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## AVRUPA BİRLİĞİ ORTAK DEĞERLENDİRME ÇERÇEVESİYLE KAMU KURUMLARINDA KALİTE YÖNETİMİNİN ÖZDEĞERLENDİRMESİ<sup>3</sup>

### ÖZET

Kalite yönetimi uygulamalarının yaygınlaştırılarak kamu örgütlerinde hizmet kalitesinin artırılmasına yönelik yapılan bu araştırmanın amacı, çağdaş yönetim teorilerinden olan toplam kalite yönetiminin, kamu yönetiminde uygulama ve kurumsal özdeğerlendirme modellerinden olan Avrupa Birliği Ortak Değerlendirme Çerçevesinin, çalışan algılarına göre kamu örgütü üzerinde oluşturduğu etkiyi, kurumsal özdeğerlendirme yaparak ortaya koymaktır. Araştırma grubunu, Ortak Değerlendirme Çerçevesinin (ODÇ) uygulandığı Çalışma ve Sosyal Güvenlik Bakanlığı merkez teşkilatında (ÇSGB) anketi yanıtlayan 379 çalışan ile ODÇ'nin uygulanmadığı Gençlik ve Spor Bakanlığı Spor Genel Müdürlüğü merkez teşkilatında (SGM) anketi yanıtlayan 247 çalışan oluşturmaktadır. Bu araştırma, tarama modelinin kullanıldığı betimsel (tasviri-niceliksel) bir çalışmadan oluşmuştur. Araştırmada veri toplama aracı olarak tarafımızca geliştirilen Likert tipi bir ölçek olan Ortak Değerlendirme Çerçevesi Kurumsal Kalite Ölçeği (ODÇ-KKÖ) kullanılmıştır. Ölçeğin kapsam geçerliliği için 11 kişiden oluşan uzman görüşünden ve pilot uygulamadan yararlanılmış, yapı geçerliliğine yönelik olarak ise açımlayıcı faktör analizi yapılmıştır. Ölçeğin güvenilirliğinin belirlenmesine yönelik olarak da Cronbach alfa katsayısı hesaplanmıştır.

Özdeğer grafiğine göre ölçek, tek faktörlü bütüncül bir yapıya sahiptir. Açıklanan varyans % 69.53 çıkmış, bu da ölçeğin, "kurumsal kalite" adı verilen tek faktörlü değişkenini yaklaşık %70 gibi bir oranla ortaya koyduğunu göstermiştir. Bir maddenin faktöre ait olup olmadığını gösteren faktör yük değerlerinin, yaklaşık .80 ile yaklaşık .90 arasında olması, maddelerin kurumsal kalite faktörüyle yüksek ilişkide olduğunu ortaya koymuştur. Madde-toplam korelasyonları yaklaşık .70 ile .90 arasındadır ve maddelere ait Cronbach alfa değeri .98 dir. Kurum değişkeni açısından çalışanların kurumsal kalite algılamalarında ODÇ'nin uygulanıp uygulanmamasına göre ÇSGB ortalamasının ( =71.37) SGM ortalamasından ( =57.16) yüksek olduğu görülmüş, bu farkın anlamlılığına ilişkin t testi sonuçları da ÇSGB ortalamasının SGM ortalamasından anlamlı şekilde yüksek olduğunu ortaya koymuştur. Bu bulgu da bize ODÇ'nin uygulandığı kamu kuruluşunun kurumsal kalitesinin en azından çalışanların gözünde pozitif yönde etkilendiğini göstermiştir. Sonuç olarak, Avrupa Birliği Ortak Değerlendirme Çerçevesinin uygulandığı kamu örgütüne etkisini ortaya koymak için, önce Ortak Değerlendirme Çerçevesi ölçütleri temelinde bir ölçek geliştirilmiş, sonra kurumsal kaliteyi ölçen bu ölçek ile iki bakanlık merkez teşkilatına kurumsal özdeğerlendirme yapılarak Ortak Değerlendirme Çerçevesinin uygulandığı kamu örgütü üzerindeki olumlu etki ortaya konulmuştur.

**Anahtar Kelimeler:** Yönetim, Toplam kalite yönetimi, kamu yönetimi, kurumsal özdeğerlendirme, ortak değerlendirme çerçevesi (ODÇ), spor yönetimi.

## THE ORGANIZATIONAL SELF-ASSESSMENT OF QUALITY MANAGEMENT IN PUBLIC ORGANIZATION WITH THE EUROPEAN UNION COMMON ASSESSMENT FRAMEWORK

### ABSTRACT

The purpose of this research which is aimed to increase the service quality in public organization by extending the quality management applications is to; put forward the effect of European Union Common Assessment Framework which is one of the implementation and organizational self-assessment model in public administration of total quality management (which is one of the theory of modern management) on public organization according to the employee perception by carrying out organizational self-assessment. The research group consists of; 379 number of employee surveyed at the central organization of Minister of Labor and Social Security in which the Common Assessment Framework is applied and 247 number of employee surveyed at the Sports General Directorate Central Organization of the Ministry of Youth and Sport in which the Common Assessment Framework is not applied. This research consists of a descriptive (descriptive- quantification) study in which the scanning model will be used. In this research; as a data collection tool a Likert type Common Assessment Framework Organizational Quality Scale (CAF-OQS) which is developed by us is used. In order for the content validity of the scale, we benefitted from composed of 11 expert opinion and pilot scheme and also for the construct validation, Exploratory Factor Analysis is carried out. In order to determine the scale reliability the Cronbach alpha coefficient is calculated. Item-total correlation is approximately between .70 and .90 and scale of Cronbach alpha value is .98. The eigenvalue graph of the scale showed that the scale has an integrated structure with a single factor. The explained variance is calculated as 69.53% and this showed that the scale has presented the single factor variable which is called "Organizational Quality" as approximately 70%. As the value of the factor loading which shows whether the item belongs to a factor or not is approximately between .80 and .90, and it presented that the items have a high relation with the organizational quality factor.

