

Total Quality Management: An Assessment of Implementation in Florida's Municipal Police Agencies

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Abstract

The nature of law enforcement is undergoing great change as we prepare to enter the next century. Nationally, people are demanding a more community-oriented, problem-solving style of police service delivery. This change in agency philosophy, as well as the changes in the workforce, create an environment in which the traditional law enforcement management style becomes less effective and efficient. Total Quality Management (TQM) is a viable alternative to the traditional style of autocratic management.

This study used a survey to determine the current level of TQM implementation in Florida municipal police agencies and the chief executives' knowledge of TQM principles and practices. The study shows a low level of TQM implementation within the state; however, agencies that have implemented TQM are found to be more highly rated in areas of professional expertise, internal stability, interaction with the public, and citizen and officer empowerment. Additionally, effective community-oriented or problem-solving policing may be delayed until implementation of at least some TQM principles, whether or not labeled as TQM.

Introduction

The management of processes and the leadership of people are two primary tasks facing the public-sector executive, both today and in the future. The demand for governing more efficiently creates tremendous pressure for change. The quality movement has gained such acceptance in the private sector that it has put pressure on governments to adopt similar principles. Total quality management (TQM), with its concern for quality work product and the external and internal customers, is an alternative management process that is gaining acceptance in the public sector.

While initially designed for manufacturing, TQM has been effectively implemented in organizations producing a work product or service through people. Given the labor-intensive nature of police service, the principles of TQM can guide the police executive in responding to increasing demands for effective and efficient service.

Much has been written about the drive towards community-oriented/problem-solving policing and researchers have looked at implementation of quality management in various law enforcement agencies. But there are gaps in the research. In reviewing the literature and trying to find effective methods of implementing quality management within the Altamonte Springs Police Department, two questions arose:

1. To what extent has TQM been adopted in Florida municipal police agencies?
2. What differences exist between the agencies which have and have not adopted TQM?

To answer these questions a survey of municipal police agencies was conducted

in April 1993. A history and overview of TQM preface the results and conclusions of the survey in order to better understand the concepts of quality management.

History and Development of TQM

Total quality management is built around a basic assumption that "all people have a natural desire for accomplishment. Part of management's job is to provide opportunities for that drive to benefit the organization." (Carr and Littman, 1990, p. 19).

While TQM may be viewed as a new management process, it is not. The concept of continuous improvement was developed in the 1920s at Bell Laboratories by Walter Shewhart. This basic model was statistical process control (SPC). It measured variance in production systems and was integrated into measuring consistency of the work product and processes.

Shewhart also formalized the Plan-Do-Check-Act cycle, an attempt to improve production through the use of the scientific model. The PDCA cycle is ongoing, constantly being repeated. As a result, the process is constantly refined and improved. Higher levels of performance should result (Carr and Littman, 1990).

W. Edwards Deming taught statistical process control to the defense industry during World War II. These methods were kept classified as military secrets until after the war. Deming then lectured Japanese business leaders in quality control and his lectures became the basis for modern quality philosophy.

Deming, recognized as the "father of statistical quality control" (Peters and Austin, 1985, p. 102), theorized that TQM leads to more self-inspection by the people actually producing the product. Deming then found that quality is a function of commitment by the people performing the task.

TQM in Japan. Joseph Juran and Armand Feigenbaum helped the Japanese refine TQM and expanded the process to involve all departments within an organization using the quality process (Carr and Littman, 1990). Kaoru Ishikawa took the concept a step further, expanding it to include all employees. The resulting flow of ideas and suggestions from within the organization helped focus the total effort towards "satisfying customers." By doing so, quality improved.

By 1970, the Ishikawa model of "company wide quality control" had been adopted by many of the larger Japanese companies. "The effect this management style had on Japanese products is obvious: 'Made in Japan' now stands for world class quality" (Carr and Littman, 1990, p. 24).

American Management and TQM. The latter half of the 1980s marked the beginning of a resurgence in quality processes for American management. Peters and Austin, in their book A Passion for Excellence, maintain that "the heart of quality is not technique. It is a commitment to its people and product -- stretching over a period of decades and lived with persistence and passion -- that is unknown in most organizations today" (Peters, 1985, p. 101). Quality is not a set of unrelated techniques but instead a holistic philosophy. This philosophy is central to Deming's theory of "profound change" (Carr and Littman, 1990, p. 25).

There are many different models of TQM, comprising numerous principles. Swiss (1992) found four common tenets of TQM, as follows:

1. The customer is the ultimate determiner of quality.
2. Quality should be built into the product early in the production process.
3. The key to producing high quality is in limiting variability.
4. People working within systems, not individual effort, produce quality results.

