



Sustaining Total Quality Management and ISO 9001 in Valenzuela, Philippines

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ABSTRACT

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Administrative Order No. 161, Executive Order No. 605, and the current government policy on the grant of the performance-based bonus (PBB) have made the ISO 9001 Total Quality Management (TQM) model a part of the productivity and performance measurement and quality improvement programs of the Philippine Government. This study identified the factors that affect the sustainability of TQM and ISO 9001 adoption at the City Government of Valenzuela. The needed data for the study were obtained through face-to-face interviews with the aid of a questionnaire from 2017 to 2019. The study found the following as the sustainability factors for TQM and ISO 9001 adoption in Valenzuela: (1) six key elements for TQM implementation by Besterfield et al. (2003), namely, senior management commitment and/or the presence of a driver, quality council, middle managers or supervisors, communication, training, and customer, employee, and supplier surveys; (2) consideration of Filipino cultural values by Andres (1996); and (3) the frequency and nature of leadership change by De Leon (2017). The study recommends: (1) recognizing that TQM and ISO 9001 adoption involves a political process; (2) seeking a broad-based support to ensure that no single person owns the adoption process; (3) eliminating the need to train new implementors through succession planning; (4) avoiding conflicts by leveraging Filipino cultural values; (5) establishing a government agency to provide ISO 9001 certificates; (6) giving recognition, such as the Philippine Quality Award, to encourage TQM adoption; and (7) conducting studies that focus on leadership change, TQM and ISO 9001 internalization, minimizing employee resistance, and the economic benefits of TQM and ISO 9001 adoption.

Keywords

ISO 9001
Productivity
Quality Improvement
Sustainability
Total Quality Management

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**Introduction**

Two executive issuances by President Gloria Macapagal Arroyo in 2006 and 2007 – Administrative Order (AO) No. 161 and Executive Order (EO) No. 605 – and the current government policy on the grant of the performance-based bonus (PBB) have made the ISO 9001 Total Quality Management (TQM) model a part of the productivity and performance measurement and quality improvement programs of the Philippines Government. This paper's primary objective was to look for the factors that affect the sustainability of TQM/ISO 9001 implementation in Valenzuela – an ISO 9001:2008 – certified local government unit (LGU). The secondary objectives were

- to identify its TQM/ISO 9001 drivers, describe their backgrounds, and cite their motivations for implementing the program,
- to describe the phases and steps taken by the case local government unit (Valenzuela City Government) in implementing TQM/ISO 9001 and determine whether it possessed the 20 ISO 9001 elements,
- to determine whether its TQM/ISO 9001 implementation was sustainable, and
- to identify the factors that enabled or inhibited its TQM/ISO 9001 implementation

These are inline with the issue on TQM adoption in the public sector [1] and experienced cultural change during and after TQM/ISO 9001 implementation.

Productivity and performance measurement in the Philippines, particularly in LGUs, has origins with the implementation of the Local Productivity and Performance Measurement System (LPPMS) by the then Ministry of Local Government from 1984 to 1986 [2]. In 1986, the Development Academy of the Philippines (DAP) with the help of the Asian Productivity Organization (APO) spearheaded a productivity and quality improvement program called the 5S. The name of the program came from the first letters of the Japanese words for sort (*seiri*), systematize (*seiton*), sweep (*seiso*), standardize (*seiketsu*), and self-discipline (*shitsuke*). The 5S meant spontaneous and continuous improvement of working environment and working conditions involving everyone. Initially, it was espoused by the DAP employees only. Later, however, it was also adopted by the city governments of Urdaneta, Makati, and Marikina, and the Provincial Government of Ilocos Norte [3].

In 2000, the Department of the Interior and Local Government (DILG) implemented the Citizen's Satisfaction Index System (CSIS). It is a survey where citizens rated the services

provided by the LGUs. A year later, the DILG launched the Local Development Watch (LDW) which measured a locality's state of development [2]. In 2004, the DILG's Bureau of Local Government Supervision (BLGS) developed an enhanced version of the LPPMS which was called the Local Governance Performance Management System (LGPPMS). It has five performance components: governance, administration, social services, economic development; and environmental management [4].

In 2006, President Gloria Macapagal Arroyo issued AO No. 161 which mandated all national government agencies (NGAs), government owned and controlled corporations (GOCCs), and LGUs to establish an ISO-aligned quality management system (QMS). In 2007, she issued EO No. 605 which directed all NGAs, GOCCs, government financial institutions (GFIs), LGUs, and state universities and colleges (SUCs) to adopt ISO 9001:2000 as part of the Government Quality Management Program (GQMP) [5].