In terms of the organizational variance of the employee's organizational quality sense, whether the Common Assessment Framework is carried or not it is estimated that the average of Minister of Labor and Social Security (=71.37) is meaningly higher than Sports General Directorate average (=57.16). This verity shows us that in the eye of the employee, the organizational quality of the public organization in which the Common Assessment Framework is carried out is affected in a positive way. As a result, the European Union Common Assessment Framework is applied to test the effect of the public organization, First, a scale was developed on the basis of criteria of the Common Assessment Framework, and then using this scale organizational quality measure, organizational self-assessment made of the central organization of the two ministries, and thus applied to the Common Assessment Framework put forward a positive impact on the public organization.

**Key Words:** Management, Total quality management, public administration, organizational self-assessment, common assessment framework (CAF), sports management.

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## INTRODUCTION

Public administration forms the important part of the daily life and it is everyday benefited from the services of health, security, education, etc. which are generated from the public organization. In parallel with the development of the expectation of the public and the socio-economic level, there is a constitutional increase in all these services which are handled by the state. However, the states' structure and their services in present days cannot allow them to handle the expected services in an active and productive way. Further, with the increasement of the communication in globalizing world, it is stated that the public which is described as the costumer of the state and have seen the best examples feel uncomfortable of the inactive and unproductive running of the public administration (Taşkın and Ekici, 2006).

Understanding the fact that the problems people face as high taxes, waste of resources, budget deficits, hyperinflation and unemployment which are caused by the unproductive and bad running public administration cannot be solved with the current traditional bureaucratic structure and running system, a way out may be to adopt human oriented management approaches and TQM as it embraces all such aspects implemented successfully by the private sector (Morgan ve Murgatroyd, 1997). It is defended that the TQM is an executive revolution similar to the Weber's Bureaucratic Model which is regarded as a revolution at one time. The TQM is seen as a modern management approach or technique which will leave its mark on solving the problems in management field and management treatment in 21<sup>st</sup> century (Aydın,2008).

According to the European Organization for Quality Control (EOQC) and American Society for Quality Control (ASQC) "quality; is the whole properties of which presents the degree of satisfying a certain

need of a good or a service" (Taguchi and Clausing, 1990). It is known that the industrial revolution of modern quality term came up with a rapidly rising serial and industrial production after the 1<sup>st</sup> and 2<sup>nd</sup> World War and has passed through four different periods in order to find its meaning and mode of administration at present day. These periods can be summarized as; Control Period (Examination/Inspection) - Quality Control (Statistical) – Quality Safety (Quality Assurance) – Total Quality Management (Cardy and Selvaajan, 2002).

Paksoy (2001), stated that total quality management is in brief a management approach that aims the quality in good and service production and a management philosophy which predicts continuous improvement and development. Goetsch and Davis (2003) define the total quality management as a management philosophy that takes a key role in the success of an organization and brings the orientation and education to a continuous period of change to the fore.

Tortop, Isbir, Aykaç, Yayman and Ozer (2007) state that the way of reaching the success of the country in the global competition area entails satisfying the needs of quality of public services and it should not be argued about whether applying the TQM in public sector or not, but how?.

It is stated that although there are many attempts according to the quality administration in public institutions and organizations in our country, no any central and general quality study which concerns the public institutions and organizations is applied to date. And also it is mentioned that the activities carried out for this purpose keep up with the organizations level and great efforts level of senior staff or political liabilities who are interested in TQM innovations (Tortop et al, 2007; Saran, 2004).

At the begining, the management tools of profit making organizations such as self- assessment, TQM, strategic

planning, performance/ success management, etc. have gained importance in public administration (Balci, 2007).

Organizations should measure and evaluate themselves with various methods in order to see their level of specific standards, targets and understand how much they have reached their aims and how they can improve themselves continuously (Kalfa, 2013).

Organizational controls are generally related to concrete, measurable or somewhat objective features. In self-assessment the scope is more wide and complicated and this produces conceptual difficulty. Because both the sizes of the object which is subjected to the assessment is wide and also the self-assessment process includes many abstract factors. Management and human resources sub-systems are two typical sample areas of abstract factors. On the other hand, the differences between the organizations which reach the excellence and the others are largely because of the abstract factors (Conti, 1998).

European Federation of Quality Management (EFQM-2003) identifies the self-assessment as an instrument that an institution reviews its activities and their results in a systematic, regular and extensive way and the institution uses it in order to place the TQM's basic thought into their organizations.

It has been mentioned that an efficient management is related to active measurement of the performance and performance results, and the first condition of development and ultimate success is to develop a system for performance measurement and put it into practice. Also it is stated that while doing this having knowledge about the limits of the organization funds and identifying which parts can be developed will provide successful results (Kanji, 2002).

Organizational self-assessment is stated as an important step of an implemented strategical plan and the sum

of the performance evaluations implemented by the organizations today. It is stated that the self-assessment shows a way to achieve the goals of the organization by capacity revealing. However, if the self-assessment is not done properly the capacity of the organization can be evaluated wrong and this can determine the future goals of the organization as incorrect (Goodstein, Nolan, Pfeiffer, 1993). Self-assessment is seen as a starting point for regular strategic or operational planning process and it is also emphasized that it brings continuous improvement (Zink and Schmidt, 1998).

