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United States
General Accounting Office
Washington, D.C. 20548

General Government Division

B-249779

March 30, 1993

The Honorable Bruce Babbitt
The Secretary of the Interior



Dear Mr. Secretary:

Total Quality Management (TQM) is a management approach that strives to achieve continuous improvement of quality through organizationwide efforts based on facts and data. TQM also focuses business processes on meeting the needs of customers, both internal and external. Although TQM traditionally has been associated with private sector organizations and their efforts to remain competitive and profitable, in recent years federal organizations have been attempting to implement TQM to cope with budget restrictions and better serve the public.

We recently surveyed federal installations to determine the extent of their use of TQM and learned that 68 percent of the installations surveyed were implementing TQM.¹ An installation, as defined by the Office of Personnel Management, is a unit with a specifically designated head who is not subject to on-site supervision by a higher level installation head and who has been delegated some degree of authority in the performance of personnel management functions. Our survey covered over 2,800 installations, such as Internal Revenue Service Centers, Social Security offices, military depots; and Department of the Interior district and regional offices. One hundred sixty-three installations of the Department of the Interior were included in this survey, and the purpose of this correspondence is to provide you a brief summary of the results as they apply to Interior as well as to compare Interior results with the total results of all surveyed federal installations. We believe this information-- particularly data on barriers to TQM--can be useful in your planning and as a baseline for judging future efforts.

¹Quality Management: Survey of Federal Organizations
(GAO/GGD-93-9BR, Oct. 1, 1992).

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STATUS OF TQM

As figures 1 and 2 show, a significant number of government installations and Interior installations reported implementing TQM. Figure 1 shows that about 68 percent of the federal installations responding to our survey reported they were starting or already implementing TQM. Figure 2 shows that about 59 percent of the 163 Interior installations responding to our survey reported that they were working on various phases of TQM. Additionally, about 56 percent of the remaining Interior installations reported that they planned to implement TQM.

