THE FEASIBILITY OF INTRODUCING THE CONCEPTS OF TQM INTO THE SAUDI ARABIAN PUBLIC SECTOR

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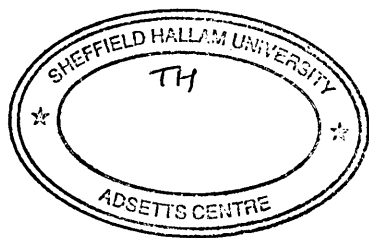
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ABSTRACT

Total Quality Management (TQM) and the implementation of its concepts and methods have been seen as to provide a promising way to improve management processes and building high quality products and services. Accordingly, during the past three decades · many organisations have implemented TQM and its concepts as a way for improving their management processes and quality of services, and as a way for gaining competitive advantages.

This research has made an attempt to study TQM implementation within the context of Saudi Arabia's public sector. The research examined the extent to which there was a need in the Saudi public sector for TQM implementation, and the extent to which the environment of the Saudi public sector was compatible for its implementation and for practising its concepts and methods.

To attain the objectives of the research and to test the possibility of implementing TQM in the Saudi public sector, two types of data were gathered; namely, secondary and primary data. As a result, the research is based on both secondary and primary data analysis. The secondary data aims to manifest the notion of TQM and its principles, the approaches and concepts of quality management "gurus"; the differences between the public and private sectors; and the barriers to TQM implementation, with a particular reference to the public sector. Along with the secondary data, a generic model for TQM implementation in the Saudi public sector is proposed and a background to the Saudi public sector and the Ministry of Interior is provided.

The results of the secondary data reveal that there is no an agreed or specific model in the literature offered by quality experts for TQM implementation, and that there are some critical issues in the Saudi Public Sector that need to be addressed in order to improve its management performance.

The primary data, which was gained through a survey mode of inquiry within the Ministry of Interior, examines the compatibility between the Saudi public sector's environment with TQM's concepts and the extent to which there is a need for TQM implementation in the Ministry of Interior and the Saudi public sector in general. The primary data was gained through a questionnaire designed by the researcher encompassing the principles and elements of the proposed implementation model.

The findings of the primary data and analysis reveals that the environment of the Ministry of Interior, with its current management systems and procedures, is inconsistent with the requirements demanded by TQM, and that it would need some modifications in order to implement TQM successfully.

Based on the results of the above data, a number of findings, conclusions, and recommendations are provided, which should help to contribute to a successful implementation of TQM in the Saudi public sector.

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Chapter One:

INTRODUCTION TO THE RESEARCH

INTRODUCTION TO THE RESEARCH

1.1 BACKGROUND AND PROBLEM DEFINITION

Total Quality Management (TQM) has been widely embraced by many organisations during the last three decades. During the 1980s and 1990s, TQM became the most important management discipline for organisational improvement or change, and a critical weapon for competition in today's competitive market, particularly in the developed economies. It is argued that many organisations have benefited from implementation of its concepts, in terms of improved customer services, improved organisational management processes, cost reduction, and better management and employee participation in the work process.

TQM refers to a set of management concepts and processes that emphasise continuous improvement for achieving efficiency and customer satisfaction. The concepts of TQM can be discerned from the work of quality experts or "Gurus", such as Deming, Juran, Crosby, etc., who have developed or constructed the basic principles of TQM, which emphasise management commitment, employee involvement, continuous improvement, and customer satisfaction.

A survey of TQM literature illustrates that in the Middle East little effort has been made to implement TQM, compared to the other parts of the world, because of: the novelty of the subject in the region, the lack of understanding of the concepts of TQM, an individualistic approach to work, whereby people prefer to work alone rather than in teams and a highly bureaucratic management style. A literature survey also indicates that little research on the subject has been carried out within the Middle Eastern context.

In the case of Saudi Arabia, a survey on the implementation of TQM within Saudi Arabian organisations reveals that the implementation of TQM has been limited to such concepts as quality inspection, quality control, and quality assurance, and then only in a very few organisations. Within the Saudi public sector, for instance, the concepts of quality assurance have been implemented within the North West Armed

Forces Hospitals to improve the quality of health care services. In the private sector, the Saudi Basic Industries Corporation (SABIC) has applied quality concepts, such as quality inspection and quality control, as means of producing quality products and as a critical weapon for competition in the industrial market. TQM as a broad philosophy (holism) has, however, never been implemented.

A survey of the Saudi public sector reveals that some important efforts have been undertaken by the Saudi Government to improve the efficiency and management process of the sector. Nevertheless, there are still some critical administrative issues in the Saudi public sector that remain to be tackled in order to achieve the objectives of these improvement efforts. TQM, if implemented successfully, seems to have the potential to assist the Saudi public organisations to tackle these issues and to provide the means for improving organisational effectiveness and efficiency. The successful implementation of TQM would, however, require compatibility between the tenets of TQM and the organisational environment which they are to be implemented.

1.2 AIM AND OBJECTIVES

The overall aim of this research, therefore, is to assess to what extent the environment of the Saudi public sector is compatible conducive to the implementation of TQM as a broad philosophy to improve organisational efficiency and effectiveness in the public services. This assessment was achieved through testing the possibility of implementing TQM in the Ministry of Interior as an initial step towards its further implementation in the Saudi public sector. The overall aim of the research was achieved through meeting the following objectives:

1. To review literature on TQM, in order to assess the concepts and principles of TQM and quality "Gurus", and issues related to its implementation in the public sector in general;
2. To discuss and evaluate the Saudi public sector with an appropriate reference to administrative development in the Saudi public sector, the government system, the administrative development agencies, obstacles to administrative development, and the background of the Ministry of Interior;
3. To survey the literature to determine an appropriate TQM model for implementation;

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4. To study empirically to what extent the Saudi public sector's environment is compatible with TQM implementation;

5. To formulate conclusions and recommendations for a successful implementation of the proposed model.

1.3 THE LIMITATION OF THE STUDY

The overall aim of this research was to investigate the possibility of implementing TQM in the Saudi public sector. The research in general has discussed the characteristics of the Saudi public sector and the issues related to this sector as a whole. The empirical phase of the research has focused on the Ministry of Interior, which was selected as a case study for TQM implementation in the Saudi public sector's organisations, since it shares the same features and characteristics as those of the other organisations' of the Saudi public sector. It was also not possible to empirically investigate all of the organisations operating in the Saudi public sector due to the large number of organisations and ministries operating in this sector. As a result, the data gathered through the empirical study and analysed in the research limited to the Ministry of Interior.

1.4 THESIS SCOPE

Accordingly, in addition to the present introductory chapter, the research is divided into nine chapters. Chapter two presents the characteristics of TQM. The chapter begins with a discussion of the definition of TQM. This is followed by an overview of the concepts and basic principles of TQM and the approaches of quality gurus in managing quality.

Chapter three discusses TQM in the context of the public sector. First, it evaluates the nature of the public sector and highlights some changes occurred in the public sector's environment. Second, the chapter discusses the issues relating to TQM implementation in the public sector. Third, it provides a background to the Saudi Arabian public sector. The chapter discusses the role of the administrative development agencies in developing the public sector. Further, the chapter discusses the obstacles that stand in the way of achieving administrative development objectives. The chapter

concludes by presenting background information on the Ministry of Interior, which has been selected as a case study for TQM implementation.

Chapter four discusses the research methodology employed in the study. It discusses the data gathering instruments associated with the methodology, the hypotheses formulated, the sample of the empirical study, and the stages of the research.

Chapter five discusses, first, why there is a need for a model for implementing TQM in an organisation. This issue is addressed by evaluating the disagreement amongst quality 'Gurus' on a specific implementation framework. Second, a generic model for TQM implementation is proposed and the principles of this model are discussed. Then, a further implementation model or framework and the steps involved in it are presented.

Chapter six presents the data collected from the empirical study, in relation to how the respondents to the field survey rated the importance of the proposed model's elements, concepts and principles, and the extent to which the environment of the Saudi public sector is compatible with TQM implementation.

Chapter seven discusses the pitfalls or barriers associated with introduction of TQM in the public sector due to the differences between this sector and the private sector.

Chapter eight presents the data gathered from the empirical study related to the barriers and driving forces to TQM implementation in the Saudi public sector.

The main findings of the research are discussed in chapter nine, which draws conclusions on the findings of the research, and provides some recommendations that may contribute to a successful implementation of TQM in the Saudi public sector.

This research could be regarded as a first attempt to test empirically the compatibility of the Saudi public sector's environment with the principles of TQM. The research will contribute to knowledge by:

1. Filling a gap in the TQM literature within the context of a developing country (Saudi Arabia);

2. Providing empirical evidence on the need for TQM implementation in the Saudi public sector, and the extent to which the environment of the Saudi public sector, in general, and of the Ministry of Interior in particular, are conducive to TQM implementation;

3. Assessing the administrative problems of the Saudi public sector;

4. Providing a foundation or a data source for other researchers intending to study the Saudi public sector in relation to TQM;

5. Suggesting ways and providing recommendations that would help to implement TQM in the Saudi public sector as a means of improving its management processes and the quality of its services.

Chapter Two:

CHARACTERISTICS OF TQM

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2.1 INTRODUCTION

A survey of the literature reveals that Total Quality Management (TQM) has been widely adopted by many organisations worldwide in the last three decades. Since this research focuses mainly on the issue of the implementation of TQM, it would be useful first to clarify what the term TQM means and what are its core principles. This chapter aims to discuss the key characteristics of TQM. First, the chapter provides a definition of TQM from different points of view. Second, the chapter discusses the basic or core principles of TQM. Finally, it discusses the approaches or methods of the quality gurus in managing quality.

2.2 DEFINITION OF TQM

Total Quality Management (TQM) has become an important and widely adopted management discipline during the last decades. Ho et al (2000:1)) stated that "Total Quality Management (TQM) seems to have been the most influential management philosophy in the 1980s, and is extending its popularity into the 1990s. Lots of resources have been allocated to improving quality, which is expected to increase the bottom line. The majority supports the idea of building high-quality products or services as a promising way to secure competitive advantage". Rao et al (1996) maintained that many companies began TQM as a response to customer concerns or complaints, and some other companies recognised that quality and productivity are critical to costs, sales, and profitability. These companies believed that instituting quality programmes reduces costs (reducing scrap, rework, work-in-process, warranty claims, etc), in turn increasing sales and market share through improved reputation and the potential for higher prices.

The term "TQM" can be defined as a management discipline or philosophy that deals with customer satisfaction, enhanced employee participation, further cost reduction, and generate an improved corporate reputation. However, a survey of the literature illustrates that the term has more than one meaning and lacks a precise definition. The problem is that the term "quality", which is the fundamental element of

TQM, has not been defined precisely, although some quality experts have attempted to define it, e.g. by Crosby (1979: 17) as "conformance to requirements" and by Juran (1988: 5) as "fitness for use".

Despite the difficulties associated with the definition of TQM, some quality practitioners have attempted to define the term by breaking it down into three words: *total, quality,* and *management.* Cohen and Brand (1993:xi), for instance, stated that:

- *Total* implies applying the search for quality to every aspect of work, from identifying customer needs to aggressively evaluating whether the customer is satisfied.
- *Quality* means meeting and exceeding customer expectations.
- *Management* means developing and maintaining the organisational capacity to constantly improve quality.

