

**Application of Principles of Total Quality
Management(TQM)
in Government Office Administration**

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Preface

The twenty-first century is the era of the Quality integration for customer satisfaction. An organisation be it public or private can not survive prosper, and flourish without providing quality service and product to its respective customers. Continuous cost reduction, productivity and quality improvement have proved essential for organisation to stay in operation and ahead of competition. We can not avoid seeing how quality has developed into the most important competitive weapon, and many organisations have realised that Total Quality Management (TQM) is the way of managing for the future. TQM is far wider in its application than assuring product or service quality it is a way of managing organisations to improve every aspect of performance, both internally and externally.

The increasing acceptance and widespread adoption of TQM throughout the world demonstrate that the quality movement has got tremendous scope for utilization and essential for organisational development in public sector. This study is a pioneer attempt in Bangladesh to highlight conceptual ideas of Total Quality Management and how this idea could be implemented in the public sector on the basis of the standard principles and their strategies. It also examines the scope of application of TQM principles in managing and conducting Government office administration. Besides, the study further attempts to identify the applying techniques, procedures and figure out a few strategies as to how these principles could be applied in Bangladesh context. Recommendations are provided on the basis of the analysis and interpretation of the data.

We believe that this study would meet the long-felt-need of various scholars and professionals interested in applying TQM principles in public sector. Findings of the study could be utilized as policy options for the government and would serve as a reference material of Total Quality Management for the interested trainer and researcher and inspired them to undertake further study in future.

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Chapter-I

1.0 *Introduction*

1.1 The failure of government administrative reforms, restructure and productivity efforts to improve the quality of public service has prompted calls for the complete overhaul of management procedures. Increasingly, elected politicians and people recognize that administrative reforms and productivity enhancement efforts do not lead to improved service quality. Despite persistent calls for reform, few governments have thus far from succeeded in simultaneously improving service quality, increasing productivity, and reducing costs. Reform efforts initiated by the past governments have proven to be ineffective in motivating employees to provide continually quality service to the nation. As a result, many governments are examining whether current management system should continue or there are alternative methods of service delivery that are more responsive the clients needs as well as being more cost-efficient and effective(Mohan Kaul 1998).

1.2 Given this situation Total Quality Management (TQM) is considered as a new management philosophy and potential intervention that allows public managers to develop individual performance and increase the capacity of organization -wide cooperation and process improvement. It is an integration of all process and functions of an organization in order to render best possible service to the customer. The current benefits received by the interested organisation in applying TQM principles to the public services provides a promising model for launching a Total Quality Management (TQM) improvement strategy for the public sector at all levels(Hradesky 1995).

1.3 Research on public-sector quality and productivity improvement has stressed the use of such externally imposed methods as goal setting, decision making, individual performance appraisal, and program evaluation to achieve public priorities. To increase employee output, past government efforts have emphasized such techniques as ranking for pay purposes, merit increases, and bonuses. But these methods have neither increased productivity nor eliminated citizen complaints of inefficient or ineffective services, wasted resources, or lack of responsiveness by public employees.

1.4 To sustain a long-term quality improvement effort and basic systemic changes, coupled with new management practices, are needed. Improving service quality without increasing costs is more difficult to achieve in the public sector than it is in the private sector because elected officials constantly must attempt to balance the multiple, and conflicting goals of diverse interest groups. Moreover, public managers typically operate in a noncompetitive environment with far less control than their private-sector counterparts in defining and controlling markets. Thus, simply privatizing public-sector functions is unlikely to achieve service quality improvement.

1.5 The need for reductions in expenditure coupled with the persistently poor performance of public services was eroding confidence in the abilities of the government and the state-owned enterprises to provide the necessary goods and services for citizens. Government services have acquired a negative impression worldwide, with a few notable exceptions for poor services products and reactive attitudes.

1.6 At the same time, the public is demanding more transparency, accountability and integrity from government and calling for greater inclusion in political and bureaucratic decision-making. There is a common perception amongst the citizen that government should be run like a business with a focus on efficiency rather than voluntary service. While this may indicate a lack of public appreciation of the role of government and the importance of fairness, consistency and adherence to democratic principles. It may also reflect a failure on the part of government to demonstrate clearly how it adds to social and economic value and what results it has achieved. This has left the public service vulnerable to criticism and has added to its negative image and created a scope for adopting new management ideas.

2.0 *Scope of the Study*

2.1 The idea of quality management originated in the private sector of Japan but has become increasingly relevant to government as rising expectations have highlighted areas of unacceptably low standards of service to the public, to officials, and to politicians. Increasingly in Commonwealth countries, the reputation of government is improving through the application of quality management approaches within the public service. Improvements in quality require improvements in human resource management, with an emphasis on leadership, team-building and performance management; and restructuring, particularly organisational changes leading to flatter pyramids and improved communications (Mohan Kaul, 1995).

2.2 During the past two or three decades, total quality management (TQM) has had a major impact on business management practices, and has been adopted by such high profile corporations as General Motors, Motorola, and Xerox (Gabor, 1990). More recently, TQM has begun to spread to many government organizations. TQM has even been endorsed by the American President, Bill Clinton who said, *"Reasserting our leadership will require a firm commitment to total quality management and the principle of continuous improvement ... Quality improvement principles apply ... to the public sector as well as private enterprise"* (Carr and Litman, 1997).

2.3 Total Quality Management (TQM) concept and its principles are now being employed extensively to improve a wide range of service organizations, federal executive agencies, hospitals, and public utilities, as well as state and local governments. TQM recently has been designated the official management-improvement system for all federal executive agencies. Since 1988 the U.S. Office of Management and Budget (OMB) has provided leadership for a joint public and private-sector quality improvement effort. The Federal Quality Institute (FQI) was also established in 1988 to assist federal executives in their quality-improvement efforts. While too numerous to describe in detail, many other public agencies, nonprofit, and service organizations are involved as well. In California a legislative task force has established a statewide quality award.

2.4 Countries of North America, Western Europe, Australia, New Zealand, Japan as well as dozens of Asian countries quality councils are being established to promote a political environment for total political and administrative quality improvement. Application of TQM principles by central, provincial state, and local government responds to citizen demands of better service quality, improves government's ability to effectively solve public problems, and provides a promising model for altering future public management practices.

2.5 Such enthusiastic endorsements suggest that TQM can be transferred from the private sector to the public sector with little modification. It will succeed in the public sector and indeed have a useful role to play in government, if it is substantially modified to fit the public sector's unique characteristics. Increasingly, public officials are recognizing the fact that externally imposed; individually based productivity-enhancement efforts do not automatically lead to service quality improvement. Yet, there is a way for public managers to reward truly

extraordinary individual performance, while enhancing the capacity for agency-wide cooperation and continuous process improvement. (Swiss, J.E, 1992,)

3.0 *Global Trend toward Quality System*

3.1 Growth of these important contributions laid the foundation for the complete integration of quality not only in Japan but also in Europe and North American business operations. A number of research studies have been undertaken to find out the global trend toward using quality system in developing countries. Amongst which an American Society for Quality Control (ASQC) survey confirms significant movement in this direction and places more emphasis on the achievement of quality movement. Beside, some of American's most prominent quality experts support the idea that remarkable changes occurred in the decade of 1980s when a revolution in quality improvement drive has been initiated. People started to believe that quality improvement applies every segment of the organisation and is a powerful tool for cultural change, rather than other way around. The experts also note the dramatic and positive result of quality improvement practice in both public and private organisations.

3.2 The real source of these positive result and key trend was the introduction and widely growing acceptance of Company Wide Quality Improvement (CWQI) programs globally. In general, this concept promotes participation by all departments and all member of an organisation for every work process. More specifically, it provides a transition of ideas to bring widening attention to company wide opportunities for performance improvement.

3.3 The increased acceptance and widespread adoption of TQM indicate that quality movement has got wide utilisation scope and is essential in all organisations and the paradigm of TQM applied to all enterprises both production and service. Government agencies and departments both developed and developing countries have also joined the movement. A survey report published in 1992 by US General Accounting Office, 68 percent of the Federal Organisation have some kind of TQM effort. More than 700 Federal Programme are expected to be initiated the TQM in the next years. Oregon State University is the among academic institutions to make a commitment to adopt the principle of TQM throughout the organisation. Human Resources Professional report shows that TQM initiative taken by the organisations are receiving excellent result than they have in the past.

4.0 *Quality implication for Public Sector in Bangladesh*

4.1 Bangladesh like other South Asian countries have been recognised by the World Bank that her public sectors control and interference in socio-economic as well as political activities is inefficient. Loss making public enterprises, bureaucratic entanglements budgetary weaknesses and ill-equipped civil service hold back the momentum of changes as well as quality improvement. For example State-owned enterprises incurred a loss of Tk.20 billion in fiscal year 1993 which is *equivalent to 27% of the Government's Annual Development Program, 45% of Project Aid disbursements and 2% of GDP. It was twice the amount spent on education and seven times that on health.* With that Tk.20 billion Grameen Bank could have provided loans to 7 million poor people, while the Government could have financed the Jamuna Bridge like infrastructure project once every 18 months. Given this situation, *reforming, redesigning the overall administrative management is not only essential but also imperative.* Meeting this monumental challenge Bangladesh requires a coherent and purposeful TQM vision among country's leaders and bureaucrats as in case of Malaysia.