Figure 1: Percentage of Government Installations Implementing TQM

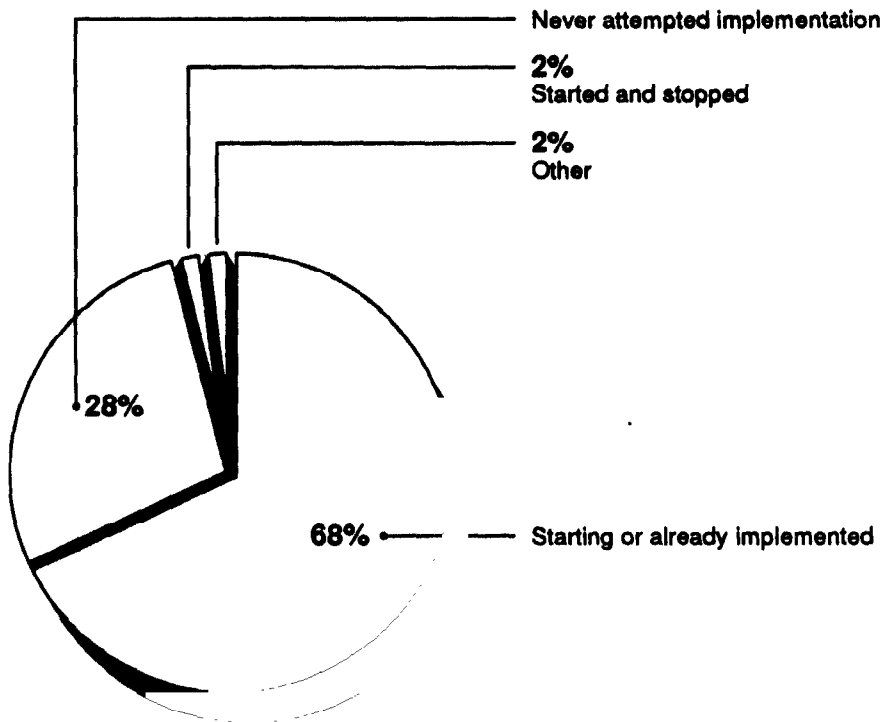
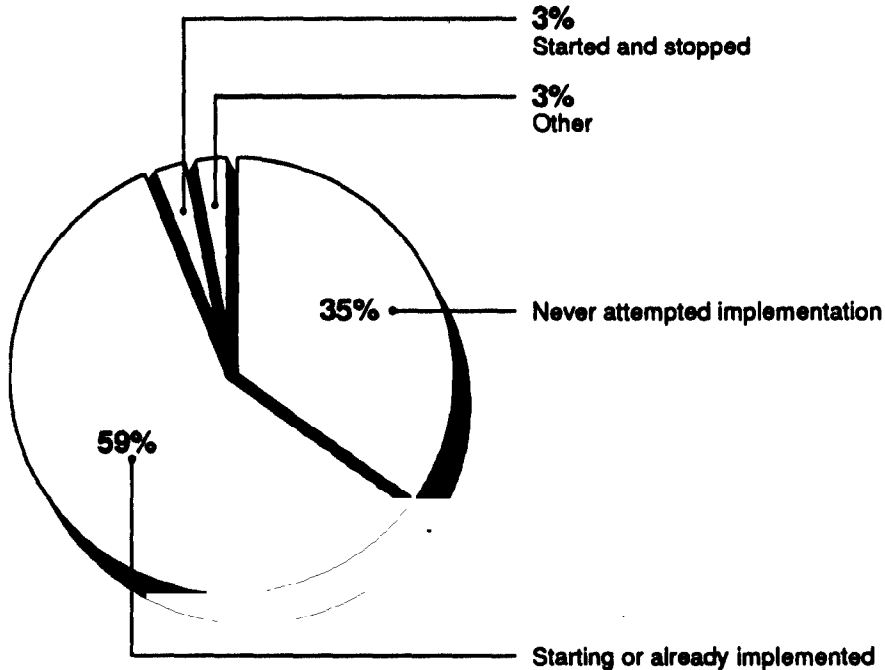
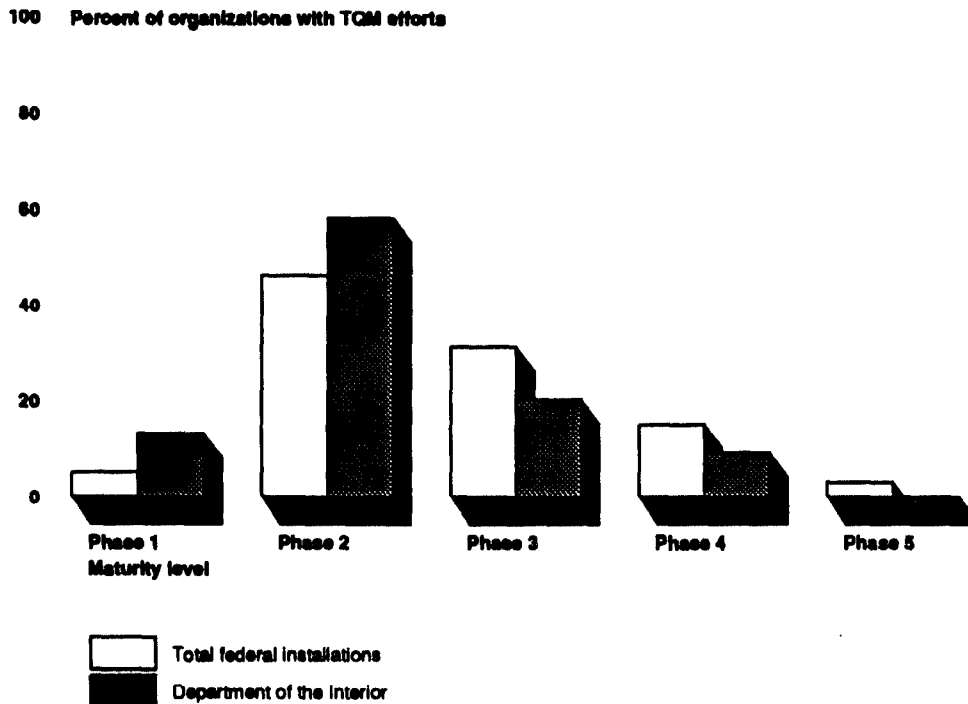


