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**EVALUATION ON THE IMPLEMENTATION OF TOTAL QUALITY MANAGEMENT
IN THE OMAHA POLICE DEPARTMENT: AN INTERIM REPORT**

by

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EXECUTIVE SUMMARY

This interim report is based on an eighteen-month evaluation of the on-going implementation of TQM in the Omaha Police Department (OPD). A primary reason for OPD introducing TQM is to try to transform the department from a traditional model of policing to a democratic model emphasizing the importance of employee empowerment, participative management, and improvement of organizational efficiency by changing the work process and enhancing the level of customer satisfaction. The potential promise of TQM is very attractive to most law enforcement agencies that have been struggling to change their organizational environment, both internal and external, at a time when the public sector has been under strict scrutiny and experiencing many demands from the citizens.

Since the inception of TQM in the OPD in the Fall of 1995, over 25% of the employees in the department have received over 8 hours training. Many of them have attended over 40 hours of training sessions on a variety of TQM topics such as its philosophy, principles, and intervention methods. Furthermore, a Quality Council (QC) was established in December, 1995 and is empowered to supervise the implementation of TQM in the OPD. The 24 members on the Council are selected to represent the employees in OPD. A total of six Process Action Teams have been created by the QC. These teams have been engaged in problem solving activities aimed at improving the process of service delivery in certain areas that affect the welfare of the employees. So far, three PATs have completed their designated tasks.

Two research issues constitute the central attention of this evaluation. First, this research project investigates the *extent of organizational change* by focusing on three areas in the change process. They are planning and training, structural change, and problem solving activities. These three areas are essential for the implementation of TQM. Second, it explores the relative influence of a few important factors on the process of TQM implementation--the role of leadership and the existing organizational culture are those often identified in the literature with respect to organizational change and the long-term institutionalization of change.

The research design of this evaluation reflects a multi-method approach, one suited for a process evaluation investigating organizational change. For example, a survey was conducted to assess the organizational environment in the Omaha Police Department. Further, field observation and participation in major meetings and training sessions enabled researchers to capture a detailed understanding of the dynamics of organizational change and assess the influence of a variety of factors. Similarly, all the department memos, documents, and meeting minutes relevant to TQM were obtained and analyzed to document the official process of change. Finally, a face-to-face interview with each of the active participants in TQM effort was completed in May, 1997. This interview offered valuable information concerning each individual employee's perspective on the 18-month implementation of TQM in OPD.

The major findings of this research project are as follows:

1. Overall, the planning of TQM implementation was successful. The plan took proper consideration of the level and scope of TQM training required. The interview results suggest that a sound planning process is essential for implementation.
2. The amount of TQM training and extent of exposure to related activities are positively correlated to understanding TQM and supporting the need for a corresponding change in OPD organizational practices. Most employees have a positive view of TQM, particularly its philosophy of promoting employee empowerment.
3. The availability of sufficient financial resources and the credible expression of senior management commitment are strongly correlated with the completion of training sessions; over 25% of OPD's 850 police employees have received at least 8 hours of TQM training.
4. Having over 8 hours of TQM training is the minimum recommended for employees. Fewer than 8 hours is likely to lead to a negative impact on an employee's perception of the TQM implementation in the OPD.
5. Adherence to the traditional organizational culture in policing was found to impede the implementation of TQM.
6. The Quality Council was successful in developing policies and creating Process Action Teams (PAT) in the first half of the TQM implementation. However, recently, the QC has demonstrated an inability to reach decisions providing PATs with required technical assistance. When improvement in the process requires a substantial commitment from the Council, there is too often a lack of consensus on the Council concerning how to do it (e.g., Personnel Allocation PAT).
7. Senior management commitment is found to be a critical factor having a determinative impact on the efficiency of the QC.
8. PATs prove to be efficient at problem solving, but only if they are offered consistent management support and can count on technical assistance. Otherwise, it is difficult for them to accomplish the tasks assigned to them. The 50% of completion rate on the tasks assigned to six PATs is an example of the importance of these two factors.
9. Many members of the QC and the PAT are highly motivated, and they sincerely want to improve the performance of OPD. They contribute many hours of free time to a variety of internal and outreach projects. The TQM intervention methods help them in problem solving activities.
10. After 18 months of TQM implementation there has been no sign of a change concerning the traditional culture in OPD. The environment is not favorable for the TQM implementation.
11. Currently, a long journey remains to the institutionalization of TQM in the OPD.

INTRODUCTION

American policing is replete with organizational change, real or symbolic, in the history of law enforcement in the United States. During the last fifteen years, scholars and practitioners alike have observed another wave of such change that has happened in many law enforcement agencies across the country. A common theme of this latest change is to reshape police departments according to a new organizational design. Traditionally, the organizational design which predominates in law enforcement reflects the bureaucratic model featuring an emphasis on impersonal rules, narrow span of control, and a strictly hierarchical organization structure. This type of organization enables the exercise of strict control and promotes obedience to supervisors in a police agency.

Since the mid-1980s, however, dissatisfaction with law enforcement agencies' inability to control crime and social disorder led many police agencies to embark on a mission to reform this bureaucratic organizational design. Community Oriented Policing, Problem Oriented Policing, and Total Quality Management in policing are primary examples of concrete reform representing this wave of organizational change in police agencies. Broadly speaking, the conceptual and theoretical framework underlying these changes represent a *democratic model of policing* which can be viewed from the following two dimensions.

Externally, law enforcement agencies are no longer considered to be isolated from their broader environment. Instead, the exchange between a police agency and its external environment is now seen as properly intense and dynamic. In order to interact constructively with their environments and enhance their accountability to local communities, police agencies are well advised to form alliances or partnerships with local residents in crime prevention efforts and in

efforts to promote the improvement of the quality of life among local residents. This means police officers are encouraged (or even required) to work with local residents in providing services and generating support for crime prevention activities. This new mission of policing requires substantial reform within the internal police organization.

Orientation toward citizen partnerships entail an organizational design which emphasizes participative management style, presumes a high level of mutual trust among employees, and assumes that the problem solving skills possessed by employees are sufficient to accomplish organizational goals. Quite naturally, the communication and problem solving skills obtained among police officers become very important for COP and TQM implementations. In fact, a key difference between a bureaucratic model of policing and a democratic one is their respective assumptions concerning employees. Under a democratic model of policing, police employees are taken to be self-motivated, to care a great deal about their agencies, and to want to contribute to agency success; precisely the reverse holds true for the bureaucratic model. Recently, research studies have reported a wide variety of programs designed to make this organizational change: foot patrol, storefront police stations, problem solving units, and quality process review efforts to improve police service delivery are all popular examples. It is important to point out however, that organizational change is a long-term process; this means that change will not occur overnight at OPD-- or other large departments. It is a continuous process moving through several phases of change ranging from initiation, implementation, and institutionalization of a change if it is to be successful.

Many crucial issues remain unanswered regarding the current organizational change in policing. Three primary research issues often appear in the literature, and they are particularly relevant in this research project. The first research issue is: what represents the process and extent of change when police organizations are the unit of analysis? This is related to, but not limited to, the dimensions of change and the relationships among dimensions which represent a change process. For example, three dimensions of change identified in the organization literature are: 1) levels of planning and training; 2) the extent of structural change undertaken; and 3) the extent of use of the problem solving skills among employees. Do these three dimensions play an important role, and do they accurately reflect the extent of organizational change occurring among police agencies that are attempting to move toward a democratic model of policing?

The second issue attempts to address several key independent factors or change agents. For example, what are the respective influences of organizational resources, the role of leadership, and organizational culture on this change process? Further, what are the relationships between these independent factors and the three dimensions of change, individually or combined? The final research issue is this: do changes in these dimensions result in an increase in the employee's motivation, job enrichment, and job satisfaction? Is the relationship among them a linear one or curvilinear?

Findings from this type of research will help us derive a better understanding of an important theoretical and fundamental question-- namely, is it feasible for an established, large urban police department to institutionalize a democratic model of policing? The **institutionalization** of a democratic model of policing means a change not only in the appearance of organizational arrangements, but more importantly it means a change in organizational culture.

It means going from an organization wherein employees produce accountability based on following rules and responding to tight control, rules which reflect a distrust of employees to a high participation and trusting environment in which employees and administrators trust each other to provide mutual support and to work for the common public service goals of the department.

Today, there are numerous studies available which examine the effects of one or more innovative Community Policing, Problem Solving, or Quality of Policing programs. However, there is very limited information on any of the research issues identified above. If organizational change is indeed most properly viewed as a process, then it is most important to understand clearly the dynamics of this change process as reflected by the three change dimensions identified above.

Over forty years ago Warren Bennis, a well known scholar whose work focuses on organizational change, predicted the wholesale disappearance of the bureaucratic model by the turn of the 21st century. Now that the next millennium is only three years away it seems reasonable to predict with accuracy that the bureaucratic model will not disappear from the Earth - perhaps not even in the near foreseeable future. The same holds true in American policing. After 15 years of efforts to move toward a more democratic model of policing, there is very little systematic research on the issue of public sector organizational change, particularly organization structural change aimed at creating a long-term transformation in a police organization.

The evaluation research reported here represents a two-year effort attempting to clarify the issues raised earlier. The study site is the Omaha Police Department, an agency which is involved in a process of organizational change associated with the implementation of Total

Quality Management (TQM).

The purpose of this research is two-fold. First, it investigates three primary dimensions of change--the planning and training dimension, the organization structural change dimension, and the problem solving effort dimension. Moreover, three key independent factors and their relationship to these three dimensions of change will be examined-- namely, availability of organizational resources, the role of leadership, and the impact of traditional culture. Second, an effort will be made to estimate the prospects of a democratic model in policing becoming the new paradigm of American law enforcement by investigating the feasibility of applying TQM in policing. The contents of this report include: 1) a brief description of the OPD and its work environment; 2) provision of a working definition of the Concept of TQM; 3) an account of the implementation of TQM in the Omaha Police Department; and 4) some theoretical considerations.

Research Methodology

To embark on a research project attempting to answer the questions raised above is not an easy task. Several special features of TQM implementation in OPD have illustrated the complexity of this evaluation. First, it is a process evaluation extending over a period of two years. This means that the research design must be a longitudinal one which is able to capture the dynamics of this organizational change (Rossi and Freedom, 1985). Next, in the process evaluation study, there are several areas which require close attention vis-a-vis their connection to TQM. Furthermore, the interrelationships among them are complicated. For example, planning and training help facilitate structural change which, in turn, tends to promote more active problem solving activities. Overall, they represent the extent of organizational change. Finally, the

dynamics of the change process cannot be captured fully by using conventional methods such as cross-sectional surveys of employees. For example, the role of leadership or the group process when members are engaged in problem solving activities is extremely difficult to study and analyze. Further, the interpretation of organizational culture requires field trips or careful observation before particular behavior patterns demonstrated among employees can be pieced together and connected to a particular type of organizational culture represented by the basic assumptions concerning the mission of the organization in question (Ott, 1989; Schein, 1985).