4.2 The public sector is known as the main engine for overall growth of a country, it faces the same stiff competition as in the private sector. Particularly those are engaged in rendering services and production are encountering same forces of quality driven competition that have been and continue to confront in national and international market. But the "*quality revolution*" has encouraged the public sector's to introduced and adopt the *Total Quality Management (TQM)* in its respective organisations. In the meanwhile, both home and abroad more and more public sector's organisations are applying the quality improvement programmes of their own. And the given organisations have been realising that the management quality is a critical driven by growing need for quality service movement.

4.3 Within the framework of TQM, it appears that there are many possible routes to the actual achievement of quality improvement in public sector. To explore the extent of its relevance as well application in the public sector. *Total Performance Management (TPM) Behavioural Observation Scales (BOS) and Management by Objectives (MBO)* are considered as three successful approaches appropriate for managing the quality performance and service in public sectors. Before applying these approaches make sure to learn something from each of these shared experiences, and it is possible most of them have special implication for a particular

organisational need. An attempt has been made in the study to apply these approaches in our country context.

5.0 Objectives of the Study

5.1 The present study is an attempt to examine the scope of application of Total Quality Management principles in government office administration. It also attempts to identify the application techniques of TQM principles in public sector that would be most appropriate for Bangladesh situation. Finally, some policy options followed by recommendations have been put forward on the basis of the findings of the study.

5.2 More specifically following are the objectives of the present study:-

- a) to identify the scope of application of Total Quality Management principles in public sector in general and government office administration in particular.
- b) to figure-out the application techniques and procedures of total quality management principles in government office.
- c) to propose a few strategies as to how these principles could be applied in all public sector for providing quality service to the customers achieving sustainable development, and
- d) to identify the appropriate policy options and recommendations in order provide an action plan of implementation.

5.3 Moreover, the result of the study would presumably, be serve as a training inputs on total quality management and also serve as policy options for taking appropriate decision of applying TQM principles in government offices.

6.0 Methodology

6.1 This study is primarily based on the data collected from the field survey. In order to find out most relevant information the authors of the present study have adopted following methods, which are not only appropriate for present study but also reasonable within the specific period of time. No single method is comprehensive enough to cover and highlight all the aspects of a study, as each and every method has its own strengths and limitations

6.2 In order to collect the maximum information from the respondents open-ended questionnaire has been used for collection of primary data. While secondary data is mainly collected from published documents, research reports and books available in the library. Moreover, relevant books, articles and professional reports have been consulted in order to have the broad idea about proposed issue as well as to formulate conceptual framework of the proposed study. In addition, both formal and informal discussion with concern government and non-government officials were held to have their valuable opinion about the possibility of TQM application and appropriate techniques in the public sector.

7.0 *Plan of Presentation*

7.1 The present study is planned to present its entire subject matter into four chapters. First chapter deals with the background, importance and justification as well as scope of the present study. Chapter-II deals with the application techniques and procedures of total quality management principles in government officials. Chapter-III attempts to examine the prevailing strategies used by the public sectors of different countries as to how the TQM principles would be apply in public sectors for providing quality service and production in order to satisfy the customer expectation. While chapter-IV highlights the appropriate policy options and recommends the ways and means by which total quality management principles can easily be applied in public sector.

Chapter-II

2.0 *Findings of the Survey*

2.1 The Governments across the globe have recognized that a paradigm shift from a '*process oriented*' administrative system towards a '*result oriented*' management system has been established. Government of Bangladesh (GOB) unlike other Governments of the world are desperately searching for the appropriate ways for improvement in the public sector. Amongst the various choices the performance based approaches for example increasing productivity and customer satisfactions have been identified as the major issues for rendering quality service and production in the public sector. The present chapter is an attempt to figure-out the application techniques and procedures of total quality management principles in government office.

2.2 TQM experts and professionals strongly endorsed the view that the Government departments/organizations can successfully implement the TQM if they can create conducive works environment. To create such an environment, Government departments/organizations should follow certain management *principles*. These principles have in the meantime been adapted by various government organizations throughout the world and found those organizations are harvesting benefit of it, and considered by the experts as a universal in nature and is applicable in any Government departments/organizations. The number of principles so far available in the standard literature varies from five to fifteen. In the present study seven most widely practiced and most commonly applied principles have been used to examine the situation in case of Bangladesh context.

2.3 The findings of the present study have been divided into a number of sections. First basic information about the respondents of the study covering their educational level, cadre, job experiences, position and status holding as well as service information have been discussed. This is followed by the views of the respondents about possibility of applying TQM principles in the public sectors especially in the government offices. In order to identify the positive and negative aspects of the principles, the opinions of the respondents have been shown in separate sections. First, few sections deals with positive aspects of TQM principles, while last few sections deals with negative aspects of the principles.

2.2.0 Background information of the Respondents

(i) Educational level and Cadres:

2.2.1 The total number of respondents of the present study was 145 from whom we were in a position to get their opinions. Most of the respondents(i.e 93% per cent)of the present study have got their masters' degree and only a few 7% percent possessing graduation degree. Among them,71% percent did their both masters' and bachelors' degree from different university of Bangladesh, while 29% did their master' from foreign university. Percentage of women amongst the respondents is very insignificant i.e. 2.9% only. More than eighty- percent i.e. 83% of the respondents were from BCS administration, while other respondents belong to BCS Police, Ansar, Information, Food and Economic consist only 17% percent. Cadre-wise break-up demonstrates that BCS Administration cadre was the dominating group and the other five cadres were insignificant.

(ii) Job Experience and Position:

2.2.2 Formulating plan, policy, taking appropriate decision on the issues of administration and management and its implementation both at the national and organizational level are the main domains of a senior management. Similarly, introducing new ideas, value, culture, system and procedures of management largely depend on the senior management of an organization. Therefore, the role of senior management is crucial for introducing new as well as innovative ideas for an organization. Total Quality Management (TQM) experts believe that members of management of an organization need to have a sound understanding of their roles and responsibility in implementing TQM. Keeping this view in mind respondents of this study has been selected from the mid level and senior level government officials working in the various Ministries, Directorates and attached Departments.

2.2.3 The majority (i.e.87% percent) of the respondents have more than twenty years of service experience in their respective service career, among them almost 99% percent spent about one fourth period of their service in the field level. 32% percent of the respondents are now holding the position of Deputy Secretary to the government of Bangladesh and its equivalent rank. While only 68% percent of respondents are holding the position of Joint Secretary. It reveals that the majority of the respondents of the present study have passed more than two decades of their service and most of them have about more than five years of field experience. The underlying fact behind the selection of these categories of respondent was to identify the opinion and ideas

about the principle of quality management and how it could be implemented in Government offices.

(iii) *Service Experience*

2.2.4 As it has already been mentioned in the preceding section of the study that more than 87% of the respondents have 20 years services obviously each and every respondents have their various field experiences and multi dimensional service experience. This has created the opportunity of assessing their career in one hand and also provided the scope of planning their career development on the other. The majority of the respondents of the present study opined that orientation of this long experience of service life brought them in such a situation so that they can easily make a reasonable plan and formulate appropriate policy to provide quality management to the respective target group or clientele. Their opinions also indicate that irrespective of their service experience and long orientation, there is a significant consistent in the responses given by the respondents.

2.3.0 *Principles Total Quality Management in Government Office:*

2.3.1 It has been mentioned that conducive work environment is the major factor of the Government departments/organizations to successfully implement the TQM. Government departments/organizations should follow certain management *principles* to create such an environment. These principles are being adopted by various government organizations throughout the world and considered by the experts as a universal in nature and is applicable in any Government departments/organizations.

2.3.2 The respondents of the study were requested to make their opinion and share their experiences in terms of applying the principle of total quality management in the Government offices on the basis of the *seven principles*. They also asked to consider whether these principles of TQM could be applicable in Bangladesh context. The principles are:

- (i) *Top Management Support,*
- (ii) *Implementing Strategic Plan on Quality,*
- (iii) *Customer Focus,*
- (iv) *Emphasizing Quality Assurance,*
- (v) *Fostering Teamwork,*
- (vi) *Establishing Performance Measurement and*
- (vii) *Providing Training and Recognition.*

2.3.3 It may be mentioned here that these seven principles adopted by the *Government of Malaya in 1992* for applying the concept of TQM in all offices of public sector. Authors of the present study believe that these seven principles would serve as suitable criteria for examining the relevance and applicability in Bangladesh context.

2.4.0 : *TOP MANAGEMENT SUPPORT*

2.4.1 Majority of the respondents i.e. 91% percent endorsed their view that the first and foremost requirement of TQM application in any government office is to support from top management and direct involvement. This support by the top management not only enables quick decision-making but also ensures the smooth operation of the TQM process. While 9% of the respondents considered that supporting top management is not enough to use the process in an organisation unless the TQM process will result in changes in the ways a department operates. These changes would not only affect areas such as the department policy, its philosophy, but also changes the systems and procedures of an organisation.