It is asserted that the self-assessment is a concept that has become a great interest in the world by organizations and the overall purpose is to upgrade the performance of organization. It is also stated that in recent years the continuous developments and assessments in CAF occurred with the quality assurance systems especially quality awards or business excellence models (McAdam and Leonard, 2005).

Today, many quality awards system are used. The thought of which of these models and awards are best and most impressive is accepted as a matter of subjective issue. There are only some small differences between these awards. Although there are no many organizations that can gain these rewards, it is asserted that the principles and methods within the scope of the awards take important and supporting role on quality improvement of each organization (Oakland, 2005; Halis, 2000).

In the world, there are many business excellence models at national and international level which aims to create improvement and assessment scales intended for organizational quality, performance and excellence. The most well known and widely used models are; Japan Deming Award, America Malcolm Baldrige National Quality Award (MBNQA) and Excellence Model

(Sampaio, Saraiva and Monteiro, 2012; Hughes and Halsall, 2002; Eskildsen, Kristensen and Juhl, 2004; Husain, Abdullah, Idris and Sagır, 2001; Tari and Sabater, 2004).

EU Common Assessment Framework (CAF) is also one of the implementation and self-assessment models of TQM which is a theory of modern administration of management science. The EFQM Excellence Model which is reformed by the European Foundation Quality Management/EFQM, bases on some models such as leadership, customer oriented, process, workers, continuous improvement and innovativeness, organizational social responsibilities, etc. This model aims to reform the corporate success of the public organizations under these concepts (EIPA, 2006). When considering the basic and sub-criteria and the targets of Common Assessment Framework (CAF), this model is a suitable self-assessment instrument for the public organizations. It is a fact that the expected utility from the model will be achieved after common usages (Balci, 2007).

It is considered that with the introduction of the CAF and presenting its affect on public administration; the problems in the public administration can be solved with the contribution of increase of awareness and consciousness of the quality in public administration, the continuous development of the public services, total participation of the organization, satisfying the workers and target group, reaching the high level of activity, effectiveness and efficiency, finding out the strengths and weaknesses with the self-assessment of the public organizations (Kalfa, 2013).

In line with the self-assessment practices in the public and developments in the world, European Union (EU) concluded that member or candidate countries' public administrations need an

easy and open self-assessment tool in order to understand modern management techniques and help their implementations. Accordingly in EU, the opinion of forming a common European quality framework which will be used in public sector as an organizational self-assessment tool is accepted in 1998 and the trial version (2000) and the first version (2002) of Common Assessment Framework have been used in the EIPA coordination and resource centers (Engel, 2002).

As a result of feedbacks obtained in September 2012, EIPA put the 2013 version into force in which the 8 sub-criteria are fully and 9 sub-criteria are partially changed compared to the 2006 version of CAF with 28 sub-criteria, in order to ensure the principles of CAF more open, understandable and applicable. These principles are; Results Orientation, Citizen/Customer Focus, Leadership and Constancy of Purpose, Management by Processes and Facts, Development and Attendance of Employees, Continuous Learning, Innovation and Improvement, Organization Development, Social Responsibility and these are accepted as the principles of organization excellence within the framework of total quality approach and form the basis of CAF. Also in order to bring the best practices of public administration EIPA developed a data base to share the views of other institution/ organization which use CAF independently and totally 2727 registered user from approximately 45 countries and EU establishment related to the CAF implementations as the date of October, 2012 (EIPA, 2006, 2012).

The trial version of CAF is presented at the "EU Quality Conference of Public Organizations" (2000) which is organized to share the best practices from each country and it was decided to practice on a voluntary basis. Then this trial version is revised and then the first version is presented at the 2<sup>nd</sup> EU Quality

Conference of Public Organizations and began to be implemented in 2002. The 2006 version of CAF is presented in presented at 4<sup>th</sup> EU Quality Conference of Public Organizations and came into force. It is stated that CAF ensued as a result of the cooperation of EU Ministries which are responsible for the public management. On the purpose of encouraging the cooperation and sharing in terms of innovative methods related to modernize the public services and governments in EU member countries, the CAF is developed with the support of EFQM, German University of Administrative Sciences Speyer and EIPA under the auspices of "Innovative Public Services Group /IPSG" which is generated by the General Managers and national specialists between 1998-1999 (EIPA, 2006).

It is stated that CAF is the first major effort which is shown to guarantee the reliable and efficient implementation of EU policies between EU Member States (Bouckaert, 2002). According to Goldschmidt, Dorulova, Niculescu and Stemberger (2005), the CAF implementation which public organizations of member countries can get information about which fields they are weak and strong in their organizational structure and functioning by comparing themselves with others. Such a strategic planning, CAF provides the public institutions to assess themselves through a standard quality assessment and management system.