Kanji (1990:5) stated that TQM is defined as follows:

- *Quality-* is to satisfy customer's requirements continually.
- *Total quality-* is to achieve quality at low cost.
- *Total quality management-* is to obtain *total quality* by involving everyone's daily commitment.

In the view of Wilkinson et al (1998), TQM has two aspects, the 'hard' and 'soft' aspects. The hard aspect reflects the production orientation of the quality gurus, emphasising systems, data collection and measurement, and involves production techniques such as statistical process control, changes in layout, deign processes and procedures of the organisation, the use of quality management tools, and so on. The soft aspect focuses on the management of human resources in the organisation and lays particular emphasis on the need to change culture, giving the employees with greater responsibility for conducting and managing the work.

In general, Saylor (1992) stated that TQM is a philosophy and set of principles that provide a flexible and responsive management approach able to act or react to all of the forces of today's and tomorrow's economic world. He added that TQM is the only known approach that focuses the resources of an organisation on identifying and acting on the internal and external forces that will influence the world of tomorrow. It gears an

organisation toward continually improving quality, increasing productivity, and reducing costs to ease economic pressures. It focuses on total customer satisfaction through highest product and service quality at lowest life cycle costs to compete in the global environment. This statement seems to suggest that TQM could be adopted as an instrument to gain customers' loyalty through meeting their expected needs and requirements, and to gain competitive advantages in today's highly competitive market. In addition to this description, Saylor provided a comparison, as shown in Table (2.1), between the traditional management practices and TQM practices.

Table (2.1) Traditional Management and TQM comparison

Traditional Management	Total Quality Management
Looks for "quick fix"	Adopts a new management philosophy
Fire-fights	Uses structured, disciplined operating methodology
Operates the same old way	Advocates breakthrough thinking using small innovations
Randomly adopts improvement efforts	"sets the example" through leadership
Focuses on start term	Stresses long-term, continuous improvement
Inspects for errors	Prevents errors and emphasises quality of design
Decides using opinions	Decides using facts
Throws resources at a task	Uses people as primary means to add value
Is motivated by profit	Focuses on customer satisfaction
Relies on programs	Is a new way of life

Source: Saylor (1992) P9

Dale (1994: 10) stated that "TQM is the mutual co-operation of everyone in an organisation and associated business processes to produce products and services, which meet the needs and expectations of customers. It is both a philosophy and a set of guiding principles for managing an organisation".

The above definitions suggest that TQM is a management philosophy that seeks customer satisfaction through improved services and aims to improve organisational processes through involving everyone in taking the responsibility for these improvements, with the management playing crucial role in achieving this. However, the section below discusses in more details the core principles of TQM.

2.3 PRINCIPLES OF TQM

It is generally agreed in the literature that TQM encompasses a set of principles, which can be taken as guidelines to assist an organisation to transform its traditional working culture to one that is based on TQM practices. In the literature, there seems to be no agreement among quality practitioners on what exactly are those principles. Flood (1993:48), for instance, listed the following as the main principles of TQM:

1. There must be agreed requirements, for both internal and external customers.
2. Customers' requirements must be met first time, every time.
3. Quality improvement will reduce waste and total costs.
4. There must be a focus on the prevention of problems, rather than an acceptance to cope in a fire-fighting manner.
5. Quality improvement can only result from planned management action.
6. Every job must add value.
7. Everybody must be involved, from all levels and across all functions.
8. There must be an emphasis on measurement to help to assess and to meet requirements and objectives.
9. A culture of continuous improvement must be established (continuous includes the desirability of dramatic leaps forward as well as steady improvement).
10. An emphasis should be placed on promoting creativity.

Dale (1997: 258) categorised the principles of TQM into nine as follows:
1. Everyone in the organisation is involved in continually improving the processes under his or her control and takes responsibility for his or her own quality assurance.
2. Each person is committed to satisfying his or her customers (internal or external).
3. Teamwork is practised in a number of forms.
4. There is a commitment to the development of employees through involvement.
5. A formal programme of education and training is in place and this is viewed as an investment in developing people's ability and knowledge and helping them to realise their potential.
6. Suppliers and customers are integrated into the improvement process.
7. Honesty, sincerity and care are integral parts of daily business life.
8. Simplicity in processes, systems, procedures and work instructions is pursued.
9. Regular and consistent care of the plan-do-check-act cycle.

Brocka and Brocka (1992: 7-8) listed the following points as principles for a Quality Management programme:

- Dedication, commitment, and participation from top leadership.
- Build and sustain a culture committed to continuous improvement.
- Focus on satisfying customer needs and expectations.
- Involve every individual in improving his/her own work processes.
- Create teamwork and constructive working relationships.
- Recognise people as the most important resource.
- Employ the best available management practices, techniques, and tools.

It is obvious from the above principles that the key elements of TQM are: management commitment, employee participation, continuous improvement, and customer satisfaction. These elements are discussed below in more detail.

2.3.1 Management Commitment

TQM requires top management's commitment and involvement to the quality improvement process. Senior people in an organisation are required to take the leading role in quality improvement; without the total commitment of the senior managers nothing will happen, and anything that does will not be permanent. They have to take charge personally, provide direction and exercise forceful leadership (Dale, 1994:10-11). Atkinson (1997) argued that leadership and commitment go hand-in-hand. Leadership is the key issue in promoting commitment. As a result, commitment needs an effective leadership.

Oakland (1993: 32-33) suggested that there are five requirements for effective leadership as following:

1. Developing and publishing clear document corporate beliefs and objectives- a mission statement. Top management must express values and beliefs through a clear vision of what they want their organisation to be, and through objectives-what they

specifically want to achieve in line with the basic beliefs. These beliefs and objectives can be summarised in the form of a mission and should address the following:

- The definition of the business, e.g. the needs that are satisfied or the benefits provided.
- A commitment to effective leadership and quality.
- Target sectors and relationships with customers, and market or service position.
- The role or contribution of the company, organisation, or unit, e.g. example, profit generator, service department, opportunity-seeker.
- The distinctive competence- a brief statement which applies only to that organisation, company or unit.
- Indications for future direction- a statement of the principal plans which would be considered.
- Commitment to monitoring performance against customers' needs and expectations, and continuous improvement.

The top management must show a total commitment to this mission statement.

2. Developing clear and effective strategies and supporting plans for achieving the mission and objectives. These include strategic positioning in the 'market place', which can be developed by senior managers alone, but there is likely to be more commitment to them if employees participate in their development.

4. Reviewing the management structure. The structure review includes both the definitions of responsibilities for the organisation's management and the operational procedures they will use. The review should include the establishment of a process of quality improvement and a team structure throughout the organisation.

5. Empowerment- encouraging effective employee participation. For effective leadership it is necessary for management to get very close to the employees. They must develop effective communications- up, down and across the organisation- and take action on what is communicated; and they must encourage good communications between all suppliers and customers.

Leadership should be distinguished from management. While managers aim to control or manage people in the organisation to achieve the desired goals, leaders

provide guidance and coach people to achieve the goals; they empower employees in the process of achieving the goals. The differences between managing and leading are presented in Figure (2.1).

Figure (2.1) The Differences between Managing and Leading

Managing	Leading
Plan	Vision
Organize	Align
Direct	Empower
Coordinate	Coach
Control	Care

GETTING RESULTS   *IMPROVING SYSTEMS*
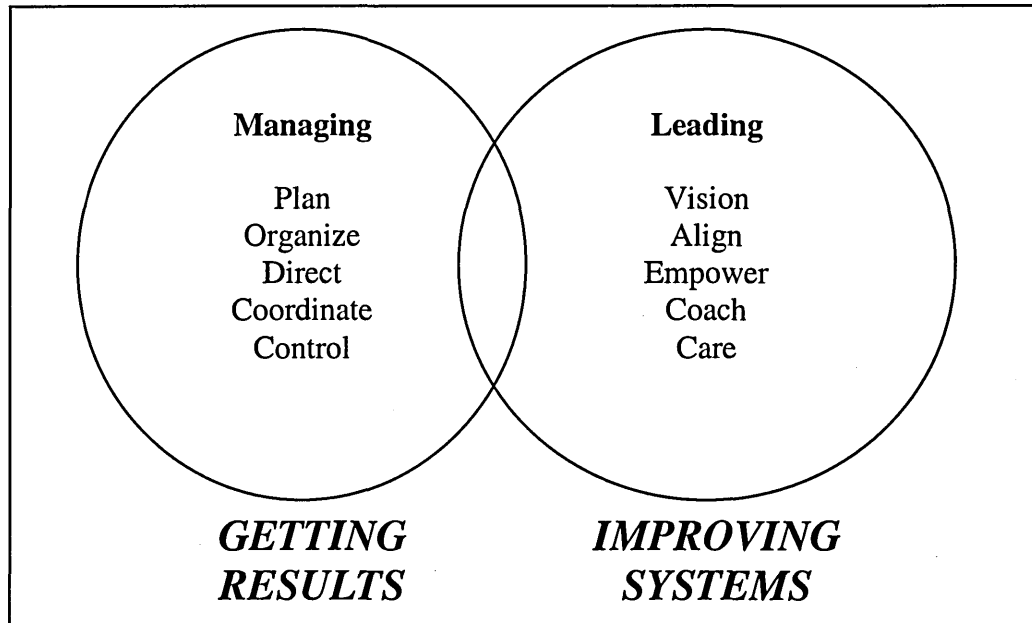
Source: Tenner and DeToro (1992) pp.161

Top management's commitment to quality is regarded as one of the most critical principles of TQM. According to Laszlo (1999:3) "One of the prime prerequisites for successful implementation for any major initiative within an organisation is commitment from the top. It is the responsibility of management to establish the strategies toward the objectives of the organisation as well as to set priorities to attain its goals...gaining the approval from management and then obtaining their commitment are the first steps toward successful implementation of QM [quality management] in any organisation". Bank (2000:64) added, "At all levels managers need to be conscious that they are role models for total quality. What they say about total quality is important. What they do is absolutely critical". A survey by Wilkinson et al (1995) on the UK financial services found that the lack of top management commitment was one of the major difficulties that have been experienced in implementing TQM. Another study by Kanji and Tambi (1999) found that role of leadership in promoting TQM in the UK Higher Education Institutions was ranked as one of the most important factors at the planning stage and during the implementation of TQM. However, Ennis and Harrington

(1999) argued that the management's active role and involvement is fundamental for the success of any quality programme and it is essential that they receive training in problem solving processes, in the need for continuous quality improvement and cost reduction.

The above arguments and findings from surveys carried out by quality experts suggest that top management's commitment and involvement in quality improvement processes is a fundamental factor for achieving quality. Without this, the implementation of TQM would not pay off.