Management journals are filled with discussions of quality management practices and the benefits of implementation in the private sector. Peters and Austin recount numerous success stories of private sector organizations that have adopted quality management principles. The benefits of the quality management model have not escaped the public sector.

TQM and the Public Sector

Improving the quality of service in the public sector may be more difficult than in the private sector. The failure of governments to improve that quality has "...prompted calls for the complete overhaul of management procedures" (Milakovich, 1991, p. 195).

Kline (1993) notes two primary factors which led the private sector to adopt TQM: profit and fear. In the public sector he sees several other factors, including fiscal stress and voter resistance to taxes. A 1987 Gallup Organization poll (Kline, 1993) surveyed citizen opinion about government efficiency and cost and found the majority of respondents believed governments "sometimes" or "hardly ever" performed duties efficiently or at the best possible cost.

A 1985 American Society for Quality Control survey asked respondents to identify the cause of complaints about public sector quality. The major complaints reported were:

- Poor performance
- Failure to get the work done properly
- Slow service
- Cost of the service
- Indifference of service personnel.

For local government, the most frequent complaint was slowness of service (Kline, 1993).

The International City Managers' Association has recognized the pressures on the public sector caused by "good service" and "quick responses" from private enterprise. The association's recommended solution was to "develop a customer orientation that is based upon market research and emphasizes high-quality service and responsiveness to customer demands" (Kline, 1993, p.262).

Local governments have experienced recession-based revenue losses. They are unable to turn to state and federal levels for assistance because these governments are struggling with their own financial difficulties (Sensenbrenner, 1991). Osborne and Gaebler (1992) note that by 1992 local governments had lost 25 percent of federal funding received in 1978. Revenue losses and financial difficulties have forced governments to look for alternative ways of doing business.

Tom Kelly, the county manager for Volusia County, Florida, identifies TQM as a viable alternative for local government. "The flow of dollars from federal and state governments is drying up," he says. "Consequently, we have to work smarter -- more efficiently and effectively. Quality management helps us to do this" (Keehley, 1992, p. 10).

Reformed TQM for Government. No single model of TQM is effective in all situations but it can be implemented successfully within the public sector. Swiss (1992) recognizes the business orientation of TQM and addresses the changes necessary to adapt it for the public sector. His four tenets of the "reformed TQM" for governments include:

1. Client feedback - track the reaction of the agency's immediate clients and use them as one consideration in decision-making.
2. Tracking performance - while managing by the numbers is definitely not a component of TQM, quantitative measurement of quality performance is.
3. Continuous improvement - receptivity to new approaches is essential for high performance.
4. Worker participation - another term for empowerment. TQM values increasing participation throughout the organization.

As in private sector implementation, TQM in government requires reaffirmation that people are not the problem in quality. Instead, the *systems* under which they work are the problem (Osborne and Gaebler, 1992).

Law Enforcement Management Practices

The "traditional" style of law enforcement management, commonly seen in police agencies, is based around the need for "professionalism" within the police service. This "professional" or "reform" style of police management developed as a response to corruption and political patronage perceived throughout law enforcement. While drastic measures were needed to control these negative influences, the need to control the police became the primary management objective, often more important than providing services to the citizens in the neighborhood (Couper and Lobitz, 1991).

Moore and Stephens (1991) foresee a revolution in police management. They see the current model of internal control and standardized procedures being upset by three factors:

1. The economic success of the Japanese.
2. The success of private-sector organization and research into their management practices.
3. The growth of the service economy with its focus on customer needs.

Significant changes predicted by Naisbitt and Auburdene (1985) already have affected law enforcement agencies:

1. The best workers will seek out organizations that facilitate and encourage personal growth.

2. Coaching, teaching and mentoring are all the role of the effective manager of tomorrow.
3. The authoritarian management style is being replaced by a new, people-oriented and networking style.
4. Creativity and intuition will become more valuable to the organization than the traditional, numbers-oriented management processes.

Community Policing. These values are important to the community/problem solving policing model. Lee Brown, former commissioner of the New York City Police Department and former chief of police for Houston, Texas, advocates community-oriented policing. He has redefined the role of the neighborhood patrol officer: "We want him to be a community organizer, community activist, a problem solver..." (Osborne and Gaebler, 1992, p. 49).