Given all the considerations discussed above, a multi-method evaluation design marks a special feature of this research project. First, a departmental employee survey was conducted to document the work environment in OPD. Measures of work environment include: 1) five dimensions of job characteristics (Hackman and Oldham, 1980), group process (Carmann et al., 1982), and an assessment of the OPD organizational climate along such dimensions as extent of centralization and organizational culture. Further, the results of the survey are compared with other police agencies for a better understanding of the work environment. Second, departmental documents including memos, meeting minutes, and police guidelines developed for TQM are used to gain an understanding of the process of TQM implementation in the department. The materials provide valuable information concerning the decision making process at each phase of the TQM implementation. Next, the researcher conducted field observations by participating in department TQM meetings and by working with members who were engaged in problem-solving activities. The data collected from field observation enable the researcher to reconstruct the dynamics of the group process and assess the role played by leadership when major decisions are required.

Finally, face-to-face interviews were conducted during May, 1997. All the participants who were directly involved with TQM activities were interviewed including all the members (n=45) from the Quality Council and from the Process Action Teams. Each interview lasted about 30 minutes to one hour. On many occasions the interview site was the precinct station late at night. In this way each member gave their input concerning what they thought of TQM after 18 months of implementation. In addition, a random sample of 30 employees who were listed on every 10th line of staff listings for the non-sworn employees and every 20th line for police officers on the department roster were selected for an interview. Except for one employee who refused to be interviewed, all the rest of the OPD employees agreed to be interviewed. The primary purpose for the random sample interview is to understand the influence of TQM in the department at large. Finally, the role of organizational culture at a time of change is also explored.

The author of this report is the principal investigator for this research project. As such, he was responsible for conducting all face-to-face interviews and participating in over half of the department Quality Council meetings. Henceforth in this report, the term meeting minutes refers to the minutes produced after each Quality Council meeting; the term interview refers to the face-to-face interview.

THE OMAHA POLICE DEPARTMENT

The Omaha Police Department (OPD) is the largest law enforcement agency in the State of Nebraska. The history of OPD can be traced back over 120 years when the completion of the trans-Atlantic railroad made the City of Omaha a premier center of meat packing and cattle business in the Midwest. Today, the City of Omaha has a population of about 350,000 and is the

center of a metropolitan area with over a half-million population. There are a total of 850 employees in the OPD and about 80% of them are sworn officers. As with other large law enforcement agencies across the country, the established organizational design in OPD is very bureaucratic. This is represented by the hierarchical organization structure, tight chain of command in the reporting system, and top-down communication system.

Essentially, this is the organizational design that has remained intact for the last fifty years or more. During the 1990s, defects of this organizational design have become more pronounced for the OPD. This was dramatized in 1992 when researchers from the Police Executive Research Forum (PERF) conducted a comprehensive evaluation of OPD operations and organizational design. The final evaluation report from PERF was very critical. In that report, PERF evaluators found OPD to be an inefficient organization which was lagging behind its counterparts in the nation. Much of the criticism was centered on the bureaucratic organizational structure and out-of-date pattern of police operations and communication. This highly critical report might well serve as a necessary catalyst for further changes beyond those initiated by the OPD during the last three years.

Initial Attempt at Change

The recent attempt to change the OPD into a more efficient and effective organization began in early 1993 when the department initiated a number of Community Policing programs. Over the next three years several dozen innovative programs were implemented, including new programs in crime prevention, weed and seed projects, and other programs that attempted to reduce social disorder and reduce the crime rate in the city.

In 1994, a Community Policing Unit was created to supervise and monitor the process of the implementation of Community Policing in the department. Furthermore, over 8 million dollars in federal, state, and local grant money was received by OPD since 1993. These funds have substantially helped the department in its planning and in its implementation of change.

In order to institutionalize the organizational change, the OPD began a comprehensive strategic planning process in 1994. The process involved over sixty community and outside agency meetings, several community surveys, and face-to-face interviews with 524 police employees. Following this planning process, 176 community members and police employees wrote the final planning document over an eight-month period. The Strategic Plan for Community Oriented Policing was adopted by the Mayor and City Council. Four strategic goals were identified:

- 1) Strengthen community empowerment and support
- 2) Develop and empower personnel
- 3) Reduce crime and fear of crime
- 4) Strengthen fiscal support and improve planning and evaluation

Over 100 specific action plans were created to ensure that these goals were achieved through planned efforts. Each action plan was assigned a budget, a timeline, and reliable funding sources. In addition, there was a component of evaluation included in each plan. This strategic planning with over 100 action plans served as the primary guidance for the OPD in the process of organizational change.

With such an ambitious plan to implement, the department was in an urgent need to transform the internal environment into an organizational arrangement capable of making the 100 action plans outlined in the strategic plan into a reality. This situation is equivalent to “when you

know what you need to do”, but the next question is ”how to do it.” This "how" issue is not an easy one because it symbolizes a substantial change in the OPD. Several major steps need to be taken in the process. First, the employees should be provided with necessary training that will enable them to engage in creative activities such as active problem solving. Second, organizational arrangements need to be modified in order to facilitate broader communications and the wider dissemination of information. Finally, organizational trust based on an openly arrived at consensus needs to be promoted. In fact, these changes represent a fundamental adoption of the democratic model of policing--requiring the investing of trust in employees. It is ultimately those employees who will be empowered to learn the skills, use them to redesign organizational arrangements, and ultimately transform the existing culture of OPD. In this regard, TQM seemed to capture something that OPD wanted--namely, a comprehensive package for learning to accomplish the task or determining "how" and then moving beyond present circumstances to the creation of a new, better future.

Work Environment Issues in the OPD

An employee survey in 1996 was designed to answer some questions concerning the work environment in the department. The survey instrument examined three important components of an organization-- the individual workers, prevailing group processes, and the department as a whole. A total of 52% of the employees surveyed returned the survey to the Department of Criminal Justice, University of Nebraska at Omaha for tabulation. Primary findings concerning the work environment in OPD are as follows.

First, based on the five dimensions of the Job Diagnostic Survey developed by Hackman and Oldham (1980), OPD employees rated these five dimensions very similarly to two comparison police agencies. This means that the work environment perceived by individual employees in the OPD resembles very closely the environment in the other two police agencies. Even the overall pattern with respect to the mean rating of each dimension reported is very similar. Further, the mean ratings on each dimension suggest that individual employees have a positive view of their job and believe what they are doing is important (see Appendix A).¹ Next, with respect to the group activities, most employees agreed that their units have relatively clear goals regarding what should be done. However, a majority of OPD employees are undecided concerning group environment, relating to the activities involved with individual participation and exchange of information among group members.²

Third, findings from the employee survey concerning the department as whole suggest that OPD employees believe that decision making in OPD is very centralized, adhering strictly to chain of command. This resembles the traditional method of management under the bureaucratic model of policing. Moreover, most employees do not think the department is an aggressive department in initiating innovations. Obviously, at the group and departmental levels, there are areas that need improvement. Finally, OPD employees were asked what they considered to be the key issues they were concerned about. Not surprisingly, improvements in technology, cross-communication, and training are the three most frequently identified areas by the employees. For

¹One agency is located in the Northwest and the other one in the Midwest. Both departments have over 100 sworn officers.

²The survey instrument elements on group processes and supervisors were developed by Carmann and his associates (1984).

example, many employees viewed the communication system as being solely based on chain of command and orders. Similarly, many employees expressed their concerns over lack of training opportunities available in the department.

In this section, a brief history of the Omaha Police Department is presented followed by an analysis of the OPD work environment. Based on the findings presented here it seems obvious that OPD was at a cross-roads with an ambitious plan attempting to transform the organization from a bureaucratic model to a more participative, democratic one.

TOTAL QUALITY MANAGEMENT

TQM has been around for over four decades, ever since Dr. Deming began to offer his help to revitalize post-war Japanese industries in the late 1940s and early 50s. The Japanese determined that to recover from the war, they had to transform their industries thoroughly. This transformation would allow them to produce quality products to compete in the world market. Dr. Deming showed the Japanese how to improve the quality of products and improve the efficiency of operations by using TQM.³ Also, Joseph Juran distinguished himself by his approach to achieve TQM in structural arrangements. The introduction of TQM into America was during the mid-1970s when private sector firms were facing serious challenges from their successfully revitalized Japanese counterparts, particularly in the automobile industry. Undoubtedly, large scale implementation of TQM was a primary factor that contributed to the high quality of Japanese products. In the mid-1980s, the philosophy of TQM was introduced and implemented in a number of areas, including the public sector. Hackman and Wageman

³The principles of Dr. Deming's quality management are reflected in his 14 points of TQM.

(1995:309) observed:

It has now been a decade since the core ideas of total quality management (TQM) ... gained significant acceptance in the U.S. management community. In that decade, TQM has become something of a social movement. It has spread from its industrial origins to health care organizations, public bureaucracies, nonprofit organizations, and educational institutions. It has become increasingly prominent in the popular press, in the portfolios of trainers and consultants, and, more recently, in the scholarly literature. Therefore, it is fair to say that TQM has become a societal movement attempting to enhance organizational effectiveness by improving the quality of products and customer satisfaction.

Putting TQM into an historical perspective reflects a continuation of a focus on employees. Following this tradition are T-groups, job enrichment, management-by-objectives, and a host of other techniques. TQM philosophy represents a view that an organization's primary purpose is to stay in business so that it can promote stability of the community and generate the products or services that are useful to community residents. More specifically, there are *four basic assumptions about TQM philosophy* (Hackman and Wageman, 1995). The first assumption is about the quality of products or services delivered. It is assumed that an organization which can provide better quality products or services is more efficient and will eventually survive in the long run. Therefore, quality is the key to organizational efficiency and survival. The second assumption is about people. Different from that of the bureaucratic model, employees are assumed to be naturally caring about the quality of work they do and will take initiative to improve it if they are provided with the necessary training needed for quality improvement.⁴ Juran (1974:4.54) stated, "The human being exhibits an instinctive drive for precision, beauty and perfection" (also see Juran, 1988). Deming (1986:101-109) added that an organization must

⁴The scholastic tradition along this line--the humanistic perspective includes Mayo who believed individuals not structure should be the primary focus in an organization, Chester Barnard's informal work group, and theory Y proposed by McGregor.

remove all organization systems that create fear and distrust.

The next assumption is that organizations are systems of highly interdependent parts, and the central problems they face invariably cross traditional functional lines. Consequently, to improve quality it is necessary to achieve the participation of virtually all the parties in an organization (Juran, 1969:80-85; Hackman and Wageman, 1995:311). The final assumption concerns senior management. Since top managers are responsible for designing and determining how products and services are produced or provided, they should take the lead in efforts to improve quality with the assistance from employees.