2.3.2 Employee participation

Employee participation is the second fundamental element of TQM. All employees in the organisation, in TQM environment, must participate in planning for quality. Employees must be encouraged to be creative and innovative within all areas of their work; they must be allowed to make whatever changes are necessary within regulatory guidelines to perform the work and improve the system (Saylor, 1992:27-28). In this regard, Anand (1996) argued that top management commitment, involvement and leadership is necessary but not sufficient for implementing a total quality improvement programme successfully in any company. What are sufficient are the commitment, involvement and leadership of large numbers of middle-level managers and employees at supervisory and operative levels. A quality improvement programme can never take off in the true sense in any organisation without their active involvement.

Dale et al (1997) stated that employee participation or involvement is a corner stone of TQM ideas, in terms of both educational processes and more direct involvement in quality issues and how they relate to the job. The TQM philosophy emphasises that those doing the job should have the tools and resources to improve the process. This introduces elements of 'bottom-up' issue identification, decision making, and problem solving; which contrast with the traditional 'top-down' management style.

Wilkinson et al (1998) added that TQM has been seen as including three elements of employee involvement. First, there is the educative process at company level, with briefings, video posters and newsletters being used to launch and sustain the

TQM message. Second, participative structures such as quality circles, improvement and action teams may be established on an *ad hoc* or more permanent basis. These provide an institutional focus for problem-solving activity amongst the work force. Third, TQM may be associated with changes in the organisation of work, including elimination of inspectors, or at least reduction in their number, more teamwork, a shift towards cell organisation and the establishment of semi-autonomous work groups. The emphasis is on greater autonomy and self-control, with management delegating responsibility for quality and improvement, rather than seeking simply to blame employees for mistakes.

However, employee participation may require delegation of power; thus, in the TQM-oriented organisations management must be prepared to share part of the power and responsibility with employees. In fact, this principle, as many quality advocates argue, differentiates TQM from other management disciplines. But, a search in the literature reveals that employee participation is limited to specific, designated tasks, and that power is not fully delegation nor decentralised. As a result, this principle is argued to be the most difficult to implement in organisations attempting to adopt TQM. According to Wilkinson et al (1998), employee involvement, whilst a key element in TQM, is nevertheless focused on the task, rather than on broader issues of business strategy, investment or staffing. Indeed, TQM may reduce employees' autonomy to the extent that participation in TQM is seen as compulsory, and the top-down approach advocated may similarly limit real employee involvement in key decisions.

However, employee participation could be best achieved through building up teams. Teams involve people from different functional areas of the organisation to discuss and tackle the problems that are faced by the organisation and to provide suggestions regarding the areas that need to be improved. According to Saylor (1992) teams can be either functional or multifunctional. Functional teams involve people from a single functional group. Multifunctional teams consist of members from many different functional areas. In addition, Morris and Haigh (1996a) distinguished between two types of teams: quality improvement teams and self-directed work teams. The tasks of each of these teams are illustrated in Table (2.2).

Table (2.2) A comparison of quality improvement team and self- directed team.

Quality improvement team	Self-directed work team
• Refines work processes defined by management	• Refines work processes and redesigns them at its own volition
• Management needed to motivate and oversee improvement efforts	• All team members involved in problem definition, solution implementation and monitoring without recourse to management
• Sanction for process change needed from management	• Full operational control and authority for process change invested in team members
• Team members have traditional task-specific work skills	• Team members are multi-skilled covering all aspects: administrative, technical and interpersonal
• Individual team members are responsible for a narrow, technical function	• All team members have full responsibility for delivering a well defined segment of the total work process
• Day-to-day activities of members, supervisors and managers remain unchanged	• Role of teams, facilitators and quality managers determined by attainment of organisational quality vision, mission, strategy and values
• Improvements in work processes viewed as an 'add on' to normal work patterns	• Improvements in work processes and process design are an integral part of normal work patterns
• Team members focus on technical aspects of process improvement	• Team members focus on both technical and non-technical aspects of process improvement and development
• Rewards/ recognition tied to individual performance	• Rewards/ recognition tied to measurable team outputs
• Team members involved in, and with understanding of, a limited part of the total work process	• Every team member is responsible for the finished segment of work
• 'quality' and 'task' are viewed by team members as mutually exclusive	• 'quality' and 'task' are viewed by team members as synonymous

Source: Morris and Haigh (1996a) pp 328-329

A common approach to forming teams in TQM is "Quality Circles", which are widely used in many organisations implementing TQM, particularly Japanese organisations. A typical quality circle, as Dale and Cooper (1992) described, is a voluntary group of six or eight employees from the same work area, who meet usually in company time, for one hour every week or fortnight, under the leadership of their work supervisor, to solve problems relating to improving their work activities and

environment. The circles are the means of providing employees with opportunity to solve problems, and implement and monitor their solutions.

In general, the advantages of participation are elucidated in Figure (2.2) and include the following (James, 1996:198):

1. Providing a mechanism to develop work-related trust and co-operation.
2. Developing increased commitment to organisational goals and objectives.
3. Tapping previously unused skills and competencies that provide the basis for innovation and creativity.
4. Reinforcing the quality-oriented culture, providing tools and developing processes that are quality driven.

Figure (2.2) The Effect of Participation on Work-related Criteria Measures
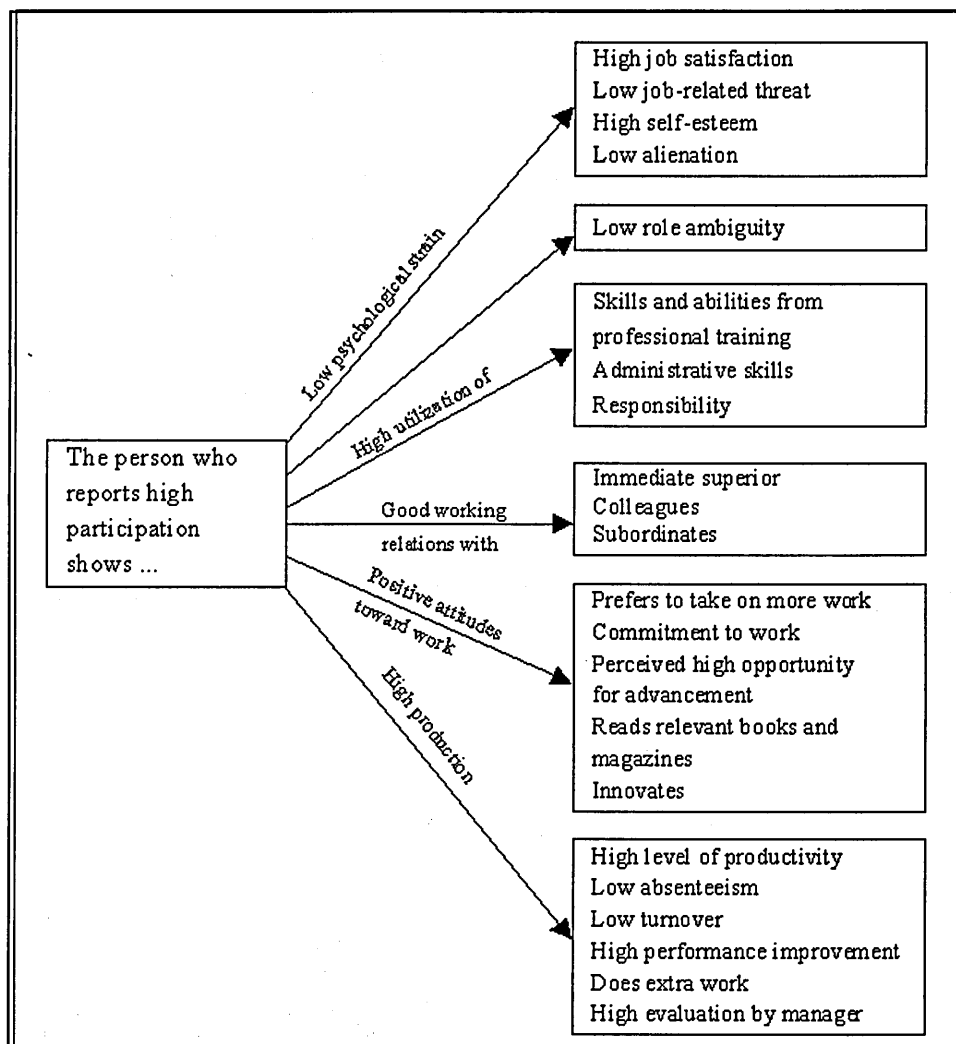
Source: Dale and Cooper (1992) pp. 132.

The other aspect related to the employee participation principle is that the employees' participation or involvement requires that the organisation and its management should treat the employees as an organisation's internal customers. This means that an organisation should satisfy these customers in order to achieve external customer satisfaction. In this regard, Bank (2000:26) stated that "If the internal customers' requirements are agreed and met, a chain of quality is made that reaches out to the external customers. To get people to identify the internal customers for the main outputs of the work group is to make a start at a total quality process to touch off a dialogue between the internal 'supplier' and internal customer that leads them to agree customer requirements is the beginning of creating a total quality culture". This would suggest that overall external customer satisfaction would be difficult to achieve without satisfying the internal customers or the employees.

2.3.3 Continuous improvement

Continuous improvement is critical in TQM; in fact, attaining continuous improvement is the key principle of TQM. It implies that the process of improvement should be conducted continuously and achieving some short-term improvement goals should not end it. Ho et al (2000) argued that continuous improvement is an essential component of TQM. Maintaining process control and seeking process improvement over time are keys to improving quality. Wilkinson et al (1998:13) stated that "Satisfying customer requirements involves the continuous improvement of products and services". However, the principle entails a discussion of the meaning of process. The process of the organisation could be defined, as Tenner and DeToro (1992:98-99) suggested, as the sequential integration of people, materials, methods, and machines in an environment to produce value-added outputs for customers. A process converts measurable inputs into measurable outputs through an organised sequence of steps. Oakland (1997:12) added that a process is a transformation of a set of inputs, which can include actions, methods and operations, into outputs that satisfy customer needs and expectations, in the form of products, information, services or – generally – results. These inputs and outputs of the process, which are illustrated in Figure (2.3), need to be continuously improved, according to the TQM approach to improvement. Tenner and

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DeToro (1992) suggested that four groups of people are involved in the operation and improvement of processes:

1. *Customers:* the people (or person) for whom the output (product or service) is being produced.
2. *Work groups:* the people (or person) who work in the process to produce and deliver the desired output.
3. *Supplier:* the people (or person) who provide input to the work process. The people in the process are, in fact, the customers of the supplier.
4. *Owner:* the person who is responsible for the operation of the process and for its improvement.