The Madison "Principles". Successful community-oriented policing must have concern for both the external customer (the citizen) and the internal customer (the employee). While the results of this style are often seen in terms of the community, the internal customer must be empowered to develop and implement non-traditional solutions. In developing the concept of "neighborhood-oriented policing," Lee Brown maintains that police should not only respond to calls for service but also help citizens of the neighborhood find solutions to the causes of crime (Osborne and Gaebler, 1992, p. 49).

Arguably, the most well-known implementation of TQM in law enforcement occurred in Madison, Wisconsin. Twelve principles guided that implementation (Couper and Lobitz, 1991, p. 48):

1. Believe in, foster and support teamwork.
2. Be committed to the problem-solving process, use it and let data, not emotion, drive decisions.
3. Seek employees' input before you make key decisions.
4. Believe that the best way to improve the quality of work or service is to ask and listen to employees who are doing the work.
5. Strive to develop mutual respect and trust among employees.
6. Have a customer orientation and focus towards employees and citizens.
7. Manage based on the behavior of 95 percent of employees and not the 5 percent who cause problems. Deal with the 5 percent promptly and fairly.
8. Improve systems and examine processes before placing blame on people.
9. Avoid "top-down," power-oriented decision-making whenever possible.
10. Encourage creativity through risk taking and be tolerant of honest mistakes.
11. Be a facilitator and coach. Develop an open atmosphere that

encourages providing and accepting feedback.

12. Develop, through employee teamwork, agreed-upon goals and a plan to achieve them.

In sum, these "Madison principles" differ considerably from the traditional, autocratic style of police management. They can lead the modern police executive through the process of implementing TQM within the organization.

The potential benefits from implementing TQM in government, especially law enforcement, are numerous but no definitive studies were found dealing with the implementation of TQM in Florida law enforcement. This study was designed to determine the extent to which municipal police agencies in Florida have implemented TQM, and the difference between TQM and non-TQM agencies in terms of department operations, attitudes and performances. The study is based upon a survey of Florida municipal police agencies.

TQM In Florida Police Departments

The purpose of this study was to examine the extent of TQM implementation and the organizational changes TQM caused within municipal police agencies. A survey was developed and mailed to 318 police chiefs in Florida in April, 1993. A follow-up reminder was sent approximately two weeks later. The cover letter for the survey explained the reason for the survey and encouraged chiefs to cooperate by sharing their opinions and feelings.

Of 318 surveys, 143 or approximately 45 percent were completed and returned.

The Survey Instrument. The survey was divided into seven sections of questions. The initial section was designed to determine the chiefs' level of knowledge and implementation of TQM within their organizations. The respondents were asked to rate their level of knowledge about TQM on a continuum from not having heard of the concept through having completed an evaluation of TQM within their agencies. The response to this question was used to categorize the respondents. The chiefs also were asked how they had received training in TQM.

The chiefs were then asked to describe the agency's service style. These statements described either the 1) autocratic, rule-driven style, 2) the empowered style, or 3) a transitional style of management.

The second section surveyed agency methods of obtaining input and communicating with the internal and external customer. The respondents were asked the last time they had utilized the following techniques (never, to more than five years ago):

- Community-wide survey
- Customer survey
- Customer follow-up
- Citizen Advisory Group Contact
- Citizen Complaint Tracking System
- Internal Agency Suggestion Box

- Internal Agency Improvement Program
- Employee Advisory Board/Committee

The third section asked respondents to rank-order several factors in terms of their influence on the decision-making process. These factors were:

- Fiscal Requirements
- Training Requirements
- Staffing Requirements
- Community Support
- Support for Governing Body
- Support from other Public Agencies
- Internal Support from Lower Ranks
- Internal Support from Upper Ranks
- Administrative/Management Philosophy
- Agency Organizational Structure

The fourth section asked the respondent to rate the entire agency in factors significant to quality management. The respondents were cautioned to rate the entire department, all members of the agency, and not just the chief or sworn officers. The factors were rated on a scale of 1 (low) to 10 (high):

- Community trust
- Compassion and commitment to the job
- Professional expertise
- Internal stability
- Interaction with the public
- Officer empowerment
- Citizen empowerment
- Information flow/availability
- Willingness to take risks
- Willingness to abandon old methods
- Willingness to analyze problems
- Willingness to solve problems
- Ability to respond to changing circumstances
- Ability to respond to problems
- Ability to innovate
- Ability to handle problems or issues outside your enforcement mission
- Ability to prevent problems

- Ability to analyze problems
- Ability to make improvements

Fifth, consistent with the concepts reviewed in the literature, respondents were asked to select one of three statements that best described the relationship between TQM and community-oriented policing. Sixth, respondents were given the opportunity to make any comments regarding their experiences with TQM or community-oriented policing.