The need to establish an effective system that will eliminate bureaucratic red-tape and improve the efficiency of government frontline services led to the passage of Republic Act No. 9485, otherwise known as the Anti-Red Tape Act (ARTA) in June 2007 [6]. The law required reengineering of governmental procedures and systems and mandated all NGAs, GOCCs, GFIs, LGUs, and SUCs to create a citizen's charter for all their frontline services [7]. To check whether government agencies are complying with the provisions of the law, the Civil Service Commission (CSC) conducts the Report Card Survey (RCS) and the ARTA Watch. The former is a face-to-face survey with clients who have just availed of any frontline service while the latter is a spot-checking activity [7],[8].

In 2011, DILG Secretary Jesse M. Robredo issued Memorandum Circular (MC) No. 2011-95, known as the Seal of Good Housekeeping (SGH). It recognized LGUs with good performance in local legislation, development planning, resource generation, resource allocation and utilization, customer service, and human resource management and development, as well as, in valuing the fundamentals of good governance. On October 16, 2013, the SGH was enhanced and called the Seal of Good Local Governance (SGLG). It was conferred to LGUs that passed in all three criteria of good financial housekeeping, disaster preparedness, and social protection, and in at least one of the essential or supplementary criteria of business friendliness and competitiveness, environmental protection, and law, order, and public safety. SGLG recipients were given a national recognition and cash awards to finance their development projects [4].

Finally, on December 7, 2016, the Government Quality Management Committee (GQMC) issued MC No. 2016-1 which made ISO 9001 QMS certification or ISO – aligned QMS documents a requirement for the grant of the PBB for fiscal year 2016 [9]. The requirement for ISO 9001 certification or ISO – aligned QMS documentation was complemented by three other good governance conditions or requirements of the national government.

The Philippines' experience on public sector reform shows that sustaining efforts is among the difficulties that the government has always had [10]. Hence, the more important question is not whether public sector organizations such as LGUs can adopt TQM and ISO 9001 but whether they can sustain them. As such, this study explored the sustainability of TQM and ISO 9001 at the City Government of Valenzuela.

Total Quality Management (TQM) is defined as a comprehensive management methodology for ensuring that jobs and processes are carried out correctly, first time and every time [1],[11]. It is also described as "a set of principles, tools, and procedures that guides organizations in running their practical affairs" [12]. The period immediately before World War II saw inspection being replaced by Quality Control (QC). The period after World War II, on the other hand, witnessed QC evolving into Quality Assurance (QA), then to Quality Management (QM), and finally to Total Quality Management (TQM) [13].

American practitioners have significant contributions to the development of TQM. For instance, Walter A. Shewhart introduced the Plan, Do, Check, Act (PDCA) cycle. W. Edwards Deming modified the PDCA cycle into the Plan, Do, Study, Act (PDSA) cycle while Juran popularized 'fitness of quality' [13]. Feigenbaum [14] argued that TQM was necessary to achieve productivity, market penetration, and competitive advantage, while Crosby [15] posited that "doing it right the first time" is less expensive than the costs of detecting and correcting nonconformities. Finally, Peters [16] identified the 12 attributes of a quality revolution.

Japan has also produced its own quality gurus. Kaoru Ishikawa, for instance, popularized the Ishikawa Diagram. Genichi Taguchi is known for the Taguchi Loss Function, while Shigeo Shingo is remembered for Poka Yoke (mistake proofing) [17]. TQM enabled Japanese companies to cope with changes in their external environment [18] and eliminate wastes [19]. Elimination of wastes necessitated the performance of kaizen or continuous improvement activities. Overtime, kaizen and the role of the quality profession have changed. The need for inspectors has been greatly reduced and the role of QC has shifted to more value-added work [20].

TQM has been implemented by private organizations outside Japan and the United States. In India and Iran, for instance, it has been applied in hospitals [21]. In the Philippines, it has been applied in manufacturing firms [22]-[27], banks [28], and schools [29],[30]. TQM as a management tool has also gained currency in the public sector throughout the world [31]. Like the reengineering movement, TQM has spread from its industrial origins to public organizations [10]. The Shizuoka Prefectural Government in Japan, for instance, has implemented in 2012 a TQM program called 'One-For-One Reform Action' [32]. In the United States, it has been applied in local education programs, police organizations, and state

governments such as Arkansas and Ohio [33]. In the Philippines, Mariano [12] documented cases of TQM adoption in Naga City and Malalag, Davao del Sur. It has also been adopted by the Board of Investments [10] and the Government Service Insurance System [34]. It has also been applied in educational institutions such as the University of the Philippines Institute for Small Scale Industries [35] and the Philippine Science High School Diliman Campus [36].