Figure (2.3) The Inputs and Outputs of a Process
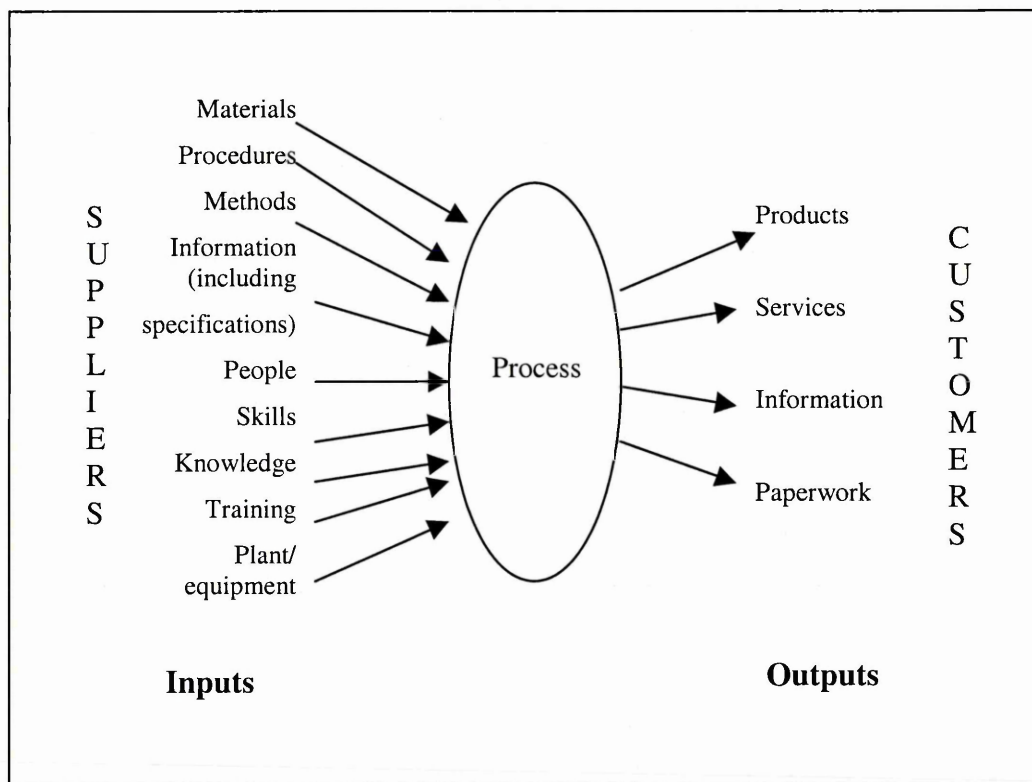
Source: Oakland (1994) p.12.

It should be recognised that the improvement process requires time to achieve the goals set for it and it is a complex process that needs to be designed systemically. As a result, it is important to design the improvement process in its early stages. The aims and objectives of improvement need to be set out and defined in a systemic way. One

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approach for designing an improvement process is to conduct an improvement methodology; such a methodology is illustrated in Figure (2.4).

Figure (2.4) Process Improvement Methodology
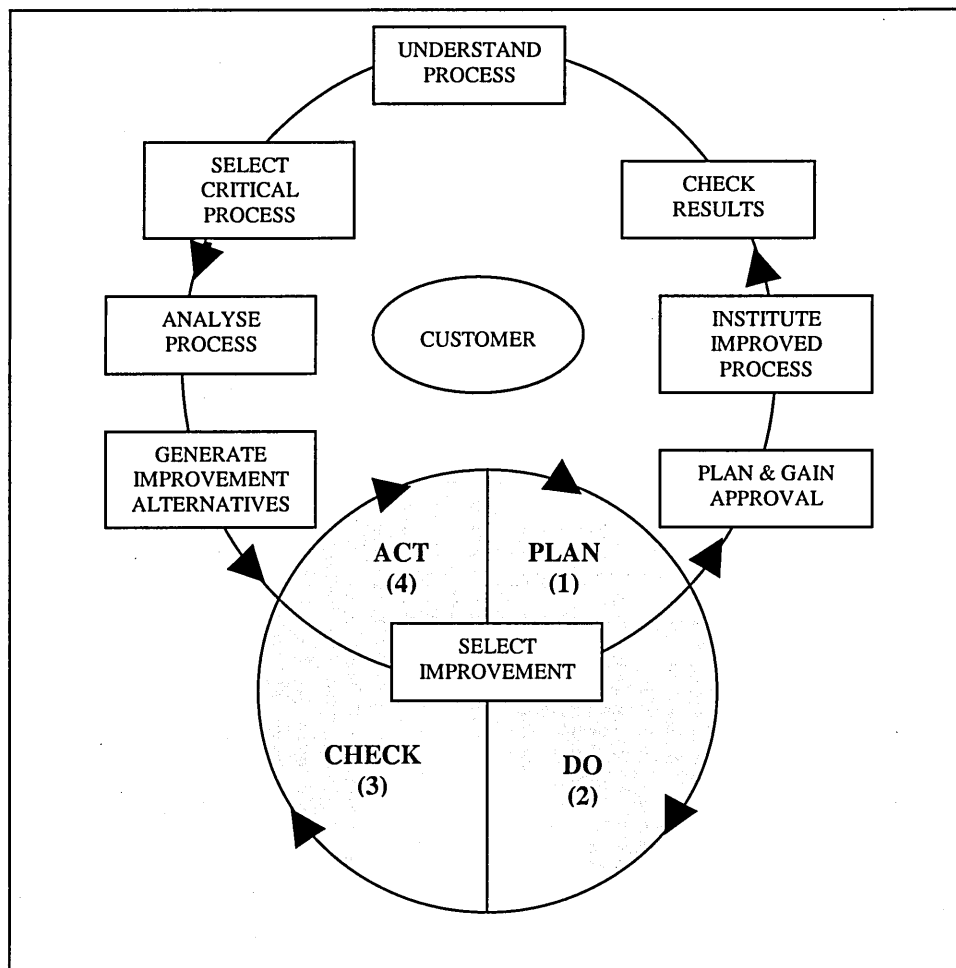
The methodology, as elucidated in the above figure, is divided into eight stages as follows (Saylor, 1992: 60-63):

1. *Understand the process:* At the first stage of the improvement process, the overall process and its inputs and outputs need to be defined; it is also necessary to determine the relationship between inputs and outputs and how the process could be measured.

2. *Select a critical process for improvement:* The selection should be based on the information collected in the understanding stage. The selection involves listing areas

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of the process that require improvement, which include the parts of the process that are not meeting customer needs, inputs not meeting requirements, and problem areas.

3. *Analyse the selected critical processes:* This requires a thorough use of analytical tools to focus on process variation or underlying causes of process problems.

4. *Generate improvement alternatives:* This stage involves using creativity, innovation, and imagination to explore as many alternatives as possible, including alternatives that can be used to reach the goal and all the forces at play with each alternative.

5. *Select an improvement:* This stage is to attain the desired outcome through the Plan Do Check Act (PDCA) cycle. It involves planing the improvement and testing or piloting it; doing the improvement on a test or pilot basis; checking the results against desired outcome; and acting to make the improvement permanent.

6. *Plan and gain approval for improvement:* The stage requires the presentation of a complete implementation plan to gain approval for implementation of the improvement. It involves how the improvement will be implemented and what action is necessary for the implementation.

7. *Institute the improvement:* This step is to institutionalise the improvement; it involves installing a continuous feedback system, developing implementation procedures, and providing training if necessary.

8. *Check the results for the desired outcome:* The step requires checking the results to ensure that the process is staying under control; it involves measuring the performance against the expected outcome and determining whether or not the goals are met.

Laszlo (1999) stated that in order to embrace the idea of continuous improvement, the role of management is comprised of two distinct parts: providing the organisation with the best crisis management in problem areas, as well as developing a staff that will

actively seek opportunities to switch over to another mode of operation where problems are handled without much fanfare, and lessons learned are added to the corporate memory to avoid future repetition.

2.3.4 Customer satisfaction

The overall aim of TQM is customer satisfaction. This principle focuses on the concept that the organisation's overall aim must be to meet and exceed customer's needs and requirements, or as Jonson (1999:3) stated, "The work that is done in an organisation must all the time be judged from the customer value point of view. The whole organisation, all work tasks and all work processes must be driven by customer needs and visions". Customer satisfaction, as Kotler (1994:40) defined it, is "a person's feeling of pleasure or disappointment resulting from comparing a product's perceived performance (or outcome) in relation to his or her expectations". As a result, customer satisfaction could be defined as meeting and exceeding the needs and requirements of the customers. Yet, meeting customers' needs is not an easy matter, since those needs and expectations cannot be precisely determined. Each customer has different needs and expectations; thus, meeting these expectations requires getting very close to customers and listening to them.

The best way for understanding the needs and requirements of customers, as suggested in the literature, is to identify who are the customers. In this regard, Juran (1988: 14) suggested the following steps (Figure 2.5), which he termed a quality planning road map for identifying customers needs and satisfying them.

Figure (2.5): The quality planning road map


```
EXISTING PRODUCT
AND PROCESS
      │
      ▼
┌─────────────────┐              CUSTOMERS' NEEDS
│    IDENTIFY      │            (IN UNITS OF MEASURE)
│   CUSTOMERS      │                    │
└─────────────────┘                     ▼
      │                          ┌─────────────────┐
LIST OF CUSTOMERS                │    DEVELOP       │
      │                          │    PRODUCT       │
      ▼                          └─────────────────┘
┌─────────────────┐                     │
│    DISCOVER      │              PRODUCT FEATURES
│  CUSTOMERS' NEEDS│                     │
└─────────────────┘                     ▼
  CUSTOMERS' NEEDS                ┌─────────────────┐
 (IN THEIR LANGUAGE)             │    OPTIMIZE      │
      │                          │  PRODUCT DESIGN  │
      ▼                          └─────────────────┘
┌─────────────────┐               PRODUCT GOALS
│    TRANSLATE     │                     │
└─────────────────┘                     ▼
  CUSTOMERS' NEEDS                ┌─────────────────┐
 (IN OUR LANGUAGE)               │    DEVELOP       │
      │                          │    PROCESS       │
      ▼                          └─────────────────┘
┌─────────────────┐                     │
│    ESTABLISH     │               PROCESS FEATURES
│ UNITS OF MEASURE │                     │
└─────────────────┘                     ▼
 UNITS OF MEASURE                ┌─────────────────┐
      │                          │ OPTIMIZE; PROVE  │
      ▼                          │PROCESS CAPABILITY│
┌─────────────────┐              └─────────────────┘
│    ESTABLISH     │                PROCESS READY
│   MEASUREMENT    │                 TO TRANSFER
└─────────────────┘                     │
      │                                 ▼
  CUSTOMERS' NEEDS                ┌─────────────────┐
 (IN UNITS OF MEASURE)           │   TRANSFER TO    │
      │                          │   OPERATIONS     │
      ▼                          └─────────────────┘
                                   PROCESS READY
                                    TO PRODUCE
```

Source: Juran (1988) pp 15

Once these steps are taken, then the organisation can identify whether or not it is meeting the requirements of its customers. It is through questioning the outcome of each step that the organisation can determine whether or not it is providing quality products or services. In addition, James (1996:116) suggested the process of *market segmentation* (Figure 2.6) as a technique for determining who the customers are.