The seventh section of the survey dealt with demographics of the agency and information regarding the Chief of Police.

Analysis of the Results

The study assessed two key factors, based upon the police chief's opinion, to determine the extent of TQM implementation in Florida municipal police agencies: what the Chief knew about TQM; and what the Chief had done to implement TQM, i.e., to what extent the agency's organizational style reflected a TQM philosophy of empowerment and communication/input.

Knowledge of TQM. Respondents were divided into 5 major categories along the following continuum:

1. Chiefs who had never heard of TQM.
2. Chiefs who had heard or read about, or been trained in TQM.
3. Chiefs who had adopted TQM as a management philosophy for their agencies.
4. Chiefs who had implemented TQM within their agencies.
5. Chiefs who had developed measures to determine the success or had completed an evaluation of TQM within their agencies.

As shown in Figure 1, more than 17 percent of the responding chiefs of police had not heard of total quality management. More than 57 percent of respondents indicated they had heard, read and/or been trained in TQM yet did not indicate they planned to implement this management philosophy. Of the remaining agencies, 6 percent reported they planned to implement TQM, while 19 percent had adopted, implemented or were evaluating TQM. (Note: Chart would not convert)

Many different sources for TQM training were reported by the Chiefs; however, no provider had widespread use. The following vendors trained more than one survey respondent:

- FBI National Academy (4 respondents)
- Florida Power and Light Team (4 respondents)
- City of Altamonte Springs (2 respondents)
- Southern Police Institute (2 respondents)

Empowerment. Chiefs were asked to classify their agencies using one of three

descriptions: 1) traditional, 2) empowered or 3) transitional. These responses were analyzed in relation to each chief's knowledge of TQM, as shown in Table 1.

Table 1 TQM Level and Agency Management Philosophy Today			
	Traditional	Empowered	Transition
Not Heard	24%	28%	20%
Heard	39%	43%	16%
Planned	67%	22%	11%
Adopted		100%	
Implemented	17%	83%	
Evaluated	18%	64%	18%

Looking at the table on a horizontal plane, chiefs who had not heard of TQM were fairly evenly distributed among the three choices. Chiefs who had heard, read about, or been trained in TQM were also evenly divided on whether their agencies were best described as traditional or empowered; few were in transition.

A significant number of chiefs planning to implement TQM described their agencies as currently having a traditional, autocratic style.

Chiefs who indicated they had already adopted TQM were unanimous in describing their agencies as empowered. Only 50 percent of these chiefs described their agencies as empowered one year ago. The vast majority of agencies that implemented TQM were described as currently being an empowered organization. In the past year, the percentage of empowered agencies in this group almost doubled.

The trend changes when analyzing agencies that have completed an evaluation of TQM. While the majority were described as empowered, a significant number (36%), of the agencies were described as transitional or traditional.

Communication and Input. Communication and input from both internal and external customers are important to the quality management process. The questionnaire asked respondents to indicate if they utilized specific techniques to facilitate this communication from both the citizen (external customer) and employee (internal customer). The results are shown in Tables 2 and 3.

Table 2 Communication Techniques for the External Customer Utilized within the last 30 days, by degree of TQM implementation						
	Never	Heard	Planned	Adopted	Implemented	Evaluated
Community Survey	9.5%	6.8%	12.5%		9.1%	36.4%
Customer Survey	9.5%	14.3%	33.3%	25.0%	36.4%	36.4%
Customer Follow-Up	25.0%	35.2 %	25.0%	33.3%	75.0%	54.5%
Citizen Advisory Contact	30.0%	31.5%	11.1%	50.0%	55.6%	45.5%
Citizen Complaint Tracking	30.0%	38.9%	44.4%	66.7%	70.0%	54.5%

Table 3 Communication Techniques for the Internal Customer Utilized within the last 30 days, by degree of TQM implementation						
	Never	Heard	Planned	Adopted	Implemented	Evaluated
Internal Suggestion Box	10.0%	27.8%	28.6%	50.0%	66.7%	45.5%
Internal Improvement Program	14.3%	52.8%	44.4%	50.0%	100%	81.8%
Employee Advisory Board	15.0%	43.1%	33.3%	50.0%	70.0%	63.6%

For the most part, chiefs who had not heard of TQM had not utilized these techniques in the past 30 days to obtain feedback or input from the external customer. As the chiefs' knowledge of TQM increases through training and experience, the utilization of these techniques reportedly increases. This is also reflected in several of the comments made on the survey instrument. One chief, not having heard of TQM, stated: "We receive feedback from the community usually one on one if they have a problem." This is very different from another chief, who commented, "The only way law enforcement can be successful is through forming a partnership with their community." A third chief commented: "...the citizens enjoy our emphasis on getting the officers to interact with the citizens." Communication with the citizens, through whatever process,

increases with the level of TQM implementation.