Despite the documented successes of TQM adoption in foreign and local governmental organizations, some scholars remained skeptical about TQM's applicability in the public sector [1],[37] and its staying power [38]. Others attributed the difficulty of implementing TQM to the inherent characteristics of the public sector such as shorter time horizons and length of service, personnel constraints, concern for equity rather than efficiency, legislative oversight, and unclear bottom line [39],[40].

TQM has some elements that are similar or consistent with the field of public administration, especially within the context of public sector reform. Its hierarchical organizational structure, written rules and procedures, and necessary trainings are reminiscent of Weber's [41] bureaucratic model. Criticisms on TQM such as its criterion and offering of mechanistic solutions [42] and its tendency to increase bureaucracy are also reminiscent of the criticisms on the bureaucratic model [43].

TQM's methodology of solving workplace problems rationally and scientifically [44] and its emphasis on reducing variation, improving quality, and increasing productivity [45] were preceded by Taylor's [46] principles of scientific management. Gulick [47] and Fayol [48] used these principles to come up with universal management principles [49] which were later demolished by Simon [50].

Among TQM's essential features are participative management and the use of teams [51]. These features are reminders that TQM also has a human dimension and that the root cause of quality issues are human relations problems [52]. Hence, TQM is connected to the human relations school. Parts of this school are the works of Maslow [53] and McGregor [54]. Coskun [55], meanwhile, located TQM within the scope of management theory.

Others closely associate TQM with the New Public Management (NPM) because they both have client-centered orientation [31],[56],[57] and output or performance focus [58],[59]. But TQM is also related to reengineering, Eisenstein [60] noted that both TQM and reengineering entail the use of statistical measurement, information technology, and employee empowerment or human relations to achieve success. A fundamental difference between the two, however, is that reengineering seeks radical changes in processes while TQM is after incremental changes and continuous improvement [31],[61]. But due to the peculiarities of the public administrative system, some consider TQM's incremental approach more effective and efficient than the radical approach of reengineering [10].

Nonetheless, TQM principles, according to Hunt [33], have already been used to reinvent government. But while reinventing government aims to make government entrepreneurial [62], TQM does not. Finally, the theory of bureaucratic politics [49] help to understand the power struggles and conflicts that arise during TQM implementation [63].

Many studies, meanwhile, have investigated the importance of culture and leadership in managing organizations [64]-[75], in managing change in organizations [76]-[78], and in overcoming resistance to changes such as those brought about by TQM implementation [15], [52],[63],[79]. Some studies suggest that cultural change or adaptation is required for a successful or sustained TQM implementation [11], [80]–[83].

Another concept that is often associated with TQM is standardization. Standardization is defined as “a method for reducing system variance”. The International Organization for Standardization (ISO) is the primary international organization involved with standardization. Organizations with ISO certification are more likely to solicit confidence from its clientele [10].

ISO 9000 and ISO 14000 are two of the most important families of standards. ISO 9001 is used when an organization seeks to establish a QMS that provides confidence in the organization’s ability to provide products that fulfill customer needs and expectations. ISO 14001, on the other hand, helps organizations to manage better the impact of their activities on the environment and to demonstrate sound environmental management [84].

Some LGUs, NGAs, and GOCCs in the Philippines already have ISO 9001:2008 certifications. The LGUs are the city governments of San Fernando, Dagupan, Valenzuela, Muntinlupa, Tanauan, and Calapan, and the Provincial Government of Cavite. The NGAs, on the other hand, are the Department of Budget and Management, the Department of Labor and Employment, the Department of Public Works and Highways, the Bureau of Product Standards, the Loans and Credit Department of the *Bangko Sentral ng Pilipinas*, the Career Executive Service Board, the Department of Science and Technology, and the Department of Trade and Industry. Finally, the GOCCs are the Home Mutual Development Fund, the Philippine Crop Insurance Corporation, the Philippine Ports Authority, and the Social Security System.

The conceptual framework for the study was primarily based on the works of Andres [11], Besterfield et al. [17], and Morgan and Murgatroyd [1]. Andres’ [11] context in applying TQM was focused on the Philippine industrial setting. He enumerated five phases of TQM implementation and discussed the context of implementation, Filipino values among them. The five TQM implementation phases in his model are preparation, planning, assessment, implementation, and diversification (see Table 1). The model did not have a monitoring and evaluation phase.

