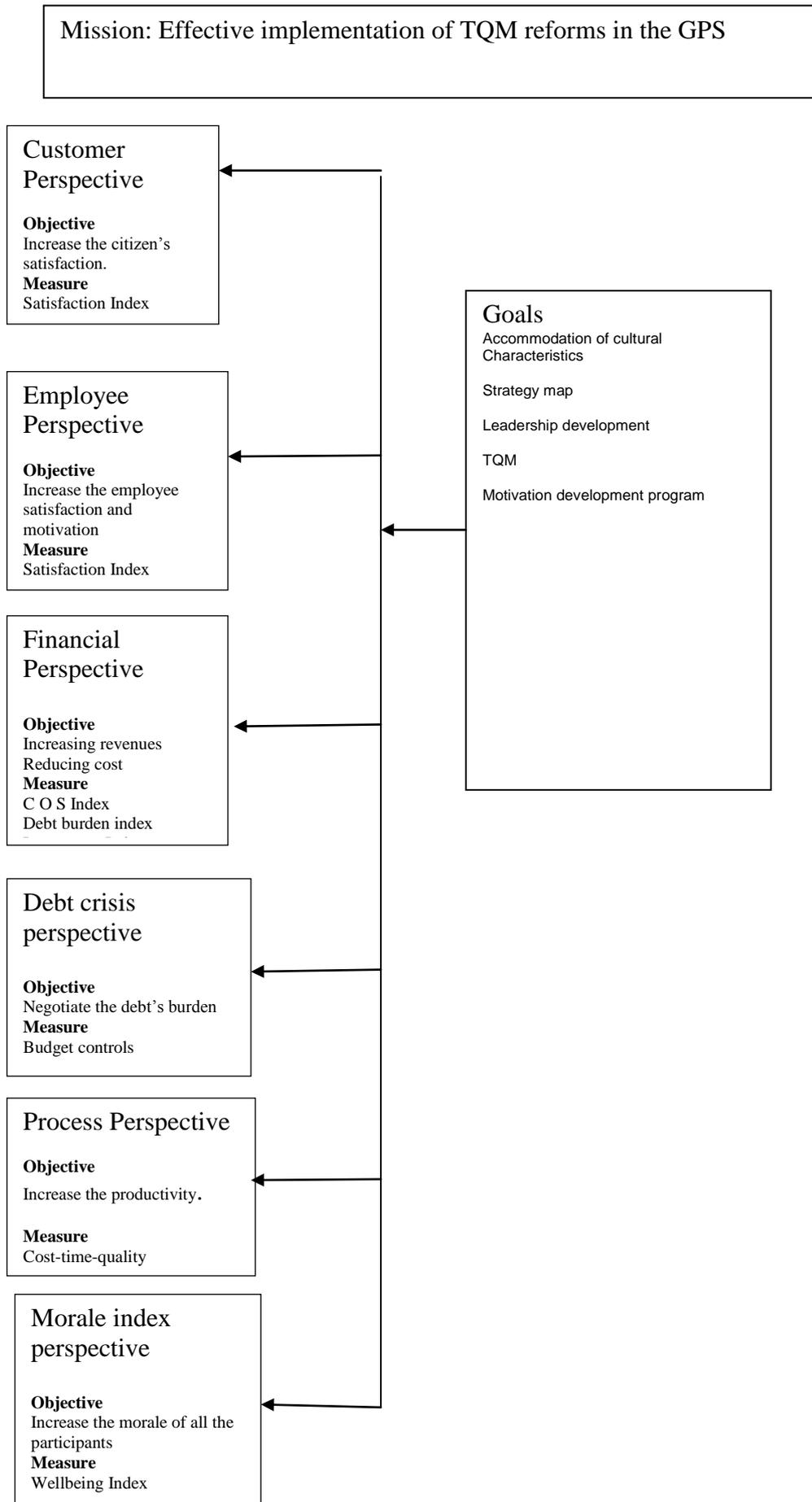


Table 10.3: Measuring goals in BSC

	Citizen Perspective	Employee Perspective	Debt crisis perspective	Financial perspective	Process perspective	Morale perspective
Goals	Measure	Measure	Measure	Measure	Measure	Measure
Leadership development to ensure ethos, accountability, vision, inspiration, etc.	Citizen satisfaction	Employee satisfaction	Debt burden	Reducing costs	Productivity in terms of cost-time-quality	Wellbeing of participants

For the optimal implementation of reforms, according to the above model, the functions of an organisation, the “enablers”, must perform at high efficiency levels so as to obtain the best results. To overcome the weaknesses demonstrated in this research, it is recommended to employ a tool provided by modern administration and organisational management theories. We proceed by assessing the effectiveness of the applied “doctrines”, using the BSC method, from the citizen’s perspective, the employee’s perspective, the financial perspective, the process perspective, the morale perspective and the debt crisis perspective. In our example, the application of a leadership development program, with the specific target to lessen the hurdles found within the Greek framework, would effectively increase the satisfaction of both the employees and the citizens; it would also bring on cost effective and quality products for both. The consistent support of the reforms’ process would create favourable conditions for continuous improvement with positive consequences from a financial and a process perspective. It would additionally offer an advantage point to our negotiations with our debtors, as it would secure the safe payment of the debt. Finally, the efforts and hardships endured by all involved in the reforms process would be justified resulting in higher morale, an effective incentive to continue and persist.

We have called this section of our conclusions ‘working towards’ a new framework for reform in the Greek Public Sector. The framework we propose here is based on empirical factors found in our research. However, whilst we believe that these critical factors must be addressed the final content and detail of the framework criteria are necessarily a process of iteration, and negotiation. For example the determination of performance measures is a complex process and often involves several iterations with stakeholders. Further measures may be either quantitative or qualitative in nature. Our study cannot therefore contrive to set specific performance measures; but it does identify those significant areas which must be addressed in order to achieve progress in reform.

10.6 Contribution to Knowledge

Greece is currently unable to sustain its economy through the markets, instead to be able to receive financial support, the Greek Government has signed a Memorandum with the EU, the IMF and the ECB containing a time frame of specific economic policies which must be accomplished, so as to bail out the Greek economy and render it sustainable. The implementation of those policies is under a continuous and dynamic process of negotiations between the Institutions involved and the Greek government. A list of reforms is agreed upon and the materialization of those reforms is a prerequisite for the next installment of financial aid which Greece requires and which is mostly spent to pay back loans and interests so far received. (Papadis, 2014). Lately, the lending institutions are further escalating their pressure on the Greek government, openly demanding from Athens to include in the reform list permanent austerity measures, particularly collection policies, like salary and pension reductions, public servants’ redundancy, privatizations and reductions in the Ministries’ budgets like the Education and Health Ministries (Bellos, 2015). These reforms could be classified as part of a hard NPM approach like downsizing, privatizations, etc., and apart from a prevailing rhetoric, they have more to do with the immediate rescue concerns of the lenders rather than with the structural reform of the public sector (Marias, 2010).

It has been observed lately that Greece has been forced to implement “hard” NPM and TQM models, with an apparent lack of reform models that could satisfy all the participants. The implementation of TQM systems like EFQM and BSC could be the solution, as they increase the public sector’s efficiency, while reducing costs and increasing citizens’ and employees’ satisfaction (Pollitt et al., 2007).

Wilkinson (1992) argues that TQM also has both 'hard' and 'soft' sides. The “hard side” gives greater emphasis on production orientation, whilst the “soft side” moves the focus of control from external factors to the individuals within. The “hard side” focuses on statistics, prescribed procedures, inventories and controls. The “soft side” focuses on accountability and commitment, employees do not need to be coerced, instead, they take the initiative to achieve, to fully utilize their abilities and they become responsible.

This paper once again proclaims the need to set aside the rhetoric of the reform models and to approach reforms within the context of a study of the empirical evidence where the implementation process considers the employee as the most vital element and the catalyst to success. In this manner we surpass rhetoric and theoretical contemplations, as the researcher discovers what exactly takes place in the field and extracts data from the participants to form theories that can bring about effective changes.

This study further proposes a model specific to the successful reforms in the Greek public sector. This model has elements of the EFQM Excellence model in combination with a modified Balance Scorecard. It is commonly accepted that the EFQM excellence model suggests that sustainable success comes only through customers, people, results, change, ability and community. EFQM provides an holistic view of the organisation, allows people to understand cause and relationships between what an organisation does and the results it achieves (EFQM, 2014). In the public sector continuous improvement could be achieved only through implementation of TQM reforms (Poksinska et al., 2002).

In the proposed model, enablers could be the Critical Success Factors (CSFs) and results the successful implementation of TQM models in the Greek public sector. The primary target is to engage people in the reform effort, thus the proposed model is based on and propagates the employees’ point of view as to what they consider important in their efforts to excel and what are the deterrents for successful reforms. The model rejects the copy/paste method in the reforms’ process as it does not allow

for specific field considerations that are essential. It further propagates a shift from “hard” NPM reforms to more “soft” methods, like TQM and particularly the “soft” versions of TQM reforms like the EFQM and the BSC.

Enablers: Most of the EFQB excellence model criteria consist of CSFs in the case of TQM implementation. Some have been extracted from literature review while others have been extracted from the field study. Some boost while others affect negatively the successful implementation of TQM. The following enablers have been extracted through the field study:

- Leadership
- Commitment
- Strategy
- Performance measurement
- Human resources-motivation
- Reform management
- Debt crisis
- Culture

For each of the above enablers certain specific issues have been noted, particular to the Greek case which should be taken into consideration by the decision makers to establish the appropriate framework for the reform process, thus facilitating success.

For example, in the case of Leadership the specific issues include:

- Ethos
- Accountability
- Vision
- Continuity
- Political Interference
- Corruption
- Inspiration
- Political Consultants
- Political Support
- Professionalism
- Self-interest
- Transparency

- Clientelism

The next step that simulates the RADAR logic of the EFQM is the introduction of Plans for improvements; these would include programs and strategies, specifically:

- Accommodation of cultural characteristics
- Strategy map
- Leadership development program
- Balanced Scorecard for GPS
- TQM
- ISO
- Motivation development program

Using the above example for the enabler Leadership, to transform it into the catalyst for successful implementation it would require positive reinforcement by elements such as, inspiration, transparency, continuity, ethos, vision, etc., while we need to repress negative affecters. For this purpose we need to apply a Leadership development program which would not be a copy/paste application, but it would consider the peculiarities of the Greek reality, it would not be applied as a quick fix solution, but rather as a long term project.

The last step in this model involves the use of the Balanced Score Card method to measure the results from multiple perspectives. Given the current Greek reality the success of any reforms is a critical concern for all the citizens, as they demand a more efficient State under the tight budgetary levels. It is also the concern of the public servants, who constitute the spirit of the reforms and are important in the efforts to save resources while increasing productivity, a basic condition and prerequisite set by the lenders for the continuation of funds' disbursal. It is finally, the concern of all participants and stakeholders in the reforms process to obtain satisfactory results.