Figure 2: Percentage of Interior Installations Implementing TOM



To obtain a picture of the status of federal TQM efforts, we asked installations to report their efforts in terms of a five-phase maturity scale. Maturity definitions ranged from Phase 1, preliminary TQM efforts, to Phase 5, institutionalized efforts that are achieving significant benefits (see enc. I for definitions). As is shown in figure 3, 51 percent of the total federal installations responding to the survey reported being in Phase 1 or 2, while over 70 percent of the Interior installations reported still being in these early phases. The fact that many installations were in the early phases reflects the relative newness of Interior efforts; 80 percent of the responding installations reported having implemented TQM within the past 2 years. None of the Interior respondents reported being in Phase 5.

Figure 3: Status of TQM



In our survey of federal installations, we asked respondents about the extent of their involvement in 43 activities commonly undertaken by organizations involved in TQM. Such activities include providing training in TQM tools for employees, establishing quality councils or steering groups, and establishing problem-solving teams. Installations reported that their involvement in these activities increased as maturity increased. In other words, installations identifying themselves as more mature in TQM also more frequently said they were doing the 43 activities commonly associated with TQM.

Comparing Interior installations' involvement in these activities with reported maturity phases, we discovered that Interior generally reflected the same trend as in the total survey--that

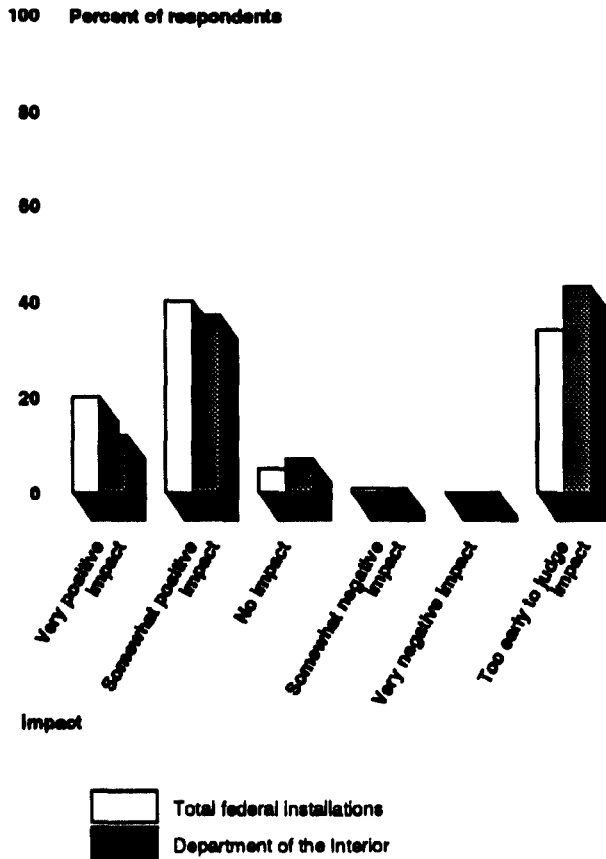
B-249779

is, as Interior installations' maturity increased, they more frequently reported doing TQM activities. For example, 29 percent of the Phase 1 and Phase 2 Interior installations provided training in TQM tools for employees; whereas 59 percent of the Phase 3 and Phase 4 installations provided such training.