Table 1. The Five Phases of TQM Implementation

Phase	General Description	Detailed Description
Preparation	Has definite beginning and end; precedes a building process involving key executives with the help of a professional facilitator; concludes with a commitment of resources necessary to plan TQM implementation	1. Develop the vision statement. 2. Set corporate goals. 3. Draft the quality policy.
Planning	Lays the foundation for change within the organization	1. Form a quality council that will develop the implementation plan. 2. Use the inputs from all subsequent phases during the planning process.
Assessment	Involves exchange of information and assessment of the organization's strengths and weaknesses	1. Have an exchange of information to support the preparation, planning, implementation, and diversification phases. 2. Conduct surveys and interviews to assess individual and group perceptions of the organization's strengths and weaknesses.
Implementation	Involves training of managers and employees and the creation of process action teams (PATs)	1. Begin a defined training initiative for managers and employees. 2. Create process action teams (PATs) to evaluate and improve processes and implement changes.
Diversification	Involves sharing of experiences with subsidiaries and other units of the organization	1. Invite participation from subsidiaries and other units of the implementing parent organization. 2. Diversify only after the implementing parent organization has earned credibility in TQM implementation.

Andres [11] saw the need to “positivize” negative Filipino values that could hinder TQM/ISO 9001 implementation such as *gaya-gaya* (copying from others) and *pagtatakip sa kakulangan* (hiding the shortcoming of others). He, however, emphasized that Filipino values have positive dimensions which could be used for quality assurance and control. *Gaya-gaya*, for instance, could inspire workers to produce the best products while *kahiyaan/hiya* (sense of shame) can be used to keep the commitment to customers. There are nine implementation steps and 20 elements of ISO 9001. The nine ISO 9001 implementation steps are found in Table 2, while the 20 ISO 9001 elements are listed in Table 3.

Table 2. The Nine ISO 9001 Implementation Steps

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

Table 3. The 20 ISO 9001 Elements

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

Besterfield et al.'s [17] contribution to this study's framework pertains to the following key elements for TQM implementation in an organization:

- senior management commitment and/or the presence of a TQM driver or champion;
- quality council;
- role of middle managers or supervisors;
- communication;
- training; and
- customer, employee, and supplier surveys.

Finally, Morgan and Murgatroyd [1] were included in this study's framework because they raised objections and issues on TQM adoption in the public sector. These are enumerated and explained in Table 4.

Table 4. Five Common Objections and Issues on TQM Adoption in the Public Sector

Objection or Issue	Explanation
The nature of TQM being inimical to the public sector	Public sector organizations are not primarily concerned with products but with services in a context where the whole notion of the market does not apply.
The nature of the public sector being inimical to TQM	The public sector: (1) is more resistant to change due to its commitment to regulation and enforcement of precedent and rules; (2) is disconnected from performance because it is not paid on the basis of performance but according to how successful it is in the politics of resource acquisition; (3) has managers who receive a significant part of their reward intrinsically; and (4) has managers who are not free to enact management in the way that managers in manufacturing or commercial service are because they have political controllers to satisfy.

Objection or Issue	Explanation
The work cultures of professional groups in the public sector being protective of their turf	Different professional groups in public sector organizations can be protective of their turf and are not used to the lateral cooperation and cross-functional management requirements of TQM.
The more problematic customer concept in the public sector	Because public sector organizations serve a variety of customers with divergent and contradictory demands, and because the general public remains a 'hidden customer,' they have to deliver a product or service that reflects an uneasy compromise.
The more complicated public sector provisions	In the public sector, improving service quality without increasing costs is more difficult because elected officials must balance multiple, vague, and conflicting goals of interest groups; annual budgeting process that stress short-term rewards; and managers operate in a non-competitive environment.

There are also some characteristics of LGUs that could affect TQM implementation and sustainability and were considered in the study's framework. These include frequency of leadership change, political control or accommodation, citizen-customers, autonomy and devolved services, productivity and performance measurement and quality improvement programs, and executive issuances.

This study focused on the sustainability of TQM implementation in Valenzuela. It defines sustainability as "the capacity or resources to implement TQM properly" [38], the operational indicators of which are listed in Table 5.

Table 5. Operational Definition of TQM Sustainability and Operational Indicators of Sustained TQM/ISO 9001 Implementation in Philippine LGUs

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

The sustainability of TQM/ISO 9001 implementation also depends on how successfully an LGU adapts to the different contexts or implementation factors from its environment. These factors are

- the nine ISO 9001 implementation steps and the 20 ISO 9001 elements that were enumerated
- the six key elements for TQM implementation in an organization ,
- the five phases of TQM implementation and Filipino cultural values
- the five common objections and issues on TQM adoption in the public sector, and
- the frequency and nature of leadership change [85].

Fig. 1 integrates all these factors for sustained TQM/ISO 9001 implementation in LGUs.