To this purpose and for each perspective targets are set as well as specific metrics to assess success as illustrated in the Table below:

Table 10.4: Perspectives, objectives and Measures of modified Balanced Scorecard

	Citizen Perspective	Employee Perspective	Financial perspective	Debt crisis perspective	Process perspective	Morale perspective
	Objective Increase the citizen's satisfaction. Measure Satisfaction Index	Objective Increase the employee satisfaction and motivation Measure Satisfaction Index	Objective Increasing revenues Reducing cost Measure C O S Index Debt burden index	Objective Negotiate the debt's burden Measure Budget controls	Objective Increase the productivity. Measure Cost-time-quality	Objective Increase the morale of all the participants Measure Wellbeing Index

The contribution of this research could be further defined to include the following topics:

- The findings herewith are specific to the Greek Public Sector; policy and decision makers engaged in reforms should be accordingly informed.
- The findings may also have relevance to other similar public sector institutions subject to interpretation. In particular, the findings may be relevant where severe conditions or barriers to reform exist. For example, such conditions may arise following actual or perceived failings of previous attempts at reforms.
- The findings may also be informative to academics working in the fields of quality and reforms. In particular, we hope it would stimulate some debate on the nature of the critical success factors we have found and our different perspective on implementation approach to reform; particularly in situations where severe barriers to change are evident.

Study limitations

The methodological philosophy for this study is interpretive and its approach inductive therefore, the results (as in all studies of this nature) may not be generalised, but are subject to interpretation. The contribution to knowledge is therefore founded on the richness and depth of insights gained from the perspective of participants and other supporting evidence.

Future research

This study suggests that the implementation of ISO reforms could help all the participants only if the decision makers take the critical success factors which have been extracted from this survey into consideration. This study focused on the IMA of the Ionian Islands; future research could focus on other regional IMA or any other government enterprise. Further research on the implications of the implementation of NMP doctrines on human resources should be conducted in other governmental organisations in order to fully investigate their contribution to meet set objectives and to the motivation of the civil servants. The empirical results described in this study should be cross checked with other research methodology tools like quantitative research (triangulation). The fixed context of the civil sector, managers who do not manage and civil servants without any motive to make a difference, guarantees that the results will be the same regardless of the agency and the region we are going to investigate.

We would hope that the findings from this study will be implemented in full or as part of an initial pilot study. This will provide a wider and richer case environment for study. In particular processes which iterate the setting of performance measures and objectives will be vital to successful outcomes.

Further research is needed on the process of removing barriers to reform. We have suggested in this study that this may have implications for the EBEM model both in terms of approach and in critical success factors within the model itself.

10.7 Dissemination

This particular thesis is the result of the author's aspirations and deep concern towards the successful implementation of the necessary reforms in the Greek public sector. Being a part of the process and active in the public sector domain underlie behind the endeavour. It is, therefore, essential to disseminate the findings to all those participating in the production and distribution of public goods and services, particularly those involved in the management of the public sector. It is the author's intention to present and publish the findings of this research in conferences, the

periodical press, relevant cyber literature data bases and forums on public administration, followed by the publication of a book on the subject.

Appendix

University of Derby Ethical code

-Consent

The principle of “informed consent” will be used, this principle demands detailed preparation concerning explanation and consultation before any data collecting begins.

-Debriefing

Participants will receive a copy of the final report.

-Withdrawal from the investigation

Participants could exercise their right to pullout of the survey if they wish to, at any stage of the procedure.

-Confidentiality and data protection

Participants' confidentiality and anonymity will be given full consideration during the investigation. Collection, storage, disclosure and use of research data shall comply with relevant Greek legislation.

-Protection of participants

Confidentiality and anonymity will be respected.

-Observation research

If this applies, it will be conducted under the assumption that the finding will kept anonymous

-Research undertaken in public places

If this applies, safety, anonymity and confidentiality will be considered.

-Academic integrity

Standards of academic integrity like proper studying, researching and writing will be maintained, without any type of academic offences like plagiarism etc

Interviews

Interview with Papadatos Nikolaos

Chief Executive Officer (CEO) of REMACO AE., Training and Consultancy Firm for ISO implementation, commissioned for the ISO implementation by the Intermediate Managing Authority (IMA) of the Ionian Islands Region.

Place: Athens

Date: 25-11-2011 Duration: 40 minutes

Q1. The topic of my thesis pertains to the Greek public sector in terms of the concept of New Public Management reforms, vis-à-vis the factor of Human Resources (as in the case of ISO Implementation). Initially, I would like to ask you about your experience regarding the implementation of quality systems in the Greek public sector.

The Greek public sector (ministries, local authorities and state-owned enterprises) has implemented quality reform systems (ISO and especially ISO 9000) in the context of obligations and their eligibility to be financed by the National Strategic Reference Framework (NSRF) 2007–2013. The NSRF constitutes the reference document that regulates the allocation and disbursement of European Union Funds at national level for the period 2007–2013.

In the past, during the period 2000-2003, the first attempts to reforms were registered by the Administration of Regions or Peripheries; we also implemented the “*Politia Program*”, a governmental project with main characteristics: the development of evaluation systems, the establishment of Common Assessment Framework (CAF), a European initiative with a lot of common elements to ISO.

As to the advantages of the ISO implementation, they could be safely compared to those of the private sector. That is to say, there are enterprises which implement ISO conscientiously, others that consider the implementation as a formality and others to whom ISO is an essential certification to have a competitive advantage for their exports. These latter attributes are also noticed in the public sector, particularly, as there are no obligatory processes for the human resources to implement ISO in an

efficient and result-producing manner. Especially, in the case of the beneficiaries of European funds, ISO was handled only as a formality rather than a substantial reform. Some of the prerequisites for an effective and successful implementation in my opinion are: the use of Management by Objectives (MBO), whereby, managers and employees mutually agree upon specific goals and objectives, as well as, to directly link rewards to productivity with a continuous process of evaluation of the employees.

Q2. I would like also to ask you about the role of your Company specifically, in the implementation of quality systems for the Ionian Islands Region (IMA).

REMACO AE provides consultancy services for the implementation of ISO either in the private or the public sectors. More specifically we are responsible for the design of the processes, the roadmap necessary for the implementation of ISO. Another aspect of our work, in collaboration with the agency concerned, is the redesign of their existing processes in view of improvement. In parallel we provide for the set up of back up services relevant to the implementation of the ISO, the training of the human resources, the support of basic ISO procedures like documentation and internal audits, the support during the auditing of the Independent Certification Body and finally, the periodic support targeted to solve any problems that may arise.

Q3. Which are the differences between ISO 9001:2008 and the older ISO versions?

There is a greater emphasis on targets. The organisation has to have specific quality targets which must be measured. The training of the employees must be specific, programmed and controlled so that they contribute towards a successful implementation. It is essential to introduce methods to assess customer satisfaction, a vital factor in ISO performance. It is worthwhile to mention at this point that, ISO does not ensure the quality of the produced goods and services, instead, it provides the optimum production process and evaluation procedures specific to the goods/services so that the quality, the reliability, the specifications and the appropriateness of suppliers products are maintained at the required standards.

Q4. The next question is about the importance of the human factor in the ISO process.

The ISO implementation in an organisation, whether in the private or the public sector, aims to support and serve the organisation's functions and through this process it facilitates the employees at all levels to perform their duties. This is achievable because the way work must be done is clearly outlined, so everyone knows his tasks and ambiguities are avoided. Furthermore, targets are set which must be accomplished, thus the employees see their contribution in the production process and could feel satisfaction and self-esteem once a set target is achieved. Another crucial point is the education factor, ISO boosts in a systematic way employees' training and their subsequent progress, and finally the entire process develops a framework that supports the practice of continuous evaluation of the employees.

Q5. Could you please clarify the role of the Greek Public sector as a critical success factor in the implementation of quality reforms?

Difficulties in ISO implementation are a common element either in the public or the private sector. Commitment is the solution to this problem. Administration has to be unswerving in the pursuit of its quality aims. Leadership has to continuously support the change in a firm way; it is a matter of delivering the right messages and taking the right measures. According to my experience, in the Greek reform paradigms, especially in the public sector, reforms could not be implemented based alone on employee's goodwill. There are always centrifugal forces which strangle and stifle all efforts towards reforms.

Q6. Could you please comment on the Critical Success Factors (CSF) for ISO implementation in the Greek Public sector?

The most important factor according to my opinion is the concept of change management; ISO causes important changes in an organisation. The most significant

is the standardisation of all processes, as well as, the obligation of the employees to perform their task within certain set parameters. Furthermore, setting targets and evaluation are sine qua non factors for the success of the reforms. Training the employees is a vital integral part of the ISO implementation, however, it has been noticed that in the Greek Public sector trainees are usually the “bad” employees, as the managers do not release efficient employees for training, they like to keep them at their jobs.

To sum up the most important factor is the management’s commitment followed by training, managers need to believe in and be committed to the training process. Those are basic prerequisites for the synthesis and operation of a quality team fully capable to run any given project, ready to embrace the quality concept and able to convince all the organisation members to implement it. This team would function as a paradigm to be copied for the other members of the organisation. Finally, the results of ISO implementation, along with other criteria, create positive or negative effects for the human resources.

Q7. The next question is about the rewards issue according to ISO.

Actually ISO per se does not provide for rewards systems, on the other hand, it creates a framework within which such a system could flourish, and it has to do more with employee morale and indirect rewards related to training, achieving targets, and career progress.

Q8. In the specific public agency, the Intermediate Managing Authority (IMA) of Ionian Islands Region, could you tell me how ISO is related to improved efficiency?

The contribution of ISO in an organisation’s efficiency is not a matter of individual effort but rather a team matter. In this specific case we could assess efficiency by measuring the reliable and timely responses by the Agency to beneficiaries’ requests. Meeting deadlines is another critical factor by which efficiency can be measured. According to current legislation and due to the debt crisis, Greece has to use the maximum of European funds within a certain time period and in fact must meet

deadlines set. A good example is the ESPA program of European funds which expires in two years with a low percentage of fund absorbency, as Greece has not acted efficiently within the given deadlines.

Q9. Does ISO measure the employee satisfaction?

Employee satisfaction is not a factor measured by ISO mainly because ISO has an inclination to be extrovert. We must not forget that ISO is a quality sub-system; other Total Quality systems like Common Assessment Framework (CAF) or Balance Scorecard (BS) are more integrated and include employee satisfaction parameters.

Q10. How has the debt crisis affected the efforts for changes in the public sector?

It is true that the current debt crisis exacerbates the difficulties in the way organisations, enterprises and employees function in every aspect. On the other hand it is a reality we have to deal with. During the past years, especially the civil servants enjoyed a standard of living higher than their productivity lever. In other words, they were living on loans. I think this crisis should be conceived as an opportunity to restore a balance. Public servants are maybe dissatisfied due to salary reductions; on the other hand, they have to take into consideration their fellow citizens in the private sector who are losing entirely their jobs. Having a permanent job with lower salary is better than having no job. Actually, we have to accept the concept that all reforms have practical reasons (saving money) and this cannot be justified by economic rationalism.

Q11. What about resources as a critical factor in ISO implementation?

The current infrastructure is good enough to serve the needs of ISO implementation, quality team is the key factor, as well as, commitment and training. The ISO process will then minimise waste, mistakes, time and save resources.

Q12. From your experience, how did the Unions and their members react to the ISO implementation?

We could characterise ISO as a soft reform process, especially on the human resources issues, so were the reactions of the Unions, soft and smooth. In the public sector “hard” reactions are expected mostly in the cases of outright downsizing. Reaction to change is a common phenomenon in the public sector, but in the case of ISO it had the least effects.

Q13. How do you envision quality in the future public sector?

In my estimation there is going to be an improvement in quality, mainly for two reasons. Mostly due to over demanding citizens and secondly due to the human resources who in the recent years have more quality characteristics (more educated, more polite, more sensitive).