BENEFITS OF TQM

We considered benefits in two ways: (1) effect on external customers as reflected by overall organizational performance and (2) effect on internal customers as reflected by internal operating conditions. We asked respondents to assess TQM's effect on organizational performance in terms of productivity, reductions in costs, quality of products and services, overall service to customers, customer satisfaction, and timeliness. To depict the overall impact, we developed an index that is the average of responses to our questions on the degree of impact. Figure 4 compares Interior and total federal responses and shows that about half (49 percent) of the Interior installations reported positive benefits, very few saw negatives to TQM, and 43 percent felt it was too soon to judge benefits. These results are similar to, although slightly less positive than, the overall federal survey results.

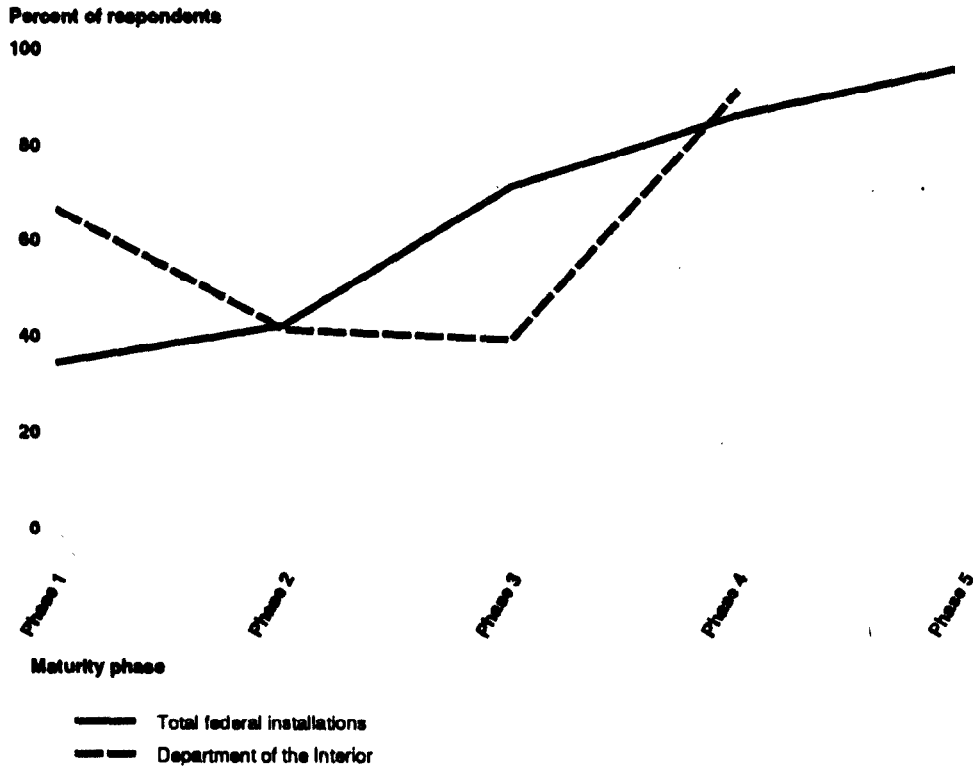
Figure 4: Impact of TOM on Performance



Reported benefits increased as maturity increased. We compared the composite index of responses on external benefits with maturity phases and learned that more mature organizations reported greater benefits. Figure 5 shows, by maturity phase, the percent of total federal respondents and the percent of Interior respondents reporting somewhat positive to very positive benefits. Interior responses were not entirely consistent with the total federal installation responses. Although Phase 4 Interior installations reported greater benefits than

installations in earlier phases, Phase 2 and 3 Interior installations reported fewer benefits than Phase 1 installations.