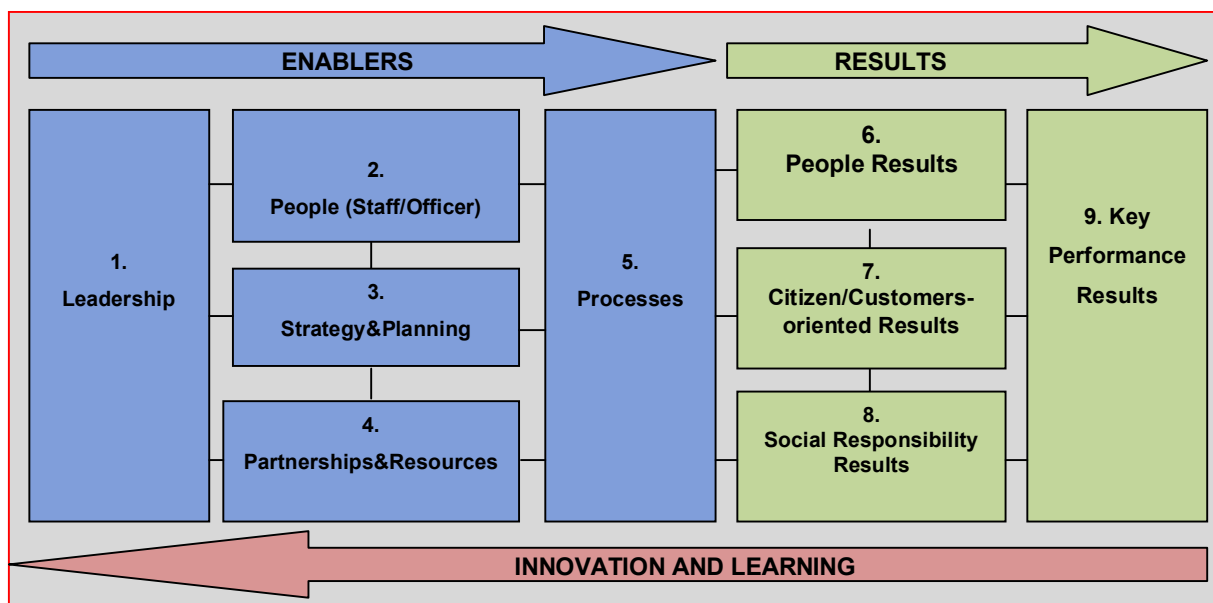
It is advocated that the CAF model serves the purpose of the establishment of a management model which is easy to be used in terms of all countries and can be compared in public administration organizations. CAF model is also seen as a flexible, transparent and constantly developing public quality management model which is organized toward the strategic plans and objectives; emphasis

on processes and to employees in the processes; forms the performance criteria in an citizen/ customer oriented organizational structure and observes the developments (Coban ve Deyneli, 2005). Sahan (2011) asserts that CAF is targeted to operate as a criteria and communication tool in terms of increasing the integration, honesty, accountability and transparency between public organizations of EU countries.

Also, it is stated that CAF which is designed for the public institutions by the EU public administrators offers an assessment framework that basis on a simple, understandable, free of charge, flexible and strategic planning implementation (Ozel, 2007).

The implementation of the CAF in EU member states is completely based on voluntariness. It is stated that in the manual basis of CAF, the efforts of coordinating the public organizations are unclear to what degree it is accepted by the member states (Dimitrova, 2002). However, the CAF which is thought to contribute to generation of the European Administrative Area and a simple assessment tool was not used by the governments of certain countries such as United Kingdom, but now it used as a comparing, performance and quality increasing tool by public organizations, agencies and local governments of many countries in the worldwide and also United Kingdom (Akdogan, 2008).

The basic items of the CAF consist of 9 main criterions, 28 sub-criteria and scoring system. Base on staying loyal to these main elements it is suggested to make its usage specific to the institution and it is mentioned that the explained samples and self-assessment process of sub-criteria are flexible, however, the given sample actions should be considered. The dynamic structure of the model is given in the following figure (EIPA, 2012)



**Figure 1. Common Assessment Framework Model (CAF)**

The 9 criteria structure determined the basic dimensions and it should be considered in all kinds of analysis related to the institution. The sub-criteria are related to 1,2,3,4 and 5 institutions' inputs. These criteria determine what the organization does and its approach to the tasks to achieve the intended results. At 6, 7, 8 and 9, the main criteria are evaluated by internal indicators and the sensing measurements of obtained results in the area of the customer/citizen, staff, society and basic performance. These criteria are divided into 28 sub-criteria which determine the key issues to be considered in the assessment of an institution. The sub-criteria are shown by the sample actions of the contents and produce the possible areas to discuss how the institution responds to the specified conditions in sub-criteria.

The tools and methods of CAF according to its criteria are as follows; *Leadership*: vision, mission and values 360' feedbacks, exchange programs; *People (Staff)*: Team work, authorization, learning; *Strategy and Planning*: propagation policy, balanced scorecard (BSC), management by objectives;

*Partnerships and Resources*: activity-based costing, public/private sector cooperation, asset management; *Processes*: Comparing, ISO 9000, service chain; *Results of People (Staff)*: survey; *Citizen/Customers-oriented Results*: survey; *Social Responsibility Results*: survey, environmental safety, ISO 14001, public image; *Results of Key Performance*: budget performance, the government targets, balanced scorecard (BSC), critical success factors (EIPA; 2006).

According to the CAF data base of EIPA in September, 2012 there are 7 public organizations that want to use or already use it in Turkey. These are; Prime Minister of Administrative Development, Adana Metropolitan Municipality, Istanbul Metropolitan Municipality, Public Administration Institute for Turkey and the Middle East, Genel Secretary of Abdullah Gul University, Quality Management Unit of the General Directorate of Infrastructure Investments of Ministry of Maritime Transport and Communications, Kepez District National Education Directorate (CAF, 2012). However, a literature search indicates that CAF is implemented firstly at the central organization of the Prime

Minister and secondly at Ministry of Labor and Social Security (MLSS) in Turkey.