Besides the four assumptions concerning the philosophy of TQM, there are *an additional four principles concerning the implementation of TQM*. The first and foremost is that TQM focuses on the work process or the system. As described in Deming's 14 points of TQM, **most errors (80%) are caused by the systems at work not by individual employees**. The next principle is analysis of variability. Uncontrolled variance in processes leads to defects; it is usually first-line employees who have the relevant knowledge about problems in the process. Therefore, when first-line employees actively participate in locating and solving primary causes, their efforts lead to significant reductions in product and/or service variability. According to Deming a primary role of management is to facilitate, not to direct. The third principle is improvement of process by fact (Hackman and Wageman, 1995). This means there must be a systematic collection of data, careful analysis of data, and the scientific evaluation of the implementation of changes which are an integral part of TQM implementation. This strong emphasis on research and data collection focusing on a production process is a special feature of TQM. The final principle is that TQM entails a continuous improvement process. Therefore, it is a never-ending

endeavor directed toward enhancing organizational performance by focusing on quality.

In terms of *intervention methods*, team building is usually the first step of intervention. This is the case because there must be real cross-sectional communication and active participation with mutual trust for TQM to work. Team building usually involves a group of employees who are directly related to the process at each point of production. In addition, a number of specific methods are connected with the intervention process of analyzing problems, collecting data, and making recommendations and appropriate changes. The standard methods include: 1) brainstorming for identifying problems or finding solutions; 2) fishbone diagram and flowchart for analyzing causal relationships and the process of a system for improvement; and 3) Pareto chart for identifying levels of variance among factors.

Based on the discussion of TQM philosophy, implementation principles, and methods of intervention noted above, it is clear that TQM represents an "ideal type" of a democratic model with three essential components concerning its philosophy, principles, and intervention methods. Further, these characteristics are very much at odds with a bureaucratic model of policing. A very important feature of TQM involves the assumptions and beliefs concerning the organizational design and the role of employees in the change process. This requires a substantial commitment, both in terms of resources and in terms of senior management to make such an organizational change come into being. Finally, TQM promotes an organizational culture that is employee-oriented.

TQM and American Law Enforcement Agencies

Since TQM is primarily a product of the private sector, it has taken some time before it

reached the field of American policing in the early 1990s. A primary purpose for implementing TQM (or similar practices like problem solving) in the police profession is largely a result of Community Policing and Problem Solving Policing strategies and innovations. When a police agency initiates an organizational change toward a democratic model of policing, the role of employees and participative management practices become paramount. An essential step in the process is to make corresponding structural changes and promote the empowerment of employees in their efforts at solving activities. To date, most TQM implementation efforts in policing have concerned the practical part of TQM, that is, the most frequently mentioned areas of organizational change in policing involve training in problem solving skills (e.g., TQM intervention methods) and the application of these skills in the actual work environment. For example, police employees are encouraged to use these techniques to solve some practical problems at their workplace. However, there have been few changes with respect to organizational arrangements to facilitate or promote problem solving practices. Some researchers found that without a correspondingly substantial change in organizational design, a substantial change in police agencies remains largely elusive. An exception in this regard is the introduction of TQM or "quality policing" in the Madison Police Department in Wisconsin where TQM was implemented in one precinct station, with both structural and activity changes to promote TQM implementation. In their evaluation study, Wycoff and Skogan (1994) found that such comprehensive change improved participants' job satisfaction and organizational commitment. Unfortunately, the implementation of TQM at a departmental level involving both structural and operational activity change in a large police department has yet to occur in American policing.

The remaining sections of this report are devoted to the evaluation of TQM implementation in the Omaha Police Department as it progressed from early 1995 to June, 1997. Currently, this is an on-going process. Four major areas are the primary focus of this evaluation including: 1) planning and training; 2) the extent of organization structural change; 3) the actual problem solving activities; and 4) the influence of TQM in the OPD 2 years after its inception.

PART I: PLANNING AND TRAINING

Planning and Training in the Early Phase

The decision to introduce TQM to the Omaha Police Department was not made lightly. In August of 1992, two deputy chiefs of the OPD attended a TQM video training conference held by Dr. Edward Deming and his associates. The topics covered major issues like TQM philosophy, principles, and intervention methods. In the subsequent year, a deputy chief and 20 employees from the OPD participated in a TQM training session called "Delta School Communications" at the headquarter of Union Pacific Railroad in Omaha. Union Pacific Railroad is a strong advocate of TQM and has implemented it for many years. In 1993, the Union Pacific Railroad was awarded the highest national prize for TQM implementation, the Baldrige Award. In an interview, a deputy who took part in early TQM efforts mentioned to me the significant impression he had about the training received there. Particularly, he was interested in the potential benefits that TQM might bring to improve the department. Finally, on February 1, 1995, approximately 20 OPD employees participated in a one-day seminar titled "TQM in the Public Sector" at a Holiday Inn in Omaha. The seminar was sponsored by the Justice Planning and Management Associates (JPMA) based in the State of Maine. This training experience marked

the formal beginning of TQM planning and implementation in OPD.

JPMA is a private consulting firm. All of its members have working experience in the public sector. A primary purpose of JPMA is to help criminal justice agencies develop and implement organizational change by using expert consultants. Similarly, grant writing is another feature of the firm. In his proposal to a deputy chief concerning TQM planning and training dated March 6, 1995, Paul Plaisted, the president of Justice Planning and Management Associates, outlined the plan of first-phase TQM training and implementation which included five time-specific tasks.

It is fair to say that this was a very ambitious plan of change for any large police department like OPD. The first task was to provide a eight-hour TQM orientation training for all the 160 supervisors in groups of up to 35. The primary components of the training session were these:

- * TQM history and overview
- * Leadership commitment
- * Vision, values, and strategy development
- * Process action teams and customer orientation
- * Quality management councils.

This training session would enable all the supervisors (sergeants or above) to have a basic understanding of TQM and the plan of its implementation in the OPD. The second task was management team building. The JPMA consultants would work with senior management staff (the Chief of the OPD and eight deputy chiefs). There were two primary purposes for the training--team building and the development of an action plan. Team building entails the application of behavioral science research to improve the work environment and relationships among members of the senior management. Training contents along this line of thought covers

building of mutual trust, developing skills in cross-communication, etc. The action plan was intended to develop policies which are related to the adaptation of TQM in the OPD. In addition, this training would provide a forum for the senior management team to address their concerns. They expressed a variety of concerns with respect to TQM in the department. The initial training was set for two days, with an on-going process as long as the implementation of TQM is active in the OPD.

Based on the JPMA plan, the next task was to help set up the Department's Quality Council, a governing body for TQM in the OPD. This included orientation, vision and value development, role identification, and initiation of pilot Process Action Teams (PAT). The fourth task was to provide special TQM orientation sessions for all the parties interested which include employees from city government. Finally, a train-the-trainer session would be provided. A primary purpose of this component was to train a group of employees who later could take the responsibility for delivering TQM training to the rest of the employees in the OPD.

Based on the outline contained in the proposal, it seems that TQM implementation in the OPD is a carefully designed plan by these features:

- * The extent of the training: the first phase of training would include all the supervisors, senior management team, QC members, and future trainers. This is about 30% of the total employees in the department.
- * The intensity of the training. Many of them would receive several days of training.
- * The contents of training--all the training would include TQM philosophy, principles, intervention methods, advanced communications, and team building.
- * Structural Change by creating a Quality Council to supervise the implementation.
- * Activity change by creating PAT to conduct problem solving activities.

* On-going training for all the members in the following months.

On April 25, 1995, this proposal was approved by the senior management and the contract was signed. This marked a major milestone of the TQM history in the OPD.

Training and Issues Involved

The two consultants from JPMA are Brian Warren and Rolanda Klapatch. Each of them had over 20 years of service in the public service. For example, Brian Warren served in the army and commanded at every rank from lieutenant to colonel, with more than eight years commanding large, complex military intelligence organizations both in the United States and Overseas. As a school-trained management consultant, Mr. Warren has over 1,500 hours of training experiences as well as extensive experience on the subject of organizational change. Similarly, Ms. Klapatch worked in State Government in the Maine Department of Labor. She served as the Commissioner of the Department managing over seven hundred employees. Since 1992, she has been actively involved with TQM training, consulting and implementation.

The teaching model used in training sessions, as pointed out in the proposal, was the adult learning model which refers to methods and teaching styles designed to encourage an interactive, participatory, and a hands-on way of understanding new material (Delker, 1974:24). It emphasizes transforming (modifying, updating, and replacing) knowledge, skills, and values through structured training courses. Further, it targets problems that are immediate to the trainees. Learning content should be derived from the trainee's needs and experience (e.g., problem solving). Therefore, learning focuses on problems and subsequent problem-solving activities; the solutions must come from the trainee's own experience rather than learning

something that is largely abstract (Brundage and MacKeracher, 1980). A typical training session is composed of a short period of instruction, group interaction, and individual thinking elements. Trainers play the roles of instructor, participant, and observer.

Focus of the Training

When TQM is put into this learning model, there are several special features with respect to the knowledge offered in these sessions. First and foremost, the TQM training attempts to change the culture of a police organization in the direction proposed by the democratic model discussed earlier.⁵ In doing so, an emphasis is placed on an increase in cross-communication among all ranks. "Leave your ranks at the door" or "no hats" are the common phrases at the beginning of each training session. This new communication approach is intended to create a friendly and even trust-based environment in an organization where everyone has an equal weight of input in policy formation. Logically, this means everyone cares about this department. This is in sharp contrast to the assumptions made under the bureaucratic model of policing. Typical training sessions of this kind are: 1) team building for senior leadership, 2) everyone works together--"The Spirit of Teamwork", 3) the "Seven Habits of Highly Effective People", and 4) High Performance Process Action Teams.

⁵ In this report, organizational culture refers to "the unseen and unobservable force that always lies behind organizational activities that can be seen and observed. According to Kilmann and associates (1985), organizational culture is a social energy that moves people to act. 'Culture is to the organization what personality is to the individual--a hidden, yet unifying theme that provides meaning direction, and mobilization (p.ix).' Second, organizational culture is a way of looking at and thinking about behavior of and in organizations, a perspective for understanding what is occurring." (Ott, 1989:1). In other words, organizational culture means a particular way of doing things in an organization which is taken for granted. In this evaluation, the organizational culture is understood as the definition cited above.

Besides the importance of promoting cross-unit and cross-level communication and trust, TQM consultants endeavor to broaden trainees' views from a limited, a uncorrelated picture of each job to a big picture with each individual unit interrelated to each other in an open system. It is the system that should receive the attention for improvement, not the employees. Further, employees are empowered and encouraged to improve the system. This is in sharp contrast to the assumptions of the bureaucratic model that it is employees who are at fault, rather than the system. Finally, intervention methods are taught together with case study or problem solving exercises. It is the first time for many employees to learn these new concepts and think about the future prospect of TQM in OPD. During the past 18 months these concepts have been introduced to OPD employees at various ranks. The level of TQM training has become more advanced. The following chronological list sets forth the training sessions offered to the OPD employees.