2.4.2 Significant number of respondents (84%) also opined that these changes would only be effective if the TQM process receives the support of the top management. Moreover, most of respondents affirmed that top management commitment should be demonstrated and be visible in all the actions. Respondents also consider that a basic requirement of top management is that he should listen the people and understand their behaviour and he should be a model with vision and mission. This information indicates that most of the respondents do consider the top management itself should activate the TQM process by virtue of the fact that it holds the power for making strategic and important decisions. Once Top Management support is ensured how it could be applied in the Government offices was the queries to the respondents then following five steps are to be taken for initial application of the TQM process.

Table-2.1: Steps of the applying TQM Process

Process steps	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
(a) <i>Formulating a quality policy;</i>	67%	20%	8%	5%	-
(b) <i>Setting up a quality management structure;</i>	71%	23%	4%	2%	-
(c) <i>Getting the total involvement of employees;</i>	78%	21%	1%	-	-
(d) <i>Disseminating information on quality.</i>	75%	18%	5%	2%	-
(e) <i>Managing the change process</i>	65%	25%	7%	3%	-

Source: Field Survey

2.4.3 Opinions given by the respondents of the present study in terms of the steps of applying TQM process in an organisation is shown in the table 2.1 and the step-wise analysis of the opinions are highlighted in the following sections.

2.5.0 *Formulating a Quality Policy*

2.5.1 The table 2.1 shows that 67% of respondents strongly agree with quality policy of a department, which is in fact a statement on the direction and the quality goals to be attained. 20% of the respondents tend to agree and 8% of the respondents neither agree nor disagree while only 5% tend to disagree. This table also shows that 71% of respondents strongly agree and 23% agree in setting up quality management structure in the organisation. Besides, 78% of the respondents, 75% and 65% of respondents strongly agree where as 21%, 18% and 25% of respondents agree in getting total involvement of employees, disseminating information on quality as well as managing the change process of the organisation..

2.5.2 Majority of the respondents 72% expressed their opinion that formulating a quality policy in applying TQM is one of the vital issue of an organisation as it touched on the philosophy, priorities, and values as stressed by the department. It also works as a guide as well as a reference for all level of employees to plan and implement quality improvement efforts in their respective work. As such the quality policy of a department must be clearly defined and it should be easily understood so as not to cause any confusion among the employees. For the awareness of every employee, the quality policy has to be communicated as widely as possible throughout

the whole organization. The formulation of a quality policy must be accompanied by an appropriate implementation plan.

2.6.0 *Setting up a Quality Management Structure*

2.6.1 Respondents of the present study also requested to express their opinion about the using of quality management structure in the public sectors. Overwhelming number of respondents (71%) strongly endorsed the view that setting up a quality management structure is pertinent issue in TQM. About 23% percent of respondents moderately agree in setting up management structure for applying TQM within an organisation. They also opined that immediately after, it receives top management support for the implementation of TQM, the organization has to set up a quality management structure with clearly defined roles and responsibilities which involves vital management processes such as planning, monitoring, coordinating, decision-making, etc.

2.7.0 *Total Involvement from Employees*

2.7.1 Moreover, 78% percent of the respondents strongly recommended that the TQM could only progress when it involves each and every employee in the organization. The service of quality outputs is assured when each employee practicing the quality principles and values in work activities. In getting the total involvement from its employees, the management can use strategies such as instilling confidence among employees about quality; and defining clear roles for employees involved in the quality improvement efforts.

2.8.0 *Disseminating Information on Quality*

2.8.1 While 75% percent of respondents of the present study also strongly endorsed the view that in implementing TQM it is imperative that there require a sharing of information and knowledge among the employees. Majority of the respondents considered that this information is not only most useful which act as a source of reference but also guide either in the planning of quality improvement efforts or in solving a particular problem. It reveals from the opinions of the participants that it is vital for the management to ensure all kinds of information on quality and are to be disseminated as widely as possible and effectively throughout the department. This can be done through the publication of magazines, reports, newsletters, video tapes.

2.9.0 Managing Change Process

2.9.1 Implementation of TQM within an organisation would result in changes in the existing work methods, system and procedures and even the organisation process and culture. Respondents of the present study were asked to make their opinions as to how they would manage the change process. 65% percent of respondents strongly recommended that their changes would be effective when the changing process would receive support of the top management. While 25% percent of participants moderately recommended that the top management should also prepare both physically and mentally to meet the challenges the process in terms of applying TQM in the organisation. In challenging and managing the change process, overwhelming majority of the respondents also identified that the mutual understanding between management employees, enhancement of knowledge and skill and flexibility in management styles should be concentrated by top management.

2.10.0 IMPLEMENTING STRATEGIC QUALITY PLANNING

2.10.1 Strategic management process plays one of the key roles in applying total Quality Management in an organization. Through this process, top management determines both long and short-term direction and performance of an organisation by ensuring careful formulation, proper implementation and continuous evaluation of plan and strategies.

2.10.2 Effective long-term strategic planning is necessary for producing quality output. The process of strategic planning itself enables an organization to identify its customers, prioritize the customer's requirements and consequently determine the types of output. A strategic quality planning process involves four important steps, these are :- (i) External environmental analysis, (ii) internal environmental analysis, (iii) Formulation of organisation vision and mission and (iv) Formulation of quality objectives. Respondents were asked as to how this planning process should be implemented and opinions about the four important steps mainly used in analyzing strategic planning. Table 2.2 highlighted their opinions in terms of degree of percentage.

Table 2.2: Strategic Quality Plan for the Organisation

Strategic Analysis	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
<i>External environmental analysis,</i>	78%	18%	4%	-	-
<i>Internal environmental analysis,</i>	80%	16%	3%	1%	-
<i>Formulation of organizational vision and mission</i>	82%	14%	2%	2%	-
<i>Formulation of quality objective</i>	76%	21%	3%	-	-

Source: Field Survey

2.11.0 External Environmental Analysis

2.11.1 The table 2.2 shows that overwhelming number of respondents 78%, 80%, 82% and 76% strongly agree in using external and internal environmental analysis and formulating organisational vision and mission as well as formulation of quality objectives in applying TQM in an organisation. While, 18%, 16%, 14% and 21% of respondents tend to agree in using the above mentioned strategic issues of their respective organisation. Besides, most of the respondents considered external environmental analysis enables an organization to identify opportunities that can be utilized to achieve quality goals. It also enables an organization to monitor clearly potential threats and challenges which can impede the realization of goals. Information from such analysis enables a department to take early corrective action in overcoming or preventing threats to the achievement of departmental objectives.

2.12.0 Internal Environmental Analysis

2.12.1 Respondents also viewed that this internal environmental analysis is aimed at measuring the ability of an organization to respond to the external environment. For example, customer's preferences, which are becoming more and more demanding, or obstacles, which delay the smooth operation of the department. It also identifies the strengths of a department, which can be capitalized on the achievement of quality goals, as well as weaknesses, which need immediate attention.

2.13.0 *Formulation of a Vision and mission*

2.13.1 Moreover, majority of the respondents strongly recommended that after analyzing both external and internal environment, the management of each department should respectively formulate a vision. and mission statement. The statement clearly spells out the purpose for which the organization exists, the key concept of how it will achieve its aim and objectives that are beneficiaries. The vision also provides direction and a focus of reference which is shared by every member of the organization in integrating all quality activities at all levels of operations. This will lead to the establishment of a common aim or constancy of purpose in the department's quality activities, which in turn results in greater effectiveness in its implementation.

2.14.0 *Formulation of Quality Objectives*

2.14.1 The respondents also endorsed the view that following the formulated vision and mission, the quality objectives of the organisation are to be determined. These objectives expound the quality standards expected of a department in assuring the attainment of the quality vision. The objectives will not only serve as the guidelines on the basis of which all function and process are to be planned and designed but also continuous effort are to be put to implement the quality objectives. In formulating quality objectives in an organisation, the respondents of the present study were also asked to make the opinions about the pertinent aspects of quality objectives and act as the basis for the identification of quality improvement activities. As the Quality objectives of an organisation should have five major elements such as (i) Specific, (ii)Measurable, (iii) Achievable, (iv)Realistic and (v)Time-bound, the respondents were requested to express their opinion about these major elements. Summary of the opinions is shown in the Table-2.4.

Table -2.3: Major Elements of Quality Objectives

Criteria of Quality Objectives	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
<i>Organisational Objectives should be Specific</i>	89%	9%	2%	-	-
<i>The quality objectives of an Organisation should be Measurable</i>	84%	10%	6%	-	-
<i>The quality objectives of an Organisation should be Achievable</i>	87%	8%	5%	-	-
<i>It should be also Realistic</i>	80%	16%	4%	-	-
<i>The quality objective should also Time-bound.</i>	78%	15%	5%	2%	

Source: Field Survey

2.14.2 More than 89% of the respondents strongly endorsed the view that formulation of an objective in an organisation must be specific and only 9% of the respondents tend to agree that the organization objectives should be specific one. Whereas 84% of the respondents strongly in favour of maintaining quality objective of an organisation and it should be measurable. Besides, 87%, 80% and 78% of the respondents strongly agree in formulating and implementing the quality objectives of an organisation should be not only achievable but also realistic as well as time bound. While 9%, 10%, 8%, 16% and 15% of the respondents agree that the criteria of quality objectives mentioned as 'SMART' should be followed strictly while formulating objectives of an organisation. The table also demonstrates an interesting picture that 2%, 6%, 5%, 4% and 5% of respondents do not in favour of observing above formalities in formulating quality objectives.