**Interview with Kostas Skordilis,
Environment Division Manager of the Corfu Prefecture
In charge of ISO implementation**

Place: Corfu

Date: 15-01-2012 Duration: 35 minutes

Q1. The topic of my thesis is the Greek Public Sector, particularly, the study of New Public Management Reforms as related to Human Resources (the case of ISO Implementation). Firstly, I would like to ask about your experience regarding the implementation of quality systems in the Greek public sector?

The Corfu Prefecture was literally forced to implement quality reform systems (ISO and especially ISO 9001), as part of the obligations stipulated in terms of the ability to be financed from the NSRF (National Strategic Reference Framework) 2007–2013. Due to my previous experiences in similar projects and as I had attended some quality seminars, I got involved in this process. I was appointed as Quality Team Leader for the implementation of ISO 9001 quality system in the Technical, Economic, Programming and Economic Departments. I was enthusiastic with the idea because of my passion for quality, so, I took the task quite personally.

Q2. What exactly triggered your particular attitude towards quality?

I have been educated in quality matters and have been employed as Quality Inspector. I am convinced that quality is the only way to improve efficiency.

Q3. What exactly have you studied?

I am a Chemical Engineer. I completed my PhD in environmental studies and my first contact was with the ISO 14000 environmental management standard. According to my experience, quality is inherent to engineering, and engineers are concerned with quality, more so than others in the administrative sciences (who incidentally form the

majority in the public sector) and this is a paradox. Take W. Edwards Deming, the master of Quality Engineering for example. The same occurred in this particular Public Agency, the engineers contributed towards the integration of better quality concepts more than the administrators. It was also vital that we maintained a close relationship with the consultant from the company contracted for the implementation of ISO 9001.

Initially, we formed a team of six or seven people. All of them were young enough and with relatively fewer years of experience, the team needed the fresh innovative perspective rather than the senior, “set in their ways” staff. Our first priority was to educate them as internal inspectors, and then we started to write down procedures which have been cross-checked within the team. It was a kind of game, exciting for all of us. It was also very efficient. So we started to write down procedures (with the assistance of the external consultant), which was a very important process for the team. We wanted to avoid the common phenomenon of “the knowledge to be a personal possession”, so if anybody would leave anybody else could handle the responsibilities he left.

Writing down the steps and procedures for each task was by itself something very important and educational. The next move was to review each process which resulted to a lot of improvements.

Q4. Could you give as an example?

I was in charge of the Programming department, so I wrote down detailed procedures for my field. When a colleague reviewed them, taking into consideration his point of view, he made a lot of corrections (re-engineering). He corrected procedures that were much confusing, or in other cases, points that I had stated as facts but were not explained in detail and with their due analysis.

Q5. Could you please give us the characteristics of the quality team?

Actually, they are employees with a great zest to work and that matters the most. At the start the ISO consultant presented the Quality Philosophy and Practices to all the employees of the Agency. After that, there was voluntary interest expressed mainly

by young employees, highly qualified (Masters Degree holders), especially engineers, computer science graduates and administrators. They joined to form the team; however, some of them did not endure as its members till the completion of the implementation process, they got tired and gave up.

Q6. What exactly do you mean “they got tired”?

They were confronted with problems and issues which were bigger than their motives. The biggest hurdle was the political leadership. They were not dedicated to quality reforms but instead considered ISO only as a binding obligation, only as a tool that would secure State Program financing. It should also be mentioned that managers and senior employees had a hostile predisposition towards the ISO implementation from the start. In the beginning they just had a cold, indifferent attitude but during the implementation, especially when we started to bother them to write down procedures and to follow them, they became outright aggressive. They were used to perform their tasks in their own way and ISO caused an inconvenience. Bureaucracy was the Achilles' heel of ISO and the main cause of quarrelling. We could notice that the political leadership was consistently reluctant to boost the implementation process. There was a lack of quality commitment. Politics usually have short term targets; on the contrary quality reforms yield fruit in the long term. The implementation of ISO like any other reforms is very difficult in the beginning, “you have to feel pain” .Only the Technical Department had shown greater adaptability, because ISO processes were so close to the way they had performed their tasks so far, ISO does not bother pilots, they are used to check and crosscheck every step of the way.

Q7. What was the reaction of the employees?

Bureaucracy is a critical factor in ISO quality reform; in the beginning at least the required paper work was something that bothered everyone in the organisation. There is a lot of paperwork involved in implementing the requirements of the ISO 9001 method. Employees are required to perform their tasks, as well as, to write them down afterwards. They have to follow instructions from manuals but I cannot comment further because the effort has been abandoned. This specific project was addressed to

Prefectures and Municipalities all over Greece, but I think that nowhere the outcome was successful.

Q8. Could you please clarify the role of the Greek public sector in the quality reforms implementation?

The Greek public sector is too large and unfortunately, a great part of the private sector depends on the public a great deal. I mean that the State is the biggest employer in Greece and also a lot of private companies depend on the State for their business. I believe that if the public sector decided to change its attitude, this could also affect, in a positive way, the private sector too. ISO reforms within the State Agencies would force the private companies to obtain ISO qualifications too.

Q9. How critical is the human factor in ISO implementation?

The human factor is the key element at all hierarchical levels, from the leaders down to the simple civil servants. Leaders are required to deploy strategic plans, middle managers to ensure the implementation and civil servants to perform in the frontline of quality reforms. It is important that the civil servant must be convinced of the process and the goals, enforcing the idea that quality is worthwhile and necessary is not effective. Also during the change process employees will encounter difficulties and problems will arise that need to be dealt with and proper support given during the entire process so all hurdles can be overcome. Leadership must embrace the quality dream and implant it downwards. We have to point out that public servants even nowadays, during the economic crisis, enjoy the privilege of better working conditions when compared to their counterparts in the private sector. On the other hand there are a lot of people who chose to become public servants not to be lazy, but to be productive. But even those with great zest to work, when faced with lack of appropriate human resources' frameworks they get frustrated, they lose their enthusiasm and at times become lazy.

Q10. What constitutes motivation for a civil servant to implement ISO?

The current status is very hostile for a new employee, nobody shows you what you have to do, you are always given all the hard work and knowledge is not readily available for everyone. Knowing that there are written documents with job descriptions, outlining responsibilities and that knowledge is not going to be a precious commodity available to few, constitutes enough motivation and can certainly boost employee morale. This is a very important tool, especially for the new employees, who are often lost in the sea of rights and obligations at the start of their carrier.

Q11. What about rewards in ISO system?

There are no such references in the ISO system, except the moral satisfaction that we have succeeded to work in a well organised environment.

Q12. What about efficiency in ISO systems?

Self improvement is an ISO outcome, setting targets and assessing achievements are key elements to any ISO reform. Public agencies produce goods and services which must improve as society progresses. The Agency has to prove (to the external auditor) that it has set targets better than the existing ones, that it has a roadmap outlined so as to achieve them, an assessment method in place and a plan for the feedback process. Only with stringent assessment methods can we evaluate change and improvement, otherwise there is only chaos. There is a universal trend to move from public bureaucracy to public management or in other words to move from a free rider system to that of continuous assessment and evaluation.

Q13. Does ISO measure the employee satisfaction?

No, actually ISO does not measure employee satisfaction. We should always keep in mind that ISO is not a quality subsystem; other Total Quality systems like Common Assessment Framework (CAF) or Balance Scorecard (BS) are more integrated and include employee satisfaction parameters.

Q14. What about training as a critical factor in ISO reform?

Education is a very important factor for the successful implementation of ISO reforms. It entails two aspects: First the education on the specific task so as to obtain the necessary skills to perform it, and second the quality education on the processes necessary for the implementation of ISO reforms.

Q15. How has the debt crisis affected the efforts for changes in the public sector?

Probably this is an opportunity to change the public sector. If the opportunity is grasped to make necessary positive changes (like implementing quality reforms) then we will come out of the economic crisis stronger and more efficient. On the other hand, some horizontal, hastily adopted measures could have catastrophic effects.

Q16. According to your experience what was the reactions of the Unions to the ISO implementation?

Unfortunately, the Unions are not active in our specific Agency, but in general I believe that as ISO protects the civil servants their stand towards ISO reforms must be positive.

Q17. How do you envision Quality in the future in the public sector?

I think that it is all a matter of motivation. Public Agencies must be financed strictly in accordance to their accomplishments versus their set targets. Money should flow only to those who perform in accordance to set standards. In addition, politicians and the current economic recession are the two major reform obstacles. Politicians prefer the current situation, so as to avoid accountability. They like to play in a foggy arena and they always intervene in changing the rules of the game. The great challenge is to find the balance point. On the one hand the reforms must be successfully accomplished and on the other, employees must participate and support reforms within the economic austerity environment they live in.

Interview with Mixalopoulos Nikolaos**Manager in charge of Efficiency and Quality implementation****Greek Ministry of Interior and Public administration****Place: Athens****Date: 22-11-2011 Duration: 40 minutes**

Q1. The topic of my thesis pertains to the Greek public sector in terms of the concept of New Public Management reforms, vis-à-vis the factor of Human Resources (as in the case of ISO Implementation). Initially, I would like to ask you about your experiences regarding the implementation of quality systems in the Greek public sector.

I am dealing with this subject for almost 15 years now. I have also been engaged in research on this topic and I have published a few papers in Greece and abroad too. I am also a member of the European Community team in charge of “Administration Innovations” from 1998 till now. We have undertaken the Total Quality Management reform of Common Assessment Framework, either during the phase of planning or the actual implementation in any kind of Public Agency. Quality reforms are quite common in many developed European countries; therefore, “best practices” are commonly available which could be copied to suit any given model. On the other hand there are difficulties like institutional, financial and labour relations; these particularities make any reform effort extremely difficult. Actually, we are proud because we have assisted more than 100 Greek Public Agencies to establish and implement the CAF. In addition, we have published a manual, the “nuts and bolts” of CAF which can prove quite useful to anyone involved in such kind of process. Anyway, I am deeply convinced that Total Quality Management could be an integral reform in any kind of Public Agency; however, we do not necessarily consider it as the panacea to all the problems faced by the Greek Public Administration.

Q2. Could you please name the exact Quality Reforms required by the Greek public administration?

Common Assessment Framework, which is not mandatory, and softer versions of Total Quality Management like International Standard Organization (ISO 9001,2008), which is mandatory and part of the obligations stipulated in the terms of the financial aid package from the NSRF (National Strategic Reference Framework) 2007–2013.

Q3. Could you please comment on Critical Success Factors (CSF) in quality reforms implementation in the Greek Public sector?

Reforms have been an ongoing agenda all along, we could name critical success factor hierarchically, the political motivation and commitment, as well as, the know-how on planning, implementing, auditing, and evaluating the reform process. Actually, lately due to fiscal restrictions resources could be identified as a major issue. Even when all these critical factors are fulfilled, I consider human inspiration as the sine non qua factor for the successful implementation of any kind of reforms. Inspiration is essential to combat fear, distrust and scepticism. Reforms are not limited to technical aspects and processes, but also the ability to lead this kind of process. Leadership is a key factor, administration must be concerned mainly to develop leaders, but unfortunately there is a serious lack in this field. So far all our attempts have been geared to develop bureaucratic supervisors and no leaders. Lately, there has been a focus on formal leadership qualifications, but I still think that assessment centres must be established to evaluate individuals' ability to lead. Qualifications are essential, hard skills, e.g. computer skills, are vital however, they need to be interlaced with soft skills like negotiation, communication or team development skills.