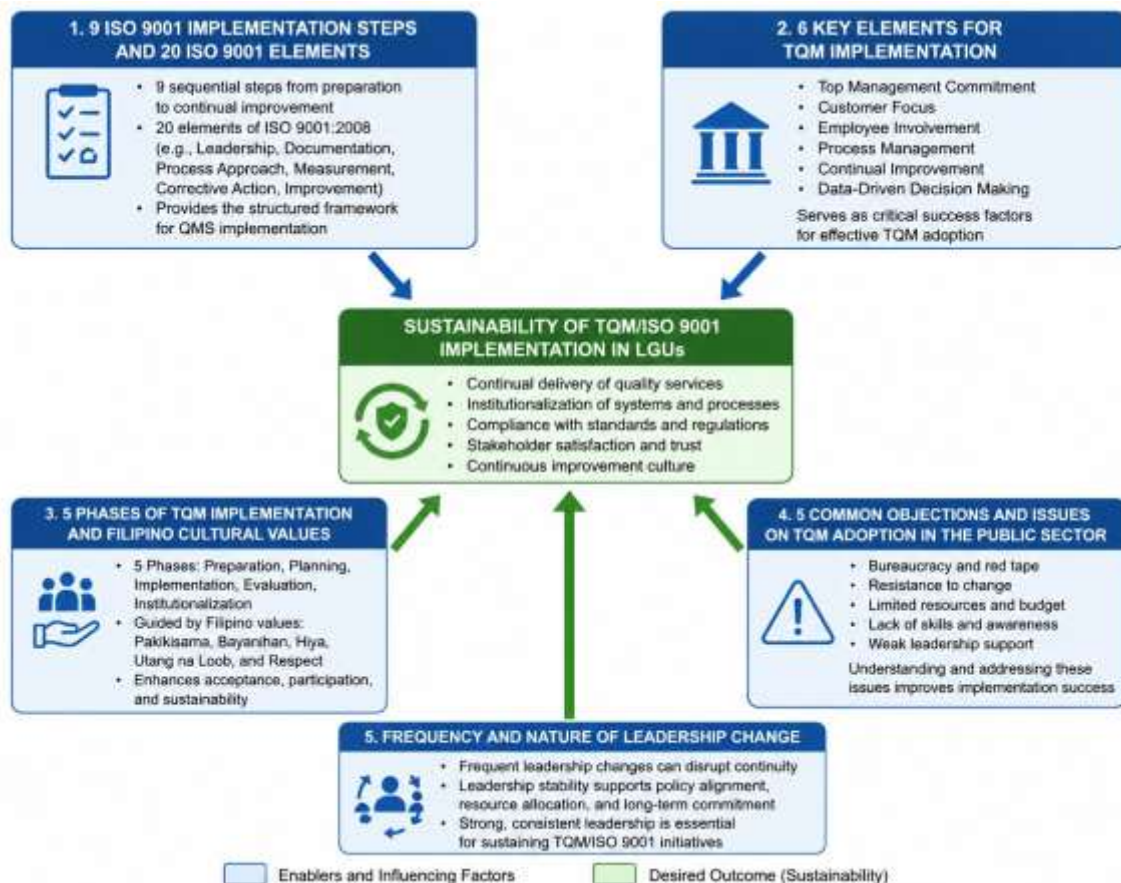


Fig. 1. Sustainability Framework for TQM/ISO 9001 Implementation in Philippine LGUs

Methodology

The primary data on Valenzuela's TQM and ISO 9001 implementation were obtained through face-to-face interviews with the aid of a questionnaire. The interviewees were the 18 members of the LGU's ISO Core Team. The interviews were conducted from 2017 to 2019. Permission to conduct the interviews was given by the LGU officials. The free prior and informed consent of the interviewees were obtained on the first page of the questionnaire. The identities of the interviewees were anonymized, except those who have given permission to be cited in the study. The information from the interviews was kept confidential and used only for the purpose of this study.

The 20 ISO 9001 elements in Table 3 were used as a guide in constructing the interview questionnaire. The questionnaire was divided into nine parts and had questions on the TQM and ISO 9001 implementation phases and steps, drivers, factors affecting the sustainability of implementation, objections and issues on TQM adoption in the public sector, cultural change or adaptation, the 20 elements of ISO 9001, and LGU characteristics.