2.15.0 CUSTOMER FOCUS

2.15.1 A department or an organization needs to know what are the requirements of the target group/clientele/customers before it can produce a quality output. Therefore, under TQM, Government offices are required to focus on their respective customers in all activities. The respondents of the present study were requested to express their opinion about the various aspects of the customers. The summary of the opinion given by the respondents is shown in the table 2.3.

Table 2.4: Customer focus and its importance

Criteria of Customer Focus	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
<i>Identifying the target group/clientele/ customer</i>	88%	12%	-	-	-
<i>Identifying customer's requirement</i>	67%	25%	8%	-	-
<i>Translating the requirements into standards of quality output</i>	73%	21%	3%	3%	-
<i>Establishing the processes involved in producing the output and</i>	69%	15%	10%	6%	-
<i>Implementing the processes in to action</i>	77%	18%	5%	-	-
<i>Customer satisfaction</i>	66%	30%	4%	-	-

Source: Field Survey

2.15.2 Table 2.3 shows that majority of the respondents 88%, 67%, 73%, 69% and 77% are strongly in favour of identifying the target group and translating the requirements in to standards of quality output as well as establishing the processes involved in rendering the output and its implementation. More than 66% of the respondents strongly emphasised the customer satisfaction should keep in mind when providing service to the respective target group. While 12%, 25%, 21%, 15% and 5% are tend to support in identifying customer and using their requirement in to the standard of quality output. The also support in a establishing the processes which are involve in producing quality output and implementing the process in to action. The table also reveals that 8%, 3%, 10% and 5% of respondents neither agree and disagree in identifying the target group and their requirement as well as process in rendering quality services in the public sector.

2.16.0 EMPHASIZING QUALITY ASSURANCE

2.16.1 Quality assurance is broadly the prevention of quality problems arising in the service or production process of an output through planned and systematic actions. Thus, it will be assured that the output produced will be defect-free. It is the responsibility of Government departments to ensure that their customers are satisfied with their products and services. The customer should also be confident that they would receive quality products and services at all times from the departments. The departments adhering to the principle of TQM that is Quality Assurance can attain this objective. But unfortunately quality assurance is not practiced in the public sector of Bangladesh.

2.16.2 In order to identify the understanding and knowledge about the quality service within public sector that the respondents of the present study were asked to make their opinion in these regards. Summary of the opinion given by the respondents is shown in the table 2.4. (an attempt was made to attain the objective of quality assurance, departments can undertake the actions like *Implement quality inspection, Carry out output planning and Training of workers.*)

Table 2.5: Nature of Quality Service

Type of Quality Services	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Quality should be aimed at the needs of the customer present and future	80%	17%	3%	-	-
The Quality is the totality of features and characteristics of a service that bear on its ability to satisfy	76%	19%	3%	2%	-
Quality service is conformance to requirements	83%	14%	2%	1%	-
Quality service is fitness for purpose or use	85%	12%	3%	-	-
Quality is consistently meeting the customers requirement	87%	10%	1%	2%	-

Source: Field Survey

2.16.2 Table 2.4 indicates that majority of the respondents 80%, 76%, 83%, 85% and 87% are strongly in favour of providing quality service to the clientele in such way that it should be aimed at the needs of the customer present and future and the quality service should be able to satisfy the customer. They also strongly recommended that quality service be not only fitness for the purpose of the customer but also it should consistently meet the requirement of customer. While 17%, 19%, 14%, 12% and 10% of respondents tend to agree in providing quality service according to the need of the customer that also bear on its ability to satisfy them. Respondents also opined that services rendered to the customer should be conformance based, fitness for use as well as consistently meeting the customers requirement in the public sector as in case of private and UN system.

2.17.0 **FOSTERING TEAM WORK**

2.17.1 Teamwork among employees of a department or an organization is a unifying force in applying and implementing TQM and ensuring the success of the department's quality improvement efforts. *Teamwork is present when there is total cooperation, total involvement by the employees.* The use of the team approach to problem solving enables an organisation to fully harness both its strengths and resources as shown in table 2.5.

Table 2.6: Team Approaches for solving the problems

Benefit of Team Work	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Enables the pooling of a group of people with the appropriate knowledge, skills and expertise to tackle problems effectively	77%	18%	5%	-	-
Enhances the level of job satisfaction and morale of employees as they are given the opportunity to solve problems together	81%	16%	3%	-	-
Problems which cross departmental and functional boundaries can be dealt with more easily and effectively	74%	21%	3%	2%	-
Builds good working relationships with others	83%	15%	2%	-	-
Supports colleagues in times of pressure/stress	85%	12%	2%	1%	-
Helps to build a good working atmosphere	87%	12%	1%	-	-
Addresses the needs of the other team members	80%	17%	2%	1%	-
Anticipates the needs of others	78%	16%	4%	2%	-
Takes pride in the achievements of the team	84%	13%	2%	1%	-

Source: Field Survey

2.17.2 The above table 2.5 demonstrates that 77%, 81%, 74% and 83% of respondents strongly agree the benefit of team building in terms of developing appropriate knowledge and skill and improving the morale of the team members. Moreover, 85%, 87%, 80%, 78% and 84% of respondents strongly agree in supporting the colleagues in times of pressure and stress, and also building a good working atmosphere as well as addressing the need of others. Whereas 18%, 16%, 21% and 15% of the respondents agree that the benefit of the team building provide positive impact in an organisation. Besides, 5%, 3%, 2% and 4% of the respondents neither agree nor disagree that the team building provide any positive impact among the members of the organisation. The information of this table reveals that overwhelming majority of the respondents strongly agree the positive influence of the fostering teamwork in applying TQM in an organisation.

2.18.0 ESTABLISHING PERFORMANCE MEASUREMENT

2.18.1 The quality improvement process in Government offices must be supported by a good performance measurement system. To ensure the success of TQM, Government offices have to establish performance measurement systems for each type of outputs and services produced. A performance measurement system provides important data and information to management on the current performance of a work process, which is being implemented. The respondents of the present study requested to express their opinion on the importance of performance measurement in applying TQM in the Government Offices. Table 2.6 briefly highlights the opinion of the respondents.

Table 2.7: Characteristics of performance appraisal

<i>Process of performance</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Establishing clear and precisely defined statements of objectives for the work that is to be done by an employee	80%	17%	3%	-	-
Developing an action plan indicating how these objectives are to be achieved	85%	15%	-	-	-
Allowing the employee to implement this action plan	78%	18%	4%	-	-
Appraising performance based on objective achievement	86%	12%	2%	-	-
Taking corrective action, when necessary	82%	16%	2%	-	-
Establishing new objectives for the future	73%	24%	3%	-	-

Source: Field Survey

2.18.2 Table 2.6 clearly indicate that 80%, 85%, 78%, 86%, 82% and 73% of the respondents strongly agree in using performance measurement for applying principles of TQM within an organisation in terms of establishing clear and precisely defined statements of objectives for the work to be done by an employee. Most of them also in favour of developing action plan based on objective achievement and taking action for the future in terms of appraising performance, lacking corrective within and establishing desired aim and objectives of an organisation in the public sector. While, 17%, 15%, 18%, 12%, 16% and 24% of the respondents agree in using performance measurement as an important tools to measure their outcome in terms of objective and the plan designed earlier.

2.19.3 PROVIDING TRAINING AND RECOGNITION

2.19.1 Top management should introduce formal training to the officer and employee for improving and updating their knowledge and skills as well as the provision for recognition of excellent performance. Training in the field of quality is a basic prerequisite towards achieving success in TQM. This is because the implementation of TQM requires the support and participation of skilled and knowledgeable employees. Knowledgeable employees make less human errors, hence ensuring quality output. Training must be done in a systematic manner and in line with the department's quality policy. The respondents of the present survey was asked to express their opinion about the importance of training & recognition in applying total quality management in the 4 govt. offices. The opinion of the respondents is shown in the table 2.7.

Table 2.8: Process of Training and Recognition

<i>Criteria</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Formulate a Master Plan on Training in line with the department's quality policy	81%	17%	2%	-	-
Identify an officer responsible for conducting training	76%	20%	3%	1%	-
Assess the training needs	84%	15%	1%	-	-
Outline the training objective	78%	18%	2%	2%	-
Establish an organisational structure to manage training	80%	16%	3%	1%	-
Organise training programmes and prepare training materials	75%	19%	3%	3%	-
Implement and monitor the progress of training programmes	77%	20%	1%	2%	-
Evaluate the success of training programmes	86%	13%	1%	-	-
Review the effectiveness of training	70%	27%	3%	-	-

Source: Field Survey

2.19.2 The analysis of the data from the table shows that majority of the participants agreed to follow an observe the process of training and recognition. In terms of percentage the table 2.7 shows that 81%, 76%, 84%, 78% and 80% respondents strongly agree in using the master plan on training in line with the department's quality policy. They also preferred to identify an officer responsible for conducting training, assess the training needs and outline the training objective. Establish an organisational structure to manage training as well as Organise training programme

and prepare training materials was equally endorsed by majority of the participants. While 17%, 20%, 15%, 18%, 16%, 19%, 20%, 13% and 27% of the respondents moderately agreed to use the various process of training and recognition for applying TQM principles in an organisation. They also agreed to observe other formalities of the training and recognition.