1. Training for senior management

- * 8 hours in TQM overview and intervention methods
- * 16 hours in Stephen Covey's "Seven Habits of Highly Effective People"
- * 8 hours in application of TQM in OPD priorities and problems
- * 64 hours in team building methods, group process, and planning between June 10, 1995 to Jan 15, 1997
- * 8 hours in customer service training

2. Training for captains, lieutenants, and non-sworn supervisors

- * 8 hours in TQM overview and intervention methods
- * 16 hours in Stephen Covey's "Seven Habits of Highly Effective People"
- * 8 hours in application of TQM in OPD priorities and problems
- * 8 hours in TQM customer service training

3. Sergeants

- * 8 hours TQM interview and intervention methods
- * 8 hours team building workshop for quality management

4. All OPD employees

- * 2 hours TQM introduction

5. Quality Council members

- * 8 hours in TQM overview
- * 16 hours in group process/TQM intervention methods
- * 16 hours in "quality approach" at Offut Air Force Base
- * 8 hours in customer service training

6. PAT members

- * 8 hours in TQM overview
- * 8 hours in TQM intervention methods
- * 16 hours in application of TQM: questions and answers

7. OPD employees from R & P, Crime Lab, Detention, Traffic, Crime Prevention, support staff, front desk, and Training units

- * 8 hours of TQM overview, intervention methods, and team building
- * 4 hours customer service training

From the training hours involved with TQM listed above, it is obvious that there has been a substantial commitment to its training. The structure of training among the departmental employees shows that senior management received the most attention in training. Furthermore, the scope of their training is the most extensive, followed by mid-level managers. For those who actively participated in TQM activities the training is also extensive. In addition, many of them have received more training than that listed by their ranks or positions. For example, 1/3rd of the 24 QC members are senior management staff who are exposed to both training opportunities for senior management and QC members. Most of the training sessions were completed during the first ten months between November, 1995 and August, 1996. These training sessions were offered when the two consultants from JPMA were in Omaha for a scheduled week of training.

Three general topics can be identified based on the list shown above. The training topics are consistent with TQM and the assumptions proposed by a democratic model of policing. The first topic is the introduction of the TQM philosophy and principles. From a training manual in a TQM overview, an eight-hour training session typically included these concepts:

- * Introduction/force field analysis
- * TQM and paradigm shift
- * Why TQM makes sense\history of TQM\Open v.s. closed system
- * Definition and eight elements of TQM
- * Model and strategy of TQM
- * Problem solving and customer orientation
- * Harvard case study model
- * Discussion and feedback

The next topic is intervention methods in the TQM approach. Four particular methods of TQM operations are taught in considerable detail regarding: 1) data collection; 2) problem identification/analysis; 3) development of an action plan; and 4) feedback and continuous improvement. The methods used are flow chart, fishbone diagram, Pareto chart, and practical approaches to sampling in data collection. Practical, everyday examples are provided in these training sessions in order to tie the concept of these methods directly with practice. The final topic involves an attempt to change an employee's behavior by promoting group process maturation and the progressive improvement of communication skills. Training sessions of this kind are usually conducted in workshop format, with a considerable amount of dialogue and open communication taking place between consultants and participants.

Effectiveness of Planning and Training

The following discussion is about the effectiveness of TQM planning and training. Based

on the data collected so far some primary findings are as follows:

1. Overall, the planning of TQM implementation was successful. The plan took into consideration the level and scope of TQM training required. The interview results suggest that this is an effective way to organize training when multiple topics are going to be introduced.
2. Familiarity with TQM philosophy, principles, and intervention methods are positively correlated with the extent of exposure to TQM training. For example, senior managers have demonstrated a better overall understanding of TQM than others in the organization and they received the greatest amount of training in the area.
3. Most employees who received over 8 hours of TQM training rated the teaching provided by two consultants with high satisfaction.
4. Most employees who received over 8 hours of training express positive views concerning the TQM philosophy and the importance of improving communications in the department.
5. With a few exceptions, most training sessions provided by the consultants were judged to be successful. The consultants were able to accomplish the scheduled teaching and participation in classes was active for the most part.
6. The support unit, The Project Management Unit, played a crucial role in scheduling training sessions, arranging consultants' visit, and providing important feedback to the consultants with respect to the effectiveness of their training and the issues concerned.

However, the evaluation research analysis also reveals some weakness of the TQM training experienced by the OPD. Specifically, the issues of concern are:

1. The two-hour training session "Introduction to TQM" was ineffective. Most OPD employees interviewed have a hard time remembering the event let alone the content of that training session. Moreover, my field observation of 8 different sessions at different times indicated that the trainers did not accomplish the objectives designed for a two-hour session. For example, none of the training sessions I participated in lasted 2 hours. On average, the sessions varied in duration from one hour and fifteen minutes to one hour and forty-five minutes.
2. Training sessions need to include some simple tests or exercises that can help trainees in their understanding of TQM concepts. When the employees from QC and PAT were asked to define TQM in the interviews, most of them understand TQM as a way to improve communication and dialogue. This greatly simplifies the concept of TQM as discussed earlier.

3. The training does not help to create a TQM environment in which mutual trust and group activities are highly emphasized. In the interview a majority of employees stated that TQM training let them understand the importance of group process and mutual trust, but very few of them besides PAT members have ever tried to use these techniques.

Training and Organizational Environment

What are the factors that help to ensure a comprehensive TQM action plan and effective training program? What are the factors that impede progress toward TQM planning in the training area? During the evaluation, these two research issues have been explored persistently, particularly among members of the QC and the PATs in the face-to-face interviews. The following three factors are considered as primary facilitators in TQM planning and training. First, the available resources, particularly fiscal resources, are the key to the development of the TQM action plan and a timely completion of all the training sessions during the first 10 months. For example, an initial \$32,000 grant from the Office of Community Oriented Policing in the U.S. Department of Justice secured the fiscal resources to hire the two training consultants from JPMA. Otherwise, it would have been almost impossible for OPD to find over \$30,000 from the department budget in order to cover the training costs. It seems that at least in the initial phase of TQM training, external consultants are a must because they have the knowledge and experience to provide the initial exposure to the material. The trainers at the OPD academy were not familiar with the topics offered by the two consultants.

Second, the demonstration of senior management commitment in TQM planning and training is another important factor. TQM training sessions in the OPD have reached a wide variety of employees at different levels and at different times. To ensure that employees attended

these training sessions was a tremendous task. This is particularly the case because most of the training sessions offered by the two consultants-- Brian Warren and Rolanda Klapatch-- were eight-hour sessions. This means organizational adjustments need to be made to plan ahead of time so that the work left by those who attend training sessions can be covered by other employees. In one interview, a sergeant said that if he leaves for a training session or a meeting his officers are supervised by a sergeant from a neighboring area. This suggests that his colleague has to double his or her workload in order to provide supervision over both sets of officers. A substantial amount of logistics has to be done prior to each large training session. The Chief and deputy chiefs made many adjustments in each respective bureau to let their subordinates attend these TQM training sessions. Without such a comprehensive commitment, TQM training in OPD would be impossible.

Finally, a high degree of responsibility for the success of most TQM planning and training sessions conducted in the OPD is attributable JPMA's proposal, which outlined the TQM planning and training to be delivered in OPD in fine detail. Based on departmental documents and memos, however, it seems that OPD accepted that proposal from JPMA without suggesting any significant changes. This is likely the result of everything being so new to the department at that time. The two consultants have demonstrated their ability in TQM teaching, particularly their knowledge of training in the public sector. More importantly, their teaching is made effective by their efforts in maintaining a constant interaction and communication between trainees and trainers. This dialogue helps to create an environment that promotes cross-sectional communication among OPD employees. In most training sessions I attended, the atmosphere in the room was friendly, and the group participation was active. Participants seemed to be

interested in the topics. In the interview of members of the QC and PATs, over 90% of them gave a positive rating concerning the TQM training they received so far. Most members of these groups like these training sessions because they were something new and seen as being needed for this department.

A primary factor that hinders the progress of TQM training is the traditional culture in the OPD. Here, traditional organizational culture means a way of doing things without conscious thought or question on the part of employees. For example, in the OPD (like counterparts across the nation) most employees are used to working under a chain of command and narrow span of control within an overall structure that is paramilitaristic. This organizational setting creates an environment that promotes stability by control rather than by innovation. Consequently, when a new program is introduced emphasizing innovation and questioning of existing procedures, it will most likely be met with skepticism among employees. In my random sample interviews, a substantial number of OPD employees take a passive attitude toward anything new that takes place in the department. The common phrases used are expressions like "program of the month" and "nothing will change." Contrary to the conventional organization development literature that argues that employees are eager to change and learn how to reshape the traditional organizational design to a more participative model, I did not find OPD employees to be ready for a substantial TQM change. This is consistent with the literature in policing as Sadd and Grinc (1994) reported in their research on COP innovations; they found that many officers did not want-- or were not ready-- for change even after 10 years of implementing COP in the Houston Police Department. When you put this organizational culture into perspective, there was not much of a positive effect for the two-hour TQM introduction session to all the departmental employees. During a few

sessions, I observed that sworn (as well as non-sworn) employees were not able to digest the overwhelming information provided to them during a short training session. This type of training intensified their belief that TQM " is a program of the month" phenomenon in the OPD.

Another example of this organizational culture issue took place during a TQM training session for sergeants on April 18, 1996. A good attendance rate that morning certainly pleased the two consultants who, in turn, thanked the attendees for their interest in this session of TQM supervisory training. Some of the sergeants indicated that without a general order from the Chief of Police they would not have come to this session. A primary reason was that they were busy in the streets. Committed to voluntary attendance, the two consultants said that anyone who wanted to leave please feel free to do so. Two sergeants left the room immediately. This dramatized an organizational culture which places heavy emphasis on traditional law enforcement practices and where improvement in service through quality and empowerment of employees are not high priority concerns.

PART II: STRUCTURAL CHANGE--THE ROLE AND EFFECT OF THE QUALITY COUNCIL

Another major development in the action plan was the creation of a Quality Council which was empowered to supervise the actual implementation of TQM in the OPD. This was a big step toward a full-scaled implementation of TQM in the OPD. Though the QC is not going to replace the existing ranking and command structure in the department, it does have jurisdiction over the development of TQM related activities. In the entire history of the OPD there has never been an organizational structure of this kind in the agency. The QC attracted the attention of many

employees at the time of its creation. The plan of the QC was composed by the two consultants prior to the first day of training. At that time, two different structural designs of TQM implementation were available for consideration.