Figure (2.6): Service market segmentation

```
┌─────────────────────────────────────────────────────────────────────┐
│                                                                       │
│   ┌─────────────────────────┐                          ▲             │
│   │   Definition of market   │                          │             │
│   └─────────────────────────┘                          │             │
│                │                                                      │
│                ▼                                                      │
│   ┌─────────────────────────┐                                        │
│   │   Identify alternative   │                                        │
│   │   bases for segmentation │                   Process of           │
│   └─────────────────────────┘                     market             │
│                │                              segmentation            │
│                ▼                                                      │
│   ┌─────────────────────────┐                                        │
│ ─►│   Select best base/s     │                          │             │
│ │ │   for segmentation       │                          │             │
│ │ └─────────────────────────┘                          │             │
│ │              │                                        │             │
│ │              ▼                                        ▼             │
│ │ ┌─────────────────────────┐                          ▲             │
│ │ │   Identify and select    │                                        │
│ └─│   market segments        │                                        │
│   └─────────────────────────┘                                        │
│                │                                                      │
│                ▼                                                      │
│   ┌─────────────────────────┐                          │             │
│   │   Develop positioning for│                   Positioning          │
│   │   target segments        │                          │             │
│   └─────────────────────────┘                          ▼             │
│                │                                        ▲             │
│                ▼                                                      │
│   ┌─────────────────────────┐                                        │
│   │   Develop marketing mix  │                   Marketing mix        │
│   │   for each target market │                   development          │
│   └─────────────────────────┘                          │             │
│                                                        ▼             │
└─────────────────────────────────────────────────────────────────────┘
```
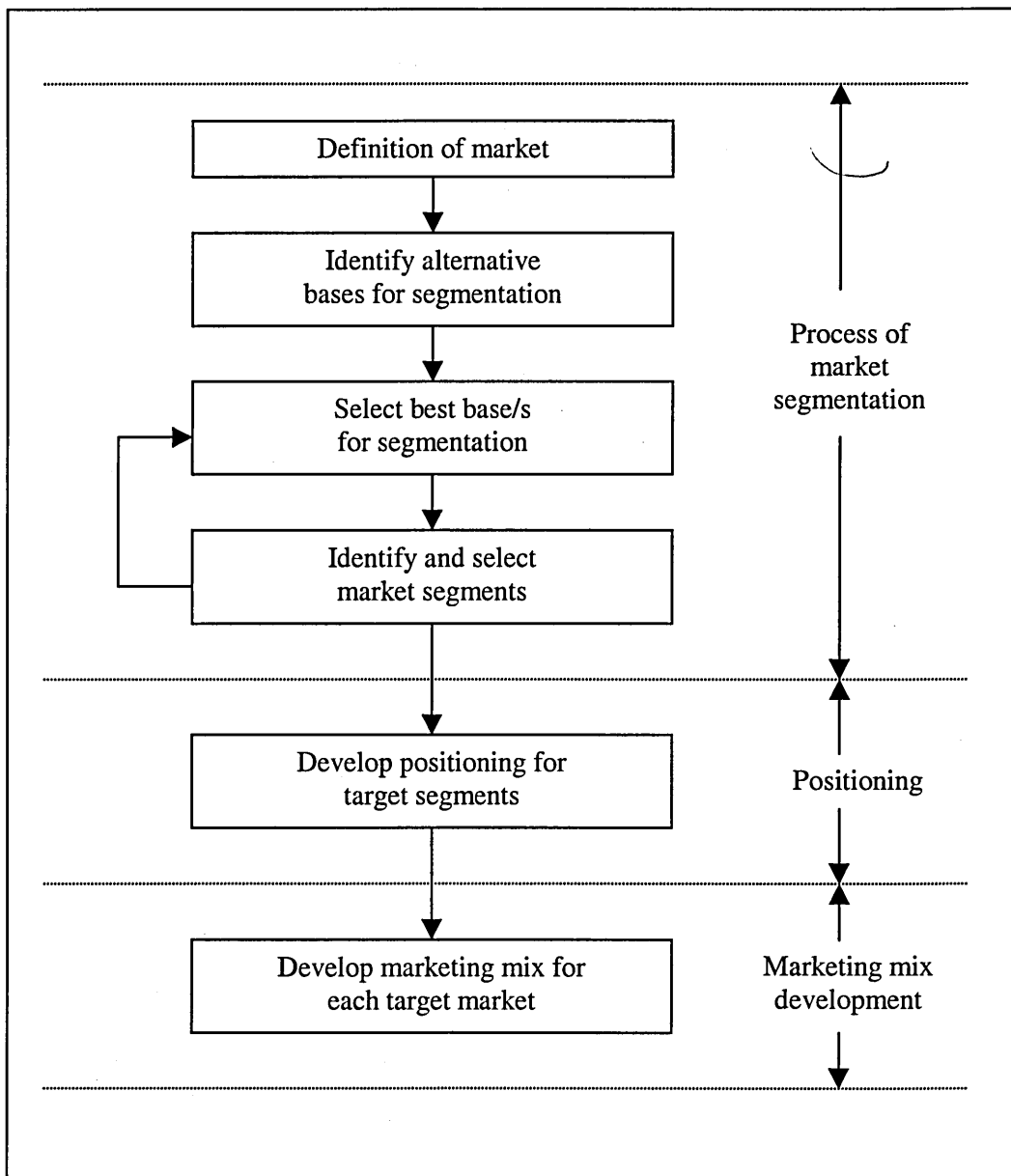
Source: Payne (1993) pp 70

Segmentation, according to James, is the process of classifying customers into groups with similar needs, characteristics and behaviours. To affect successful segmentation, marketers, or quality improvement decision-makers, need to study and act upon geographic, demographic, psychographic and other criteria that characterise the segment. Kotler (1997) suggested five criteria for an effective segmentation, as shown in Table (2.3).

Table (2.3) Requirements for Effective Segmentation

1. *Measurable:* the size, purchasing power, and profile of the segments can be measured. Certain segmentation variables are difficult to measure. An illustration would be the size of the segment of teenage smokers who smoke primarily to rebel against their parents.

2. *Substantial:* the segments are large and profitable enough to serve. A segment should be the largest possible homogeneous group worth going after with a tailored marketing problem. It would not pay, for example, for an automobile manufacturer to develop cars for persons who are shorter than four feet.

3. *Accessible:* the segment can be effectively reached and served. Suppose a perfume company finds that heavy users of its brand are single women who are out late at night and frequent bars. Unless these women live or shop at certain places and exposed to certain media, they will be difficult to reach.

4. *Differentiable:* the segments are conceptually distinguishable and respond differently to different marketing–max elements and programs. If married and unmarried women respond similarly to a sale of fur coats, they do not constitute separate segments.

5. *Actionable:* effective programs can be formulated for attracting and serving the segments. A small airline, for example, identified seven market segments, but it staff was too small to develop separate marketing programs for each segment.

Source: Kotler (1997) p. 269.

The next step after identifying the customers and understanding their needs and expectations or requirements is that the organisation, as Juran (1988) suggested, needs to respond to those needs and translate them into a design or set of specifications, and develop a process able to produce what satisfies the customers.

It should be noted that needs differ from one customer to another; thus, satisfying all the customers is unattainable. What is important, in TQM, is that the organisation should satisfy as many customers as it can, if it cannot satisfy all of its customers.

However, the implementation of TQM and the practice of its principles would require a change in the organisation, or a change in its current or traditional working methods. This change could be more important particularly if the organisation has never implemented quality management methods, as these principles would be in conflict with some of the existing working methods and management systems. In this regard, Dale and Cooper (1992: 92) stated that "TQM requires the introduction and acceptance of individual, group and organisational change throughout a company's operations: a complete change in the way a business is managed". Oakland (1997a) defined culture as the beliefs that pervade the organisation about how business should be conducted and

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how employees should behave and should be treated. The culture, as Oakland noted, includes an organisation's guiding philosophy, core values and beliefs, and purpose; these elements all together should be combined into a mission (Figure 2.7). The guiding philosophy, according to Oakland, drives the organisation and is shaped by the leaders through their thoughts and actions. It should reflect the organisation's vision rather than the vision of a single leader, and should evolve with time, although organisations must hold on to the core elements. The core values and beliefs represent the organisation's basic principles about what is important in business, its conduct, its social responsibility and its response to changes in the environment. They should act as a guiding force, with clear and authentic values, which are focused on employees, suppliers, society at large, safety, shareholders, and stakeholders generally. The purpose of the organisation should be a development from the core values and beliefs and should quickly and clearly convey how the organisation is to fulfil its role. The mission will translate the abstractness of philosophy into tangible goals that will move the organisation forward and make it perform to its optimum.

Figure (2.7) Vision Framework for an organisation
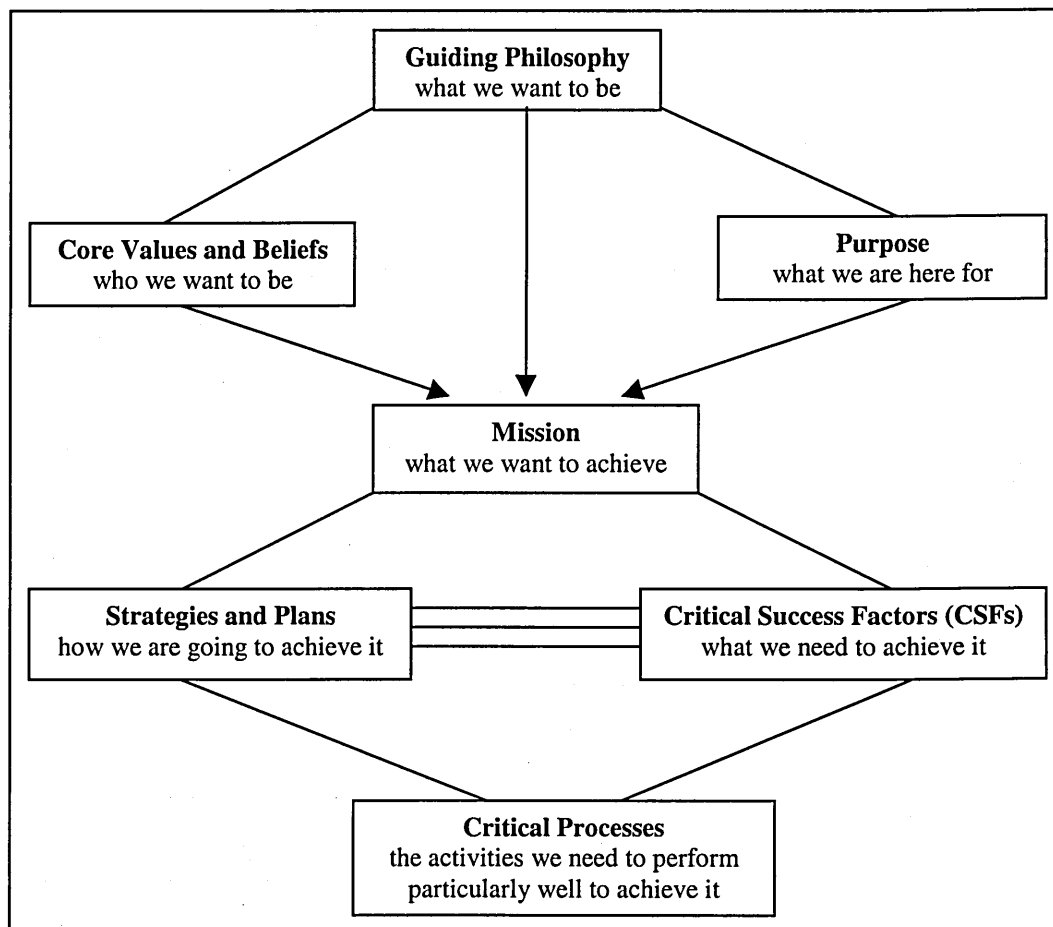
Source: Oakland (1997 a) pp. S32.