The implementation of CAF in Prime Ministry is started to be performed within the "Restructuring of Public Administration" which started in 2003 within the framework of "EU Project of Implementation of Common Assessment Form (CAF) in the Prime Ministry" (31 July-31 October) by the Prime Minister's Secretariat of the period and the Project Consultant Team of European Organization Consultancy Services. As a result of the project the improvement plans of the Prime Minister's central organization units put into practice on 31 October, 2006. In the long run it is aimed to implement the CAF 2006 version in the Turkish public sector (Ekici, Kucuk, Gormley, Saatweber ve Seckin, 2006).

Hacimuftuoglu (2007) reported that three assessment meetings on improvement plans of CAF were carried out on 30<sup>th</sup> January 2007, 23<sup>rd</sup> May 2007, 5<sup>th</sup> September 2007. He also states that as a result of these meetings these improvement plans are implemented to 50 % and up to of 8 units of Prime Minister's central organization units and approximately 22.5% to the other 10 units. He states that experiences obtained by the implementation of CAF are made accessible to many public organizations and representative from private sector organizations at the "Public Quality Symposium" on 24<sup>th</sup> May 2007. At this symposium a presentation about the model and experiences is given to the Department of Industry and also to the Undersecretariat of Treasury and 4 different public organizations interested to implement CAF.

## **MATERIAL AND METHOD**

### **Model of the Study**

This research is a descriptive (descriptive-quantitative) study in which the screening model will be used.

### **Study Group**

A public organization of people (employee) in which CAF is applied or not

At the "Management Review Meeting" of MLSS in 2009, it is decided to implement CAF at the ministry. Maintaining the quality studies of the ministry since 2001, it is stated that as being the first ISO 9001:2000 certified ministry, it facilitated implementing the CAF. The self-assessment teams which are responsible for the CAF scale determined the open areas for implementation and developed recommendations prior with their units and then the strengths of the Ministry on March 3-5, 2010. The team completed the self-assessment studies on April 5, 2010 and then presented the self-assessment CAF model on April 6, 2010 (MLSS, 2010).

The main purpose of this study is to test whether the Common Assessment Framework of the European Union has an impact on public organizations in terms of "organizational quality" or not. For this purpose, the Ministry of Labor and Social Security (MLSS) central organization in which the CAF is applied with the Ministry of Youth and Sport General Directorate of Sports (GDS) central organization in which the CAF is not applied, compared with developed based on the data collection tool. For this reason firstly it is aimed to determine the reliability and validity of the Common Assessment Framework - Organizational Quality Scale (CAF-OQS). Then, it is aimed to present whether there is a significant difference in employees' organizational perception in terms of institutional authority variable, variable in-service training and variable in-service training on quality according to the implementation of CAF.

it constitutes the research of this study group. This study of scale were distributed to 1072 employee from the Ministry of Labor and Social Security (MLSS) central organization in which the CAF is applied and 892 employee from the Ministry of Youth and Sport General Directorate of Sports (GDS) central

organization in which the CAF is not applied. Excluding 33 of MLSS and 27 of GDS employees who returned incomplete answers, 412 employees from MLSS and 274 from GDS employees had successfully submitted complete

questioner. As a result, 626 participants' data were evaluated within the scope of the research. Descriptive statistical findings are given at the following Table 1 and 2.

**Table 1. Features of the employees participating in the research**

		MLSS (N)	%	GDS (N)	%
<b>Gender</b>	Female	175	46	105	43
	Male	204	54	142	57
<b>Educational Status</b>	Primary school	5	1.3	2	0.8
	High school	82	21.6	39	15.8
	Associate Degree	68	17.9	34	13.8
	Undergraduate	189	49.9	148	59.9
	Graduate	35	9.3	24	9.7
	<b>In Service Training</b>	Yes	296	78.1	182
	No	83	21.9	65	26.3
<b>In Service Training about Quality</b>	Yes	219	57.8	73	29.6
	No	160	42.2	174	70.4

As seen in Table 1, the most noticeable variable among the employees' features participating in the study is in-service training variable. While the rate of employees' who took quality in-service training at MLSS was found 57.8%, the rate of GDS employees' was 29.6%. The reason for this high rate can be explained as the studies of training and informational activities given during the CAF

implementation stages. Further the average age of the participants from MLSS is 42 and their tenure of the institute is approximately 11. The average age of the participants from GDS is 41 and their tenure of the institute are approximately 4. Also the average year of total service in the public sector is 19 year at MLSS and 16 year at GDS.

**Table 2. Distribution of all employees participating in the research task**

	Institution	N	%
<b>Officer</b>	MLSS	205	54.09
	GDS	102	41.30
<b>Chef</b>	MLSS	44	11.61
	GDS	22	8.91
<b>Branch Manager</b>	MLSS	19	5.01
	GDS	18	7.29
<b>Senior Manager</b>	MLSS	4	1.06
	GDS	14	5.67
<b>Other Tasks</b>	MLSS	107	29.09
	GDS	91	36.83
<b>Total</b>		<b>626</b>	<b>100.00</b>

When Table 2 is examined it is observed that 54.09% of the employees in MLSS were officer, 11.62% of them are chef, 5.01% of them is branch manager and 1.06% of them is serving as a senior

manager. But it is observed that 41.30% of the employees in GDS is officer, 8,91% of them is chef, 7,29% of them is branch manager and 5,67% of them is serving as a senior manager.