The results for the internal customer seem to track the results for the external customer. Chiefs who had not heard of TQM report much lower use of internal communication systems than any other group. As their knowledge increased through training and experience, the use of these techniques reportedly increased. Agencies at the evaluation stage had lower utilization than agencies just having implemented TQM.

Agency Decision Making. The respondents were asked to rank 10 factors in terms of their relative importance in the decision-making process. Table 4 summarizes their opinions.

Table 4 Factors Influencing the Decision Making Process, by Level of TQM Implementation						
	Never Heard	Heard	Planned	Adopted	Implemented	Evaluated
Fiscal Requirements	3	3	1	5	6	3
Training Requirements	4	8	4	7	8	5
Staffing Requirements	6	7	3	4	7	3
Community Support	2	1	2	3	1	1
Government Support	1	2	3	2	3	2
Public Agency Support	9	10	7	8	10	7
Support Lower Ranks	7	5	5	6	4	2
Support Upper Ranks	7	6	6	9	5	4
Admin/Mgt Philosophy	5	4	3	1	2	3
Agency Org Structure	8	9	8	10	9	6

By reading the chart horizontally, the change in the significance of the factors can more easily be interpreted as the level of TQM knowledge or implementation increases.

While many of these factors seem to remain constant in terms of relative importance, there is a significant change in the importance of support from the lower ranks. Chiefs who had not heard of TQM rated this factor low, seventh. Chiefs who have implemented TQM rated this factor as fourth most important. Agencies at the evaluation stage rated this factor as second most important.

Chiefs planning to implement TQM rated fiscal requirements as the most important factor, which may be a reflection of the perceived cost of changing to this management style or the expected costs of providing more community-oriented service.

TQM and Community-Oriented Policing. The literature asserts a high relationship between TQM and community-oriented policing. Respondents were given a choice of three statements:

- A. Total Quality Management must exist to implement community-oriented policing.
- B. Total Quality Management enhances community-oriented policing.
- C. Total Quality Management has no relationship to community-oriented policing.

In analyzing the responses, lack of a response to this opinion question was considered as "no opinion." The results of this query are presented in Table 5.

Table 5 Relationship Between TQM and Community-Oriented Policing, by Level of TQM Implementation						
	Never	Heard	Planned	Adopted	Implemented	Evaluated
Must Exist	8%	9.8%	22.2%	25%	25%	27.3%
Enhances	32%	75.6%	77.8%	75%	75%	63.6%
No Relationship		1.2%				
Missing/ No Opinion	60%	13.4%				9.1%

Looking at the data in a vertical plane allows easy interpretation of the opinion of the respondents. By a wide margin, chiefs who had not heard of TQM had no opinion or did not answer the question. Chiefs with some knowledge of TQM believed that it enhanced community-oriented policing. The percentage of chiefs in agreement with the statement that TQM must exist to implement community-oriented policing increases with the degree of knowledge or implementation.

Comments from the respondents seem to echo a relationship between TQM and community-oriented policing. One chief noted: "Customers' perception of the service you provide is the true test. Total quality management and community-oriented policing are synonymous." Another chief commented, "TQM is community-oriented policing."

Perception of the Agency. The literature reports many benefits to organizations implementing TQM, both in the private and public sectors. TQM, if successfully implemented in the police agency, should increase the agency performance in several areas.

On the average, agencies who had adopted, implemented or were evaluating TQM scored higher than agencies not implementing TQM. There was a statistically significant difference between these two groups ($p < .05$) in five categories:

- Professional expertise
- Internal stability
- Interaction with the public
- Officer empowerment
- Citizen empowerment.

These empowerment differences were predictable given the managerial processes of TQM. It was interesting to find that respondents scored TQM agencies significantly higher in professional expertise and internal stability. This rating is echoed in several survey comments:

■ "In the '90s if departments do not involve themselves in TQM and COP, they will not survive."

