

Summary

The Department of the Navy used an education and training program as a tool to facilitate major organizational change. The education and training program was used as a vehicle to communicate the vision of top leaders, and as a means of providing the knowledge and skills required to perform the many new roles embodied in the change. The success achieved in implementing organizational change in the Department of the Navy was due in large measure to the effectiveness of the education and training program developed to support the change.

A design team was formed to define the strategies, curriculum, and program to support implementation of the envisioned change. The major lessons learned in developing the education and training program were that it is more difficult and takes more time than anticipated to develop a comprehensive program for educating and training large numbers of individuals in a large complex organization.

It is recommended for anyone embarking on a similar venture to have the right people on the

team, make sure they are knowledgeable about the nature of the change being implemented, give the team appropriate resources and guidance to do its job efficiently and effectively, and make membership on the team a full-time assignment until the job is done. Doing these things will clearly demonstrate top leadership's commitment to the change they seek to implement.

References

1. Houston, A., Sheposh, J., & Shettel-Neuber, J. (1986). *Management methods for quality improvement based on statistical process control: A literature and field survey* (NPRDC Tech. Rep. 86-21). San Diego, CA: Navy Personnel Research and Development Center.
2. "DON Executive Steering Group Guidance on Total Quality Leadership (TQL)". Garrett, H. L., III. (6 June, 1991).
3. Deming, W. E. (1986). *Out of the crisis*. Cambridge, MA: Massachusetts Institute of Technology, Center for Advanced Engineering Study.
4. Doherty, L. M. (May 1990). Managing the transformation: A two-phase approach to implementing TQM. Presentation at the *Third Annual Federal Quality and Productivity Conference*, Vienna, VA.
5. Kidder, P. J., & Rouiller, J. A. (Spring 1997). Evaluating the success of a large-scale training effort. *National Productivity Review*, 79-89.
6. Cooper, B. L. (October 1995). *Total quality leadership assessment survey: Status of TQL implementation in the Department of the Navy*. San Diego, CA: Navy Personnel Research and Development Center. (Unpublished).

7. Kirkpatrick, D. L. (1966). *Evaluating training programs: The four levels*. San Francisco, CA: Berrett-Kiehl Publishers, Inc.
8. Tach, E. C., & Murphy, K. L. (December 1995). Training via distance learning. *Training and Development*, 44-46.

Appendix A

Brief summary of DON TQL education and training program milestones.

- 1984 The Navy Personnel Research and Development Center (NPRDC) conducts study to determine feasibility of using statistical process control to improve mission performance in naval industrial organizations.
- 1985 NPRDC identifies requirements for implementation of quality management practices in naval organizations.
- 1985 NPRDC conducts pilot project at the Naval Aviation Depot (NADEP) in San Diego to test implementation of quality management approach based on the philosophy of Dr. W. Edwards Deming.
- 1985 The DON approach to quality improvement is called “Total Quality Management” (TQM).

- 1987 *Federal Times* publishes story about success of “Japanese-style productivity improvements” at Naval Aviation Depot.
- 1988 NPRDC conducts series of three-day “Implementation Seminars” in response to numerous requests for assistance from naval and other government organizations.
- March
1988 Secretary of Defense for Procurement & Logistics sets up first seminar for top executives in DOD military departments focused on quality, leadership, and management based on philosophy of Dr. W. Edwards Deming.
- Aug.
1988 Under Secretary of the Navy attends DOD seminar and tasks NPRDC to design a permanent organization dedicated to assisting TQM implementation in the DON.
- Nov.
1988 DON publishes first *Department of the Navy Total Quality Management Implementation Plan* (revised in April 1989).
- Nov.
1988 Goal #3 of the DON implementation plan states; *Educate all* DON personnel in TQM perspectives and *train* appropriate personnel in *concepts* and *techniques* for TQM implementation *starting with top management*.

- Jan.
1989 Under Secretary of the Navy establishes and convenes first meeting of the Executive Steering Group (ESG) to lead the implementation of TQM in the DON. Their first action was to establish a TQM education and training design team.
- Feb.
1989 Design team convenes its first meeting to develop a strategic plan for TQM education and training.
- May
1989 Design team develops first draft TQM Education and Training Implementation Plan which contains a matrix of courses and target audience for each course and a brief description of the courses.
- June
1989 Design team reviews contractor developed awareness course and concludes it is unsuitable for DON use.
- Aug.
1989 ESG approves first DON TQM Education and Training Strategic Plan. Its focus was on shore support organizations in the DON.
- Aug.
1989 Design team is reorganized to reflect official education and training authority in the DON. ESG issues formal charter for the new group. It authorizes the team to provide oversight of TQM course development and appraisal of general state of TQM education and training in the DON.

- Aug.
1989 ESG approved design of TQM Quality Support Center and provides funds for its establishment at NPRDC.
- Nov.
1989 Design team issues revised TQM Education and Training Implementation Plan. It calls for the central development and management of executive and leader TQM education courses, and development and management of TQM skills training by local "Centers of Excellence." These latter entities were known as Quality Management Groups (QMGs).
- Dec.
1989 ESG approved basic course matrix and implementation plan.
- Feb.
1990 Implementation plan is expanded to provide additional guidance on QMB- developed courses.
- Apr.
1990 Under Secretary of the Navy and Chief of Naval Personnel sign charter officially establishing Quality Support Center (QSC) at NPRDC.
- Apr.
1990 ESG approves the use of Dr. W. Edwards Deming philosophy as the basis for TQM in the DON.
- Apr.
1990 ESG commits to exclusive use of in-house resources to develop TQM courses rather than use outside contractors.