Q4. Could you please tell me more about the fiscal restrictions and how they affect the reform process?

As I mentioned earlier, quality reforms have little to do with technical or material aspects. There are people who know the quality subject a great deal and can help with minimal resources. What is immediately required is an attitude change, good administration skills and employee psychology. The leaders must create a scenario, an action plan in which money is not the motive anymore, but motivation must be sought from other sources such as, good working environment, smooth processes, meritocracy, equal opportunities and why not, more employee participation in the decision making process.

Q5. So the importance of the human factor has emerged?

The human factor is the key factor. Actually, it has been the black sheep of our society, but that is not always true. There are remarkable public servants, erudite in their field and with great zest, potentials and capabilities. The present day public servants' motivation is the job itself, the fact that they are employed. Austerity measures have negatively affected the employees, if your salary has been halved, reform becomes a second priority. All these sacrifices enforced in the name of austerity have caused scepticism; people do not see anymore the light at the end of the tunnel. Strategy in the public sector is redundant; it has been replaced by a Memorandum which is strictly focused on fiscal discipline. ISO under these circumstances can prove efficient as it eliminates waste. In general, it has been noticed that more integrated quality reforms, like Common Assessment Framework (CAF), have incorporated the strategy function more efficiently than ISO.

Q6. How would you comment on the stereotypes, the clichés that usually haunt public servants?

It is a good question why someone would to become a civil servant. Is it to contribute to the public welfare or is it just to secure a job? Nowadays, due to high unemployment rates it is hard to say, however, the recruitment process must be very focused on this issue and Human Resources Managers have to find ways to create dedicated employees. Commitment is quality that can be acquired and must be constantly updated.

Q7. Would you consider the availability of resources as a critical factor in ISO implementation?

It is true that in order to increase awareness among the public servants resources are required such as seminars, consultancy services, etc. on the other hand, implementation of ISO eliminates waste and thus saves resources as an end result.

Q8. How would you rate efficiency resulting from ISO implementation?

In Common Assessment Framework methods there are specific criteria that measure the efficiency of an organisation. ISO unfortunately, is not a total quality management system by itself. ISO is a Total Quality subsystem; it certifies the procedures which in the public sector are often reflected in relevant legislation anyway.

Q9. How would you rate the rewards system within ISO?

In the current context there are either monetary or moral rewards. It is a difficult issue indeed, as to what criteria we are going to use to reward performance.

Q10. What sort of reengineering is part of the ISO reform?

De-bureaucratisation is the target, ISO helps because you can see where the procedure is blocked, where there are overlapping processes, if the language is comprehensible by the citizens, the documentation is user-friendly, and the possible use of information systems where applicable. I think it is critical to simplify procedures; it saves resources and boosts the growth process.

Q11. From your experience, how did the Labour Unions and their members react to the ISO implementation?

Where the approach was soft and non-invasive I met a lot of Union members who were very cooperative and positive. In the cases where there is strong Union opposition expected, the results could be catastrophic.

Q12. How do you envision quality in the future public sector?

I think it is very important to reform the public sector; after all it has become obligatory by the clauses of the Memorandum Greece has signed with its lenders. But we have to take into consideration that behind all that there are humans, employees with family obligations, children, needs, problems therefore, reforms must not become an end but should provide the means to ameliorate the public sector without causing collateral damages.

Interview with Aimilia Papazoglou-Mitropoulou**University Lecturer - Panteion University****Department of Public Administration****Place: Athens****Date: 23-11-2011 Duration: 46 minutes****Q1. According to your experiences I would like your comments on the reality of the Greek public sector reforms.**

This is a long, long story. Since quite some time now this topic has been in our daily agenda, more specifically, it has always been the cause of a debate on two issues: Firstly, how we could combat the public administration's pathogenesis and secondly, how we could make the public sector to work better. When something is wrong in the public sector it affects the citizens primarily, but also it affects the public sector employees. Unfortunately, we have had many unsuccessful attempts of reform implementations, failures not only of "hardware" nature but "software" nature too, a general lack of tuning and proper reform management, where actually waste in time and resources have been the most common outcome.

In this point, it is worth mentioning training as a critical success factor. The process of continuous skills improvement through training is vital and needs to be incorporated into the organisational strategy.

Reaction to change is another critical factor, especially, amongst senior employees, for a set of reasons, mainly because they are not familiar with new technologies and concepts. On the other hand, junior employees who have the know-how and are capable and willing to contribute, are totally disdained by the lack of meritocracy, bad human resources management and the bureaucratic way Agencies normally function. They have the skills and high specialisation required, but they are often asked to perform tasks incommensurate to their skills. Due to the prevailing political clientism the system of promotions is affected, we often come across civil servants kept "in the fridge", while others with fewer skills are promoted.

Q2. Could you please tell me about the role of the European Community in the reform process?

The EU has actually introduced programs like “Politia”, “Clisthenes” that are focused on the improvement of the efficiency in the public sector; unfortunately, obstacles have been set from the current status quo. The leaders/managers entrusted with the reform efforts have been controlled by the political parties, so there has been a consistent lack of meritocracy. Incompetent managers failed to implement the reforms. E-government could offer a solution, lately it has been introduced but again political interferences could not be avoided. “Peponis Law” was a catalyst for the Greek Public Administration. It stipulates the existence and absolute recruitment authority by the Supreme Council for Personnel Selection (ASEP) and enforces a recruitment system for the public sector based on objective criteria. At last, one can become a public servant without having to pay a visit to the office of a Parliament Member, based only on his own qualifications and skills.

Of recent, due to the debt crisis, EU along with the International Monetary Fund and the Central Bank, as part of the Greek financial bailouts, have imposed reforms which are rather superficial, lack rationalism, are not efficient, ignore quality and developmental factors, but purely and solely concentrate on savings of the public sector budget. For example, there is a trend to merge activities in the Greek Health sector, as well as, in the Education sector, this is driven by downsizing and financial reasons alone, the result will be a decrease in the level of quality, without doubt. Eliminating the Welfare State will have a catastrophic impact on the morale of the employees and subsequently on their productivity.

Q3. Could you please clarify the role of the Greek public sector in the implementation of the quality reforms?

ISO is a Total Quality subsystem; its target is the standardisation process and not the satisfaction of all the stakeholders. I think that public services have missions different from the private companies, they have different philosophy. Key concepts here are protection, contribution, equity and not the private sector criteria like profit, promotion etc.. I strongly believe that all public services need rationalism but not necessarily elimination.

Q4. How would you comment on the stereotypes, the clichés that usually haunt public servants?

There was the commonly accepted concept that everyone could solve his problems by becoming a civil servant. In the 80s, due to globalisation, the Greek unemployment soared. A lot of factories closed or their activities were transferred to low labour cost countries like Bulgaria, Yugoslavia, etc. The reaction of the Greek Government to unemployment was to give the green light and to hire in the public sector as many employees as possible. There was a detrimental lack of proper criteria, like meritocracy and skills needed, while the phenomenon of clientism was observed as sole recruitment criterion and has since been in the root of the problem. Nowadays, the public servant cliché (lazy, self interested and unproductive) has been further ascertained by another policy, that of the new public management trend for downsizing and privatisations. You can take the pill necessary for the cure, but a glass of water is also required. All these theories are more rhetoric and cost driven than an honest attempt to make the public sector more efficient.

Q5. Could you please comment on the role of Leadership as a critical success factor in the implementation of quality reforms?

I think that leadership is the key factor in any reform process. Leaders have to possess skills and competences, as well as, ethos. They have to be highly dedicated to production, as well as, to the people. They must be committed to the organisational strategy, so as to inspire their employees and to achieve the targets set through team work. Here I would like to point out the necessity of team work which is a basic element in all total quality reforms. Concepts like synergy, lack of subversion between colleagues are sine non qua factors for the development of team work and thus of the effectiveness of an organisation. I could give an example, in accordance to the downsizing doctrine, the Greek government has shut down some organisations after evaluation and has merged their functions; a Greek politician, in response to this measure, transferred some of the employees, obviously his voters, to another Agency so as not to lose their jobs, while others were left unemployed. This is not a leadership practice that could inspire.

Q6. Could you please comment on employee satisfaction through reforms in Greece?

The employee has the basic need of recognition, which could be just a “job well done” from his supervisor. In the absence of recognition productivity will decrease. Lately, legislation has been introduced stipulating a uniform pay scale system for all the civil servants. This has been requested by their Unions since a long time, all employees with similar skills and responsibilities to get the same salary, as previously salaries varied from Ministry to Ministry and among various Agencies. The unification of pay scale resulted unfortunately in the majority of civil servants suffering a dramatic reduction in their wages, particularly when taking into consideration the cost of living and the high percentage of loans they had burdened themselves with. It is apparent to all how catastrophic this was for the morale and the productivity of the employees. The salary of a newly appointed teacher is about 600 euro, as he/she is often forced to work away from his home town he will additionally have to pay for rent; the only solution is to resort to private tutoring, increase his/her income with undeclared, tax-free additional money but that hardly contributes to any positive change in the Greek society.

Q7. How would you rate efficiency resulting from quality reforms implementation?

There has been a great debate about the efficiency in the public sector, I strongly believe in soft approaches regarding human resources issues. If you are going to relate the salary with efficiency you must bear in mind that there are employees with disabilities, what are we going to do with them? Throwing the disabled off the “Keadas” cliff does not seem to be a solution. The total efficiency of an organisation must be evaluated, so that team work, the key factor of total quality reforms, comes to the fore and becomes essential.

Q8. How do you envision quality in the future public sector?

First of all I think that the public sector will cease to exist, at least as we know it. It will evolve to become “virtual” or “e-public”. Downsizing is the ongoing agenda. Actually, public sector offers public goods and services; I think that its mission is to contribute to the social welfare, and not to seek profit. New public management, with its doctrines, is rhetoric; it only serves the markets and the multinational companies which just focus on profit. Finally, the welfare state will soon be history.

Interview with Nezeriti Maria**Team Quality Manager in The Intermediate Managing Authority (IMA) of the Ionian Islands****Place: Corfu****Date: 11-02-2012 Duration: 44 minutes**

Q1. The topic of my thesis is the Greek Public Sector, particularly, the study of New Public Management Reforms as related to Human Resources (the case of ISO Implementation). Initially, I would like to ask you about your experiences regarding the implementation of quality systems in the Greek public sector?

The Intermediate Managing Authority (IMA) of the Ionian Islands was literally forced to implement quality reform systems (ISO and especially ISO 9001), as part of the obligations stipulated in NSRF (National Strategic Reference Framework) 2007–2013 and applicable to every Intermediate Managing Authority that audits the program.

We have used the services of REMACO A.E. (Training and Consultancy Firm for ISO implementation) they undertook the task to prepare the manual, the documentation and the process deployment of ISO in our Agency.

In fact, the Intermediate Authorities and the beneficiaries of NSRF already had an informal standardisation system in place, which included most of the procedures that have been since certified by ISO. As a first step, REMACO visited our Agency and they wrote down the current procedures, the organisational chart, who is in charge and who signs each process, the documentation and the work flow charts. Based on their findings they developed the ISO manual, a document that describes the quality management in general and our Agency's processes in particular.