■ "Everyone who has any sense has been practicing TQM and community-oriented policing long before they have been given a label"

■ "TQM, empowerment, decentralization, multidirectional communication and insisting employees hold themselves accountable are the only ways that the [criminal justice] system will be able to respond to the demands of our environment and community. Lock-up policies, paramilitary games and things such as accreditation get in the way of innovation and creativity. The 'way we've always done it' mentality is why the criminal justice system is getting its butt kicked and why, in the long run, we are so damned ineffective. Initial response to Andrew, Waco, and prison grid-lock are all recent examples."

Conclusions and Implications for the Future

This research was undertaken to determine how prevalent TQM is in Florida municipal law enforcement and to look at the differences between TQM and non-TQM agencies.

It is disturbing that more than 17 percent of the Chiefs of Police in Florida had not heard of total quality management. Even more disturbing was that more than 57 percent of the respondents were not planning to implement TQM, even though they had heard, read or been trained in TQM concepts. No single training vendor was reported as having provided training to a significant number of chiefs. The low level of TQM implementation among municipal police agencies may be a result of a failure of our executive-level training programs to expose chiefs of police to this alternative management process. Additionally, TQM may be too new, regarded as too much of a

fad, or be too difficult to implement. Some comments suggest the latter:

- "(The) Hardest part is to obtain 'buy in' from older, street-level officers who were developed in the 'old school.'"
- "I am totally committed to the selling and transition to a community-oriented policing philosophy. It is not being done without significant pain and agony."
- "C.O.P. is absolutely the way to go in C.J. today. To put it in a medical analogy, we need trauma doctors - regular street cops to respond to emergencies - but we also need family doctors - C.O.P. - to keep emergencies to a minimum. But we have to be committed to it, not just involved. The diff(erence) is like eggs and bacon. The chicken is involved, the pig is committed."

As a management process, TQM is almost a complete reversal from the traditional autocratic management style. As such, it does require a major commitment for successful implementation. One would expect significant differences between TQM and non-TQM agencies, and this study has found several.

Management Philosophy. The answers to questions about management philosophy, reported in Table 1, show:

- Non-TQM agencies may not truly recognize the differences between the traditional, empowered or transitional management philosophies, or the chiefs may not have actually looked at these differences when categorizing the agency.
- Chiefs planning to implement TQM have probably spent considerable time examining TQM issues and concepts. They recognize that the agency management style has been overwhelmingly traditional and that the agency has a long journey to achieve TQM empowerment.
- Agencies having adopted or implemented TQM describe themselves as having achieved an empowered management philosophy.
- Agencies having conducted an evaluation of their TQM implementation have significant numbers back in the traditional and transitional management categories. This suggests that the evaluation has shown the agency has not come as far in empowerment as first believed. Perhaps the implementation of TQM is more difficult to truly achieve than expected in the earlier stages of implementation.

Communication. Tables 2 and 3 showed that increasing involvement in TQM brings an increasing realization of the need for input and feedback. This is consistent for both the external and internal customers. As the agency goes farther along in the TQM process, the percentages increase. This is expected because they have had a greater opportunity to try some of these techniques. Agencies in or completing the evaluation stage may have devoted more time to the task of evaluation than to actually practicing

the communication techniques common in TQM.

On the whole, TQM agencies report far greater interaction with both the external and internal customer, as compared to non-TQM agencies. These interactions may be responsible for the statistically significant higher ratings in citizen empowerment and internal stability.

Decision Making. The survey indicates that the chiefs ranked the criteria in very similar orders of priority regardless of TQM or management philosophy.

For chiefs planning to implement TQM, fiscal requirements were ranked as the factor having the most influence in their decision-making, which may reflect a concern with the cost of changing to and maintaining such an empowered management process.

For agencies in the evaluation phase of TQM implementation, the most important factors were community support and support from the lower ranks. This further supports the empowerment of both the internal and external customer.

TQM and Community-Oriented Policing. TQM agencies recognize the value of a community-oriented policy relative to other, non-traditional policing approaches. This validates the current literature, which asserts TQM is a requisite for successful implementation of community-oriented policing.

Agency Performance. TQM agencies perceive themselves as doing a better job overall than non-TQM agencies, ranking themselves higher in almost all areas. Although the average rankings were higher, the only real differences between TQM and non-TQM agencies were:

- Professional expertise
- Internal stability
- Interaction with the public
- Officer empowerment
- Citizen empowerment.

These results are consistent with the basic TQM tenets, which emphasize empowerment and rely on decision-making by those involved in the process. The results are also consistent with the findings of increased communication with both the internal and external customer. The perception of greater professionalism and greater interaction with the public may also explain the significant difference between TQM and non-TQM agencies in the area of agency stability. Internal perception of officer empowerment, along with agency stability, allow the police officer to better perform the police mission within the community; thus, the agency capability to perform the police mission is enhanced.