In the third part of the questionnaire, the interviewees were asked to rate the factors affecting TQM/ISO 9001 implementation using a Likert scale. The scale had the following legend: 1 for strong inhibitor; 2 for inhibitor; 3 for neither inhibitor nor enabler; 4 for enabler;

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

Secondary data were also requested from the interviewees. However, almost all of the interviewees said that they were not in the position to provide the requested secondary data since these were controlled documents. They instead endorsed the request to their data controller (DC), who in turn, released only some uncontrolled documents such as customer survey or feedback forms. But citizen's charters, posters on walls and bulletin boards, mission and vision statements, and quality policies, were allowed to be photographed. In addition, some application forms for availing services and brochures of their TQM programs were provided by the LGU officials and staff.

Field notes and interview responses were first encoded into a spreadsheet. Thereafter, descriptions and general themes were generated based on the reading of the qualitative data collected.

Results and Discussion

A. TQM and ISO 9001 Drivers

The TQM and ISO 9001 drivers of Valenzuela are siblings Sherwin T. Gatchalian and Rexlon T. Gatchalian. They are sons of business tycoon William Gatchalian who has investments in the Wellex Group, Air Philippines Corporation, Waterfront Philippines Incorporated, and Omico Mining Corporation. Sherwin Gatchalian was mayor of Valenzuela City from 2004 to 2013. Rexlon Gatchalian, on the other hand, has been mayor of the same city since 2013.

According to Mariel Magbanua of the City Planning and Development Office, Sherwin Gatchalian was determined to make the City Government of Valenzuela *"more businesslike."* He wanted to make work processes efficient, the quality of public services improved, and their customers satisfied. Hence, he initiated a TQM/ISO 9001 program and served as its first Quality Management Representative (QMR). He, however, had to pass on this responsibility to his younger brother Rexlon at the end of his third term.

B. TQM and ISO 9001 Implementation Process

According to City Planning and Development Office Head and Deputy Quality Management Representative (DQMR) Josephine Acurantes, their TQM/ISO 9001 implementation was preceded by careful preparation and a series of meetings. Mayor Rexlon Gatchalian wanted to institutionalize the program that was started by his older brother, so he issued Executive Order (EO) No. 2013-199. The said EO created the city government's Quality Management System (QMS) and ISO Core Team. Then, they hired a consultant who also served as the trainer of the LGU's ISO Core Team members and process owners.

After their training, the ISO Core Team members and process owners documented the work processes of six revenue generating offices and three support offices. The six revenue

generating offices are: the Business Permits and Licensing Office; the City Assessor's Office; the City Engineer's Office/Building Official; the Office of the Local Civil Registrar; the City Health Office; and the Zoning Office. The three support offices, meanwhile, are: the City Planning and Development Office; the Human Resources Management Office; and the Administrative and General Services Office.

When they were through documenting work processes, they created their Quality Manual. After that, they had internal and external audits. Finally, on July 17, 2014, they received their first certification (valid until July 2017) from the German ISO-certifying body TUV SUD (Technischer Überwachungsverein). The city government spent around one million pesos (Php 1,000,000.00) for consultancy, training, audit, and certification. Valenzuela City undertook eight steps to implement a TQM and ISO 9001 (Table 6).

Table 6. TQM/ISO 9001 Implementation Steps Taken by Valenzuela

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

Valenzuela followed the first four TQM implementation phases that Andres (1996) observed in the Philippine industrial setting. These were preparation, planning, assessment, and implementation. The respondents and interviewees, however, were unsure whether they have reached the fifth and final phase which is diversification. There was no consensus, since half of them said they reached it, but half of them said they did not. The confusion was on how to treat the inclusion of the three support offices – City Planning and Development Office, Human Resources Management Office, and Administrative and General Services Office – in the TQM/ISO 9001 program. These support offices, however, are internal to the city government. Hence, their inclusion in the TQM/ISO 9001 program may not constitute diversification.

The respondents and interviewees considered their submission of reports on Key Performance Indicators (KPIs) and Customer Survey (CS) to the Human Resources Management Office (HRMO) every end of the month as the monitoring and evaluation phase of their TQM/ISO 9001 implementation.

Valenzuela followed the nine ISO 9001 implementation steps. It had 17 of the 20 ISO 9001 elements, but it did not have the elements of contract review, test status of products and services (including intermediate goods), and statistical techniques. The respondents and interviewees did not consider these elements as being applicable to the operations of their LGU.

During the field observations, Valenzuela was found using all seven TQM tools enumerated by Hosotani [44], namely, cause and effect diagram, Pareto diagram, graph, check sheet, histogram, scatter diagram, and control chart. This makes the LGU's implementation a "complete adoption" of TQM/ISO 9001 [79].