## The Development Process of the Data Collection Tool

The measurement tool used in this study is CAF-OQS. This scale is an advanced type of European Union Common Assessment Framework by us. CAF-OQS scale measures the **Organizational Quality** of the public employees' organization who forms the research group. In this research the validity of the scale (scope/appearance and structure) and reliability is tested.

During the preparation of the used scale the subjects of the scale is formed based on the input criteria which consists of the 5 main criteria of the 2006 version of CAF (Leadership, Strategy and Planning, People (Staff), Partnership and Resources, Processes) and in total 20 sub-criteria of these criteria.

The CAF criteria are developed with the support of European Foundation for Quality Management, The German University of Administrative Sciences Speyer and the European Institute of Public Administration in 1998-1999 under the "Innovative Public Services Group" which is grouped by the national experts and General Directors for the purpose of cooperation of modernizing the government and public services in EU countries. After that, as a result of the idea, experience and good practice shares of the Public Administrations of member States of the European Union, the 2006 version of CAF entered in the force with a presentation at 4<sup>th</sup> Quality Conference for Public Administrations in the EU (EIPA, 2006).

Firstly, CAF input sub-criteria which go through this development process are provided as an original English text (CAF) in the EIPA web site which is determined as a CAF resource institution by the EU. Then, three academics (a measurement and assessment specialist, 2 sport managers) separately translated these 20 sub-criteria from English to Turkish. After the translation, both these three

translations and the Turkish version of the CAF in EIPA web site are compared and the draft of the scale is formed. The scale draft is given to 11 specialists in their field (1 professor and 1 associate professor who study in Management, 1 docent who study in measurement and assessment, 1 deputy secretary who is a CAF implementation coordinator at MLSS and has PhD degree, 2 deputy general manager from public organizations, 2 head of departments and 5 branch managers) in order to research.

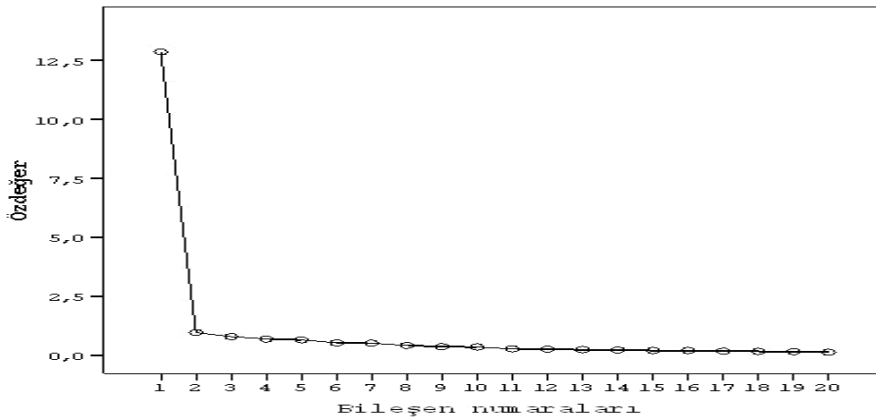
The opinion of these specialists whether the subjects of the scale are realized, whether they are suitable for the scale purpose, whether they represent the area of the scale and whether they are suitable or not. After that the scale draft is distributed to all employees at Ankara Provincial Directorate of Youth Services and Sports which is a public organization for the pre-implementation and 71 feedbacks are received. As a result of the expert opinions and pre-implementation, the scale subjects are revised and the scope/face validity of the scale is provided. During the development of the scale, 144 sample actions which explain the input sub-criteria of CAF asked to be used as subjects. However, as it is thought that this would be hard to implement in terms of answering motivation and application time, the scale is detailed in the opinions of employees about the CAF input sub-criteria. Devoted to the construct validity of the scale, the exploratory factor analysis is performed and in order to determine the reliability of the scale the Cronbach Alfa parameter is looked.

Consequently, the measurement tool consists of two parts. First part consists of a text that presents the purpose and qualifications of the research and many subjects that determine the professional and individual characteristics of the employees who create the arguments of the research. These subjects are; Organization, Gender, Age, Marital Status,

Education, Graduation Field, Unit, Position in the Institution, Corporate Service time, Total Public Service Time, In-service Training, Training on Quality and Choice of Profession. The second part consists of 20 subjects of Likert type scale which are aimed at institutional quality and formed from the input sub-criteria and generate the CAF input criteria. The scale is rated in the size of perceived institutional quality as; strongly disagree (1), partially disagree (2), undecided (3), partly agree (4) and strongly agree (5). Although the second part of the Likert type scale of the measurement tool is generated from the 20 sub-criteria of 5 input criteria of CAF; 1- Leadership, 2-Strategy and Planning, 3- People, 4-Partnership and Resources and 5- Process, at the end of the analysis the scale is determined as one-factor. This factor is called as "Organizational Quality" considering the CAF and it became dependent variable.

### Validity Studies

In Figure 2, the eigenvalue of the scale structure is shown.



**Figure 2. Exploratory Factor Analysis Graph Eigenvalue**

When the eigenvalue graph is analyzed it is seen that at one factor the eigenvalue is on one. Generally when it is considered that the factors which of their eigenvalue is 1 and more are important factors, it is observed that as the decline after first factor is strong and it is under 1 and the eigenvalues of the subjects are close to each other, the scale has an integrated one-factor structure.As the CAF-OQS is

The scope/appearance validity of the scale is provided and then a factor analysis is performed in order to test the scale validity after the data are acquired. The information of 626 people who answered the scale appropriate was registered to the SPSS 15 (Statistical Package for the Social Sciences) and then the 20 subject of the scale was subjected to the "Principal Component Factor Analysis". At the end of the analysis the following findings are founded.