According to Brian Warren, the first model, “the natural work group” approach, is recommended by Dr. Deming. In that model, the quality improvement activities are carried out by employees within their natural work group, shift, or unit. The way TQM works in the Japanese auto industry is that the first line of quality improvement efforts involves the employees who are working in the process. They organize themselves based on the unit they work in and attempt to identify and improve the problems they see in the process of production. The second model, or the Juran model, depends on “Process Action Teams” (PAT) organized to solve a particular organizational problem. Members of a Process Action Team are drawn together on a department-wide basis. All the units affected by that problem in the process are natural “stakeholders” in the PAT. Members are selected from each stakeholder unit to work on a problem and improve the system. Their activities are supervised by a Quality Council empowered to do so. A primary strength of this second model is that it is more clearly structured with a clear line of accountability. This was a model which was seen to fit the needs of OPD better than the Deming approach. With the recommendation from the two consultants in their proposal, the senior management staff decided to choose the Juran format. Based on the official documents, the role of the QC is as follows

1. to review problems in a process that crosses two or more organizational boundaries (bureaus).
2. to take the responsibility for chartering new problem solving teams (PATs).

3. to supervise PATs by providing necessary support, sharing information, and giving guidance with respect to timeline and scope of the problem that is going to be tackled.
4. to provide technical assistance to PATs by checking their data, ensuring the inclusion of affected stakeholders, prioritizing processes that need improvement in the OPD.
5. to be responsible for the TQM training in the department.

With a focus on the improvement of a process that affects the whole department, the nature of representation on the QC is a big issue. Several measures were taken to ensure a fair representation among bureaus (e.g., Uniform Patrol Bureau, Criminal Investigation Bureau, Special Operations Bureau, etc). First, members of the QC should represent each bureau in the department. In addition, non-sworn employees and unions have their own members to represent their own interests.

This representation issue is illustrated in the selection of the Quality Council members in the Uniform Patrol Bureau. In a memo concerning selection of QC members in the Uniform Patrol Bureau dated November, 28, 1995, it is noted that:

The recommendation from the TQM consultants is that the Omaha Police Department QC should be composed of approximately 25 employees. Further, it has been determined that the Uniform Patrol Bureau will have four (4) representatives.

The UPB representatives can be a member of any rank (captain, lieutenant, sergeant, police officer), and an effort should be made, if at all possible, to ensure that each precinct and shift is represented.... All UPB personnel who are interested in serving on the OPD Quality Management Council should submit an inter-office communication to their respective precinct captain no later than Monday, December 4, 1995, at 0800 hours.

Due to the short time line, it is important that your command staff ensure that all personnel assigned to your precinct are apprised of this information as soon as possible so they have sufficient time to respond by December 4th.

Besides this selection method to achieve representation, all the senior management staff,

the Chief of Police, and eight deputy chiefs are members of QC as recommended by the two consultants. A primary concern for this arrangement is to achieve a more active dialogue between other QC members and senior management staff. Therefore, when there is a problem identified in a process affecting the whole department, senior management staff are able to offer their support and assistance. In December, 1995, the selection process was completed; a total of 24 employees served on the Council including all the senior management staff, 2 captains, 1 lieutenant, 4 sergeants, 5 police officers, and three civilians.

Everyone is equal in the QC. "No hat" and "No hammer," are the common phrases often used to promote a sense of equality among QC members. In order to pass a resolution everyone has to concur with it. If there is one member who disagrees with it, other members have to find a way to address that member's concern. In a way, it represents an important element of the democratic model--decentralization and a faith in employees. Since its inception, the Council has had a total of 17 QC meetings about once every month. The two consultants have facilitated 11 of these meetings, including the first five monthly meetings. A primary purpose for consultants being present in these meetings is to promote a sense of mutual trust and equality during the early phase of implementation. By the same token, the two consultants also help QC members to set up PATs and provide training for supervisory skills. I attended a total of 7 QC meetings, sometimes as an observer and sometimes as a researcher informing the Council on the issues concerning the survey instrument or interview procedures.

Definition of Effectiveness

How can you define effectiveness in the case of the QC? This is the question I have

discussed with members of the QC and PATs. Overall, those members offered a variety of answers which can be viewed on a continuum ranging from minimum effectiveness to maximum effectiveness. At minimum level, some members think that a primary purpose of the QC is to create a forum where rank-and-file employees have an opportunity to directly participate in activities concerning with issues confronting the department. A member said that being present at QC meetings and hearing the debate among senior management staff are significant breakthroughs in a traditional police setting. In the past OPD employees learn these policies primarily through direct orders issued by a senior management staff or via an unreliable grapevine. Members who express this view do not see or anticipate a fundamental change taking place in the OPD in the direction of TQM. The bottom line for them is that police departments are bureaucratic organizations and cannot change in any fundamental way. To a certain degree, they represented the predominant view of employees in the OPD. On the other side, a few members, particularly PAT members, view the effectiveness of the QC as the extent of support for PATs and its determination to embark on issues which directly challenge the foundation of the bureaucratic model of policing. Otherwise, they argue there is no need for QC meetings. It is a waste of time. Overall, it is fair to say that there is no consensus with respect to the effectiveness of QC among QC and PAT members.

QC in Operation: Merit and Weakness

From December, 1995 to May, 1997, two general phases can be identified concerning the activities of the QC. The first phase is the initiation phase. Generally, most members were excited about the implementation of TQM in the department. The training they received

undoubtedly provided them with a positive prospect of TQM in the OPD. There were many important tasks waiting for the members to work on. In other words, many good opportunities to improve operational systems in the OPD were available which had resided in the dark shadow of PERF report. This enthusiasm was reflected in a two-day QC meeting held in early February, 1996. In the force field analysis conducted during that session, these sentences were among the top of the list: 1) "Interest is building from employees," 2) "Making new, good habits," and 3) "We want this to work and make things better for the department."

Further, the Quality Council, with the help of the two consultants, drafted and passed a number of rules concerning the principles and method of operation of the QC and specific procedures for creating and supervising Process Action Teams. It was also a time when the initial strategy of TQM implementation in OPD was explored. With the recommendation of Brian Warren and Rolanda Klapatch, the JPMA consultants, the Council decided to focus on a few relatively "easy" problems in the process of OPD operation. The criteria of selection were: 1) these problems have a broad influence that affect the welfare of OPD employees; 2) they are relatively "easy" to handle concerning resources and cross-boundary among bureaus; 3) they are doable and can be solved within a short period of time to produce successful examples.

According to the plan of action, these successful examples in improving the working conditions in the OPD would lead to the creation of more PATs that could focus on tougher issues facing the organization.

With this general strategy of selecting "easy" problems to solve and ensure some early success, the QC explored different areas of operations in OPD and decided to direct the attention to working on four areas: 1) to improve the lunchroom facilities at the central office and other

prime locations; 2) to improve parking conditions at different locations in the OPD; 3) to improve the mail delivery system in the department; and 4) to reduce the cost of refueling and maintenance of cruisers. Obviously, these areas do not involve "tough" political issues or would not generate serious internal conflicts among different bureaus. In addition, the improvement of these systems will have a significant impact on the welfare of employees in the department. To improve the conditions of something that would affect every employee in the department is a useful strategy in the early process of organizational change. This initial phase was an exciting one which occurred roughly between its inception in December, 1995 to June, 1996.

The second phase is the "challenge" phase in which getting something done becomes the focus. During this period much of the time was spent on communicating with PAT members, evaluating their recommendations, and looking for solutions. Similarly, it was a period when the weakness of the QC was revealed in terms of its indecision, the slow process of TQM implementation, and the questioning of key members' commitment to TQM.

In May, 1996, representatives from four PATs began to report on their efforts in improving the condition of a designated area. Also, there were proposals for conducting surveys, interviews, and scheduling trips. It was a break time for the QC because everything was moving along smoothly and no concrete recommendations were being made yet by PATs. The atmosphere during these meetings was relaxed. However, beginning in August, 1996, the Council was required to take specific actions concerning the adoption of recommendations by PATs or regarding the provision of technical support to PATs as the Council promised. During this period, slow process and indecision were the problems that plagued the Council. Here are a few examples.

Generally, in October, 1996, three out of four PATs had completed their respective surveys and finished the data analysis. Specific recommendations were made to the Council by each team between October and November, 1996. For example, the PAT for parking lot improvement made over 4 presentations, and each time they were told by the Council to address some specific concerns raised by some members from the QC. At first, the PAT for parking lot improvement used a departmental wide survey to justify their recommendations. Later, the scope of their analysis was narrowed to the parking conditions at the Central Office. With their recommendations to eliminate some parking slots and to change traffic directions in the parking lot at the central office, other related issues merged such as the number of slots retained by each bureau and the slots designated to employees. Unions were involved in this process. At times, these issues dominated the discussion in the Council for long periods, but the QC failed to make a decision about what should be done. Members of the Parking PAT believed that they had already completed their assignment and made the recommendations. On the other side, some members in the Council thought that the PAT members did not take some specific concerns into consideration and needed to address that failing. Ultimately, it was clear that the PAT process would receive “strict scrutiny” from the QC rather than blessing and thanks for its hard work.

Another disappointment happened to the Fuel Process Improvement PAT. From the beginning its members had difficulty in locating information concerning the cost of fueling and maintenance services from other city agencies. This was reflected in the Minutes of the QC meeting in May, 1996. However, this problem of lack of cooperation persisted and remained unsolved. In the Minutes of the meeting in August, 1996, a member "gave an update for the Fuel PAT. She stated that the team is at a standstill mainly because other city departments are not

releasing needed information the PAT need for research." During the three months from May to August, 1996, the Council did not demonstrate its promised assistance to this PAT in the form of help to obtain the information from other city agencies. Finally, in October, 1996, this PAT discovered that the cost of fueling was not budgeted in the OPD annual budget. This means that from the very beginning it was not the business of OPD to work on this issue! The Minutes of the QC meeting on October 18, 1996 documented this dramatic moment:

They informed the Council that one of their biggest obstacles was the difficulty they had in obtaining information about vehicle maintenance from DAS. They worked with some QC members and the Chief to get the answers. When they finally did receive the information, they discovered that OPD does not budget for fuel at all.... They asked the Council why it chartered their PAT knowing such a huge error existed in the PAT's assignment. They said that the whole purpose of the PAT was to study and make recommendations for the servicing and fueling of department vehicles. They asked the Council to explain why they misled their PAT.

This frustration of slow process and inability to reach decisions has taken a toll among the QC members. It happened twice within a four-month period that the QC redefined and rewrote the role and responsibilities concerning the QC, PATs, and the TQM consultant team. The QC meeting records also have showed this frustration of slow process and inability to make a success happen in its TQM program. For example, in the force field analysis at the QC meeting in October, 1996, lack of leadership, poor momentum, and heavy bureau involvement were listed as the negative factors that impeded the process of TQM implementation in the OPD.