All these tasks have been accomplished by a joint task force and in close liaison between REMACO's consultants and our Agency's quality team. I was leading the Agency's team (Unit D: Planning - Support) and there were also three more members, one from each unit (Unit A: Planning and Evaluation, Unit B: Monitoring and Management of Acts, Unit C: On-site verifications).

Q2: Do you consider team work one of your Agency's strengths?

In a departmental level I would say yes, it is, but at an overall Agency level no, we do not work as a team.

Q3: Please elaborate more on the functions of your task force/quality team?

Our main task was the liaison with REMACO's consultants, as well as, the post-implementation follow up of the reform. We perform regular reviews on monthly or on yearly basis. We have to check if we have achieved our targets, if we have followed procedures, if alterations had to be made, etc. Often we need to amend the manual and its procedures, particularly in cases where the red tape hinders the smooth process. ISO allows for the user-suggested improvement process, where an employee could suggest an improvement. They can fill in a specific report and the quality team, in liaison with the manager of the Agency, would review and could approve it if viable. We already have had some success stories. ISO is a dynamic process. In addition, in our case and I think in most of public Agencies there is legislation that prescribes the procedures. This is quite helpful in maintaining common and standard parameters; ISO documentation is also formulated in a way that improvement margins are quite limited. Thus, our quality team did not have to reinvent procedures and our workload was moderate. In general, employees within the Agency were quite receptive and cooperative, especially as the process was scheduled during a low season and the staff had a lot of free time to concentrate on this new issue.

Q4. Could you please comment on the Critical Success Factors (CSF) of the ISO implementation in the Greek Public sector?

First of all I think that leadership is the most important factor, from the Prime Minister down to the Department supervisor they have to focus on the successful implementation of the reforms and to exert all efforts to achieve this. To that I will add strategy, tuning of the processes and proper reform management as key factors, essential to success. It is also essential to realise not to “copy / paste” imported reforms from abroad, but to adapt them to the Greek reality. I strongly believe that there should be rationalism in the reform doctrines in order to be effective. Unfortunately, in Greece there is a lack of proper leadership, complemented with a heavy dose of favouritism, consultants become specialists with no regard to merits and skills, just pure favouritism.

Q5. How would you comment on the stereotypes, the clichés that usually haunt public servants?

My motivation for becoming a public servant was the permanence of my position and the fixed, stable income. It was a third best that I would be able to contribute to the public service in my free time.

Q6. The next question is about the importance of the human factor in the ISO process.

I think that employees are the key factor in the implementation of any kind of reform. But there is a serious lack in human resources management, no stirring force to motivate the civil servant to accomplish the set targets. We could mention their remuneration as de-motivation, especially nowadays that the salary is not enough to cover basic needs. How could someone concentrate on his tasks when his mind is occupied with his unfulfilled obligations? Another key factor are the downsizing policies, the fear to lose one’s job hinders productivity. Productivity and low morale are two controversial concepts. In fact motivation could be simple and frugal, things like a good working atmosphere, cooperation among colleagues, autonomy in actions, a person- oriented supervisor, and team work can make a difference and become mood boosters that motivate employees effectively and at no cost.

Q7. Could you please clarify the role of the Greek public sector in the quality reforms implementation?

I think that the public servants' mentality, especially amongst the previous generations of employees, along with the Unions, is the major problem of the Greek public sector. Trade Union members are usually driven by self-interest and they do not look after the benefit of the society only after their own good. Many senior Union members became politicians even Ministers and paradoxically they were among the ones who introduced a lot of austerity measures, contrary to what the Unions stand for. The abolition of job permanence in the public sector could help, but certainly not the alternative of slavery at the current minimum wages of 500 Euros applicable in the private sector. Evaluation should be another useful measure as it could boost the civil servants productivity. Finally, political clientism is an unproductive factor; it nourishes worthlessness which is the root of most of the public sector evils.

Q8. Does ISO measures the employee satisfaction?

No, actually ISO does not measure employee satisfaction. We just feel proud that we were here at the time; we contributed to establish these reforms, produced documents with job descriptions, work flow charts and procedures that have affected employees' productivity positively. Setting targets is also important because it boosts the employee morale. At this point I would like to highlight that we usually set quantitative targets and no qualitative and this is a pitfall of the ISO system. I think it is important when providing public services not just the "how many" we serve, but also how we serve them.

Q9. Could you please comment on training as a critical success factor in ISO implementation?

Unfortunately training of public servants is planned centrally. Decentralisation for training planning must be a priority, each Region, Agency knows better than the bureaucrats at the headquarters their respective training needs, so they should be able to decide their own training strategy and plan their training events.

Q10. What about the efficiency of the ISO systems?

During initial review we have had, on two separate occasions, to alter and improve some processes. Yes, I do agree that ISO through re-engineering procedures could minimise waste and increase the efficiency of an organisation. In our quality team we got members from each unit, we take into consideration their different points of view and we can decisively improve the procedures.

Q11. How has the debt crisis affected the efforts for changes in the public sector?

In order to receive the bailout funds Greece has to implement a set of reforms, I think that most of them are necessary; however, we have to use soft approaches taking into consideration the Greek particularities and the human factor.

Q12. How do you envision quality in the future public sector?

Based on the above, constant follow up is the most important factor for the successful performance of any kind of reforms. Reaction to the change factors has created a very strong lobby.

Interview with Mr. George Katexis**Trade Division Manager of the Corfu Prefecture****In charge of ISO implementation****Place: Corfu****Date: 18-2-2012 Duration: 44 minutes**

Q1. The topic of my thesis is the Greek Public Sector, particularly, the study of New Public Management Reforms as related to Human Resources (the case of ISO Implementation). Firtsly, I would like to ask you about your experiences regarding the implementation of quality systems in the Greek public sector?

The Corfu Prefecture was forced to implement quality reform systems (ISO and especially ISO 9001) so as to qualify for the financial assistance by the National Strategic Reference Framework (NSRF 2007–2013). We employed the services of REMACO A.E. (a Training and Consultancy Firm for ISO implementation) and the task has been successfully completed.

I have a degree in Information Systems and a MBA; because of my field of studies and my personal interest in technology I was very enthusiastic with the idea of upgrading the public sector with quality standards. I was actually a member of the quality team in charge of the implementation of ISO 9001. E-government is a common concept and practice in the European countries and I think there is a huge gap and simultaneously it poses a challenge for Greece to implement the same. The elimination of red tape is in my opinion the major quality reform needed. ISO sets standard procedures which by itself is an improvement that helps employees and citizens too. Unfortunately, as in any reform attempt there is a great enthusiasm in the beginning, but due to lack of follow up failure is the final outcome. At this point I would like to stress on the fact that ISO's written procedures help public employees a great deal, because it spells out their exact duties, it also boosts accountability a factor that its lack is quite obvious in the public sector.

Q2. Could you please comment on the Critical Success Factors (CSF) in the ISO implementation in the Greek Public sector?

I think we need a fundamental change in leadership mentality, at all levels, from the Prime Minister to the floor manager. For example, a modern manager has to be a team manager not an autocratic manager; he has to create an organisational environment based on evolution, trust, knowledge, highly motivated, these managerial traits are very common in new employees but not in those of previous generations. They used to hoard and hide knowledge for themselves in fear of losing their privileges. Moreover leadership lacks strategy for reforms but offers instead plain rhetoric. For example, performance assessment should be implemented for top level management, thus setting the standard for all the other levels of public administration. Another detrimental practice is that when a government changes it also changes the supervisors and all the managers of the public sector, so as to suit the whims and preferences of the newly elected political party. Continuity and meritocracy are sine non qua factors for the successful implementation of any kind of reforms. Finally, I may add that an independent authority must select and recruit supervisors, as well as, all public servants. I would dare say that your commitment to the citizens has to be evaluated to become a civil servant, and not only your ability to memorise books. Clientism is a concept that has to be eliminated. Recently, I read in a newspaper that a Minister went as far as to hire a lot of people without a clean criminal record, which is a precondition to become a public servant.

Q3. How would you comment on the stereotypes, the clichés that usually haunt public servants?

It is obvious in my mind that we have been hired to protect the public interest and to provide services for the citizens. It is also well known that older, senior civil servants were acting only out of self-interest, but I believe that reforms like ISO could treat this pathogenesis of the public sector.

Q4. How has the debt crisis affected the efforts for changes in the public sector?

The lack of resources is certainly a big problem, but on the other hand there are some elements that came to the surface that could help. I could mention as an example, the implementation of the principles of publicity and transparency that help to combat corruption. ISO also helps in the same manner, as the set up of strict processes and deadlines make any malevolent interference difficult or impossible.

Q5. How Human Resources Management affects the changes in the public sector?

Quality reforms in order to flourish require the development of “fertile land”. At this point I may be allowed to raise an objection to any type of political interference in the public servants’ duties, as these interferences affect negatively the team spirit and of course, the performance of the public servants. It is also important to adequately discern the factor of employee self motivation and the will to get involved and participate in the decision making process. In the past managers and senior employees had a hostile predisposition towards the ISO implementation, probably because they were going to lose their privileges. On the contrary, new employees love it, because the phenomenon of “knowledge as personal possession” was their nightmare. Considering the economic recession and the negative vibes it creates to the employees, HR must create a highly motivational environment, with practices like rewards, equality, career opportunities, fusion of knowledge, team decision making, an individual approach and involvement opportunities.

At this moment the telephone rang, Mr. Katexis answered: *“the same amount of money (salary) has been at least deposited in my account”*

Q6. Does ISO measure the employee satisfaction?

Unfortunately, this is not an ISO factor, but we could add it ourselves, the truth is that there is a lack of autonomy in the public sector. For example, if I would like to reward

an employee, not necessarily with money but with some days-off, it is difficult as there is no legal framework and there is hostility among employees.

Q7. Could you please comment on training as a critical success factor for ISO implementation?

Unfortunately, training is not an integral part of the strategy in this Agency. It is a privilege for few. Although knowledge is power, it is a common phenomenon that the “bad” employees receive training, as their managers are willing to spare them, while the “good” ones are not allowed to leave their jobs and enjoy the benefits of further training.

Q8. How about efficiency in ISO systems?

The review process is very important, re-engineering is required where time and resources are saved and waste is eliminated. But the margins are very narrow as in the public sector one has to comply with the law detailing procedures.

Q9. How do you envision quality in the future public sector?

By eliminating political interference and clientism, maximum use of information systems, quality will become a common good, equally enjoyed by both citizens and public servants.

Interview with Mr. Nikolaos Kavadias**Employee in the Intermediate Managing Authority (IMA) of the Ionian Islands****In-charge of Integrated Information Systems****Place: Corfu****Date 29-3-2012 Duration: 62 minutes**

Q1. The topic of my thesis is the Greek Public Sector, particularly, the study of New Public Management Reforms as related to Human Resources (the case of ISO Implementation). Firstly, I would like to ask you about your experiences regarding the implementation of quality systems in the Greek public sector?

The truth is that our agency functions as a catalyst in the management of the financial assistance from the European community. So our employees, as well as, the level of executive management, are from the elite within the Greek public sector context. I have written down all the processes in my Department, this has proved to be efficient for the improvement of the tasks, for the services offered to the citizens and also for the employees. Standardising processes can vastly increase efficiency; in addition, in the absence of any employee, everyone else could perform his duties as all procedures are written down and accessible to all. Finally, this practice eliminates the employees' anxiety, as accomplishing successfully the work increases the self-esteem and the morale of the employees.