Peters and Waterman (1995) distinguished excellent companies from poor performing companies, in terms of culture, by stating that poor performing companies have dysfunctional cultures. They are usually focused on internal politics rather than on the customer, or they focus on "the numbers" rather than on the product and the people who make and sell it. The excellent companies focus on the customer and understand that every man seeks meaning; they don not focus only on financial targets.

Peters and Waterman seem to suggest that the culture of organisations involved in TQM practices focuses on customer satisfaction and quality instead of high volumes of sales with poor quality products or services, and it respects employees as human beings who need motivation. Thus, an organisation attempting to be a TQM organisation needs to transform its management structures and change its working culture; or as Handy (1993:201) stated, "once cultural change begins, the structure of the organisation, the planning and control of its work and the making of many decisions will no longer be the same".

Kanji (1990:9) recommended fifteen points as requirements to think about change in an organisation's culture. The points are:

1. Managing Director's commitment in quality issues.
2. Senior management's commitment for customer, supplier and staff contract.
3. Management action for real improvement of the attitude of the workforce.
4. Every department's commitment to total quality.
5. Satisfying customer's requirements through quality improvement.
6. Customer and suppliers relationships exist in everybody.
7. Everybody's commitment to quality improvement.
8. Trade-off between quality and cost.
9. Error-free work as standard.
10. Quality to be designed and managed.
11. All costs are challenged to eliminate wasteful activity.
12. Manager's role to support his team.
13. Barriers to customer satisfaction are systemically eliminated.
14. Trained people to do the job and seek further improvement.
15. People are rewarded on quality of work and improvement.

Cultural change, in the TQM context, requires the organisation to change its top management's as well as its employees' way of thinking and attitudes, and the way they conduct their work. Employees need to respect each other; departments need to co-ordinate with each other; conflict between departments and between employees and their colleagues or management needs to be eliminated so that each part of the organisation works to assist the other parts. Problems need to be solved through teamwork; employees need to be encouraged to evaluate their own work and learn how to tackle problems. The management should reward people on the basis of their contributions in quality improvement. The overall goal should be to produce quality products and services with less cost; and rework, scrap, or waste should not be accepted. The final aim should be to satisfy the customer and meet his/her needs and requirements.

However, changing an organisation's culture seems to be a difficult task. Dawson (1993:256) listed three major difficulties with cultural change. These difficulties are:

i) Change can result in people losing their jobs, it can result in people losing their status- i.e. it may necessitate their down grading. Those who stand to lose may place barriers in the way of those wishing to introduce the change.

ii) It must be acknowledged that a particular change may result in people being promoted or in people being given more challenging jobs. Most people gain some form of comfort from the status quo; they have some fear of the unknown. Therefore it follows that those who have something to gain from the introduction of the change have to be reassured and convinced of their future gains.

iii) It is also important to note that the change may be caused by deficiency in present modes of activity. Under these circumstances, it would be a naive management which would expect that the immediate reaction of employees to this change would be one of welcome and happy acceptance

Despite the difficulties associated with it, in fact, cultural change is a critical requirement of TQM and a first step towards achieving quality. The cost of ignoring change, as Rao et al (1996) noted, can be high and may result in losing the business

itself; for example, suddenly a competitor may offer a better, lower-cost product, customer-designed in half the time. The organisation has to experience major internal change to meet this competitive threat. Zairi (1999 a) stated that if organisations are to compete effectively during the next millennium period, not only will they have to equip themselves but in addition, they will have to renew themselves by challenging the status quo and re-examining their corporate leadership processes, which means not only have they got to challenge existing culture and climate but also to address: job appropriateness, flexibility, adaptability and knowledge; policies, procedures, systems and rules of performance; technology and its role as an enabler. The leaders will be expected to fundamentally re-examine the full and entire leadership process to take into account consumer and customer aspects; electronic commerce and the information age; knowledge not as a commodity but a capital asset; globalisation; market orientation.

2.4 TQM AND THE APPROACHES OF QUALITY GURUS

A survey of TQM literature reveals that a number of writers (among them would be Crosby, Deming, Feigenbaum, Ishikawa, Juran, Taguchi, Garvin, Peters, Conway, Gronroos, etc.) have made significant contributions to the development of TQM and its concepts and methods. Due to their contributions to the development of TQM as a discipline, these individuals are regarded as quality "gurus". This chapter discusses the approaches and the basic principles of some of the gurus namely, Crosby, Deming, Feigenbaum, Ishikawa, and Juran, since they have made major contributions to the development of TQM.

2.4.1. Philip B. Crosby

In the literature, Philip Crosby is credited with being the first quality guru to use the concept of "Zero Defect"; he is also known for his emphasis on quality improvement through cutting the cost of quality.

Crosby (1979:17) suggested that quality must be defined as "conformance to requirements" if it has to be measured and managed. This definition, according to Crosby, places the organisation in the position of operating on basis of facts rather than

opinion and experience, meaning that quality is defined in terms of the customer. It is the customer who judges the quality of a product or service according to this definition.

Crosby defined the costs of quality as the price of non-conformance and the price of conformance. The former refers to all expenses involved in doing things wrong that include the product's or procedure's correction efforts, doing work over, and paying for warranties and other non-conformance claims. The latter refers to what it is necessary to spend to make things come out right. This includes most of the professional quality functions and all prevention efforts. These costs, as Crosby (1980) advocated, can be reduced or eliminated through embarking upon the concept of "Zero Defect", which is based on the idea of "doing things right the first time" and which suggests that preventing the errors at source from the outset costs less than rework and correction.

To improve quality and to achieve a high performance organisation, Crosby (1980) recommended a 14-step method (Table 2.4) that an organisation could undertake for its improvement effort.

Table (2.4) Crosby's 14-step Method

1. Management Commitment.
2. Quality Improvement Team.
3. Quality Measurement.
4. Cost of Quality Evaluation.
5. Quality Awareness.
6. Corrective Action.
7. Establish an Ad Hoc Committee for the Zero Defects Program.
8. Supervisor Training.
9. Zero Defects Day.
10. Goal Setting.
11. Error Cause Removal.
12. Recognition.
13. Quality Councils.
14. Do It Over Again.

Source: Crosby (1980) P.112-119.

In his 14-step method, Crosby emphasised top management's commitment as a vital requirement in the quality improvement process; quality improvement cannot be achieved, as Crosby argued, without top management's commitment; thus, it is necessary that the top management in an organisation should take the leading role in the improvement process.

In addition to the top management's commitment, Crosby suggested teamwork as an approach for solving quality problems. Employees should participate in the improvement process and be encouraged to work with each other. They should have confidence that the management respects them and needs their output; they know that the requirements of the job are clearly stated, and they should have the opportunity to make inputs to that statement.

It is necessary, in the improvement process, to determine the status of quality throughout the company. Quality measurements for each area of activity must be established where they do not exist and reviewed where they do, to show where improvement is possible and where corrective action is necessary.

The costs of quality should be based on accurate data or figures and should indicate the areas that need corrective actions. Information on quality costs should be shared in the organisation and employees should be made aware of these costs.

All managers must understand each step of the improvement process and explain it to their subordinates. In addition, they must realise that the improvement process is a continuous process and does not have an end.

Crosby (1996) categorised the quality improvement process into five stages, the "Quality Management Maturity Grid" (see Figure 2.8). These stages are:

1. Uncertainty stage: At this stage, Crosby assumed that the management does not recognise quality as a management tool for improvement, and most quality problems are referred to the 'quality department'. The management does not realise the costs and causes of quality; thus no action is taken for correcting quality problems.

2. Awakening stage: At this stage, the management starts to recognise the importance of quality as a tool for improvement, but is still unwilling to pay for it and most quality activities are conducted on an appraisal basis, and long-term solutions are not solicited.

3. Enlightenment stage: At this stage the management becomes supportive. Quality problems are handled in a systemic way and corrective actions are undertaken to solve quality problems. Problems are faced openly and resolved in an orderly way.

4. Wisdom stage: Problems at this stage are identified early and all functions are open to suggestion and improvement. Quality improvement goals are well defined. The zero defect concept becomes a routine part of the organisation's operation system.

5. Certainty stage: At this stage, quality becomes an essential part of the organisation's culture; quality improvement and zero defect are normal and continuous activities in the organisation; as a result, quality problems do not occur.

It is obvious from these stages that the quality improvement process is not a sudden process; rather, it is a long route that requires time, effort, and culture change. It can be achieved only if appropriate resources and time are afforded to it; and the key elements for achieving it are the top management's commitment and organisation's willingness to change its working culture.

Figure (2.8): Quality Management Maturity Grid

MEASUREMENT CATEGORIES	STAGE I: UNCERTAINTY	STAGE II: AWAKENING	STAGE III: ENLIGHTENMENT	STAGE IV: WISDOM	STAGE V: CERTAINTY
Management understanding and attitude	No comprehension of quality as a management tool. Tend to blame quality department for "quality problems"	Recognising that quality management may be of value but not willing to provide money or time to make it all happen.	While going through quality improvement program learn more about quality management; becoming supportive and helpful.	Participating. Understand absolutes of quality management. Recognise their personal role in continuing emphasis.	Consider quality management an essential part of company system.
Quality organisation status	Quality is hidden in manufacturing or engineering department. Inspection probably not part of organisation. Emphasis on appraisal and sorting.	A stronger quality leader is appointed but main emphasis is still on appraisal and moving the product. Still part of manufacturing or other.	Quality Department reports to top management, all appraisal is incorporated and manager has role in management of company.	Quality manager is an officer of company; effective status reporting and preventive action. Involved with consumer affairs and special assignments.	Quality manager on board of directors. Prevention is main concern. Quality is a thought leader.
Problem handling	Problems are fought as they occur; no resolution; inadequate definition; lots of yelling and accusations.	Teams are set up to attack major problems. Long-range solutions are not solicited.	Corrective action communication established. Problems are faced openly and resolved in an orderly way.	Problems are identified early in their development. All functions are open to suggestion and improvement.	Except in the most unusual cases, problems are prevented.
Cost of quality as % of sales	Reported: unknown Actual: 20%	Reported: 3% Actual: 18%	Reported: 8% Actual: 12%	Reported: 6.5% Actual: 8%	Reported: 2.5% Actual: 2.5%
Quality improvement actions	No organised activities. No understanding of such activities.	Trying obvious "motivational" short- range efforts.	Implementation of the 14-step program with thorough understanding and establishment of each step.	Continuing the 14-step program and starting Make Certain.	Quality improvement is a normal and continued activity.
Summation of company quality posture	"We don't know why we have problems with quality."	"Is it absolutely necessary to always have problems with quality?"	"Through management commitment and quality improvement we are identifying and resolving our problems."	"Defect prevention is a routine part of our operation."	"We know why we do not have problems with quality."