Figure 5: Respondents Reporting Increased Organizational Performance

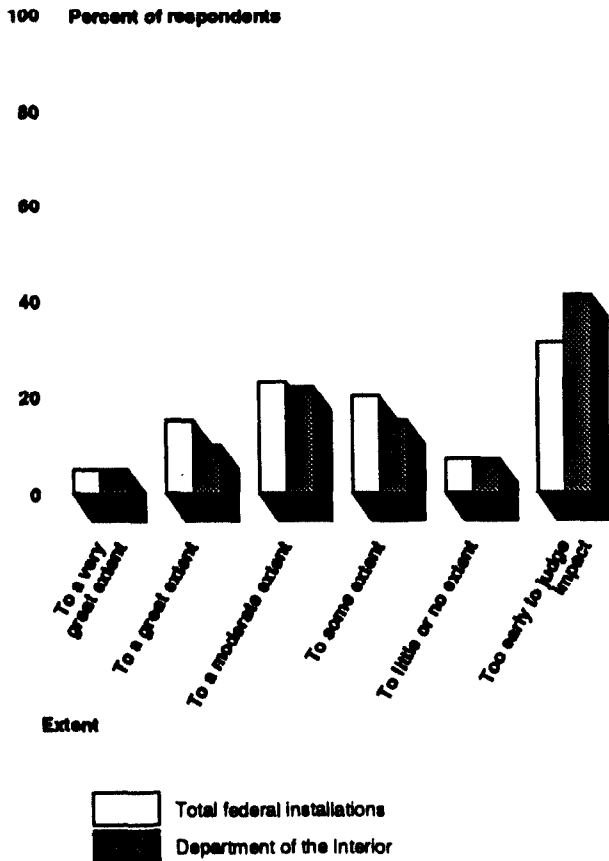


For internal operating conditions, we asked the installations to identify the impact of TQM on each of 13 internal operating conditions, such as communications and labor-management relations. To illustrate the benefits, we developed an index in the same manner as for the organizational performance indicators. Figure 6 compares the Interior and total federal responses and once again shows that Interior installations are generally reporting about the same benefits as the total surveyed federal installations. Although Interior installations reported positive

B-249779

benefits in internal operating conditions, these appeared to be less positive than the benefits achieved in overall organizational performance.

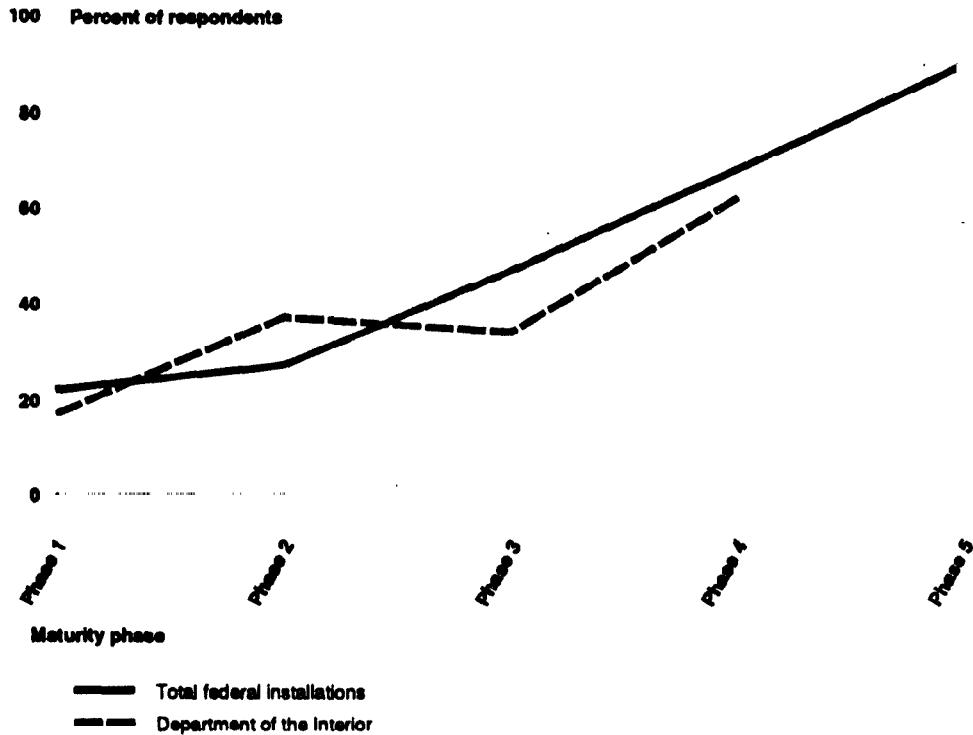
Figure 6: Extent of Positive Impact on Internal Operating Conditions



In a manner similar to the overall organizational benefits, we compared the composite index of benefits with maturity phases and noted that reported internal conditions improved as maturity increased. Figure 7 shows the percentage of respondents

reporting a moderate to very great positive impact, by maturity phase, for both Interior and the total federal respondents.