The test results of Kaiser Meyer Olkin and Bartlett which show the conformity of the data for factor analysis provide that the sample is efficient. When Kaiser-Meyer-Olkin value is analyzed, .975 value shows that it is at an "excellent" level for the factor analysis of the data. In addition to this the Sphericity test results of Bartlett ( $p < .05$ ) presents that there is a significant relation between the scale variables (subjects). These results show that the data are suitable for the factor analysis.

generated under the input criteria (Leadership, Strategy and Planning, People, Partnership and Resources, Processes) of CAF which is a total quality management tool and formed by the total quality management principles of these criteria (EIPA, 2012) the only factor is called as "Organizational Quality"

It is determined that the "Explained Variance" rate which shows how well the

factor measures and the “eigenvalue” of the factor of the scale is 13.90 and the explained variance is 69.53. These results show that the scale presents the organizational quality with a high rate about 70%. When the “factor load point” which determines the relation of subjects with the factors and expected as higher than .60, it seems to have changed between .761 and .889. The lower limit of which shows whether the subject belongs to factor is generally .40 according to the literature. It can be said that as the factor load point is approximately between .80 and .90 it is at a high according to the lower limit and thus the substances are in a high relationship with organizational quality factor. In the assessment of the internal validity, the “item total correlation” which is a factor analysis method used in item and total or item and area (size) show changes between .738 and .874. According to the literature generally the item-total correlation is expected not to be negative and more than .20. If the item-total correlation of the scale is approximately between .70 and .90 it shows that the values are high and thus the internal consistency of the scale is also high.

The findings show that, CAF-OQS evaluated the organizational quality perception with a high validity.

### Reliability Studies

In order to determine the reliability of the scale, Cronbach alpha is calculated and the total value of the 20 materials is identified as 98. According to the literature

review when considering the upper value of reliability at a scale as 1 and the efficient value as .70, it is seen that the CAF-OQS is a reliable scale.

### Data Collection

CAF is first converted to Likert-type scale. And then the necessary permits are obtained from the research group of the Ministry of Labour and Social Security and the Ministry of Youth and Sports. After that the scale is collected by the researcher who visited and distributed the organizations. The informations about the scale were given by the resercher to the interested employees.

### Data Analysis

Analysis of the data obtained from the study group, for personal informations descriptive statistics were used (Gender, Age, Education, Year of the organization service, In-service Training, Quality In-service Training (average, standart deviation, percentage distribution, etc.) According to the organization and all other independent variables, related to the CAF “organizational quality” to test whether there is a significant difference in terms of the dependent variable, at two group variables t-test for independent groups and at multiple groups one-way analysis of variance (ANOVA) is conducted. When a significant difference is found between the scores, in order to identify which group causes this a multiple comparison test (TUKEY) is conducted.

## FINDINGS

**Table 3. The T-Test results related to the scores of CAF-OQS according to the organizations variable.**

	<i>N</i>	<i>S<sub>x</sub></i>	<i>sd</i>	<i>t</i>	<i>p</i>
<b>MLSS</b>	379	71.37	21.57	624	7.609
<b>GDS</b>	247	57.16	24.65		

When the table 3 examined, it is observed that the average of the MLSS ( = 71.37), is higher than the GDS ( = 57.16) average. The results of t-test for

significance of this difference it provides that the MLSS average is significantly higher than the GDS average. [ $t(624)=7.609, p<.001$ ].

**Table 4. Comparison of organizational quality perception related to T- Test results of the MLSS and GDS employees' on task in terms of variable.**

	<i>Institution</i>	<i>N</i>	<i>Average</i>	<i>S<sub>x</sub></i>	<i>sd</i>	<i>t</i>	<i>p</i>
	MLSS	205	72.42	21.57	305	5.568	.000*
	GDS	102	57.48	23.26			
<b>Officer</b>	MLSS	44	67.97	20.96	64	3.649	.001*
	GDS	22	46.68	24.93			
<b>Branch Manager</b>	MLSS	19	77.47	20.75	35	2.198	.035*
	GDS	18	60.38	26.33			
<b>Senior Manager</b>	MLSS	4	72.50	27.23	16	-0.064	.950
	GDS	14	73.42	25.32			

When the table 4 examined, the average of the officers who participated in the research at MLSS is found 72.42; the average of the officers at GDS is 57.48. The t-test results related to the significance of the difference between the results reveal a significant difference between the scores [ $t(305)= 5.568, p < .05$ ]. The average of the chefs who participated in the research at MLSS is found 67.97; the average of the chefs at GDS is 46.68. The t-test results related to the significance of the difference between the results reveal a significant difference between the scores [ $t(64)= 3.649, p < .05$ ]. The average of the branch managers who

participated in the research at MLSS is found 77.47; the average of the branch managers at GDS is 60.38. The t-test results related to the significance of the difference between the results reveal a significant difference between the scores [ $t(35)= 2.198, p < .05$ ]. The average of the senior managers who participated in the research at MLSS is found 72.50; the average of the senior managers at GDS is 73.42. The t-test results related to the significance of the difference between the results reveal a significant difference between the scores [ $t(16)= -0.064, p > .05$ ].