2.19.3 Issues related to the role of senior management in implementing principles of TQM in the public sector highlighted above are not mutually exhaustive, there are scope to incorporate more ideas and thought. Its implementation mainly depend on the personal interest and commitment of the senior management working in the government departments, as in case of taking decision of introducing any new ideas and concepts in the organization. In this respect, top management should have leadership qualities as well as good command over the principles is prerequisite for successful implementing of TQM. Such endeavor would create a positive environment that will help the concerned Government departments to successfully implement the TQM.

2.19.4 In fact, the implementation of TQM is not an easy task, which involves systematic planning; designing and implementation of action oriented programme. Authority of a given organization needs to be familiarized with the basic concept of TQM and also get involves the procedures of the application methods. When this situation is created then an organization in a position to implement the TQM concept to produce quality products and services, as well as enhance the efficiency and effectiveness in achieving its respective operational objectives to satisfy the clients.

2.19.5 *Limitation of TQM in Public Sector*

2.19.6 TQM has been severely criticised by the respondents of the present study in terms of applying its principles in the public sector. In the following sections an attempt has been made to highlight the negative aspects of applying TQM principle in the government offices.

2.19.6 *Services vs Products*

2.19.7 Respondents of the present study were asked to mention the difference between service and product and problems of using both in the public sector. Most of them (about 70%) opined that the term service and product do not use in the same sprit and weightage as it is used in the private sector and the concept of TQM and its term remains unpopular and difficult to apply in public section. Moreover, participants also opined that providing service to the citizen is

the main function of the Government service rather than production of a certain product. This makes difficult in distinguishing between service and product. It also means that the consumer will evaluate the services not only on the result but also on the behavior and even the appearance of the person delivering it. If an efficient police officer quickly response any quarries and complains made by an individual but when he (police officer) can not satisfied the complaints, he would ultimately annoyed of being the service given by the police officer. Respondents opined that a solution of definition of the both is unsolved and appears to be elusive in public sector.

2.19.0 The Problem of Defining the Government Customer

2.19.1 Overwhelming majority of the respondents endorsed the view that the tradition of defining customer in the public service is not practice as in case of private sector. TQM's most important focused is to the customer and principle is to satisfy and delight the customer. This philosophy of satisfaction to the customer, target group or clientele does not always fit properly in public sector but also does not equally applicable. This situation and norm make it very difficult to define the customer in public sector.

2.19.2 This conflict between a program's direct customers (clients) and its ultimate customers (the general public, most of who are taxpayers) is often very acute for programs that are not universally distributed. The problem arises because any definition of quality is always constrained by cost-a high quality \$15,000 car is of course not the same as a high quality \$ 60,000 car. In business this cost constraint does not usually affect customer satisfaction because the buyer of the product is also its recipient, so he or she can choose the appropriate level of cost and quality in order to be delighted. No such balance is likely for non-universal government services such as health care, education, or water projects because the buyer is often not the recipient. The buying customers (general taxpayers) will often prefer to minimize costs. At the same time, the direct customers (recipients) of such programs may expect a level of quality that is found only at a very high price, because they do not pay the full cost. No balance between costs and features is likely to please both groups.

2.19.3 The literature on citizen surveys in government has pointed out difficulty of measuring government performance by public reaction. Generally, public ratings of programs are only tenuously related to objective measures of program performance. Survey results are easily biased by isolated but highly publicized events or by ideological attitudes. Of course, surveys remain

useful if viewed as one piece of organisational information, but these survey weaknesses reflect these same inescapable problems of defining customers and of measuring services.

2.19.4 Because government agencies must serve a wide variety of customers who have widely divergent and even contradictory demands and because the general public remains a "hidden customer" with yet additional, often incompatible demands, government agencies often have to deliver a service or product that reflects an uneasy compromise. In such cases, the principle of delighting or even satisfying customers begs too many questions to be a clear or useful goal.

2.20.0 Focusing on Inputs and Processes

2.20.1 Similar criticisms have been made in case of defining input-output and process in the public sector as the Government service has traditionally paid relatively little attention to outputs for many reasons. Outputs are politically controversial and difficult to measure; legislators are primarily concerned about inputs such as budgets, bureaucratic prestige often accrues from control of inputs, especially personnel; and legal requirements often demand constant attention to strict procedural rules (Behn, 1997; Wilson, 1999). With all the incentives in government to focus on inputs and processes, there is a constant threat of goal displacement-managers that blindly hew to the minimal legal requirements, or build empires, or put out fires, rather than help the public.

2.20.2 Given this unpromising environment, many public organisations are justifiably proud that over the past few years they have implemented results-oriented systems such as MBO performance monitoring systems, and program budgets. Recent surveys show that such systems have been widely installed, that they continue to spread, and that most governmental users rate them a success. Such systems allow many public agencies to now track results, not just processes. Because it is so difficult to determine outputs in the public sector, every success should be savored and nurtured.

2.20.3 TQM proponents correctly point out that in business, outputs in the form of quarterly profit reports represent short-term vision and can often lead to goal displacement. They fail to recognize that in the very different world of government, it is stressing inputs and processes that represents short-term business as usual, and therefore focusing on governmental processes is likely to lead to goal displacement. In the public sector, a move toward stressing outputs is in fact usually a move toward the desired longer-range vision.

2.21.0 The Problem of Government Culture

2.21.1 Culture is the pattern of shared beliefs and values that provides the members of an organization rules of behavior of accepted norm for conduction operations. Majority of the respondents also emphasized that unlike the culture of private sector, Government service has got its own culture which does not necessarily matched with private culture. Government service heavily depends on an extremely strong organizational culture with traditional norm and practice while private sector is mainly dominated by an almost single-minded in individual. Besides, respondents also opined that in private organization leader play vital role in shaping and developing its own culture, while in public sector it is mainly shaped by senior bureaucrats and dominate by the policy and the plan taken by the government. However, turnover of top-level managers is rapid for many government many outside forces, is almost necessarily weaker than those of business. After summarizing the many disincentives to concentrating on management. One analysis concludes, "What is surprising is that government executives spend any time at all on managing their departments" (Wilson, 1999, p. 217).

Chapter-III

3.0 STRATEGIES FOR IMPLEMENTING TQM IN PUBLIC SECTOR

3.1 In the previous chapter seven principles of TQM adopted by the Malaysian Government in 1992 have been discussed in the light of the opinion given by the respondents of the present study. Mere principle of any issues of management is meaningless unless appropriate strategies for implementing are devised and implemented. As we know that strategy plays an important role in implementing any plan, programmes or principles of an organization. It outlines the basic steps that management plans to initiate in order to reach the goal or achieve the set objectives.

3.2 The Commonwealth Association for Public Administration and Management (CAPAM) in one of its series " *Managing Public Service: Strategies for Improvement*" has identified ten strategies in 1996 to provides guidance to public service managers to implement the Total Quality Movement in the public sector organizations in its study on Public Service Reforms Programme for the Commonwealth Countries. An attempt has also been made in the present study to explore the possibility of using these strategies in Bangladesh context by asking the respondents through formal and informal discussion as well as questionnaire distributed amongst themselves. Summaries of their opinions are highlighted in the following sections.

3.2.0 *Strategy 1: Thinking differently about the Public Service*

3.2.1 The reforms introduce into the public service over the last two decades have recommended a very different role for the public service. This role is considered as increased efficiency and effectiveness, that the public service must produce more from fewer resources, it must also ensure that those products are the right ones. Through this efficiency and effectiveness, successful reform programmes can be maintained on the one hand, and productivity improvement can be made on the other hand. Public servant has long been considered as lord or master of citizen of a country, this attitude has not only undermined the quality of service but also seriously hampered the performance and the relation between people and the government. This practice in the mean time has been greatly changed and the relation between government and people become more friendly than before in most of developed and developing countries. Keeping this view in mind ,respondents of the study were asked to make their feeling about this issue, following is the brief opinions of the respondents.