Figure 7: Respondents Reporting Positive Impact on Internal Operating Conditions



BARRIERS TO TOM

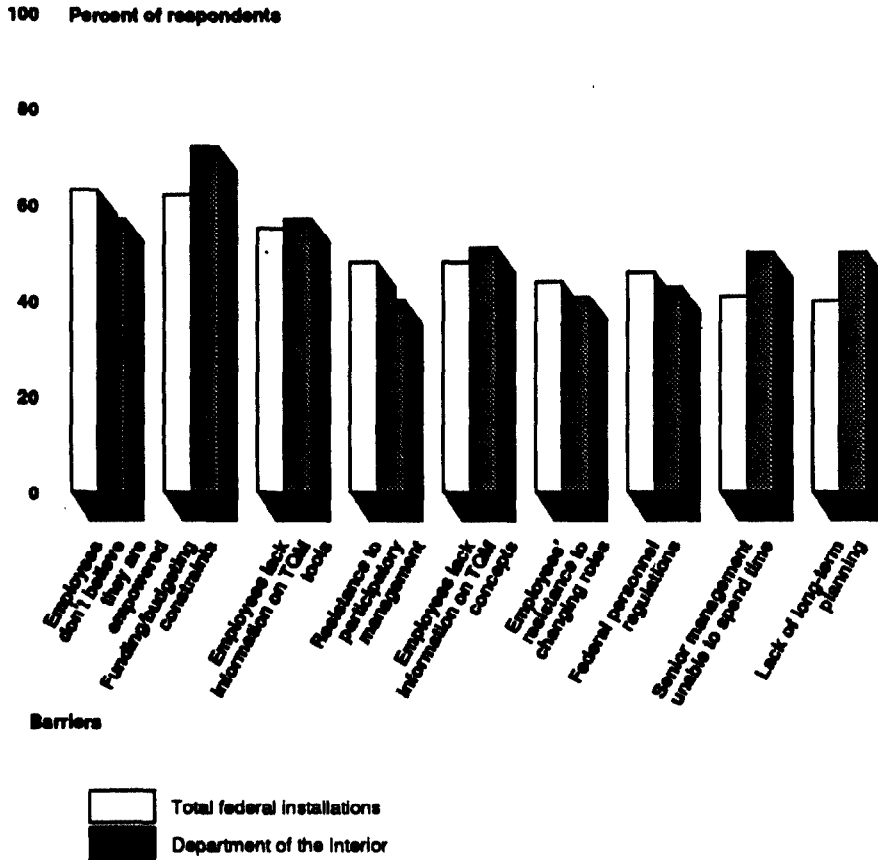
We asked all the federal installations we sent our recent survey to about the significance of 21 potential barriers to implementing TQM that had been identified through our research. Nine barriers were said to be moderate to very major problems by 39 percent or more of the total federal respondents.

As figure 8 shows, Interior respondents generally agreed with the barriers identified as significant in the total federal survey and the extent of impact of these barriers. However, the ranking

B-249779

given by Interior respondents varied somewhat from the total survey. For example, funding and budgeting constraints were the top barrier for Interior respondents, with 72 percent saying it was a significant barrier; whereas 62 percent of the total federal respondents said this was a significant barrier. Also, one barrier in the Interior respondents' top nine that was not in the total federal survey top nine was, "measures of satisfaction from external customers difficult or impossible to get." This was identified as a significant barrier by 42 percent of the Interior respondents; whereas 34 percent of the total federal respondents viewed this barrier the same way. It also should be noted that many of these barriers are related to employee issues, such as (1) employees do not believe they are empowered to make changes, (2) employees lack sufficient information on how to use TQM tools, and (3) employees lack information and training on TQM concepts and theory.