C. Sustainability of TQM and ISO 9001 Implementation

Valenzuela's TQM/ISO 9001 has been implemented continuously since 2012. The certification that it received from TUV SUD on July 17, 2014 was valid until July 16, 2017. The program has been fully implemented in six revenue generating offices and three support offices. The revenue generating offices are: the Business Permits and Licensing Office; the City Assessor's Office; the City Engineer's Office/Building Official; the Office of the Local Civil Registrar; the City Health Office; and the Zoning Office.

The support offices, meanwhile, are: the City Planning and Development Office; the Human Resources Management Office; and the Administrative and General Services Office. The LGU has been receiving high marks and positive comments in its Customer Satisfaction Survey (CSS) since 2012. These suggest that the quality of its services was sustained during and after TQM/ISO 9001 implementation. Another indication of the LGU's ability to sustain the quality of its services over time were the awards it has received from the Department of Labor and Employment (DOLE), the National Competitiveness Council of the Philippines, the Philippine Chamber of Commerce and Industry (PCCI), the Department of the Interior and Local Government (DILG), the Housing and Urban Development Coordinating Council, the National Housing Authority, among others.

D. Factors Affecting the Sustainability of TQM and ISO 9001 Implementation

Valenzuela identified senior management commitment and/or the presence of a TQM/ISO 9001 driver, quality council, and the role of middle managers or supervisors as strong enablers of TQM/ISO 9001 implementation. Table 10 shows that these factors received mean ratings of 5.00, 4.83, and 4.83 respectively. The rest of the factors in Table 20 were considered as enablers of TQM/ISO 9001 implementation because their mean ratings were as follows: 4.33 for communication, training, nature of TQM/ISO 9001, and customer concept in the LGU; 4.17 for LGU service provisions and work cultures of professional groups being protective of their turf; and 4.00 for customer, employee, and supplier surveys, cultural change or adaptation, and nature of the LGU.

None of the respondents and interviewees encountered any of the five common objections and issues on TQM adoption in the public sector. However, they were anticipating a few problems or adjustments with the transition to ISO 9001:2015 such as higher targets for their Key Performance Indicators (KPIs), the use of a high-level structure that is intended for multiple management systems, and the focus on risk-based thinking. Organizations certified to

ISO 9001:2008 have until September 30, 2018 to move to the 2015 version. After this date, certification to ISO 9001:2008 will no longer be valid (ISO, 2015).

Table 7. Enabling and Inhibiting Factors of TQM/ISO 9001 Implementation Identified by Valenzuela Respondents and Interviewees

Factor	Mean (N = 18)
Senior management commitment and/or the presence of a TQM/ISO 9001 driver	5.00
Quality council	4.83
Role of middle managers or supervisors	4.83
Communication	4.33
Training	4.33
Customer, employee, and supplier surveys	4.00
Cultural change or adaptation	4.00
Nature of TQM/ISO 9001	4.33
Nature of the LGU	4.00
Work cultures of professional groups being protective of their turf	4.17
Customer concept in the LGU	4.33
LGU service provisions	4.17

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

Cultural change or adaptation has not been experienced in Valenzuela yet. Most of the interviewees, particularly those from the City Planning and Development Office and the City Engineering Office/Building Official, said that it takes a long time for cultural change to take place. This perception is consistent with De Guia's (2000) observation at the Philippine National Bank (PNB) that considerable time was needed for cultural change to happen.

The respondents and interviewees, meanwhile, identified (1) *kahiyaan* or *hiya* (sense of shame) and (2) *pagtatakip sa kakulangan* (hiding the shortcoming of others) as negative Filipino cultural values in relation to their experience in implementing TQM/ISO 9001. They said that *kahiyaan* or *hiya* kept them from suggesting solutions to workplace problems. *Pagtatakip sa kakulangan*, on the other hand, prevented lapses from being discovered during internal and external audits and lead to some wasted opportunities for corrective and preventive actions.

They, however, identified the following as positive Filipino cultural values in relation to TQM/ISO 9001 implementation: (1) *gaya-gaya* (copying from others); (2) *ang galing-galing* (admiring the excellence of others); (3) *pakikisama* (camaraderie); (4) *pagpupuno sa kakulangan* (making up for the shortcoming of others); (5) *utang-na-loob* (debt of gratitude); (6) *amor propio* (feeling of self-respect); (7) *delicadeza* (being aware of proper decorum and ways of behaving); (8) personalism (valuing interpersonal relations and face-to-face encounters); (9) familism (prioritizing family members and relatives in public service provision); and (10) popularism (the desire to be popular). They said that they have been benchmarking with other ISO 9001:2008 – certified LGUs since 2012.