Source: Crosby (1996) pp.32-33

In addition to his maturity grid, Crosby (Figure 2.9), introduced what he termed the "Quality Management Process Maturity Grid". The grid as Crosby (1996) stated, again reflects a progression from uncertainty to certainty and its purpose is to quickly show the management where it has failed.

Figure (2.9) Quality Management Process Maturity Grid.

	UNCERTAINTY	REGRESSION	AWAKENING	ENLIGHTENMENT	CERTAINTY
Management Concepts	"Let's get certified."	"Let's apply for the Award."	"We need to get better."	"Get serious about quality."	"No reason for not doing things right."
Definition	Goodness	Delight the Customer	Continuous Improvement	Satisfy customer	Conform the requirements
System	Award criteria	Buy some guru tapes and show them	ISO 9000; Mil-Q-9858	What do we really need to know?	Prevention
Performance Standard	What traffic will bear	Acceptable Quality Levels	Continuous Improvement	Six Sigma	Zero Defects
Measurement	Opinion	Benchmarking	Customer Complaints	Complete Transaction Rating	The Price of Nonconformance

Source: Crosby (1996) pp. 34-35.

2.4.2. Edwards W. Deming

Deming is one of the quality pioneers and a well-known quality guru in TQM literature. Deming (1986) suggested that quality must be defined in terms of the customer or the final user of the product or the receiver of the service. In discussing his quality improvement approach, Deming (1986) noted that there are seven deadly diseases or obstacles (Table 2.5) that face most organisations in their quality improvement efforts.

Table (2.5) The seven deadly diseases

1. Lack of constancy of purpose to plan product and service that will have a market and keep the company in business, and provide jobs.
2. Emphasis on short-term profits; short-term thinking (just the opposite from constancy of purpose to stay in business), fed by fear unfriendly take-over, and by push from bankers and owners for dividends
3. Evaluation of performance, merit rating, or annual review.
4. Mobility of management; job hopping.
5. Management by use only of visible figures, with little or no consideration of figures that are unknown or unknowable.
6. Excessive medical costs.
7. Excessive cost of liability, swelled by lawyers that work on contingency fees.

Source: Deming (1986) pp.97-98.

For overcoming the above diseases, Deming (1986) recommended a 14-step programme (Table 2.6) as a remedy.

Table (2.6): Deming's 14 Points for Management

1. Create constancy of purpose toward improvement of product and service, with the aim to become competitive and stay in business, and to provide jobs.
2. Adopt the new philosophy. We are in a new economic age. Western management must awaken to the challenge, must learn their responsibilities, and take on leadership for change.
3. Cease dependence on inspection to achieve quality. Eliminate the need for inspection on a mass basis by building quality into the product in the first place.
4. End the practice of awarding business on the basis of price tag. Instead, minimise total cost. Move toward a single supplier for any one item, on a long-term relationship of loyalty and trust.
5. Improve constantly and forever the system of production and service, to improve quality and productivity, and thus constantly decrease costs.
6. Institute training on the job.
7. Institute leadership. The aim of supervision should be to help people and machines and gadgets to do a better job. Supervision of management is in need of overhaul, as well as supervision of production workers.
8. Drive out fear, so that everyone may work effectively for the company.
9. Break down barriers between departments. People in research, design, sales and production must work as a team, to foresee problems of production and in use that may be encountered with the product or service.
10. Eliminate slogans, exhortations and targets for the workforce asking for zero defects and new levels of productivity. Such exhortations only create adversarial relationships, as the bulk of the causes of low quality and low productivity belong to the system and thus lie beyond the power of the work force.
11. a) Eliminate work standards (quotas) on the factory floor. Substitute leadership.
    b) Eliminate management by objective. Eliminate management by numbers, numerical goals. Substitute leadership.
12. a) Remove barriers that rob the hourly worker of his right to pride of workmanship. The responsibility of supervisors must be changed from sheer numbers to quality.
    b) Remove barriers that rob people in management and in engineering of their right to pride of workmanship. This means, *inter alia*, abolishment of the annual or merit rating and of management by objective.
13. Institute a vigorous program of education and self-improvement.
14. Put everybody in the company to work to accomplish the transformation. The transformation is everybody's job.

Source: Deming (1986) pp23-24

It can be seen that Deming's 14-points emphasise continuous improvement, which is in fact a fundamental aspect of his approach. Deming suggested that the improvement process should be an "ongoing" process if it is to achieve its desired goals. This process, according to Deming (1986), requires top management's commitment and

cultural change within the organisation; the management system of the organisation should be transformed into a new management philosophy that is based on "barrier-less" communication between management and employees or workers, and a "fear-free" working environment that encourages employees to be creative. Deming (1986) also suggested teamwork as an important requirement in the improvement process and as a useful technique for problem solving. Education and training are important to Deming; employees as well as senior managers need to be educated in the new methods and statistical techniques.

In addition to his above contributions to the TQM literature, Deming (1994) introduced the "Profound Knowledge" system. In fact, his "Profound Knowledge" distinguishes Deming from the other quality gurus as a philosopher; the key elements of "profound knowledge" are:

1. Appreciation for a system: Deming argued that when every part of an organisation supports the other parts, optimisation occurs. Optimisation could be achieved, according to Deming, through eliminating internal competition and encouraging co-ordination between departments and employees and management.

2. Theory of variation: Deming argued that errors and inconsistencies will always exist, and people apply wrong corrective action when something goes wrong. Thus to correct effectively it is necessary to apply statistical problem solving approaches.

3. Theory of knowledge: Deming believed that knowledge comes from theory and that without theory, there is no learning. Deming argued that an organisation cannot learn from its own experience or from others' experiences in the improvement process, but it must create its own improvement process.

4. Psychology: Deming believed that people want to learn and create, but management frequently works against developing its employees because ratings and rankings of employees rob them of their internal motivation.

Deming (1986) introduced the Plan-Do-Check-Act Cycle, which was originally invented by W.A. Shewhart (Figure 2.10), as an approach to improvement. The

Planning stage of the cycle emphasises defining the processes of improvement by documenting the processes and setting up measures against these processes in order to ensure whether or not the objectives of the processes are being met and achieved. The **Doing** phase is the executing phase of the improvement process, in which the information related to the processes is collected to identify the main areas that need improvement. The **Checking** phase emphasises analysing the information and data related to the improvement areas. The **Acting** phase of the cycle is the phase of implementation of corrective actions in which quality management tools and techniques such as Statistical Process Control (SPC) are used to take corrective actions. The cycle emphasises the need for management to become actively involved in the organisation's quality improvement initiatives.

Figure (2.10) The Shewhart Cycle.

Study the results.
What did we learn?
What can we predict?

Observe the effects
of the change or test.

What could be the most important accomplishments of this team? What changes might be desirable? What data are available? Are new observations needed? If yes, plan a change or test. Decide how to use the observations.

Carry out the change or test decided upon, preferably on a small scale.

Step 5. Repeat Step 1, with knowledge accumulated.
Step 6. Repeat Step 2, and onward.

Source: Deming (1986) p.88.

2.4.3. Armand V. Feigenbaum

Armand Feigenbaum is known for his introduction of the concept of total quality control. Feigenbaum (1991:7) defined quality as "the total composite product and service characteristics of marketing, engineering, manufacturing, and maintenance through which the product and service in use will meet the expectations of the customer".

In discussing his point of view towards the quality improvement process, Feigenbaum (1991:837) stated that the improvement process is an "agreed company-wide and plant-wide operating work structure, documented in effective, integrated technical and managerial procedures, for guiding the co-ordinated actions of the people, the machines, and the information of the company and plant in the best and most practical ways to assure customer quality satisfaction and economical costs of quality". This statement means that the quality improvement process is an organisation-wide process and requires everyone's participation, and leads to a transformation in the working structure of the organisation, which Feigenbaum termed "the horizontal scope of quality control". This is illustrated in figure (2.11).

Figure (2.11) Horizontal Scope of Total Quality Control
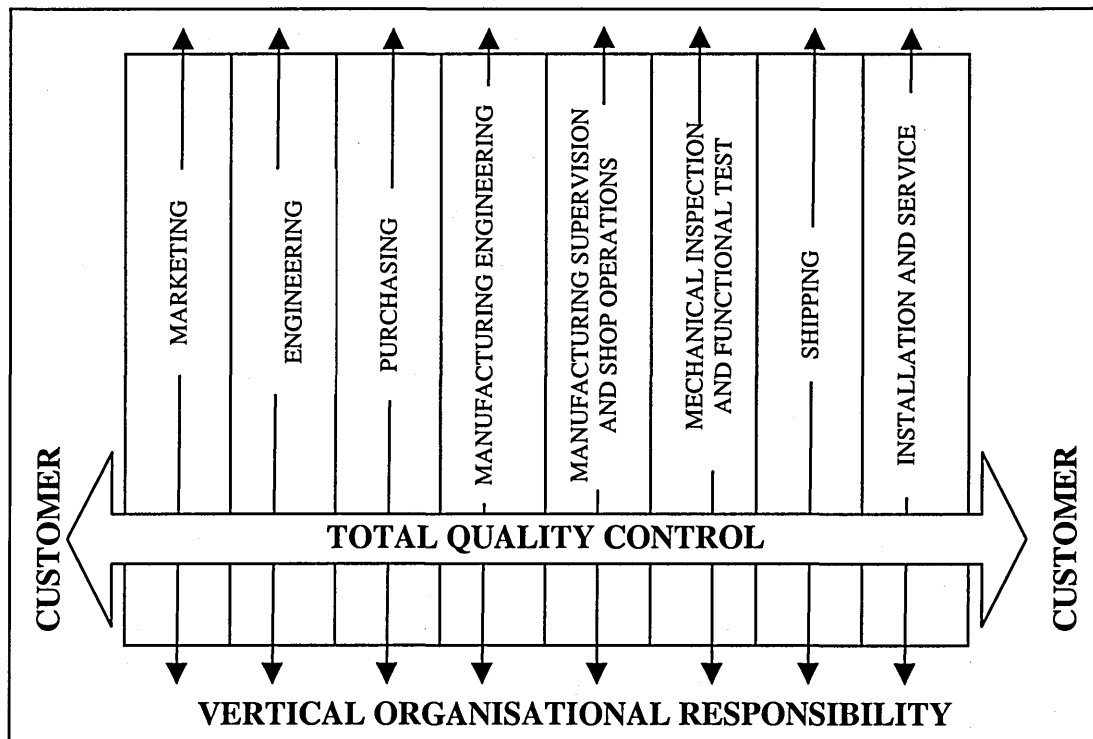
Source: Feigenbaum (1991) P. 83.

To improve quality effectively, Feigenbaum (1991) proposed 10 benchmarks to direct the improvement process. The benchmarks are the following:

1. Quality is a company-wide process: Both the management and employees should regard the improvement process as an organisation-wide process, and it must be implemented throughout the organisation.

2. Quality is what the customer says it is: Quality must be determined in terms of the customer if it is to be managed.

3. Quality and cost are the sum not a difference: Quality and cost are interrelated; thus, quality should be related to the costs of quality, which provide essential guidelines to improve the quality, and illustrate the importance of quality.