Unfortunately, although the training of the employees is a critical factor in any ISO quality system, in our case we have been trained only once at the start and no follow-up training received since. So we could say that till now ISO was an event, rather than a dynamic process. This static form of implementation is contrary to the ISO principles, which is meant to be a flexible process that boosts changes and brings about improvements in an organisation. Sometimes the reform by itself cannot solve a problem, it is a matter of management in local or national level or even factors like the current crisis could pose an obstacle.

Q2. Could you please comment on the Critical Success Factors (CSF) in the ISO implementation in the Greek Public sector?

Initially, we could point out the lack, or to be exact the low degree, of tuning and follow up, two critical success factors for any reform attempt. Additionally, the political leadership geared by clientelism and political cost has proved completely untrustworthy and incompetent. Politicians without ethos could not inspire citizens, or civil servants. There is also a shortage of continuity in the high hierarchical level. We could also mention the frustration caused by different policies, not only between different political parties, but also between the Ministers of the same government. You can add to the list the lack of meritocracy in the evaluation of the public servants as a major deterrent to the morale of the employees and to the success of the reforms. Without an objective evaluation system, the civil servant has no motive to be effective and to do his best at his work. At this point we can criticise the current system which is based solely on the credentials of the employees without taking into consideration leadership abilities, negotiating abilities, teamwork abilities, etc. Finally, the Parliament's standards are far from being an ideal to be copied. Evaluation is closely related with accountability, without targets and evaluation accountability is just another pitfall in our administration system.

The work zest is also a factor. Nowadays, due to the debt crisis, nobody knows what is going to happen the next day. A lot of "Damoclean Swords" are hanging over the heads of employees, threatened by unemployment and salary reductions, this overall uncertainty create a framework in which commitment cannot be developed.

Q3. Could you please comment on Teamwork as a critical success factor in ISO reform?

There are good and bad scenarios about team work. But I do not think that this is a panacea or an attitude in our agency.

Q4. Could you please also comment on the phenomenon of reaction to change?

There must be some misunderstanding in the concept of change. Change means rationalism, improvement and not just saving and downsizing. In the case of the ISO which basically is a “soft” reform, we did not have any strong reactions. Actually, in this Agency we already had an unofficial form of system standards, which helped during the transition and reduced any possible reactions. In general, the implementation of ISO in the public sector should not run into any difficulties because of the presence of detailed steps that describe the processes with accuracy. In the Greek case however, the plethora of laws, as well as, the frequent changes of legislation and policy consist a negative factor that deters the ISO implementation.

Q5. Could you please comment on reengineering as a critical process in ISO implementation?

This is a very strong advantage of an ISO reform, through the reviewing process we can improve and alter any process, even those described by law.

Q6. Can you comment on Motivation in the ISO reform systems?

Actually, rewards of any type are not included in ISO, even more nowadays within the framework of the debt crisis. But the management has the autonomy to motivate the employees with non - monetary rewards. Unfortunately, in our case the use of such kind of reward system is rare. Because of that I am unhappy, as I dream of another style of Management. Motivation presupposes evaluation of the employees which is absent from the Greek public sector. Team targets, in my opinion, are the sine non qua factor to motivate employees and to successfully implement any quality reforms.

Q7. Do you have any comments on Targets in ISO reform?

There are some particularities in the public sector like the foggy political framework, discontinuity, political interferences and inputs from other Public Agencies which makes targets an unattainable target!

Q8. Could you please comment on efficiency as an ISO outcome?

We have created a common workplace procedure which is used by the supervisors of each unit, it includes all the necessary equipments, documents and processes; thus, tasks are accomplished efficiently, in comparison to past practices, and also feedback is encouraged and acted upon.

Q9. Is ISO an integrated quality system?

I think ISO is the first step, an introduction to quality. It steers the change for improvements, team work, re-engineering, etc. It creates a tolerable bureaucracy, which is better than anarchy. But without follow-up, evaluation and improvements it is just a waste of time and resources. It may also be added, that it is important all these reforms to be a product of consultation with employees and not a unilateral decision of the administration.

Q10. What about the clichés that haunt the civil servants?

I think that is totally wrong and like most stereotypes unjustified. In my case, when I became a public servant I was very enthusiastic and I wanted to contribute to the common good. I worked a great deal trying to reach the targets of my organisation. Unfortunately, there was neither recognition, nor support during these first steps. As a result I became frustrated and I lost my zest to work. It is a paradox the chasm between ones' capabilities and what one can really do in public organisations, or sometimes ones' capabilities, what one does, and the real needs of the public sector.

Q11. Is there any strategy that applies to quality reforms in the Greek public sector?

We usually follow a copy-paste process without taking the special characteristics of our country into consideration. Sometimes, we adapt these reforms just for the interest of the politicians without being convinced of the cause. Personally, I support soft HRM reforms; we need more rationalism rather than the elimination of the state.

Q12. What about debt crisis? Does it help reforms?

We could define an organisation as its human resources. We look for improvement through rationalisation and a change in organisational culture and in mentality. Downsizing by itself is not a strategy.

Q13. What about training as a CSF in ISO reforms?

Due to lack of resources we use e- training a great deal, which I think is not adequate. In the case of the ISO implementation, training was kept optional after consultation with REMACO, the consultancy firm, and not as a standard scheduled event. Finally, I believe that training has to be related to motives and evaluation in order to be successful.

Q14. Would you like to make a final comment?

Under the present threats, the sword of Damocles, like the fear of dismissals and uncertainty, aggravated by the serious lack in Human Resources strategy, any kind of reforms in the Greek Public sector are doomed to failure.

Interview with Mr. Anastasios Xondrogianis**Employee of the Greek Ministry of Finance.****Graduate of the Greek National School of Public Administration****Place: Corfu****Date: 20-4-2012 Duration: 57 minutes**

Q1. The topic of my thesis is the Greek Public Sector, particularly, the study of New Public Management Reforms as related to Human Resources (the case of ISO Implementation). Firstly, I would like to ask you about your experiences regarding the implementation of quality reforms in the Greek public sector?

The Greek Public sector reforms are focused mainly on the effectiveness and efficiency of the Public Agencies. The problem is that assessment is quite difficult because a lot of public sector tasks cannot be quantified. For example, quality reforms are very important, thus quality is an important index in any assessment process. While quantitative indexes, like how many citizens could be served by a public sector worker, or the speed of services offered, can be measured, the quality indexes like the level of the citizens' satisfaction, a very popular factor nowadays, are hard to quantify. Civil sector employees do not only follow a set of procedures but are overburdened with numerous administrative Acts, varying legislation and directives that often confuse employees and issues rather than assisting in the effective running of a Department.

The Law 3230/2004 introduced a set of objectives for every unit of the Greek Public Administration after consultation with the relevant employees. It also provided for the

establishment of Quality and Efficiency Units in every Ministry and Regional Offices. This effort along with the Common Assessment Framework and the ISO certification were the framework of the Greek public sector quality reforms. Alas, it remained just rhetoric and was never effectively implemented. These practices sum up the story of reforms in the Greek reality, zest and enthusiasm at the start and then total abandonment.

Q2. Could you please comment on the Critical Success Factors (CSF) of the ISO implementation in the Greek Public sector?

In my opinion the lack of follow up processes is the most critical factor. To this we can add the lack of distinct roles between political and administrative leadership. Due to the prevailing clientism, public administration lacks professionalism, a critical factor of bureaucracy, according to Weber. Political Consultants are often appointed to crucial posts that public servants should hold. These are mostly driven by ambition, personal interest, they lack the basics of field knowledge and the outcome is not always the best. Reaction to change is another critical factor. Trade Unions are often reluctant to changes brought by reforms in most of the cases and that is a negative factor in the process of change. Incompetent civil workers use Trade Unions and political parties in order to maximise their personal interests and benefits. This status affects negatively the rest civil servants. Senior managers also react to change, in fear of losing their privileges.

Q3. Could you please comment on ISO quality system reforms?

I think that ISO encourages the spirit of team work and personally this makes me work with great zest. It also gives the opportunity for changes needed to boost the employees' morale.

Q4. Are the public servants' motives in line with Reforms necessary as outlined by the Human Resources drives?

Sometimes the motives could be inherent, but rarely the contribution to society. We could also mention the better working conditions, compared to those of the private sector. The stereotypes about civil servants in regards to job security and free time do not show a bad quality of employees. The rise of their standard of living could also raise the productivity and creativity in the public sector. Moreover, laziness characterises some employees in other large organisations. If there are no set structures, no firm process of evaluation and feedback, fertile ground for such attitudes comes to the fore. Quality reforms I think could reverse this framework. In the Greek case, unfortunately, we did not have any industrial background; a lot of people from the primary agricultural sector became civil servants, as the only solution to the problem of unemployment and to avoid social unrest. So we could outline the lack of culture as a negative factor regarding the motives of civil sector employees. Nowadays, a lot of qualified people with great zest to work become public servants but due to lack of meritocracy and proper evaluation they give up, because the system does not recognise their capabilities and their outcome. In the quality reforms attempts, administration has to create an appropriate environment regarding human resources policies. Hiring, evaluation, training are very important factors in quality reforms. Unfortunately, there are a lot of failures in the Greek reality, for example training is not a strategy but an event, the needs of the department are a high priority so only the laziest that can be spared are trained. We could also point out the presence of team spirit which also boosts the employees' morale. The problem is that in the public sector your work outcome depends on the inputs from other units, so we have to see team work within a larger picture, which is often very difficult. Even the working conditions affect negatively, especially environmental factors sometimes are the cause for de-motivation; we often talk about "sick buildings" in which reforms cannot take place.

Q5. How would you rate the debt crisis as a factor in quality reforms in Greece?

Actually lack of resources is a negative factor, reforms need money, but ISO reforms need the least. On the other hand downsizing, salary reductions and minimisation of the welfare state impact negatively to the morale and the daily lives of the employees.

The problem of the public administration is not in the quantity, the number of civil workers but rather in the quality of its employees, the procedures it applies and the distribution of the human resources. For example, there are Agencies over-staffed and others with great shortages of employees. The new public sector salary system does not create motivation for the productive employees as it levels all. Theoretically, the new reforms implemented under the pressure of the Memorandum signed with Greece's lenders, provides for a rationalism drive, but in fact they are just a drive to save money.

Q6. In ISO reforms what specifically could be a motive for an employee?

Money does not really matter and according to my opinion is not the most critical factor per se. A greater motive could be the successful implementation of the reform, as in most of the cases in the Greek public sector changes are not completed, so the lack of commitment is obvious and detrimental. It happens because there is no continuity in the Greek public administration. Policies change as political parties change.

Q7. Do you think that quality will be a part of the future public administration?

My personal wish is for a professional public administration, with job descriptions, and analytical prescription of each procedure, without interferences, friendly to the citizens and with the maximum use of the new technologies. In my opinion all these are the essential characteristics of quality systems reforms. In such an ideal environment civil servants thrive, they are happy and productive too.

Interview with Mr. Nikolaos Katsaros
Supervisor Regional Administration of the Ionian Islands
In-charge of ISO implementation
Place: Corfu
Date: 25-5-2012 Duration: 40 minutes

Q1. The topic of my thesis is the Greek Public Sector, particularly, the study of New Public Management Reforms as related to Human Resources (the case of ISO Implementation). Firstly, I would like to ask you about your experiences regarding the implementation of quality systems in the Greek public sector?