In early July, 1996, in order to boost the implementation of TQM in the OPD and to quicken the process of PATs, the QC chartered two additional PATs for working on two "real" issues. The first is the PAT for improving the 911 system. The problem statement is: "To review and make recommendations to improve the lack of coordination between 911 call-takers and

police policies in utilizing the Telephone Response Unit." The second team, the Personnel PAT, is "to study and make recommendations for developing guidelines in the allocation and re-allocation of sworn personnel during extended shortages/crisis situations." The first 911 team had a few meetings late last year, but since then they have not met for quite some time. For the second personnel PAT, it had its problem right from the beginning. Since October, 1996, members of that team have not met and worked on the task given to them.

Currently, with the completion of three PATs (parking, lunchroom, and mail delivery) and dysfunction of the other three (fuel, 911, and personnel), the QC is seeking a way that can boost the morale among its members and restart the momentum of TQM implementation in the OPD. For example, the attendance rate at two recent QC meetings in April and May, 1997 dropped to 50%, the lowest since the inception of the QC in December, 1995. One can summarize some merits and weaknesses of the QC thusly:

1. The OPD successfully created an infrastructure that oversees the implementation of TQM.
2. The QC has a good representation of the department in terms of ranks and positions.
3. The QC is able to establish the rules and procedures concerning the implementation of TQM in the OPD.
4. Three PATs have successfully completed their assignments under the supervision of the QC.
5. Actions are taken based on the recommendations of three PATs.
6. However, the QC is not able to provide enough support for all the PATs.
7. QC is not able to reach consensus on certain issues, impeding the process of PATs.
8. Lack of leadership and the influence of internal politics impede the progress of TQM implementation in OPD.
9. Limited resources available to the agency make some recommendations impossible.

Factors that Correlated with the Effectiveness and Operation of the QC

If the performance of the QC is judged by the minimum standard of effectiveness as discussed earlier, it is a success. However, if it is rated based on the maximum standard, it is certainly not very effective. During my interviews with members of the QC and the PATs they were asked to identify primary reasons to explain why they have the track record they do. To my surprise a single primary factor predominates-- namely, the level of senior management commitment (compounded with other significant issues like available resources and local political environment). In the rest of this section I want to explore some of the reasons why this might be the case. I will begin with a brief introduction of Herbert Simon's theory of "satisficing man" in order to have a better understanding of the information control practiced in a formal, hierarchical organization.

A central thesis of Simon's theory is that the information available for humans to make decisions is commonly limited or incomplete. This means that total rationality based on a comprehensive analysis of cost vs. benefit is impossible in most circumstances. As a consequence, people have to make their judgment and choose their next move largely based on whatever information is readily available. This is even more the case in police agencies in which the organizational design is purposefully directed to block the flow of information by strict adherence to the chain of command and the maintenance of a narrow span of control. As such, the senior management staff logically have more information than the rest of members in the QC. It is true that everyone is equal in the Council, and that each person has only one vote, but the information needed for action is not readily available for the rest of members in the Council. This was reflected in QC meetings in which the senior management staff participated more actively than the

rest members on the Council. This is because they have more information concerning departmental budget, operations, etc. For the rest of members, particularly rank-and-file officers, these topics are entirely new. The normal information channel for ordinary employees is either from orders by a superior or from informal sources which on most occasions are not confirmed. Further, this lack of information or unreliable information force some employees to make their judgement based on whatever piece of information they have available or whatever their personal experiences might be. Here, symbolic interpretation of information becomes very important to judge the level of commitment present among the senior management staff.

For example, a QC member told me in an interview that his faith in TQM was lost when he heard that a deputy chief said that OPD did not have the extra budget available to purchase the refrigerators and microwaves as recommended by the Lunchroom PAT to improve the condition of lunchrooms at different locations. "You said you are going to implement TQM in the department, but you don't have several thousands bucks to buy these, come on," he said. How limited was the budget in OPD? He did not know. Later, the senior management staff found the money and purchased this equipment, but the damage was done. Another example took place early this year when John Packett, the former Aids to the Mayor on Public Safety came to a QC meeting. He had tremendous power at that time to oversee the operation of the OPD. Unfortunately, at that meeting he turned against the implementation of TQM in the OPD. His basic message was that police organizations are paramilitarilistic in nature and should remain so. Therefore, they are not to become more democratic. Anything like TQM is waste of money and resources because it won't work. Generally, the senior management staff was silent when John Packett made these remarks. Finally, it was a member, a police officer, who stood up and said

that if you thought TQM would not work, why should we be here-- let's just quit for good. Only at this moment, did John Packett change his tone and restate his position of how the QC would function. This is another case of symbolic interpretation of the commitment issue.

The final example of this symbolic interaction was in a most recent meeting held in April, 1997. This meeting was related to the local political environment in which the 1997 mayoral election put the OPD in the public spotlight for two long weeks. The department captured the headline news for a 10 straight days. The QC meeting was scheduled for April 17, 1997, a month prior to the meeting. On the morning of that date, QC members went to attend the meeting with 10 members absent. Forty minutes into the meeting, the other six deputy chiefs had to leave for an unscheduled meeting in City Hall. This left the attendance rate to about 45% of its members, without any senior management staff in the meeting.

In addition, members of the Fuel PAT viewed their failure as a result of lack of senior management support. Some of them should have known that the OPD did not budget for the cost of fueling at that time; the other members like rank-and-file officers, would not have known that.

In sum, these are real cases of TQM failure which represent the symbolic interaction dynamics that come into play when employees information is limited. Of course, employees turn to their leadership (top administrators) for needed information. In most cases, they are the people who have the most information concerning the present and future of the OPD. Only by working more closely together can the adverse dynamics witnessed in these examples be overcome for the benefit of the OPD and the citizens of the City of Omaha.

PART III: THE PROCESS ACTION TEAMS

In this part central attention is devoted to the examination of the utility of PATs in the OPD. Particular interests are the research questions relevant here: 1) how do participants view the group process of these PATs? 2) how do they evaluate the utility of the TQM intervention methods they have learned? and 3) what do they think of the TQM implementation in the department?

The PATs represent the core of TQM implementation in the OPD. The actual implementation of TQM aimed at improving the quality of service delivery depends on the success of PATs. According to TQM principles, PAT members should be engaged in activities that directly improve the process or a system located in the organization. In doing so, TQM intervention methods should be applied in order to obtain scientific results. These activities should be carried out in an environment in which mutual trust prevails.

The first four PATs were formed in late March and early April of 1996. Each team had a relatively clear goal to achieve. For example, the existing document with respect to the chartering of the Parking Improvement PAT contains the following information:

Team Name: Police Facilities Parking Process Action Team

Assignment: To study and recommend improvements for parking at police facilities.

Problem Statement: The issues/problems that have been identified by the Quality Council include the following:

- * Inadequate use of available parking at police headquarters
- * Inadequate parking at some off-site locations
- * Parking signs and striping neglected
- * Improper use (i.e., storage) of parking areas
- * Assigned parking (city vehicles) versus open parking (employees' vehicles)
- * feasibility of obtaining additional parking

PAT Guidelines

1. Shall attend PAT training scheduled for April 16-17, 1996.
2. Shall obtain input from all affected stakeholders.
3. Shall agree to complete this project within three to six months of the chartering.

PAT Meetings

The PAT team members will be responsible for developing a meeting schedule which takes into consideration all members' schedules, as well as the associated meetings' costs (i.e., overtime). When the meeting schedule is developed, consideration will also need to be given to the Quality Council meeting schedule in order to ensure that selected PAT members are prepared to give updates to the Quality Council on designated dates.

Other written policies also specify the reporting system between PATs and the QC, the scope of each project, etc. The information above suggests that a PAT is essentially a self-directed team with members from different stakeholder bureaus in the department. Generally, the process that a PAT attempts to improve has a direct impact on these bureaus. This is consistent with the TQM principle that employees engaged in quality improvement activities should be those who are related and/or directly affected by that process because they have the expertise and the motivation needed to accomplish the task. For example, two members of the Parking PAT are from OPD Facilities/Fleet Unit which is responsible for maintaining the parking facilities in the OPD. Each PAT is led by a PAT champion who is responsible for keeping the PAT moving, arranging training, and overseeing the actual problem solving activities. Usually, a PAT champion is a member of the QC who can keep both sides up-to-date concerning the activities of each side.

Group Process of PAT

The group relationship among members of the first four PATs is generally cooperative and friendly. This is mainly because they were very much excited about the opportunity to improve something in the department which had gone unattended to before this kind of format for action was available. This is consistent with the TQM philosophy that the empowerment of employees in the process of continuous improvement can motivate them and get the task accomplished. In my interview with individual PAT members I found that about 60% of them belong to this highly motivated group. For example, the Lunchroom PAT met several times in restaurants during lunch time to explore the strategies that they should adopt for improving the lunchroom facilities in the OPD. This amicable relationship in each group is self-evident when some members in each group would volunteer to do some work like preparation for a survey or distribution of survey instruments among employees, particularly during the first few months after the chartering of a new PAT.

Two out of four PAT champions are deputy chiefs in the OPD. During my conversation with the members and during field observation, I observed that the relationship between the two deputy chiefs and their PAT members are quite amicable. Everyone is generally free to express their opinions and look for ways to improve the process by using intervention methods. It seems evident that when the PAT members meet and work with an individual deputy chief, the group environment can be characterized as open and frank. Everyone seems to leave their rank at the door, as required in the TQM process. This is somewhat different from the QC meetings where a large presence of all senior management staff make a few QC members feel uneasy; several of them pointed out this during these interviews.

On the other side, there is a primary defect with respect to this group oriented approach. That is, when a task is carried out through voluntarism, people who are not highly motivated or do not have the knowledge required are usually excluded from the group. Nothing will happen to those who choose not to participate. In a certain sense, this is also a natural selection process when people who share similar views and have the ability of getting the work done become the core of the PAT. For example, in the interview process, I found some PAT members I had never met before. They told me that they dropped out of the group because nobody had told them about the meeting date, or they personally had problems with a few other members. About 30% of all PAT members belong to this alienated or inactive group. This means that group activities organized on a voluntary basis will have this problem as long as strict supervision or an assistance mechanism is not present. However, members choose not to enforce the rules because what everyone does is beyond his/her job description.

Application of TQM Intervention Methods

A core component of TQM is the intervention methods used such as brainstorming, flow chart, Pareto chart, etc. This component is important because quality improvement is based on the use of scientific methods in data collection and analysis. It is stated that recommendations derived from scientific findings are more reliable and convincing. Applying intervention methods to a law enforcement organization is a major problem in that most of these TQM philosophy statements, principles, and intervention methods are new to police employees; neither the police academy or other in-service training offers curricula on this kind of topic. In addition, the traditional training curriculum is at odds with the principal assumptions of a democratic model of

policing. Overall, it might be fair to say that the organizational environment in a law enforcement agency is one of the least favorable places in which someone may want to apply these TQM intervention methods. Given the issue raised above, the application of TQM intervention methods among PATs becomes a very important research issue in this evaluation. Here are several major findings concerning the application of TQM intervention methods in OPD PATs.