- Apr.
1990 ESG approves TQM course matrix and description of specific TQM roles and responsibilities which will be the basis for course learning objectives.
- Apr.
1990 Design team prepares development plan for the Senior Manager's Seminar (SMS) (Later to be known as the Senior Leader's Seminar (SLS).)
- Apr.
1990 NPRDC tasked by the ESG to develop the SMS.
- May
1990 SMS course outline approved.
- June
1990 Design team establishes deployment strategy for SMS. Target population estimated to be 6,000 "true leaders." SMS to be integrated into Shore Commander's Course which is required for all newly designated Commanding Officers.
- Jul.
1990 Design team charters three Quality Management Groups (QMGs) to develop three TQM core courses: Team Skills and Concepts; Methods for Managing Quality; and Basic Quantitative Methods for Process Improvement.
- Aug.
1990 Chief of Naval Operations (CNO) sends memorandum to all Flag Officers expressing commitment to

quality to improve combat readiness in the Operating Forces. Calls the approach “Total Quality Leadership” because of the unique role that Navy leadership plays in developing and implementing operational objectives.

Sept.
1990

ESG three-day strategic planning session to chart the course for the future. ESG changes TQM label to TQL and expands implementation to cover Fleet operating forces as well as shore support commands. This decision causes change in the scope of the DON TQL education and training program.

Sept.
1990

Navy develops Guiding Principles for Fleet deployment of TQL education and training.

Sept.
1990

Fleet Commanders authorize formation of five Fleet Mobile Training Teams (later to be called CNO Fleet teams) to help operational units get started with TQL.

Sept.
1990

Navy headquarters launches study to incorporate TQL concepts and principles into existing leadership curriculum.

Nov.
1990

Operational evaluation of SLS completed.

- Nov. 1990 SMS becomes SLS reflecting change from TQM to TQL.
- Nov. 1990 SLS instructor training provided by NPRDC course developers.
- Dec. 1990 Navy headquarters completes study: "Correlation of Navy Leadership with TQL Principles." Process of integrating TQL in leadership training is initiated.
- Jan. 1991 First SLS class is conducted at Navy Postgraduate School, Monterey, California.
- Jan. 1991 NPRDC begins training twenty officers and enlisted personnel to serve on CNO Fleet teams.
- Feb. 1991 Fleet Commanders-in-Chief (CINCs) authorize five Fleet teams to train and assist personnel involved in TQL pilot projects aboard operational Fleet units.
- Feb. 1991 Design team develops deployment strategy and instructor certification criteria for QMG-developed courses.
- Feb. 1991 An ESG Advisory Group is formed from selected members of the ESG reflecting top-level interest and commitment to TQL education and training. The design team is restructured into the E&T Advisory Sup-

port Group to provide direct support to the newly formed ESG Advisory Group. The Advisory Group will have approval authority for all courses developed for the TQL curriculum.

Apr.
1991

ESG approves TQL E&T plan. Commits to funding support for development and execution. ESG designates the Chief of Naval Education and Training (CNET) as having administrative and management control of the Program.

May
1991

Advisory Group approved training plan for sixty TQL specialists who will serve as TQL instructors at the TQL schoolhouses.

May
1991

Under Secretary of the Navy establishes the Total Quality Leadership Office (TQLO) as part of the Office of the Undersecretary. TQLO replaces the QSC. Primary mission is to advise and assist senior leadership in implementing TQL in the DON.

Nov.
1991

First group of twenty TQL specialists begin training.

Mar.
1992

Training completed.

- Apr. 1992 TQL schoolhouses open. First train-the-trainer courses offered by TQL specialists.
- Oct. 1992 Remaining TQL specialists complete training.
- Nov. 1992 TQL schoolhouses fully staffed with seventy-five TQL specialists.
- Nov. 1992 TQL schoolhouses conduct off-site training by mobile training teams of TQL specialists.
- Mar. 1992 TQL specialists participate in three-day curriculum integration workshop. Process and responsibilities revising TQL courses is established.
- 1993-1997 Course are continually upgraded to meet customer (command trainers) requirements.
- Jun. 1996 TQL-integrated leadership courses are offered.
- Jan. 1997 TQL core courses shortened to five days.
- Jun. 1997 TQL courses available on-line.
- Aug. 1997 TQL basic process improvement tools package available on-line.

Dec. 1997 Last TQL train-the-trainer courses offered.

Jan. 1998 TQL schoolhouses officially closed.

Appendix B

About the Author

Mr. Robert A. Sniffin, who wrote this report under the guidance of the Director, Total Quality Leadership Office (TQLO), was the TQLO Director of Training before retiring in 1994. He served as the first chairman of the education and training design team. Mr. Sniffin was involved in all stages of program development and operation including strategy formulation, curriculum design, course development, training of TQL schoolhouse instructors, and curriculum revision. As Director of training in the TQLO Mr. Sniffin was responsible for ensuring the technical accuracy of all courses in the DON TQL education and training program.