Figure 8: Respondents Reporting Barriers Are Moderate to Very Major Problems to Implementing TOM



Both Interior and total federal respondents reported that the barriers were less significant as organizations matured. For example, 68 percent of the Phase 1 and 2 Interior installations reported the barrier "employees have insufficient information on how to implement TQM and use TQM tools" as being significant; whereas 29 percent of the Phase 3 and 4 installations reported this as a significant barrier. Also, for the barrier "employees

B-249779

do not believe they are empowered to make changes," 60 percent of the Phase 1 and 2 installations reported that this was a significant barrier, as opposed to 43 percent of the Phase 3 and 4 installations.

SUMMARY

Our survey of federal TQM efforts indicated that as installations invested more time and effort in TQM activities, they matured in the implementation of TQM, found that the barriers became less difficult, and reaped greater benefits. Although there are some differences between Department of the Interior TQM experiences and those of the average federal survey respondents (for example, Phase 2 and 3 Interior installations reported fewer benefits than Phase 1 Interior installations), Interior respondents' overall message generally appears to be similar.

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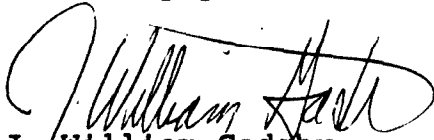
We have enclosed a copy of our report Quality Management: Survey of Federal Organizations (GAO/GGD-93-9BR, Oct. 1, 1992) to provide information on the background; results; and objective, scope, and methodology of the total survey.

We hope you will find this information useful in guiding your quality management initiatives and in improving service to your customers under today's budget constraints. We will make copies of this correspondence available to others upon request.

B-249779

The major contributors to this correspondence are listed in enclosure II. If you have any questions, please call me on (202) 512-8387.

Sincerely yours,

A handwritten signature in cursive script, appearing to read "J. William Gadsby". The signature is written in dark ink and is positioned above the typed name.

J. William Gadsby
Director, Government Business
Operations Issues

PHASES OF TQM IMPLEMENTATIONPHASE 1 - DECIDING WHETHER TO IMPLEMENT TQM

Management is researching or deciding whether to implement TQM, but no formal decisions or activities have been initiated by top management. A few employees may have attended quality conferences or network meetings, but the installation as a whole has yet to be informed or involved in a TQM project.

PHASE 2 - JUST GETTING STARTED

TQM efforts are in the early planning and implementation phase. Management has made a formal decision to start TQM and has communicated this to the organization. The organization's mission and vision have been articulated. A few quality structures, such as quality councils, steering committees, or teams, have been established, and some awareness training has been given. Preliminary quality planning has been done. Pilot programs or newly initiated installationwide efforts to improve quality are included in this phase.

PHASE 3 - IMPLEMENTATION

Specific TQM processes designed to improve quality are in place. TQM training for management and employees is beyond the orientation/awareness stage and focuses on TQM tools and techniques and team-related activities. Measures of quality and productivity have been identified and specific goals have been set.

PHASE 4 - ACHIEVING RESULTS

The installation has a sustained TQM effort and has begun to achieve and document significant results. Systemic, cross-functional, and/or organizational achievements from the TQM effort have been realized.

PHASE 5 - LONG-TERM INSTITUTIONALIZATION

The installation has incorporated all of the principles and operating practices of TQM throughout much of the organization. The installation has documented substantial improvements in quality and customer satisfaction resulting from these efforts and is making consistent and continuous improvement throughout. An installation in this phase may have been recognized as a Quality Improvement Prototype Award winner or may be a recipient of the President's Award for Quality.

ENCLOSURE II

ENCLOSURE II

MAJOR CONTRIBUTORS TO THIS CORRESPONDENCE

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