**Table 5. Comparison of in-service training of employees with MLSS and GDS**

	<i>Institution</i>	<i>N</i>	<i>S<sub>x</sub></i>	<i>sd</i>	<i>t</i>	<i>p</i>
<b>Yes</b>	MLSS	296	70.10	21.04	336	5.997
	GDS	182	57.37	24.76		
<b>No</b>	MLSS	83	75.91	22.91	146	4.938
	GDS	65	56.60	24.48		

When the table 5 examined, the average of the in-service trained employees at MLSS is found as 70.10; the average of the in-service trained employees at GDS is 57.37. The t-test results related to the significance of the difference between the results reveal a significant difference between the scores [ $t(336)= 5.997, p < .05$ ].

The average of the employees who did not take in-service training at MLSS is 75.91; the average of the employees at GDS is 56.60. The t-test results related to the significance of the difference between the results reveal a significant difference between the scores [ $t(146)= 4.938, p < .05$ ].

**Table 6. The T-test results of the employees participating in the research in terms of the quality in-service training variable.**

	<i>Institution</i>	<i>N</i>		<i>S<sub>x</sub></i>	<i>sd</i>	<i>t</i>	<i>p</i>
<b>Yes</b>	MLSS	219	70.95	20.75	102	3.422	.001*
	GDS	73	59.26	26.62			
<b>No</b>	MLSS	160	71.95	22.69	332	6.142	.000*
	GDS	174	56.29	23.79			

When the table 6 examined, the average of the employees who took quality in-service training at MLSS is found 70.95; the average of the employees in GDS is 59.26. The t-test results related to the significance of the difference between the results reveal a significant difference between the scores [ $t(102)= 3.422, p < .05$ ].

The average of the employees who did not take quality in-service training at MLSS is 71.95; the average of the employees at GDS is 56.29. The t-test results related to the significance of the difference between the results reveal a significant difference between the scores [ $t(332)= 6.142, p < .05$ ].

### DISCUSSION AND CONCLUSION

These results show that the actions aimed at organizational quality (Leadership, Strategy and Planning, People (Staff), Partnership and Resources, Processes) are realized at higher degrees in the MLSS that have implemented the CAF as compared to the GDS that have not implemented the CAF, and that implementation of CAF make a positive impact on organizational quality. Consequently, in accordance with the input criteria of CAF which is a TQM tool, in the current study that questions to what extent the actions of organizational quality in the public organizations (research group) are exercised according to the employees perception, it can be said that the basic reason for the high perception of the employees working at the central organization of the MLSS is because of the implementation of the CAF at central organization of the MLSS.

Our findings are similar to the findings of Staes, Thijs, Stoffels and Geldof (2011) involving 407 public organizations from 27 different countries in which the CAF is implemented. They presented that the public organizations which use CAF strengthened their functioning and increased their organizational quality and that some of the difficulties encountered in practice can be overcome in time with

the improvement studies, compliance, implementation, training and integration of the corporate culture with TQM. Also in many other studies it is reported that CAF is beneficial in increasing the organizational success (Staes, Thijs, Stoffels and Heidler, 2010; Balcı 2007; Demir, 2007; Polet, 2006; Goldschmidt et al, 2005; Staes and Thijs 2005; Güner, 2004; Engel, 2002).

Dincer (2006) reported that CAF which is used by the European Union countries and also in other countries in the world with significant successes is a TQM model that in a way proved by itself. In his research, Simsek (2009) states that CAF presents a self-assessment framework based on cases and provides simple, understandable, free of charge, flexible and strategic planning to the educational institutions in private and in public organizations in general and it is beneficial to use it as a self-assessment tool in educational organizations of the Ministry of Education.

Distribution findings of personal characteristics of the people who participated in the research as shown in Table 1 indicates that the most striking variable is the in-service training on quality. While the percentage of the trainees who take in-service training on quality at MLSS is about 60%, the

percentage of the trainees at GDS is about 30%.

Brown, Hitchcock and Willard (1994) assert that although the duration of the education on quality is determined by the specifications and conditions of the employees, based on observations from organizations which implement TQM minimum 40 hours of the first year education on quality should be given in order to be successful in TQM. Furthermore, Ozturk (2009) states that the organizations which received the European Quality Award and U.S. Baldrige Award give education to gain leadership training to the administrators and give annual 80 hours of education on quality to their employees. These findings suggest that both CAF and TQM education are important factors to improve organizational quality. Consequently, it may be said that one of the reasons as to why the perception of organizational quality in MLSS is found to be high could be explained by the given educations on quality especially during the CAF process.

Stringham (2004) presents that although the short-term studies in terms of TQM practices in public organizations of different countries do not give a clear picture, there are findings that in long term studies there is a noticeable change in organizational culture of public organizations which implement TQM and increasement in success and quality.

Similarly, Aykac and Ozer (2006) highlighted the accuracy of the thesis that

the TQM provides efficiency and effectiveness in the provision of services in both private and public sector and all of the organizations should endeavor themselves to implement this method.

It is obvious that without continuous improvement nothing can be better and if it is not measured it cannot steadily make progress. Further, when considering the developments in the world, we face that the activities of continuous improvement and development are essential. In this sense, the total quality management and corporate self-assessment studies have the importance of meeting the expectations and needs of the community which is the reason of being a state and shows continuous change (Kalfa, 2013).

Although the positive impact of CAF on public organizations is also proved with this study, the model of our study has certain limitations such as being a "screening" model. In fact, Karasar advocates that the findings can not be interpreted within the form of 'cause-result' relation but may just be taken as a clue due to fact that possible causes are more than one and also the variables can not possibly be controlled no matter enough data are available or the researcher decides which data relating to the subject or object to be collected. He also argues that while explaining the formation of the current situation with the collected data from those who knows it, differences in motivation in caring, remembering and saying/reporting cases can constitute important limitations.

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