ISO reform was introduced in 2007 as a parameter of the “Politia” reform program. The consultancy firm was chosen by closed bids procedure and they resumed their task without any further delay, under consultation with the Administration Department to initially record and make a list of all the procedures of the Regional units. This proved to be a long process with many difficulties and complications emerging en route. Major block was the mistrust about the reform; the employees did not believe in the usefulness of the ISO implementation. Major advantage was the formation of a quality team, by young people, highly qualified, dedicated to quality and modern administration techniques. Their vision for a modern, anti-bureaucratic state, devoted to offer the best services to its citizens, was their sole motivation and driving force.

ISO is a very helpful tool, especially for junior employees who were lost in the cog of the bureaucratic machine. It also helps the citizens who may be served at all instances regardless of the presence or absence of a specific civil servant. In addition, it eliminates the unacceptable phenomenon of the separation of employees between those who know, the “specialists” and those who just process paper work.

The quality team performed another exceptional task, they reviewed and re-wrote every procedure, in accordance to pertaining legislation, with a specific focus to improve and simplify those procedures. The lack of resources was the main reason of the failure in the implementation of ISO reform along with the lack of commitment to the effective implementation of the new management techniques. Finally, we could

conclude that unfortunately, a lot of reform attempts have failed leaving behind them a waste of resources and frustrated civil servants.

Q2. Is the ISO initiative adequate for the quality reforms needed in the Greek Public sector?

I believe in a more integrated quality reform system, like CAF (Common Assessment Framework). We could say that CAF comprises ISO or that ISO is the first step for a more sophisticated attempt to quality reforms.

Q3. Could you please comment on the Critical Success Factors in the ISO reforms?

Leadership is the most Critical Factor, at least in my personal estimation. There is a lack of mission and vision, the higher echelons of civil servants do not support any reform procedures unless, they have as a result direct political benefits, however, quality reforms require long term planning as they take time to mature and prove their effectiveness and could allow for no consideration of personal benefits. In addition, there is a consistent lack of continuity in leadership, high-level employees' mobility is linked directly to the ruling party, and thus any long-term reform effort is doomed to failure.

Through the review process we had proposed several improvements and made numerous suggestions to our senior managers, but unfortunately, nothing was changed at all.

At this point we could also mention the lack of efficient supervisors. Reactions to change, their previous negative experiences with reforms, block all progress and consists a hurdle to any change implementation.

Evaluation I think is also a very important factor. Actually, a lot of issues come to the fore like what we are going to measure, what would be measured and by whom, and the persistent debate between quality and quantity. Another critical factor is the team versus the individual assessment and the lack of resources for implementation of such

administrative techniques. In fact, without targets we talk about chaos, which is the reality in the current Greek public sector administration.

Furthermore, we must stress on teamwork spirit which is a fundamental concept in ISO reform. This was indeed the attitude within the quality team members, but the rest of the employees looked upon ISO as just another bureaucratic tool and they did not cooperate at all. In our particular agency due to high qualified personnel and their young age, we managed to maintain team spirit at very high levels.

Finally, I think that the reformers' motivation is not the rationalisation for the improvement of the Greek society and economy, and the long term benefits for the country; instead, they care for mundane, short-sighted issues, like the immediate need to save resources and pay back the country's lenders. In this case, obviously, the planning is poor and the failure assured.

Q4. Could you please comment on improvements through the ISO reforms?

Initially, the consultant from the Consultancy Firm visited our agency and after consultation with our employees had written down every procedure for every department. Following that, during the review process, the quality team had suggested some modifications; particularly those which actually increased bureaucracy, rather than facilitate processes had to be modified.

Q5. Could you please comment on the public servants motivation through quality systems?

I personally like to set targets and to achieve them, it makes me feel proud and I feel that I can contribute to society. Especially, in the case of ISO a lot of motivational factors come to the fore like citizen satisfaction, autonomy, meritocracy, team work, etc. We could say that through quality reforms I came to consider my agency like my home, where I always feel the need to identify any arising problems and to solve them immediately. In addition, following preset procedures, transparency is increased as there is no need for interference.

In the Greek case the lack of political support is a great de-motivating factor.

Q6. You point out the political factor again, why do you think they do not support reforms?

I believe they do not have vision and commitment to change. They also do not believe in the usefulness of modern administration tools, what we refer as new public management doctrines, they prefer old fashioned systems like bureaucracy, corruption and lack of meritocracy, where they can look after their personal interests. In the public sector we do not just refer to lack of meritocracy, instead we have a serious case of “anti – meritocracy”, that is to say the system does not only avoid qualified employees, but it actually detests them, for the obvious reason that efficient, qualified employees can only work within parameters set by “transparency”, leaving no grounds for corruption to fester.

Q7. Could you please comment on stereotypes of public servants and how they benefit quality reforms?

Actually there is a difference in attitude between the newcomers and the older employees. Newcomers are friendlier, with modern administration techniques, mainly because they have been educated accordingly and they are more qualified. They are employed as civil servants after rigorous examinations based on their competence and they have also developed a team attitude which is a necessity in quality reform changes. To sum up I believe that in “*infant*” Public Agencies’ quality reforms could be easier to implement, on the contrary, “*old*” Agencies have to confront with a lot of issues and problems.

Q8. Could Human Resources Management help in the successful implementation of quality reforms?

Human Resources Management could indeed make the difference. With key concepts like partnership ,friendliness, understanding, team spirit , targeting, rewarding we

could create a climate in which quality reforms could flourish, independently of the recession's negative motivational framework.

Q9. How has the debt crisis affected the efforts for changes in the public sector?

According to a SWOT Analysis it could be a change for the better, we have to accept that public sector in its current form is not functional, the issue remains if the planned reforms will be successful or not. I admit that even downsizing in some cases could be necessary. In other cases, there is a shortage of employees so rationalisation must come to the fore. Quality is directly related with adequate staff and resources too.

On the other hand, the degradation of the employees drives to low morale which is a very negative factor in the reform process. Finally, if I were to grade current administration, I would give a zero in terms of the major topic of managing Human Resources.

Q10: How do you envision quality in the future public sector?

The state must become more efficient. Quality, e-government, saving of resources and the use of modern administration techniques, along with, proper use of human resources should become the foundations of planning and practice for all sectors in public administration.

Interview with Mrs Stamatela Sagia**Supervisor/ In charge of ISO Implementation****Intermediate Managing Authority (IMA) of the Ionian Islands****Place: Corfu****Date 31-5-2012 Duration: 60 minutes**

Q1. The topic of my thesis is the Greek Public Sector, particularly, the study of New Public Management Reforms as related to Human Resources (the case of ISO Implementation). Firstly, I would like to ask you about your experiences regarding the implementation of quality systems in the Greek public sector?

At IMA, we have been forced to implement ISO by the Ministry of Interior, to which we report. The concepts that ISO advocates are not new to this Agency, we have been functioning under the same principles. For example, if you were to visit now the room next door you would find a team of employees working on a certain project. Team work and other ISO practices introduced by the implementation of the quality reforms, we were already familiar with and actually practicing them even before the reform. It is important to mention that in our Agency there is always a great risk of rejection of a project by the European Community, therefore, there is no room left for mistakes, particularly, under the current economic recession. Evaluation, the key concept for the New Public Management doctrines, is already a part of our daily routine since a long time.

Q2. What are your comments on the critical success factors for quality reforms?

Our Agency was established in 1996 and since then it has been an example of effectiveness and enthusiasm in its mission. It is an “*infant*” Public Agency with a lot of highly educated employees, an essential ingredient that helps quality reforms to be implemented easily. It should also be added that Administration has invested a great deal in our training. The process of change is by nature non static and training

certainly boosts its dynamic. Another critical parameter may be the size of an Agency. In reforms size matters, and fortunately for our Agency we are small in size.

You may already be familiar with the fact that our Agency's management is of a high standard. Prior to any quality reforms we already had written procedures, high level information systems, thus, making us an exemplary Agency where the implementation of quality reforms is an easy and seamless process. Additionally, adequate importance is given to the role of this Agency, so that even now, during the dire times of economic crisis, enough resources are made available to us, so as to achieve our goals, including the implementation of quality reforms like ISO.

Q3. I would like you to comment on the process of improvement through ISO.

Initially, I would like to point out that having a written record of the procedures is a vital process and in my opinion it helps the employees a great deal. It is also fundamental to the auditing process, which is an essential management function. The review process mainly confirms the specific service standard that the Agency attains, a fact very important in the context of the current inferior quality of public services. Of recent in our Agency we have set a target, based on the fundamental principle of Public Services, that is to serve the citizens, and with the spirit of team work we are improving our procedures to make them more "citizen-friendly". I am a stern advocate for commitment to the citizen as the ultimate goal, for example standards should be set for waiting times for a specific service; if a citizen queues he/she has to be served within 5 minutes by the employee, regardless of the current written rules.

Q4. Could you please comment on employee motivation in quality reforms?

I believe that the greatest motive could be the feeling of achieving better methods to serve the citizens. We could also add the sense of patriotism; ultimately we help our country in a very difficult period of its history. The reinforcement of a set of useful organisational factors like autonomy, teamwork, transparency, accountability etc. may be added as additional motives.

The success of quality reforms by itself is a great motive for the employees, because in this way and by increasing productivity, they could minimize the effects of the

economic crisis. At this point allow me to include the phenomenon of work therapy which helps a lot of people to forget their daily problems through hard work.

Q5. Assessment and evaluation in the context of ISO reforms

Without targets we induce chaos. On the other hand, the process of setting targets must be democratic, realistic and the result of team work. Finally, assessment should not be an end in itself, without appropriate corrective action it is just a waste of resources.

Q6. Could you please comment on training in ISO reforms?

The employee must be trained basically on his/her job so as to be able to accomplish his/her duties and then he/she should be further trained on new techniques and skills, like quality reforms which would improve the delivered services. Training on the job is the Greek reality, mainly due to debt crisis, this leads to less productivity, which makes the recession deeper and so on, creating a foul circle within the public services sector. We have the obligation to offer quality services to the citizens. There is a great lack of communications in the Greek public services; ISO helps in this aspect, because it standardises a common acceptable framework in transactions, including proper manners, even proper dress codes.

Q7. What are your comments on Leadership as a critical factor in quality reforms?

There is a great necessity to demarcate the state from party politics. The function of the state must be independent of the politics and their changes. A leader must be focused on visions and their implementation and not to waste leadership skills in mundane matters, like having to sign all day long for the supply of cleaning materials and office supplies for the Agency. For example, there are countries which have

effectively operated without government for an extended period of time; in the Greek case every time we have elections the public sector actually shuts down.

“The leader on account of bureaucracy has no time to have visions”.

Q8. Could you please comment on public servants stereotypes and how they fit with quality reforms?

I think that it is all a matter of motives. Given the right tools the employee could be productive, effective and able to embrace all changes with great zest. The implementation of modern human resources’ techniques is a necessity, but I also believe that the political leaders do not apply them, because they are afraid they might lose the control they exercise and their privileges.

Q9. Does Human Resources Management help the implementation of quality reforms?

I think that in the Greek case there are no such systems (HRM) in effect; on the other hand I deeply believe that HRM could help illimitably. HR Management must support and empower the employees to do a job well done, to feel proud of it, to feel capable, to feel that they contribute to society and that the citizens were served fairly and sufficiently. HRM must create and keep alive a framework in which the employee could cover the needs of the upper side of Maslow’s Pyramid (Self esteem and Self actualisation). I could mention here that in the Greek public sector there is not only a lack of monetary rewards, but also a serious lack of moral rewards, even as basic as in the form of a phrase like “bravo-a job well done!” or a letter of appreciation.