Table 3.1 : Attitude about the role of public service

<i>Criteria</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
All Government would like to be more efficient	88%	10%	2%	-	-
Government system should be more responsive and accountable	83%	14%	2%	1%	-
Establishing Quality Customer Service Centre	79%	18%	3%	-	-
Decimating and sharing information	81%	16%	2%	1%	-
Role of Government has been changed from regulatory to Quality Service	76%	20%	2%	2%	-
Public Services need to be more responsive to need of the people	71%	26%	1%	2%	-
Public Service produce more from fewer resources an ensure right products and services	68%	31%	1%	-	-

Source: Field Survey

3.2.2 Table 3.1 shows that overwhelming majority of the respondents 88%, 83%, 79%, 81%, 76%, 71% and 68% strongly agree that all Government machinery should be not only more efficient but also it system should be more responsive and accountable. They also in favour of establishing Quality Customer Service in order to satisfy the customer and also make sure to decimate and share information. Where as 10%,14%,18%,16%,20%,26% and 31% of the respondents agree that all Government and its machinery should think differently about their role. The table 3.1 also shows and interesting findings that 2%, 3% and 1% respondents are neither agree nor disagree in thinking different ways about the public service than the present system thinking about public service. This opinion reflects that a very few officers till prefer to work in the traditional bureaucracy.

3.3.0 Strategy 2: Developing a Public Service Ethos

3.3.1 The public service ethos is more than a series of injunctions, listing attitudes or behaviours that are not allowed. It is a positive climate in which doing the right thing coincides with what public servants do in fact want to do. The traditional values of the public service emphasize merit, equity, probity, integrity, ethical conduct and political independence. The values of the new culture must also include quality, productivity and openness. Creating a working culture, which incorporates this value set, must involve employees and public in the change process.

Table 3.2: Expected Behaviour of Public Servant

<i>Criteria</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Prompt and courteous service to people	72%	24%	2%	2%	-
Honesty, integrity, faithfulness to the principles of fairness and impartiality	81%	19%	-	-	-
Neutrality, transparency and permanency for the services	76%	20%	2%	2%	-
Professionalism and quality service	70%	25%	3%	2%	-
Frugality and prudence in the use of funds	68%	27%	2%	3%	-
Perseverance and patience in the pursuit of good services	78%	19%	3%	-	-

Source: Field Survey

3.3.2 Table 3.2 demonstrates that majority of the participants 72%, 81%, 76%, 70%, 68% and 78% strongly recommended to adhere prompt and courteous service to people, faithfulness and impartiality in rendering service or production to the client. They also recommended to observe the neutrality, perseverance and patience in the pursuit of good services. While 24%, 19%, 20%, 25%, 27% and 19% of respondents emphasised in doing right kind of services to the public servant as enunciated in the above values and principles. The opinion of the table 3.2 reveals that all respondents appreciate and strives to adhere and willing to observe the public service ethos in their respective organisation.

3.4.0 Strategy 3: Developing a Customer-Orientation

3.4.1 Recent changes within the public service are encouraging a view that public services, like those produced in the private sector, are products to be tested against the needs of service users. This changed emphasis has been encouraged by a conscious reshaping of the work culture to achieve a customer-orientation. Courtesy campaigns, customer-care training, and comprehensive complaints procedures ensure that service users are seen as active, freely choosing customers rather than passive recipients of monopolistically provided state services.

Table 3.3: Attitudes towards customer satisfaction

<i>Criteria</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Setting monitoring standard for customer satisfaction	85%	14%	1%	-	-
The service to be courteous and satisfaction to the client	81%	17%	2%	-	-
Demonstrates a sense of caring for both its members and its customers	78%	20%	2%	-	-
Is client-driven, always conscious of the needs of its public	69%	23%	5%	3%	-
Speed of response to your customer	80%	16%	2%	2%	-
Accuracy of understanding customer need	83%	15%	2%	-	-

Source: Field Survey

3.4.2 Table 3.3 demonstrates that 85%, 81%, 78%, 69%, 80% and 83% of the respondents strongly agree in rendering courteous services to clientele and setting monitoring standard for customer satisfaction. Demonstrates a sense of caring for both its members and its customers and speed of responsiveness as well as accuracy of understanding customer need. Where as 14%, 17%, 20%, 23%, 16% and 15% of the respondents moderately agree in setting the monitoring standard, courteous to the customers and demonstrate a sense of caring as well as speed of responsiveness should be practiced in rendering service to the respective clientele. The opinion of the above mentioned table indicates that overwhelming majority of the respondents supported in using the customer satisfaction services in theory but in practices this type of culture is not encouraged to observe.

3.5.0 Strategy 4: Focusing on Efficiency

3.5.1 Since government resources are always under pressure, demand exceeds supply and expectations consistently exceed what can be afforded, there is a continuing requirement to review activities to ensure that resources are used to best effect and that government can demonstrate sound stewardship. Given this situation there in no alternatives without focusing on efficiency in the public sector.

3.5.2 Efficiency programmes comprise both cost reductions without lower standards, and performance improvement at no higher, and preferably lower cost. It emphasises on how to improve the efficiency and effectiveness of the central government and to help government departments to improve the value for many of the resources, which they use.

Table 3.4: Opinion about the performance measurement

<i>Criteria</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
All public offices should define their vision, missions and functions and prepare job descriptions for each position regardless of rank	87%	10%	3%	-	-
Professionalism in civil service must be ensured	88%	12%	-	-	-
Performance monitoring of the Ministries/Divisions and Departments should be introduced	75%	21%	2%	2%	-
Appropriate administrative and financial authority should be delegated to subordinate/field level offices	71%	23%	5%	1%	-
Judiciary should be separated from the executive in the light of the provisions of the Constitution of Bangladesh.	80%	18%	2%	-	-
Result- oriented performance audit should be introduced in all offices.	67%	21%	7%	5%	-

Source: Field Survey

3.5.3 Table 3.4 indicates that 87%, 88%, 75%, 71%, 80% and 67% of the respondents strongly in favour of focusing on efficiency in terms of defining vision, missions and functions and prepare job descriptions for each position regardless of rank in every offices. They also strongly endorsed the professionalism in civil service must be ensured and emphasised in introducing performance monitoring of the Ministries/Divisions and Departments. While 10%, 12%, 21%, 23%, 18% and 21% of the respondents moderately recommended the efficiency as one of the vital tool and techniques for overall improvement of the performance. Opinion of the respondents demonstrate that overwhelming majority of the participants strongly in favour of using efficiency related issues in improving the respective performance.

3.6.0 Strategy 5 : Positive Work Attitudes

3.6.1 The success of the TQM movement hinges on the attitudes of the individual because it is individuals who comprise the principles of the framework. It is therefore important that every citizen should be imbued with the mentality of a productive individual. Such an individual will have positive work attitudes, which encompass traits like pride in work, constant striving for self-improvement and excellence, sense of responsibility and the desire to work towards long-term goals. In striving for excellence, he/she also strives to develop creativity and innovativeness. Without these positive work attitudes, productivity improvement cannot proceed very far.

Table 3.5 : Respondents attitude towards office work

<i>Criteria</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Proactive attitude is an important aspect	83%	15%	2%	-	-
Constant striving for self development	70%	22%	8%	-	-
Sense of responsibility and the desire to work towards long-term goals	72%	18%	10%	-	-
Strives to develop creativity and innovativeness	68%	27%	5%	-	-

Source: Field Survey

3.6.2 Table 3.5 demonstrates that overwhelming majority (83%) respondents strongly agree that a manager or an administrator should have productive attitude for maintaining a congenial atmosphere in the organisation. More than 70% of the respondents tend to agree with the fact that constant striving for self development is necessary for maintaining a positive work environment. While 72% of the respondents strongly agree to emphasize the fact that the sense of responsibility and the desire to work towards long-term goals is not only essential but also imperative for the overall development and innovativeness. Moreover, 15%, 22%, 18%, and 27% of the respondents tend to agree that every citizen should be imbued with the mentality of positive work attitude.

3.7.0 Strategy 6: Effective Process Management

3.7.1 Administrator or Manager must also be competent enough in his managerial skills (planning, organizing, etc.) and respective functional areas (finance, marketing, etc.) This will enable him to utilize optimally all resources, human and otherwise, to improve productivity in his organisation. Administrators are required to plan, coordinate and manage group efforts for the achievement of goals. To lead people effectively, administrators must treat their employees as more than just another factor of production. In essence, managers must have to be people-centred in their dealings with subordinates. When management express concern for their subordinates, employees will be better motivated to do their best work. The common traits of people-centred managers are:

Table 3.6 : Effective process management

<i>Criteria</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Conviction in people as the most important assets.	77%	22%	1%	-	-
Ability to motivate subordinates to give of their best at work.	80%	17%	3%	-	-
Ability to discipline and counsel subordinates with the aim of guiding and developing them.	83%	15%	2%	-	-
Sense of obligation to enlighten subordinates on social and economic goals, and technological changes.	85%	14%	1%	-	-

Source: Field Survey

3.7.2 Table 3.6 shows that 77% respondents strongly agree in conviction in people at the most important assets in an organisation for implementing and effective process management. Whereas 80%, 83% and 85% of respondents strongly agree with the statements of ability to motivate subordinate ability to motivate subordinates to give of their best at work and counsel subordinate with a aim of guiding and developing them. As well as sense of obligation to enlighten subordinates on social and economic goals, and technological changes. While 22%, 17%, 15% and 14% of respondents also in favour of supporting the above statements in terms of effective process management in an organisation. Only 1%, 3%, 2% and 1% of respondents do not agree with the statement. in the table no. 3.6 in terms of effective process management. The

summary of the table reveals that overwhelming majority of participants strongly endorsed the view that administrators and manager required to plan coordinate and manage the group people for achievement of the goal.