It is these factors which make TQM a valuable solution to the internal and external challenges our profession faces as we approach the next century. For our profession to benefit from these opportunities, the following recommendations are offered:

1. More effective education in TQM needs to be developed and made available. This

would facilitate more chiefs in recognizing the values of TQM and, hopefully, more of them will convert to this philosophy. While including the benefits of TQM, this training should also provide techniques to make successful TQM implementation easier, diminishing the "pain" and "agony" commented upon earlier.

2. With the predicted continuing battle for scarce resources, law enforcement agencies will be required to prioritize the different services and activities of the organization. To maintain, and hopefully enhance, citizen support for the agency, customer input must be strongly considered. The comment made by one chief, that agencies which "...do not involve themselves in TQM and COP will not survive," may be accurate as we enter the next century. In any event, as we work to improve agency efficiency and the effectiveness of the services we are able to provide, TQM should be an essential component. The techniques learned during TQM implementation can assist the agency in this, sometime difficult, process.

Perhaps we should not think of TQM as something new and different, but only as the way we go about our business -- the business of providing quality law enforcement service to our community.

In any event, further research is needed. Validation of the input from the internal and external customer needs to be done, through surveys of these groups for TQM and non-TQM agencies. Standard measures of performance need to be developed and the perceptions of the chiefs need to be validated from both the internal and external customers.

James F. (Jim) Murphey has been with the Altamonte Springs Police Department for over 22 years. He is currently assigned as the Commander of the Management Support Bureau, having previously commanded the Criminal Investigations and Administrative Services Bureaus.

Commander Murphey received a bachelor's degree, with honors, from Rollins College, and graduated from the 139th session of the FBI National Academy. A graduate of the FCJIE Senior Leadership Program and numerous professional training programs, he has served as an instructor for the Executive Institute, Rollins College, and IACP and other training centers. He is a member of many professional organizations, including the Florida Police Chiefs Association.

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Author Notes

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Chief William A. Liquori, for allowing me the opportunity to participate in the Senior Leadership Program.

Finally, Edith Walker. Throughout the entire process, "Edi" was always there, offering encouragement, understanding and support. She convinced us we could get it done. I hope the final product meets her expectations.

April 12, 1993

Dear Chief:

I am attending the Florida Criminal Justice Executive Institute's Senior Leadership Program. As a requirement of this program, I am conducting original research on Total Quality Management and Florida's police departments. The research will be based on the attached survey, which asks you several questions regarding your knowledge of Total Quality Management and also about a variety of department issues and activities.

Your survey responses will be kept confidential and the information you provide will be reported in the aggregate, so that an individual department can not be identified in my final report.

It is important that I have the chief's perspective on these questions, as a follow-up project will address similar issues among the other ranks in each police department. Please return the survey to me in the enclosed self-addressed envelope on or before May 15, 1993. Your participation in this project will help me to gain a clear picture of Florida's police departments and how they are preparing for the 21st century.

Should you have any comments or questions, do not hesitate to call me at (407)830-3811.

Sincerely,

**Commander James F. Murphey
Altamonte Springs Police Department
225 Newburyport Avenue
Altamonte Springs, FL 32701**

Florida Criminal Justice Executive Institute
Total Quality Management Survey
April 1993

Total Quality is a management concept which addresses the way an agency is organized to provide service. How much would you say you know about Total Quality Management, or TQM? (Check all that apply.)

I have HEARD about TQM

I have READ about TQM

I have been TRAINED in TQM (by whom? _____)

I PLAN to adopt TQM as a department philosophy

I have ADOPTED TQM as a department philosophy

I have IMPLEMENTED TQM PROGRAMS in my agency

I have DEVELOPED MEASURES for determining the success of TQM in my agency

I have completed an EVALUATION of TQM in my agency

Please read the following statements:

a. My officers are trained to respond to calls for service as quickly and as professionally as possible. Written policies and procedures guide daily activities and ensure professionalism throughout our chain of command.

b. In order to provide the best service possible, officers must use their discretion to deal with the problems they confront. Community and officer involvement in service decisions helps us to address small problems before they become big problems.

c. Much of my agency's work revolves around calls for service, yet we recognize the value of officer discretion and the need to focus on service delivery.

Which of the above statements best describes your agency TODAY?

Which of the above statements best describes your agency 1 YEAR AGO?

Which of the above statements best describes your agency 5 YEARS AGO?