1. PAT members can effectively use TQM intervention methods if they are provided with strong technical assistance. The TQM training they received on intervention methods is not adequate for them to work independently, particularly in the survey and data analysis areas.

The first three PATs (parking, lunchroom, and mail delivery) have generally followed the procedures members learned from TQM training. That is they worked through a brainstorming exercise and developed a flow chart to identify the major components in the process of an area designated for improvement in OPD. Then, by use of survey and/or field trip, they collected data and identified out the weaknesses or problems in the process that needed improvement. Finally, they used the Pareto chart to rank order problems deserving their attention. For example, all three PATs have used survey methods and field trips to obtain the information needed. However, these PAT members have a difficult time developing a survey instrument and analyzing the data gathered.

For example, after a field trip to all the facilities in the OPD, the Lunchroom PAT decided to conduct a departmentwide survey to find out what OPD employees thought about their lunchroom environment and what they wanted to have there. They designed their instrument by using open ended questions. The survey was warmly received by OPD employees. Within the two weeks after the survey instrument was sent out, they received 576 returns, roughly about a 70% return rate. However, at that time they realized that solely relying on open-ended questions

is not really what they wanted. They also needed some other types of quantitative analysis for comparison purposes among different locations. However, none of the members from these three PATs knew how to use computer software (e.g., SPSS) to analyze the data they collected.

At that time two faculty members from the Department of Criminal Justice at University of Nebraska--Omaha were involved with the three PATs. They helped them in the data entry and data analysis activities. Similarly, they worked with the lunchroom PAT to transfer the open-ended questions into a numerically coded dataset. Without this timely assistance, it would be very difficult for the members of the three PATs to accomplish the most crucial part of their analysis. This also brings up a great concern in the implementation of TQM in the OPD: the availability of technical assistance generally.

2. Based on the issue discussed above, it is important to suggest that TQM consultants or someone who is designated to facilitate PAT activities should be available whenever he/she is needed to assist in plan and action work.

The two consultants from the JPMA are from the State of Maine. Generally, their on-site visit is scheduled every other month. The duration of these trips generally is about a week. Most activities are arranged during the week when the consultants are in town. It is a great help when they are available to answer questions during these training sessions. However, if they are not available it becomes very inconvenient for PAT members if they need some help. It is my observation that 16 hours in intervention training is good for them to understand the very basics of intervention methods such as various types of methods and their functions. However, it is far from enough to ask PAT members to accomplish an independent project by using these methods without immediate assistance during the first few months.

3. The QC and PAT should strictly enforce the rules in terms of supervision, technical assistance, and communication.

There are plenty of rules established by the Quality Council concerning these three issues. However, very few of them are strictly enforced primarily because all employees involved with TQM are on a volunteer basis. This means that they are beyond the control of departmental rule and regulations as when they do their regular job. For example, none of the three teams completed their respective projects within the specified 3 to 6 month period. Postponement of actions is often agreed to because there is no real time line to accomplish a project for either side.

4. New procedures of intervention methods should be explored in order to shorten the time required to complete a project.

It is a common consensus among PAT members that the TQM process is too long. This is particularly true for a police organization where a six-month project seems to be the boundary of tolerance level. However, if the project uses all the TQM intervention methods, the whole process of problem solving will take at least six months. This is true for the three PATs which followed TQM procedure and sequence of its methods very closely. Is there any way to shorten the length of the process? This is important because the longer a project goes on, the greater the risk of breeding lack of enthusiasm among PAT members.

5. Time allocation and reward systems should be developed to reward the participants and encourage future participation.

Problem solving activities take a lot of time. Though it might be reasonably assumed that people are altruistic and willingly to work for a common causes the question is where is the boundary line of willful compliance? All the PAT members interviewed indicated that they are busy in their work. If they do not do it either someone else has to do it or it will be waiting for

them. In order to keep the momentum of TQM implementation it may be necessary for a member to attend PAT meetings twice a month. For them this means a substantial commitment plus the preparation of assignment prior to a scheduled meeting. This also means that the more complicated the process of TQM intervention, the more time a PAT member has to spend on it. Time is a double-edged weapon. On the one side you need sufficient time to do a good job. However, more time devoted to TQM equals less time for your job or leisure time because TQM is not part of a PAT member's regular job description. Further, most members on the 911 PAT interviewed identified the primary reason that they had not met during the Winter of 1996-- namely, lack of funding for overtime pay. It is quite understandable that few employees would have the motivation to attend a meeting if they have finished a night shift and were tired.

There are some rules developed by the QC concerning the overtime issue but they are incomplete-- particularly when PAT members are concerned. A primary obstacle for the implementation of Community Oriented Policing is the balance between traditional services like responding to 911 calls and problem solving activities. The same is true in the implementation of TQM in OPD. In addition, reward systems should be developed to ensure that employees contributing to the successful completion of a project are rewarded, either in terms of recognition or monetarily. In sum, the use of TQM intervention methods in problem solving activities is fully possible if the issues addressed above are taken into consideration.

PART VI: THE INFLUENCE OF TQM IN THE OPD--EMPLOYEE PERCEPTION FROM A RANDOM SAMPLE OF STAFF

There are about fifty employees who are directly involved with TQM implementation, either on the QC or a PAT. The majority of them have received different levels of training. For example, all the sergeants and lieutenants have received about two days of training while employees from the crime lab, traffic, front desk, and support unit have attended over eight hours of TQM training. For the rest of the department's employees, a two-hour training on TQM was completed in May, 1996. Are they aware of the implementation of TQM in the department during last 18 months? How do they view TQM? Do they believe a democratic model of policing will eventually prevail in the OPD? With these research questions in mind I interviewed 30 employees in the department. Here are some primary findings.

1. Most employees have a very narrow understanding of TQM but they unanimously support the philosophy of TQM.

My first question in each interview began with "To your best knowledge how do you define Total Quality Management?" A majority of employees interviewed defined TQM as an approach that seeks the input from ordinary employees in policy formation. Because of this they believe that TQM is good. In the interview I noticed that most employees do not have a lot of demand with respect to the organizational change in the agency because this is a paramilitaristic agency and has a tough mission to accomplish. However, departmental policies will become stronger if they have the support from rank-and-file officers who work in the street. This is because they are the people who enforce these policies. Most employees from that random sample do not believe a full scale implementation of TQM is going to take place in OPD.

2. The employees in the random sample have little knowledge regarding the implementation of TQM in the OPD.

Most employees in the random sample have very little knowledge concerning the implementation of TQM in the OPD. Despite the hard work of TQM participants, it is difficult for employees to name these PATs and recall training information. If there are some PATs they are aware of they are the Parking PAT and Lunchroom PAT because the parking lots at the central office have been redesigned. Some slots were eliminated and the diagonal parking on the side street replaces the parallel parking.

3. Both the employees and TQM participants are at fault for the lack of interest in TQM.

A primary reason for the lack of interest is police organizational culture. The organizational culture in a police agency is not promotive of innovation or change. This has been well documented by both scholars and practitioners of policing across the nation. This is why the institutionalization of COP is so difficult after over 15 years of its implementation. Numerous COP programs are reported to be implemented in many law enforcement agencies. However, few of these police agencies are successful at changing the traditional culture of policing. This is similar in the OPD where many employees take a defensive stance toward any change if it is not directly law enforcement related. Phrases to describe this lack of interest include 1) "It is the program of the month"; 2) "I have seen all that before"; and 3) "Nothing will change eventually." This negative culture toward anything new is so pervasive, that some employees do not realize that they need to change their views and values, as well. For example, in the interview a considerable number of employees stated that they had heard nothing about TQM because the information was not available. When I pointed out that there had been five OPD Newsletters with

TQM information sent out during the past five months, a typical reply would be "I have never seen them or know who publishes it." Then I asked if they were aware that three of these five newsletters were sent out together with their paycheck. "Oh, I must have missed it."

TQM participants are at fault as well because many of them do not actively go out of their way to sell TQM. Some of them are afraid of being laughed at. Others believe that the organizational culture is against TQM, hence there is little to be gained by getting critical about the prospects for TQM. The minutes of the QC meeting show that more than one QC member is concerned with his/her fellow employee's view on TQM-- namely, that it is a waist of time. Failure on both sides prevents the TQM information from reaching a broader audience.

PART V: CONCLUSION AND RECOMMENDATIONS

This evaluation examines the extent of TQM implementation in the OPD. Three areas are the primary focus, including planning and training, structural change, and the actual problem solving activities attempted. A few independent factors are also discussed with respect to their contribution to the implementation of TQM in the OPD. These are the availability of resources, the role of leadership, and the role of the traditional organizational culture. Regarding the extent of TQM implementation, the findings show that the OPD was successful at the beginning of implementation. Planning and training activities were well received and carried out. TQM training generally was well received by these employees who received over 8 hours of training; they seem to agree with the philosophy of TQM. However, the two-hour introduction of TQM did not achieve the goals as anticipated, partially due to the prevailing negative organizational culture, partially due to the lack of training among trainers, and partially due to the slow pace of

TQM implementation in the OPD. In terms of change in organizational structure, a Quality Council was successfully established to supervise the process of TQM implementation. A total of 18 meetings have been held by the Quality Council, and a number of PATs have been created and the necessary rules for operation have been established. At this point it is a success. However, the QC has also been criticized for its inability to push the reform further. It has not provided sufficient support for a few PATs when such support was needed. As a result, half of the PATs failed to reach their objectives. The dynamic political environment, lack of senior management commitment, and limited resources are mentioned by QC and PAT members as having had strong negative impacts on the Quality Council. Finally, technical assistance and reward systems should be established in order to facilitate the problem solving activities undertaken in the OPD. Based on these findings here are a few specific recommendations:

1. The Process Action Team's focus should be narrowed to a single bureau, not pursued department-wide. When an issue is cross-bureau, the implementation becomes difficult if not impossible. The failure of the Personnel PAT is one such example.
2. The senior management staff⁶ need to show their commitment by working on several "tough" issues facing the department. If these issues can be solved by the efforts of PATs it can win a substantial number of employees.
3. Extra resources should be put aside for making changes if a PAT's recommendations are adopted. Prior to chartering a PAT, the QC should make it clear what resources are available.

⁶ It is important to point out that there is no consensus among the senior management staff with respect to the utility and future of TQM in the OPD. Some of them like TQM and believe there is a great potential for TQM in this department. Others don't like it, believing that a police organization will not be able to accept the concept of TQM. This observation is based on my interviews with every member of the senior management.

4. The method to disseminate the information concerning TQM implementation should be changed. Participants should be actively involved from senior management staff at the top to individual employees at the bottom with the dissemination of information. New methods need to be explored and enforced.
5. The organizational culture can not be changed within a short period of time. But if the above recommendations are adopted there will be more supporters of TQM than the opponents.