Q10. How do you envision quality in the future public sector?

I think our duty is to implement all the modern administration tools which increase productivity, boost employees’ morale and improve quality of services. There is no other alternative, if we do not want to confront chaos and Greece’s bankruptcy.

Interview with Mrs Papadopoulou Efi**Employee at the Ionian Region Island (Department of Administration)****Member of the quality team of implementation of ISO 9001****Place: Corfu****Date 31/10/2012 Duration: 50 minutes****Q1. What are your experiences based in your participation in quality reforms in the Greek public administration?**

The reforms in the Greek public administration are a necessity. It is well known that the debt crisis resulted in the downsizing of the budgets of all the Greek ministries. For this reason, they have considerably fewer resources at their disposal to achieve their goals. The implementation of new administration techniques is actually a challenge as the concept of these reforms is to offer the same level of services, using the same or fewer resources. In addition, a lot of reforms focus on the rationalisation of the public administration rendering it more effective. This can be achieved by solving chronic problems of the public sector that are of particular concern to the civil servants.

Lately, there have been important efforts which unfortunately have been proved fruitless. For example, the implementation of meritocracy criteria for the promotion of public civil servants based on qualifications has been implemented, but once again the employees who were not members of the elected political party were forced to serve away from their home and consequently resorted to their resignation.

There have been success stories, a lot reforms were successfully implemented. The introduction of ASEP is a brilliant example, an independent authority for public services recruitment, which enabled many young people to become civil servants without the interference of any Member of Parliament. As a result the Greek public administration was manned by competent civil servants. This is actually evident in the product, which is widely known to be better when it is offered by employees who have come through this process. Recently, in the Ionian island Region an effort has been made to implement the total quality system of ISO 9001-2008 focused on the continual improvement of the produced services. Thus, the citizens and the employees are satisfied and simultaneously we are able to conserve resources which comprise a national target due to the economic recession. Unfortunately, the high turnover of the

political leadership, along with the shortage of resources resulted abandoning the attempt and the qualification is nothing more than a paper hung on the wall. Personally, having been a member of the quality team, I could mention that while in the beginning there was great enthusiasm and passion, after abandoning the effort only frustration and low morale are indicative of our future position towards every attempt of reforms. As critical factors for failure I could name the lack of political willingness and the lack of resources.

According to the implementation of all these reforms under the umbrella of the new public management I would like to express my scepticism whether the real target is the rationalisation of the public administration and the quality of the services offered to the citizens or just the saving of money to pay back our lenders. At this point I would like to cite, as an example, the implementation of the unified pay system for civil servants, which was in fact an old demand from the Unions, as a lot of civil servants with equal qualifications earned different salaries. Unfortunately, this change resulted in everybody earning the same amount of money, regardless of their productivity, since there was no provision for a correlation between performance and salary. Most of the civil servants have seen their rewards decrease considerably. All the above factors affect negatively the morale of the employees, who should actually be the “back-bone” of any reforms’ implementation. To sum up, we could comment that unfortunately the reforms in the Greek public sector are more rhetorical than actual.

Q2. Could please name the critical factors of success of quality reforms in the Greek public administration?

I think that leadership is the most critical factor of success for the implementation of a quality system in the Greek public sector. Unfortunately, there is a lack of continuity as policies change from government to government, from minister to minister even from Secretary to General Secretary. Furthermore, Greek politicians are focused on their re-election (short term targets). On the contrary, it is well-known that changes need time (long term targets) “*Rome wasn’t built in a day*”.

There is also a lack of vision, the inspiration of people and employees “*where we plan to go is better and worthwhile*”. Instead, we talk about corrupt politicians, thieves and

people who have destroyed Greece. Is it possible that these people can inspire others or be inspired?

Personally, I consider as a leader the manager of the Agency or even my supervisor, despite the fact that they have been selected based on their affiliations to a political party, blatant violation of meritocracy in the selection process and thus, they are to be considered as incompetent. Due to this gap, they feel insecure by the coming changes which they actually try to hinder. Often they sabotage whoever is more qualified than them and they put obstacles to the progress of their career.

It is often said that managers lack the tools to manage. They behave more as constables, watching out for the retention of the employees' timings. Without real power how is it possible to motivate the employees? However, even in this context they could motivate the employees with a compliment like 'good job done', or a friendly pat at the back.

The lack of vision results in lack of leadership. Vision is the transition from point A to point B, which is supposedly better. Leadership has to evangelise this new situation and inspire each employee because reforms need efforts, time, sacrifices and resources. Communications, participation and the ownership of targets and vision from the part of employees are the key words to success. The next prerequisite, which results from the first two, is commitment to the target. Starting from the Prime Minister down to the last worker, commitment to the reform process is a critical factor of success. Our Agency is our second home. As we try to improve and fix our home, we have to do the same with our organisation. ISO demands overtime and dedication in order to improve continuously and not just during initial operation. Managers ought to be dedicated to the venture and to exercise control on the proper ISO implementation; they have to encourage suggestions for improvements and of course not to be indifferent or prevent employees from coming up with new proposals. In addition, the presence of a quality strategy is a prerequisite for the success of ISO implementation. The establishment of targets has to be done with the cooperation of all the stakeholders. The public agency's target should be the continuous improvement of the services offered to the citizens in the context of current economic capabilities. We could notice that in the definition of the mission of the organisation the issue of quality is very important. Another critical factor is the provision of necessary resources, which unfortunately are not enough; they are adequate just for covering the basic needs and services. Quality reforms are an essential tool to

minimise waste, so we have to exercise great care in the provision of resources, as it is also mandated through our negotiations with European community and our lenders. In most quality reforms the quality has been imposed from outside or from above. For a change to be successful it has to be the outcome of the culture of the people, as a continuous improvement where quality runs in the blood of the people and in their DNA. Nothing can be imposed. On the subject of public servants, a debate has come to the fore; some people claim that the public sector consists of lazy and self-centred people, while others argue that they are people of ethos who want to contribute to their fellow citizens. The pursuit of quality and continuous improvement characterise them.

The implementation of ISO was further noticed to cause bureaucratic issues. Lately the number of public servants is gradually reduced and consequently, there is an increase in workload. As per the ISO requirements, the public servants start the transaction with citizens, fill required applications, then they file them and finally they have to write down what they have done. That is where reaction started, as employees wonder whether it is possible to fight bureaucracy with bureaucracy. It is an undisputable fact that sometimes employees or supervisors do not comply with the quality reforms using bureaucracy as an excuse. Regarding the cost of the implementation of the quality reforms we could notice that it is not high, of course there is an external consultant who takes care of the nomination, the training and the writing of the processes but actually the employees themselves are responsible for the reviews and the suggestions of the implementation of the improvements. The employees themselves are responsible for the continual improvement, taking self-esteem and fulfilment for their attempts as a reward.

In my opinion communications is another important factor that contributes to the success of the reforms in the public sector. Unfortunately, the policy of open doors is a rare phenomenon in the Greek Administration. Recently, I was involved in the study of the Greek public administration and no one who asked me to share my knowledge in order to find solutions to the administration problems. Therefore, I would argue that there is a gap in the communications between management and the personnel. In total quality management reforms employees set up targets with the stakeholders, the administration incorporates them into strategy and after measuring the results we set up some corrections, adjustments, etc. Consequently, the communication between the employees and their managers is a critical factor for the successful implementation of

ISO. Additionally, the support of stakeholders I think is another critical factor of success. Citizens and political leaders are important in the process. Political leaders could support a reform offering the necessary resources to the context of the current financial capabilities. In addition, with the follow up process they control the implementation of the changes and act upon the corrective actions suggested to them. Also citizens as beneficiaries of the agency services could act as a lobby for the continuation of reforms implementation. Furthermore, team spirit and employee participation in all the ISO's procedures are critical factors for the successful implementation of quality reforms in the Greek public administration. From writing the procedures to the implementation of improvements, the active participation of the employees is a critical factor. In addition, interdepartmental composition of the quality teams which gets a "third eye" approach can significantly improve the process. In the case of our Agency, pre-existing knowledge, capabilities and the use of information systems helped a great deal in the implementation process and the standards of services offered to the citizens. Finally, the continuous improvement requires performance measurement. Without measurement there is chaos, the issue is the set up of the quality and not only quantity indicators. For example, we have to measure not the speed but the efficiency to answer a phone call. Similarly, in the case of a tax office our target is not the speed of the transaction but the fair distribution of the tax burden.

Q3. What are your observations on the subject of employee motivation through the implementation of the ISO 9001-2008?

The expected benefits from the implementation of ISO 9001-2008 have to be highlighted so as a motive to be given to the employees. Having written down the procedures, we could minimise the stress, especially for the newly-hired employees. We eliminated the "experts" a practice that usually resulted in undue privileges, corruption and bribery. Particular notice should be taken on the reaction of the older, senior employees who feel threatened by the change, as they perceive the through the ISO implementation they are going to lose their privileges. Career evolution is a matter of competency and should not be given to "experts". The citizen is more satisfied because he is served in certain time limits. This satisfaction returns to the employee because he feels that he is doing well. In addition, especially for the new

scientists there is an opportunity not only to implement their theoretical knowledge but also to increase their self-esteem.

Q4. How do you perceive the relation between Human Recourses Management and quality reforms?

The human resources administration is obliged to create a framework which could help employees to excel while achieving the targets of the organisation, in our case it is the successful implementation of ISO. ISO offers a variety of tools such as autonomy, which is necessary for the improvement process, as employees are able to work independently and to express their opinions freely. Respect for the employees and moral rewards (from a simple pat at the back to a bravo) are equally important. In addition, ensuring a healthy and secure environment and providing feedback reinforce the satisfaction of the employees. Ensuring that the career advancement of the employees would be based on their performance and competence, within an environment of absolute meritocracy is also essential. Other important tools are rewarding the employees with the same criteria and enhancing their training by using innovative systems like e-learning. There are also other practices that aim to enhance the morale of the employees for the successful implementation of the quality systems.

Q5. Could you discuss the stereotypes of civil servants and their relationship with success of the quality reforms?

There are two categories of civil servants. The first category involves those who make the least effort and desire perks like fewer working hours, fewer responsibilities, more leaves, stability in their salaries and permanency. In the second category are those who work at the public sector so as to contribute to the community. In both cases, the human resources administration should for the first change their attitude and for the second boost their attitude. The tools which are at their disposal are a lot and are especially related to modern administration techniques.

Q6. How would you relate efficiency and quality reforms?

We could reduce the cost of the services for the benefit of all stakeholders by writing and reviewing the procedures and suggesting improvements.

This can be achieved through a system of performance measurement. If you do not appraise something you cannot improve it. At this point several parameters influence the process. For instance, what are we going to measure? How and with what criteria are we going to measure it? Who sets the targets? Are the targets qualitative or quantitative?

In fact a debate has arisen regarding performance management involving academics, politicians and senior civil servants. Personally, I believe in qualitative targets set by all the stakeholders and in targets which have the citizens as a top priority.

Q7. Is the ISO good enough?

I think that strategy commitment and the culture of quality are the most crucial factors while the selection of the tool is of secondary importance. However, there is a trend to apply Balance Scorecards which benefit all the stakeholders.

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