When was the last time you received input on your agency's performance by way of:

a. Community-wide survey	1 MO	6 MO	1 YR	5 YRS	>5 YRS	NEVER
b. "Customer" survey	1 MO	6 MO	1 YR	5 YRS	>5 YRS	NEVER
c. "Customer" follow-up (phone or personal contact)	1 MO	6 MO	1 YR	5 YRS	>5 YRS	NEVER
d. Citizen advisory group contact)	1 MO	6 MO	1 YR	5 YRS	>5 YRS	NEVER
e. Citizen complaint tracking system	1 MO	6 MO	1 YR	5 YRS	>5 YRS	NEVER
f. Internal agency suggestion box	1 MO	6 MO	1 YR	5 YRS	>5 YRS	NEVER
g. Internal agency suggestion/ improvement program	1 MO	6 MO	1 YR	5 YRS	>5 YRS	NEVER
h. Employee advisory board/committee	1 MO	6 MO	1 YR	5 YRS	>5 YRS	NEVER

Rank the following (1 = most important, 10 = least important) in terms of their influence on agency decision-making:

____ **FISCAL REQUIREMENTS**

____ **TRAINING REQUIREMENTS**

____ **STAFFING REQUIREMENTS**

____ **COMMUNITY SUPPORT**

____ **SUPPORT FROM THE GOVERNING BODY (City Council, County Commission, etc.)**

____ **SUPPORT FROM OTHER PUBLIC AGENCIES**

____ **INTERNAL SUPPORT FROM LOWER RANKS**

____ **INTERNAL SUPPORT FROM UPPER RANKS**

____ **ADMINISTRATIVE/MANAGEMENT PHILOSOPHY**

____ **AGENCY ORGANIZATIONAL STRUCTURE**

On a scale from 1 to 10 (1 = low, 10 = high) rate your department in the following areas. Consider all members of the agency, both sworn and non-sworn, and not just yourself.

Community Trust	1	2	3	4	5	6	7	8	9	10
Compassion and commitment to the job	1	2	3	4	5	6	7	8	9	10
Professional expertise	1	2	3	4	5	6	7	8	9	10
Internal stability	1	2	3	4	5	6	7	8	9	10
Interaction with the public	1	2	3	4	5	6	7	8	9	10
Officer empowerment	1	2	3	4	5	6	7	8	9	10
Citizen empowerment	1	2	3	4	5	6	7	8	9	10
Information flow/availability	1	2	3	4	5	6	7	8	9	10
Willingness to take risks	1	2	3	4	5	6	7	8	9	10
Willingness to abandon old methods in order to try new ones	1	2	3	4	5	6	7	8	9	10
Willingness to analyze problems	1	2	3	4	5	6	7	8	9	10
Willingness to solve problems	1	2	3	4	5	6	7	8	9	10
Ability to respond to changing circumstances	1	2	3	4	5	6	7	8	9	10
Ability to respond to problems	1	2	3	4	5	6	7	8	9	10
Ability to innovate	1	2	3	4	5	6	7	8	9	10
Ability to handle problems or issues outside your enforcement mission	1	2	3	4	5	6	7	8	9	10
Ability to prevent problems	1	2	3	4	5	6	7	8	9	10
Ability to analyze problems	1	2	3	4	5	6	7	8	9	10
Ability to make improvements	1	2	3	4	5	6	7	8	9	10

In your opinion, which of the following statements best describes the relationship between Total Quality Management and Community-Oriented Policing?

Total Quality Management must exist to implement Community-Oriented Policing.

Total Quality Management enhances Community-Oriented Policing.

Total Quality Management has no relationship to Community-Oriented Policing.

Do you have any comments about your experiences with Total Quality Management or Community-Oriented Policing?

Please complete the following information about yourself:

Years in current position: _____

Years in law enforcement: _____

Highest degree earned: Year earned: _____

Which of the following leadership/management programs have you attended:

____ **FCJEL Senior leadership Program**

____ **FCJEL Chief Executive Seminar**

____ **FPCA Chiefs Seminar**

____ **FPCA Advance Chiefs Seminar**

____ **SPI Administrative Officers Course**

____ **FBI National Academy**

____ **FBI LEEDS Program**

____ **PERF SMIP**

Please provide the following information on your agency: _____

Number Sworn: Number Non-sworn: _____

Population Served: _____

THANK YOU FOR YOUR TIME AND YOUR INPUT

Please return to:

**Commander James Murphey
Altamonte Springs Police Department
225 Newburyport Avenue
Altamonte Springs, FL 32701
(407)830-3811**