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APPENDIX B: TQM Training Sessions Offered to OPD Employees

Employees	Contents of Training	Time
160 supervisors (Sgt. and above)	Group process TQM overview	8 hrs (6-10/11/95)
Senior management	Team building	16 hrs (6-7/12/95)
Trainers	Train the Trainers	8 hrs (8/12/95)
QC members	TQM overview	8 hrs (11/12/95)
Senior Management	High Performance Team Building	8 hrs (8/1/96)
QC members	Communication/group process TQM/supervision	16 hrs (9-10/1/96)
Senior management & 12 lieutenants	Stephen Convey's "Seven habits of highly effective people" (1)	8 hrs (30/1/96)
QC members	TQM structure and supervision	16 hrs (8-9/2/96)
QC members & TQM trainers	"Quality Approach" at Offut Air Force Base	16 hrs (14-15/2/96)
TQM trainers & some QC members	Information concerning TQM at First Data Sources	3 hrs (28/3/96)
TQM trainers & some QC members	TQM trainer session	8 hrs (9/4/96)
Senior management	Team building	8 hrs (11/5/96)
PAT members	TQM overview & intervention methods	16 hrs (16-17/4/96)
Sergeants (1/3rd)	Team building and quality management	8 hrs (18/4/96)
Senior management & 12 lieutenants	Stephen Covey's "Seven habits of highly effective people" (2)	8 hrs (18/4/96)

All OPD employees	TQM overview	2 hrs (29/4-8/5/96)
Senior management	Team building workshop	8 hrs (4/6/96)
All the support staff	Team building workshop	8 hrs (5/6/96)
Sergeant (1/3rd)	Team building workshop and quality management	8 hrs (6/6/96)
Senior management, capt. & lieutenants	Application of TQM-- priorities/problem in OPD	8 hrs (7/6/96)
Selected Command	Stephen Covey's "Seven Habits of Highly Effective People"	24 hrs (12-14/6/96)
Senior management	Team building workshop	8 hrs (12/7/96)
Sergeants (final 1/3rd)	Team building workshops for quality management	8 hrs (20/8/96)
All PAT members and any interested	TQM Intervention methods & questions and answers	16 hrs (22-23/8/96)
Senior management	Team building workshop	8 hrs (15/10/96)
All PAT members	TQM methods and application & questions and answers	8 hrs (16/10/96)
Support staff and senior management	team building workshop	4 hrs (21/10/96)
All captains, lieutenants & non-sworn managers	TQM: "Customer Service Training"	8 hrs(17-21/1/97)
Employees from R & D/ Crime Lab/Detention	Team building work shop & TQM intervention methods	8 hrs (18/1/97)
Employees from Training/ Traffic/Crime prevention units	Team building workshop	4 hrs (20/1/97)

TABLE 1: DEMOGRAPHICS OF SURVEY RESPONDENTS IN THE OMAHA POLICE DEPARTMENT

Age

24 - 29	67	14.5%
30 - 39	187	40.4%
40 and +	209	44.1%

Total	463
Missing	14

Ethnicity

Caucasian/White	354	81.1%
Black	53	12.2%
Hispanic/Native American	25	5.3%

Total	433
Missing/Other	44

Gender

Male	310	68.3%
Female	141	31.3%

Total	451
Missing	26

Highest Level of Education

High School	63	13.5%
Some College/AA	187	40.2%
B.A. Degree	153	32.8%
Graduate course/M.A.	62	13.3%

Total	465
Missing/Other	12

TABLE 1: DEMOGRAPHICS OF SURVEY RESPONDENTS IN THE OMAHA POLICE DEPARTMENT (CONTINUED)

Sworn and Non Sworn Employees

Sworn	361	77.3%
Non-Sworn	106	22.7%

Total	467	
Missing	10	

Sworn Employees--Ranks

Officer	269	74.9%
Sergeant	61	17.0%
Lieutenant and Above	29	8.1%

Total	359	
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Non-Sworn Supervisor or Not

Nonsupervisor	93	83.0%
Supervisor	19	17.0%

Total	112	
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Years of Service in OPD

Mean of Years	12.0	
	(8.4)	

TABLE 2: JOB DIAGNOSTIC SURVEY SCALES--COMPARISON

Job Dimensions	OPD	Police Dept A	Police Dept. B
Skill Variety	5.32	5.56	5.09
Task Ident.	4.35	4.35	4.15
Task Signif.	5.82	5.84	5.77
Autonomy	5.13	5.55	5.46
Feedback	4.36	4.83	4.39

1 _____ 7
Lowest Highest

TABLE 2-1: JOB DIAGNOSTIC SURVEY SCALES: SWORN VS. NON-SWORN EMPLOYEES

Job Dimensions	Sworn Employees	Non-Sown Employees
Skill Variety	5.35	5.23
Task Ident.	4.30	4.51
Task Signif.	5.81	5.88
Autonomy	5.24	4.74
Feedback	4.26	4.68

1 _____ 7
Lowest Highest

TABLE 3: WORK GROUP PROCESS

Scales	OPD	Sworn	Non-Sworn
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Group Goal Clarity

Mean	5.4	5.3	5.6
(SD)*	(1.3)	(1.3)	(1.4)

- a. My groups knows exactly what things to do.
- b. Each member of my work group has a clear idea of the group goal.

Group Process

Mean	3.9	3.9	3.7
(SD)*	(0.9)	(0.9)	(1.1)

- a. We tell each other the way we are feeling.
- b. My coworkers are afraid to express their real views. (reverse coded)
- c. In my work group everyone's opinions get listened to.
- d. If we have a decision to make, everyone is involved in making it.

1 _____ 4 _____ 7
 Strongly Disagree Undecided Strongly Agree

TABLE 4: ROLE OF IMMEDIATE SUPERVISOR

Scales	OPD	Sworn	Non-Sworn
--------	-----	-------	-----------

My Supervisor--Help

Mean	5.0	5.0	4.8
(SD)*	(1.4)	(1.3)	(1.6)

- a. Makes sure subordinates have clear goals to achieve.
- b. Make sure subordinates know what has to be done.
- c. Makes it clear how I should do my job.
- d. Helps me solve work-related problems.
- e. Helps me discover problems before it gets too bad.

My Supervisor--Decision Making

Mean	4.0	4.1	3.7
(SD)*	(0.9)	(0.9)	(1.1)

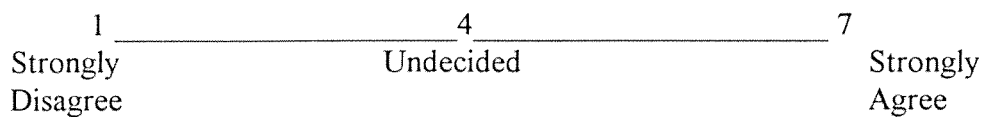
- a. Makes most decisions without asking subordinates their opinions.
- b. Makes important decisions without their real views.

1 _____ 4 _____ 7
 Strongly Disagree Undecided Strongly Agree

* (SD) Standard Deviation

TABLE 5: ORGANIZATION AS A WHOLE

Scales	OPD	Sworn	Non-Sworn
<i>Centralization of Decision Making</i>			
Mean	5.4	5.3	5.6
(SD)*	(1.4)	(1.4)	(1.4)
a. Major decisions are very centralized. b. formal Policies and rules govern most activities at OPD.			
<i>Organization Development</i>			
Mean	3.5	3.4	3.9
(SD)*	(0.9)	(0.9)	(1.0)
a. Long-term planning is neglected (reverse coded) b. People working in OPD share a common definition of its mission. c. Top administrators have high credibility.			
<i>Planning and Innovations</i>			
Mean	3.5	3.4	3.7
(SD)*	(1.0)	(1.1)	(0.9)
a. OPD tries new activities or policies, but not until others have found them successful (Reverse coded). b. OPD is likely to be first to try new activities or policies.			



* (SD) Standard Deviation

TABLE 6: OPD MAJOR OBJECTIVES--WHERE CURRENT EMPHASIS GIVEN VS. WHERE EMPHASIS SHOULD BE

Items	Emphasis Given	Emphasis Should Be	Diff.
Controlling violent crimes	6.15	8.79	-2.64
Controlling social disorder	5.33	7.68	-2.35
Provision of services	6.02	7.60	-1.58
Community Policing Philosophy	6.52	5.11	+1.41
Crime prevention programs	7.17	5.22	+1.95
Improving police community relat.	6.24	7.07	-0.83
Improving police minority relat.	6.01	6.83	-0.82
Improving communication through ranks	3.56	8.32	-4.72
Improving training to meet the demands	4.13	8.84	-4.71
Improving technology	3.60	9.19	-5.59
Strategic planning	5.06	7.53	-2.47

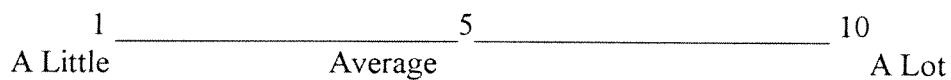


TABLE 7: OPD MAJOR OBJECTIVES--WHERE CURRENT EMPHASIS GIVEN VS. WHERE EMPHASIS SHOULD BE (SWORN EMPLOYEES)

Items	Emphasis Given	Emphasis Should Be	Diff.
Controlling violent crimes	6.01	8.63	-2.62
Controlling social disorder	5.34	7.61	-2.27
Provision of services	6.13	7.39	-1.26
Community Policing Philosophy	6.64	4.54	+2.1
Crime prevention programs	7.32	4.54	+2.78
Improving police community relat.	6.44	6.77	-0.33
Improving police minority relat.	6.28	6.50	-0.22
Improving communication through ranks	3.55	8.14	-4.59
Improving training to meet the demands	4.19	8.77	-4.58
Improving technology	3.59	9.11	-5.52
Strategic planning	5.15	7.34	-2.19

1 _____ 5 _____ 10
A Little Average A Lot

TABLE 8: OPD MAJOR OBJECTIVES--WHERE CURRENT EMPHASIS GIVEN VS. WHERE EMPHASIS SHOULD BE (NON-SWORN EMPLOYEES)

Items	Emphasis Given	Emphasis Should Be	Diff.
Controlling violent Crimes	6.66	9.34	-2.68
Controlling social disorder	5.30	7.90	-2.60
Provision of services	5.64	8.32	-2.68
Community Policing Philosophy	6.09	7.03	-0.94
Crime prevention programs	6.66	7.54	-0.88
Improving police community relat.	5.57	8.11	-2.54
Improving police minority relat.	5.08	7.79	-2.71
Improving communication through ranks	3.58	8.96	-5.38
Improving training to meet the demands	3.91	9.08	-5.17
Improving technology	3.63	9.45	-5.83
Strategic planning	4.75	8.19	-3.44

1 _____ 5 _____ 10
A Little Average A Lot