3.8.0 Strategy 7: Harmonious Labour-Management Relations

3.8.1 As productivity improvement in an organization requires the joint efforts of managers and staff, it is important that both parties work in harmony with one another. When these attributes are present, it is easier for labour and management to cooperate and work together as a team to improve productivity.

Table 3.7 : Attributes of harmonious labour-management relations

<i>Criteria</i>	Strongly Agree	Tend to Agree	Neither Agree or Disagree	Tend to Disagree	Strongly Disagree
Mutual respect and trust	88%	12%	-	-	-
Mutual understanding of each other's roles and responsibilities	82%	17%	1%	-	-
Need for sense of belonging	85%	13%	2%	-	-
Ability to work in teams	87%	11%	2%	-	-
Mentality of continuous learning that strives for excellence	72%	21%	5%	2%	-
Expectation of managers as leaders.	77%	18%	2%	3%	-

Source: Field Survey

3.8.2 Table- 3.7 demonstrates that majority of the respondents 72% and 77% strongly in favour of maintaining harmonious labour manager relations in an organisation. More than 88%, 82%, strongly opined to maintain a mutual respect and trust and understanding of each other's roles and responsibilities. While 85%,and 87%-of the respondents express their opinion in terms need for sense of belonging and ability of work in teams. 72% and 77%% of respondents opined that in maintaining harmonious relation with labour management's mentality of continuous learning and expectation of managers, as leaders should be duly acknowledged. Whereas 12%, 17%, 13%, 11%, 21% and 18% of respondents agreed in maintaining harmonious relation with labour management. The table also shows that 1%, 2%, 2%, 5%, and 2% as well as 2% and 3% of

respondents neither agree nor disagree in maintaining good relation with labour and management.

3.9.0 Strategy 8: Effective Harnessing of Technology

3.9.1 Any endeavour of TQM improvement in public sector is incomplete without effective use of technology, as it is the main counterpart to the human aspects of productivity. Technology includes such diverse subjects as mechanization, automation, computerization and robotisation. As all these are ever changing in nature, it is necessary to keep abreast of the latest technological developments and apply the most appropriate ones. A long-term view of the benefits of technology is also required because the payback periods of most capital investments are long.

3.10.0 Strategy 9: Quality Goods and Service

3.10.1 Quality and productivity are not only inextricably linked but also opposite side of the same coin. Higher productivity leads to higher quality and vice versa. Hence, quality assurance must be the responsibility of all in the public sector. Every worker must be imbued with the consciousness that because the operations in a company are inter-linked, the quality standard of one individual will affect that of others. When there is total quality control, the goods produced and services rendered will be of a high quality.

3.11.0 Strategy 10: Conducive Political, Economic and Social Environment

3.11.1 The success of any organization is largely depend on not only an efficient manager as well as capable leaders but also conducive to political, economic and social condition attributed to political stability. For the Productivity Movement to make further progress, the conducive political, economic and social environment must continue to exist. Constant improvements to the government machinery have to be made, particularly through greater coordination among government bodies. Upholding the spirit of tri-partism among unions, employers and the government is also necessary.

3.12.0 *Challenges in implementing TQM strategies*

3.12.1 Implementation of TQM strategies involves many challenges for leadership. These challenges can be analytically described as (i) *transformational*, (ii) *transactional* and (iii) *representational strategies* (West, Berman, and Milakovich, 1994a). Respondents of the present study requested to mention whether they have any idea about the challenges in implementing TQM strategies in their organization. Most of them did not go for analysing this issue in detail. We still prefer to discuss theoretical aspect of these challenges found in the various studies because it could provide important feedback and idea for the interested person.

3.12.2 *Transformation strategies* are defined as those change efforts through which new visions, goal objectives and processes are introduced in the organization. For example leaders may reformulate mission statements, use mid level implementation teams, and monitor internal performance to promote high quality, customer-friendly services. Leaders may also use benchmarking to measure performance against best-in-class units, collect objective data to promote rational decision making and implement pilot projects to fine-tune the initial application of TQM in their organization (Bass 1990).

3.12.3 *Transactional strategies* aim to ensure that employees accept TQM methods, approaches, and principles and others involved in municipal government. Modern approach stress the importance of accommodation and consultation, and a common strategy is to involve employees in decision making about implementation. Other examples of transactional strategies are monitoring worker satisfaction, recognizing achievement, promoting employee development, and using rewards for superior performance.

3.12.4 *Representational leadership strategies* help to ensure that TQM efforts are acceptable to external stakeholders, such as political and community groups. In the absence of broad-based support, TQM may not have longevity (Loveless and Bozeman, 1983; ;Cohen, 1988; Levin and Ferman, 1985). Representational strategies seek to obtain backing from elected officials, other municipal managers, community actors, influential private elites and other players in the external environment who can affect the fare of quality initiatives.

Chapter-IV

4.0 Policy options and recommendations

4.1 Findings of the present study indicate that the principles of Total Quality Management (TQM) can be applied in Bangladesh context with some modifications and in some cases with slide accommodation and development. Findings also indicate that appropriate strategies are to observed or followed during the implementation of TQM principles in practice.

4.2 The interpretation of data further suggests that TQM in public sector does not widely accepted as in case of administrative system and management practice inherited from colonial rule. But the administrative reforms recently initiated by the Government necessitate to apply this type of modern management philosophy in public sector. Over 60 percent of our respondents stated that the prevailing practice of using TQM does not permit them to evaluate its utilization scope. To them it is "*too early to tell*" without evaluating the results of its efforts.

4.3 Summarisation of the reporting opinion also indicates that most of the respondents noted that the concept of TQM and its principles could be rated in terms of excellent, very good and moderate. Moreover, a five-points scale used in the study also provides a positive scenario in using TQM principles and implementation strategies. Similarly, some pertinent issues most relevant in using TQM were also adjusted by the participants, for example as in case of cost reductions (0.84), quality of service (1.04), and customer satisfaction (0.99) as well as improving group decision making (0.92), delegating responsibility (0.77), increasing communication in units (1.01), and coping with resource constraints (0.88). Moreover, data in the various tables also demonstrate that these outcomes are strongly associated with the level of commitment of authority to TQM. Analysis also shows that there the organisation with recent implementation efforts indicate significantly higher levels of commitment and positive impact of TQM.

4.4 This chapter is an attempt to provide a few recommendations on the basis of the opinions made by the respondents of the present study in terms of the following major themes that would presumably be utilized as policy options of the concerned authority:

- (i) Top management support
- (ii) Strategic quality planning
- (iii) Major benefits and barriers of TQM; and
- (iv) Alignment of Culture with TQM

4.2.0 *Top Management Support*

4.2.1 Despite variations in opinion overwhelming majority of the respondents opined that first and foremost requirement-applying TQM in any Government Office is to support from Top Management, his direct involvement and motivation. It is an established fact that a decision without the support of Top Management would never be approved and implemented in public sector. This statement indicates that receiving the support of Top Management is a must for implementing TQM in public sector. From the findings of the study it is found that the reasons for implementing TQM in the public sector has been strongly recommended almost 100% of the respondents. However, the main reason for some respondents for applying TQM was attributable to the environmental pressure rather than value laden philosophy of the customer driven. This is an interesting finding since the importance of the customer service has been strongly endorsed by the policy of the Bangladesh Government.

4.2.2 Moreover, implementation of TQM within the public sector would results in changes in the existing work methods system and procedures as well as organisational process and culture. More than 75% of the respondents strongly recommended that these changes would be effective and possible to implement when it would received the support of the Top Management. In challenging and managing the change process, overwhelming majority of the respondents also identified that mutual understanding between management and employee would greatly help in implementing TQM in the public sector. According to Low and Chang (1998) it is difficult to introduce any organisational change programme with having support from Top Management.

4.3.0 *Strategic Quality Planning*

4.3.1 Strategic Management process play vital rule in applying Total Quality Management in an organisation. Through this process Top Management determines both long and short-term direction of an organisation by ensuring careful formulation proper implementation and continuos evaluation of plan and strategies. Majority of the respondents opined that the strategic quality planning not only greatly help to formulate the vision, mission and objectives of the organisation but also helps in implementing quality objectives in practice. Moreover, the large number of respondents experienced that it is a revolutionary approach for implementing continuos improvement programme by creating an awareness of TQM and encouraging the involvement of all employees through the formation of work improvement team.

4.3.2 Under TQM the Government officials are required to focus on the respective customer in all activities. More than 66% respondents strongly emphasised the customer satisfaction should keep in mind when providing services to the target groups. Besides, it is the responsibility of concerned officials to ensure quality service to the customer so that they would satisfy in getting their products or services. The respondents also endorsed the view that the customer should be confident to the recipients that they would receive the quality service at all time. At the end respondents opined services render to the customer should not only quality one but also should be conformance based, fitness for use as well as consistently meeting the customer requirement and the public sector.