The respondents and interviewees identified (1) frequent change of leadership and (2) political control and accommodation as negative LGU characteristics in relation to TQM/ISO 9001 implementation. As City Planning and Development Office Head Josephine Acurantes explained:

"Although we had a change in leadership, the change was only from one sibling to another. The programs started by Senator Win (Sherwin Gatchalian), including the ISO program, were continued by Mayor Rex. They would have been discontinued if the leadership change was between two unrelated politicians coming from different political parties."

On the other hand, they identified citizen-customers, autonomy and devolved services, productivity and performance measurement (e.g. SGLG, RCS, and ARTA Watch), and executive issuances related to ISO 9001 (e.g. AO No. 161 and EO No. 605) as positive LGU characteristics in relation to TQM/ISO 9001 implementation. They believe that these four LGU characteristics make them focus on efficiency and customer satisfaction.

Mariel Magbanua, Reyselle Rose Santos, and Josephine Acurantes of the City Planning and Development Office attributed the success of their TQM/ISO 9001 program to: the commitment of their current and previous local chief executives; continuous monitoring; and the use of modern technology. As Mariel Magbanua elaborated:

"Our ISO 9001 program is successful because we complemented it with modern technologies such as electronic terminals and billboards, and the 3S+ system. The three S stands for simple processes, speedy delivery, and service excellence. To most Valenzuelanos, these technologies are synonymous with our ISO 9001 program. They are highly satisfied with our services and they do not mind paying taxes."

Conclusions

Local chief executives are the drivers of TQM and ISO 9001 implementation in the LGU. Their desire to make work processes efficient, the quality of public services improved, and their customers satisfied motivated them to adopt TQM/ISO 9001. TQM/ISO 9001 implementation in the LGU followed eight steps, namely, holding preparatory meetings, issuing of an EO creating the ISO Core Team, hiring a consultant, having trainings, documenting work processes, creating a Quality Manual, having internal and external audits, and receiving certification or registration.

The LGU's TQM/ISO 9001 program has been implemented continuously since 2012. Its certification from TUV SUD was obtained in July 2014 and is valid until July 2017. TQM/ISO 9001 was implemented only internally to the LGU. Nevertheless, the quality of services was sustained during and after TQM/ISO 9001 implementation as evidenced by the high marks and positive comments that the LGU has been getting in its Customer Satisfaction Survey since 2012.

Senior management commitment and/or the presence of a TQM/ISO 9001 driver, quality council, and the role of middle managers or supervisors were identified as strong enablers of TQM/ISO 9001 implementation in the LGU. Because of their ability to commit resources as the

most important factors in TQM implementation. Communication, training, the nature of TQM/ISO 9001, the customer concept in the LGU, LGU service provisions, the work cultures of professional groups in the LGU, surveys, cultural change or adaptation, and the nature of the LGU, on the other hand, were identified as enablers of TQM/ISO 9001 adoption.

Kahiyaan or *hiya* (sense of shame) and *pagtatakip sa kakulangan* (hiding the shortcoming of others) have been identified in the LGU as negative Filipino cultural values in relation to TQM/ISO 9001 implementation. But majority of the Filipino cultural values have been identified in the LGU as positive in relation to TQM/ISO 9001 adoption. Frequent change of leadership as well as political control and accommodation were identified as negative LGU characteristics in relation to TQM/ISO 9001 adoption in Valenzuela. Citizen-customers, autonomy and devolved services, productivity and performance measurement, and executive issuances, however, were identified as positive LGU characteristics.

The study concludes, however, that it was not only the frequency of leadership change that had a bearing on the sustainability of TQM/ISO 9001 implementation, but also the nature of leadership changes. Valenzuela's TQM/ISO 9001 program was sustained because the succeeding and preceding local chief executives are siblings. It would not have been sustained if the change in leadership was between two unrelated individuals (e.g., not coming from the same family or clan) or belonging to rival political parties.

Since the nature of leadership change has emerged as an important factor affecting the sustainability of TQM/ISO 9001 adoption, it was added to the study's framework. The TQM implementation phases and the ISO 9001 implementation steps and elements that apply to all organizations that intend to be ISO 9001 – certified were removed from the framework.

Limitations

The data collection for this study took three years to finish (2017-2019) because of the difficulty in going to the study site (Valenzuela City, Metro Manila) from the author's place of work and residence (Mabalacat City, Pampanga). The publication of this study has already been pre-empted by the author's publications on TQM and ISO 9001 adoption in Calapan City (Oriental Mindoro), San Fernando City (La Union), Northern and Central Luzon State Universities, and the Authority of the Freeport Area of Bataan in other peer-reviewed journals.

Conflict of Interest

The author declares no conflict of interest.

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