4.3.3 The respondents of the present study strongly agreed with the fact that the teamwork among the employee of an organisation is the unifying force in applying TQM and ensuring the success of quality improvement effort. More than 85% of respondents strongly agree benefit of team building in terms of developing good working relation with others. They also recommend that to ensure the success of TQM the Government officials have to established performance measurement systems for each type of output and services produces. More than 86% the respondents strongly agree in using performance measurements for applying principle of TQM within an organisation in terms of stated objectives. Most of them also in favour of developing action plan based of objectives, achievement and taking action for future.

4.4.0 *Continuous Improvement*

4.4.1 TQM focused on continuous improvement in rendering its service and product for the satisfaction of the customer. It is the most powerful idea in TQM principle which should always practice in order to maintain desired standard of the customer. This principle should be followed by the managers and workers in the public sector which would make a significant deviation and valuable contribution in rendering public sector service. The principle suggests that receptivity to new approaches is essential for high performance. If fully accepted, this principle would lessen the resistance to future system innovations and would also decrease the likelihood that they would later stagnate. As a useful side effect, acceptance of this principle would lessen the temptation to oversell future change, since overselling is often aimed at mitigating resistance.

4.5.0 *Total Participation*

4.5.1 Everyone in the organization, from top to bottom, from offices to technical service, from headquarter to local sites, should play their part. TQM does not believe in simple participation but encourages all people's idea and innovation and their expertise, experience, knowledge and skills and cooperation to get those ideas implemented. .

4.6.0 *Major benefits and barriers of TQM*

4.6.1 A major benefit of initiating Total Quality Management (TQM) in public sector recommended by the respondents was that there was an increasing awareness and focus by all employees on the satisfying both internal-external customers. There was an increasing focus by the Top Management on the reforms activities and need of employees in the organisation. The respondents of the present study have reported the benefits of using TQM in the public sector in the following lines:

- (i) Measurements of performance
- (ii) Organisational competitiveness
- (iii) Officer and Staff moral development
- (iv) Relation with customer clients
- (v) Quality service for maximum satisfaction
- (vi) Improvement of project performance

4.6.2 Despite all these positive effects in using TQM, there are several major limitations in using the TQM in Government offices. The first and foremost most problem identified by the respondents is the problem of defining Government customer. The nature of service render by the Government is so varied and multi-dimensional where defining customer is not only very difficult but also complex in deed. Except very few areas of services identification of customer is not possible and on the basis of this fact most of the respondents opined that defining customer in the Government service is not always possible identify specifically. As the Government agencies must serve a wait variety of customer who have widely divergent and even contradictory demands, Government agencies often have to deliver a service or product that reflect uneasy compromise. In such cases the principle delighting customer or even satisfying customer generates too many questions and quires to be a clear or useful goal.

4.6.3 In Government service there is no tradition of paying much attention to the outputs and the processes for many reasons. Outputs are politically controversial and difficult to measure, as the Government officials are primarily concern about inputs such as budget. Given this unpromising environment, public organisation are mainly concern with result oriented system rather than function oriented system. The overwhelming majority of the respondents in the present study pointed out that many Government agencies have not only a lack of proper performance appraisal systems but also lack of modern management processes and procedures. Moreover, majority of the respondents opined that TQM has got an inherent limitation to apply in the public sector because its services are largely labour intensive and they often produce and consume simultaneously. These phenomena make it difficult to distinguish a specific definition between service and products rendered in the Government organisation. Besides, employees and even in case of officers showed the reluctant and resistance to the introduction of TQM in their respective offices for a number of reasons which included for example fear of unknown, perceived loss of control, personal uncertainty and loss of job as well as career promotions. Other limitations that were identified by the respondents of the present study included:

- (i) Perceived threat of supervisors and senior managers
- (ii) The lack of understanding about the concept of TQM
- (iii) Lack of confidence on personal knowledge and skill
- (iv) Fear of unknown technology
- (v) Effect accepted ways of doing things
- (vi) Make people feel ineffective and incompetent
- (vii) Reduce personal authority
- (viii) Expose individual weakness

4.6.4 The findings reported in this study also confirm finding of Tucker et al (1996) who found that the respondents were not aware of single barrier to the adaptation of quality management practices rather they gave a wide range responses for the barrier in implementing TQM. Moreover, the older employee who had spend their working life being rewarded on different performance criteria and different economic measure were not interested in TQM as they primarily perceive to be management fad. These also linked to the issue of perceived threat to their own supervisory knowledge and skills and managerial rules. Respondents also mentioned

that attempt to introduce TQM process in an organisation would create a climate of disinterest that permeated through out the all-level organisations.

4.7.0 *Alignment of culture with TQM*

4.7.1 It has already mentioned that application of TQM programme requires changes to the structure, system and procedures of an organisation that demand not only new knowledge and skill but also new behaviour by individual and group and positive attitudes. According to Beer and Walton (1999) for TQM to be successful it must be accompanied by commitment of the Top Management, human skills, shared values, that of consisted with purpose of structure of system of the organisation.

4.7.2 Methods of implementing a new organisational strategic such as TQM initiatives require different change strategic and technique and individual structural, and cultural level. It is therefore important to review the current practices, behaviours and attitudes in the organisations and assess the overall system that fit with TQM philosophy. In addition, the culture needs to be carefully studied because it has shown that certain core elements of the culture and values should be incorporated in the TQM programme to ensure its success. If the desired behaviour and attitude can be aligned with the fundamental necessary for TQM implementation, the likelihood of success increases. Before implement TQM principle in an organisation management would need to determine whether a change in culture or change in behaviour of the organisations employee is needed. For many organisation it is recognised that a change in behaviour may be consider sufficient.

4.8.0 *Action plan for implementation of TQM*

4.8.1 On the basis of the analysis of the opinions made by the respondents of the present study an attempt has been made to provide an action plan for the implementation of TQM in the government offices is highlighted in the following sections.

4.8.2 In *step- I* an audit is to be undertaken to determine the organisations common shared values and the attitudes and behaviours possessed by employees. It is envisaged that the audit can provide a basis of descriptive profiles of the organization's culture. As the interested parties invariably do not have the in-house expertise to carry out such audits, the author suggests that an external management consultant should be employed to undertake such a task.

4.8.3 In *step- 2* the current values and attitudes that are aligned with the organisations corporate goals are to be identified. Those attitudes that conflict with the desired set of behaviours should also developed. Once these have been identified it is suggested that those that need to be developed should be also determined. By undertaking these tasks, a basis for analysing the alignment of the culture with the organisation's vision and goals for quality can be undertaken. Glover et al. (1994) developed the Cultural Assets Profiles (CAPS), which is a multi-method approach to measuring an organisation's culture from a quantitative and qualitative perspective. Structured interviews, focus groups, document analysis, a survey and participant observations, and individual ratings from an on-site study are used to determine an organisation's culture. The CAPS system is particularly useful for strategic planning and to reduce the risk of organisational change failures.

4.8.4 In *step- 3* current work practices, behaviours and values of the organisation are reviewed to assess the fit with TQM objectives. Thus, it may be necessary to develop organisational and human resource management strategies to reinforce behaviours, attitudes and practices in the organisation to align with the desired organisational culture. Consequently, this is likely to require extensive education and training, action learning exercises and social interaction (Holt et al, 2000).

4.8.5 In *step- 4* performance measures for the audit are examined and employees are informed of positive changes that are identified. Areas that do not perform as expected are investigated and the appropriate actions are taken to ensure that performance is improved. It suggested that contractors who have implemented or about to implement TQM should regularly undertake cultural audits every 12 months or so they can identify gaps in current and desired behaviours and therefore maximise their investment in TQM.

4.9.0 Conclusion

4.9.1 Total quality management philosophy has been widely recognized as a potential intervention for performance improvement in an organization. It embraces the philosophy, principles, processes, practices and procedures necessary for providing customer satisfaction as well as achieving significant improvements in business performance and productivity improvement. Commitment and perseverance from senior management and all employees is necessary when embarking on the quality journey. Interested parties must realise that results will not happen overnight, it will take time for the organisation to adapt, change and learn.

4.9.2 In general the Top Management was found to be the catalyst for introducing and driving the TQM initiative because of environmental pressures being imposed on the organisation. The benefits/rewards of implementing TQM were found to emerge ten years after the initial decision to adopt TQM. These benefits included reduced rework, increased marketshare and improved client satisfaction, all of which are important for sustaining a competitive advantage. Most respondents however experienced difficulties with implementing TQM because it was not aligned to the organisations current structure and processes and the behaviour and values of employees. In considering these points, it was suggested that respondents should perform a cultural audit before implementing TQM so that corporate objectives and behaviours can be aligned to the goals of the TQM programme. A process for conducting a cultural audit was proposed, which may help contracting organisations to better understand how they make the most of change strategy such as TQM. Although the findings reported in this study was carried out in Bangladesh, which is not a developing country per se, the lessons learned are very relevant to developing countries because they face the same dilemmas when introducing TQM, which has become universal in the face of globalisation.

4.9.3 Finally, this study provides a message that the TQM principles if blended with the proper strategies could be applied in the public sector and if it is applied can make a significant contribution in improving and developing contemporary public management in Bangladesh.

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