4. Quality requires both individual and teamwork zealotry: Quality must be the responsibility of everyone, it is not the responsibility of the quality control department only.

5. Quality is a way of managing: The quality improvement process requires leadership with the skills to manage the improvement process.

6. Quality and innovation are mutuality dependent: It is important to relate quality to innovation, particularly in designing the product and developing the improvement process. Innovation should be utilised to improve quality.

7. Quality is an ethic: Quality needs to be an ethic or value of the organisation's culture.

8. Quality requires continuous improvement: Quality should be regarded as a continuous and integral process that never ends, and as part of the organisation's working system.

9. Quality is the most cost-effective, least capital intensive route to productivity: It is necessary to produce quality products at least cost. Making quality cost-effective requires the application of the latest technologies that could result in producing "good" instead of "more" products or services.

10. Quality is implemented with a total system connected with customer and suppliers: A successful improvement process requires the participation of both the customers and suppliers as well as all of the organisation's parts.

Feigenbaum noted that there are some fundamental aspects affecting the concept of quality in today's competitive business market. He (1991:59-61) referred to these aspects as the "9 Ms"; the "Ms" are as follows:

1. Markets: Today's business environment is highly competitive and globlised; this results in a variety of choices for customers. As a result, it is important for the companies intending to stay in the market are able to meet the variety of choices made by customers.

2. Money: It is important to relate the costs of quality to profits. It should be realised that increased quality results in decreased costs and, in turn, higher profits. This aspect is also important due to the scarcity of resources and materials.

3. Management: In today's business environment, quality is no longer the responsibility of a specific department, Rather, it is an organisation-wide responsibility; thus, it is important to manage the organisation accordingly, and regard quality as an important and useful management tool.

4. Men: Workers or employees play an important part in today's organisations; this results in delegating responsibility for quality to the lower levels of the organisation.

5. Motivation: Worker motivational aspects, such as education and training, have become important in today's business environment. Thus, it is important to give these issues great attention.

6. Materials: Due to the scarcity of resources and materials, it is important to produce high quality goods with less cost. This could be achieved through the utilisation of modern technologies and quality measurement tools and techniques.

7. Machines and mechanisation: Modern and complex manufacturing equipment aids companies to produce increased production volumes with reduced costs.

8. Modern information methods: Information technologies provide the organisation with accurate and useful information that could help to plan for the future on the basis of accurate data and information.

9. Mounting product requirements: Today's legislation emphasises product reliability and customer safety; thus, it is important to take these into consideration in designing the product.

To stay in today's competitive market, Feigenbaum (1991) suggested that organisations need to emphasise two integral areas of total quality: (1) total quality in products and services, that is, the increase in things done right for the customer, not merely a reduction in the number of things done wrong; and (2) total quality management, that is, world-class quality of the organisation itself, because making quality better anywhere in the organisation makes quality better everywhere in the organisation. This requires management's recognition of the fact that quality must be defined in customer, not producer, terms; which could be achieved through a clear and effective organisation-wide programme, rather than by focusing on a single department or few specialists.

2.4.4. Kaoru Ishikawa

Ishikawa is a well-known Japanese quality guru. Ishikawa is known in the TQM literature for his introduction of "quality circles" and his intervention of the "Ishikawa diagram", also known as the " cause and effect diagram" or "fishbone diagram" (Figure 2.12).

Figure (2.12) The Cause and Effect Diagram
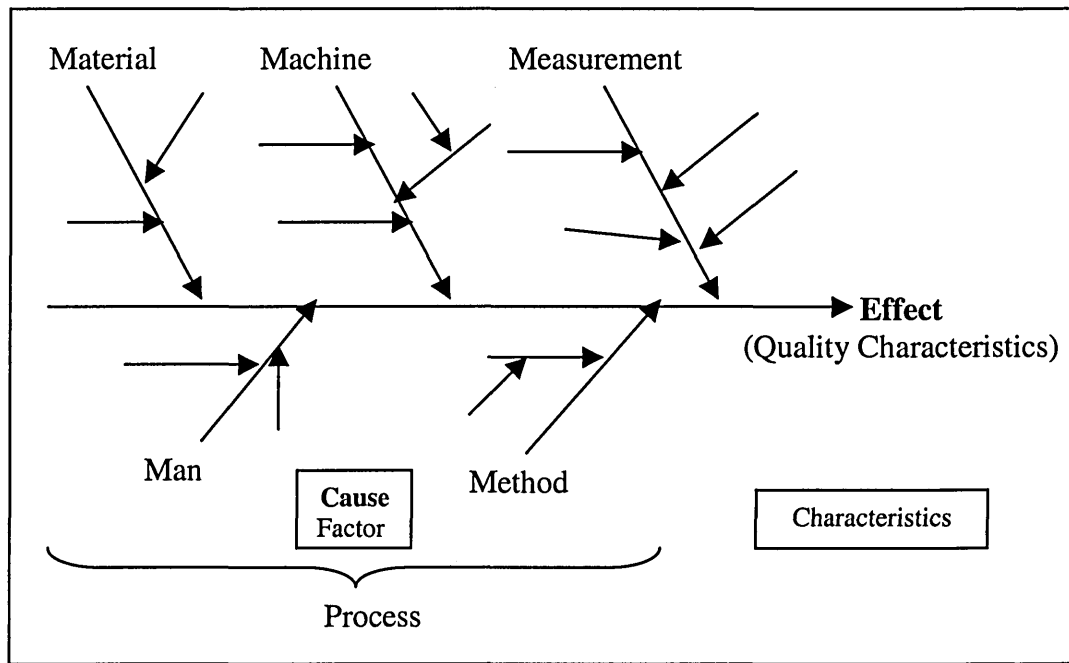
Source: Ishikawa (1985) P. 63.

Ishikawa's approach to quality improvement emphasised employees' participation in the improvement process and the use of quality control tools and techniques for achieving improvement. Ishikawa (1985) recommended that all employees, as well as management, must participate in the improvement process if it is to be successful. The improvement and problem solving processes need to be carried out on the basis of teamwork. Teamwork can be effectively achieved through establishing "quality circles", in which employees from different levels and departments within the organisation meet to discuss quality problems, find their causes and propose solutions. To solve quality problems, Ishikawa (1985) suggested that employees should be trained in the use of problem solving tools, including the cause and effect diagram, statistical process control charts, Pareto analysis, and so on.

Ishikawa, like Deming, argued that the improvement process entails a transformation in the organisation; this transformation, according to Ishikawa (1985:104), should be based on the following aspects:

1. Quality first- not short-term profit: The quality improvement process should lead the organisation to gain competitive advantages and result in customer satisfaction. This could be achieved, according to Ishikawa, if the organisation emphasises the "quality is first" principle, which is based on producing high quality products or services that result in customer satisfaction and confidence, instead of seeking short term profits through producing large volumes of products with poor quality.

2. Consumer orientation-not producer orientation. Think from the standpoint of the other party: The management should think of quality in terms of the customer, since quality is customer-determined. The organisation should produce what the customer requires and what will result in customer satisfaction. This could be achieved through customer participation in the decision-making and product designing processes.

3. The next process is your customer- breaking down the barrier of sectionalism: To succeed in the improvement process, the management needs to break down the barriers and enhance communication between employees and management, which could be achieved through employee empowerment in the decision making process. It is also necessary that employees should treat each other as customers and they should seek to satisfy each other.

4. Using facts and data to make presentations- utilisation of statistical methods: The decision-making and planning for quality should be based on facts and accurate data. This could be achieved through the application of statistical methods.

5. Respect for humanity as a management philosophy- full participatory management: The management should create a working environment that respects humanity; employees need to be treated and respected as humans. It is also necessary that the management should delegate part of its power and authority to employees.

6. Cross-function management: The improvement process requires a cross-function style of management, instead of a top-down style. The cross-function style of management entails delegation of power and employees' empowerment.

Ishikawa is regarded as the first quality guru to emphasise the human aspects in the TQM literature. His approach is mainly based on the employees' role in the management of quality.

2.4.5. Joseph M. Juran

Juran's quality management approach focuses on the role of top management in quality management and the need to reduce the cost of quality. In the literature, Juran is known for his definition of quality as "fitness for use", which he breaks down into quality of conformance, quality of design, availability and field service. His major focus is on applying quality concepts and tools to enhance product features and reduce product deficiencies. The former will affect sales, while the latter will affect costs. Together, they will have great impact on the bottom line. "Fitness for use", as Juran argued, is achieved by a process which reflects the interplay between the various stages or organisational activities before meeting customer demands, which is termed "The Spiral of Progress" (Figure 2.13) that reflects the chain of user-supplier relationships at various stages of the process (Zairi, 1998:11). Brown et al (1991) maintained that Juran's definition is primarily market-driven and customer-oriented, as it puts customer utility and satisfaction in focus.

Figure (2.13) The Spiral of Progress
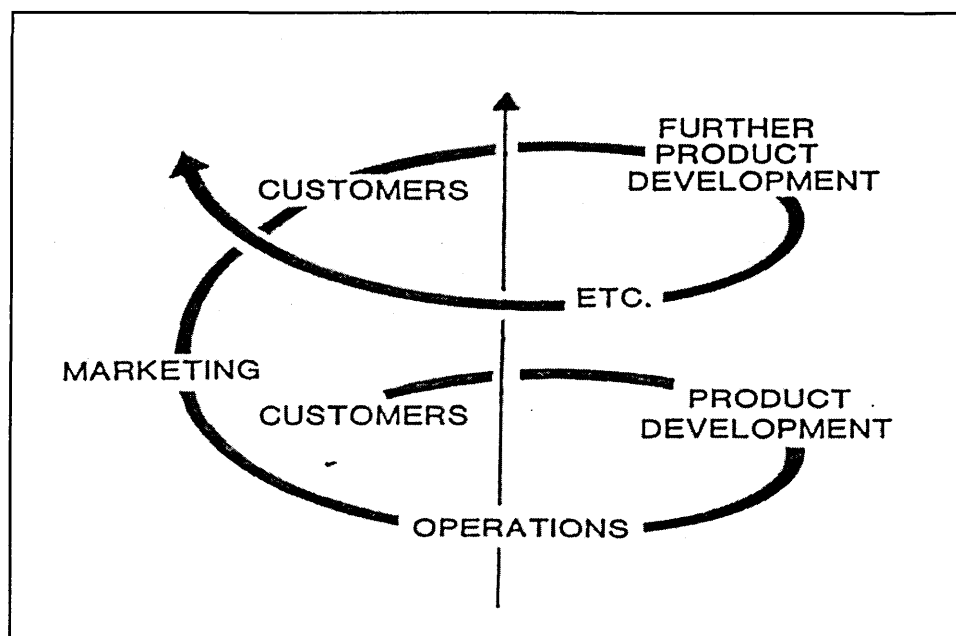
Source: Juran (1988) P.6

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Quality problems, according to Juran, are divided into sporadic problems and chronic problems. The first ones, which can be described as sudden changes in the status quo, require restoration of the status quo. The second types of problems, which are long-standing and often difficult to solve, require changing the status quo. These problems are illustrated in Figure (2.14).

Figure (2.14) Sporadic and Chronic Quality Troubles.
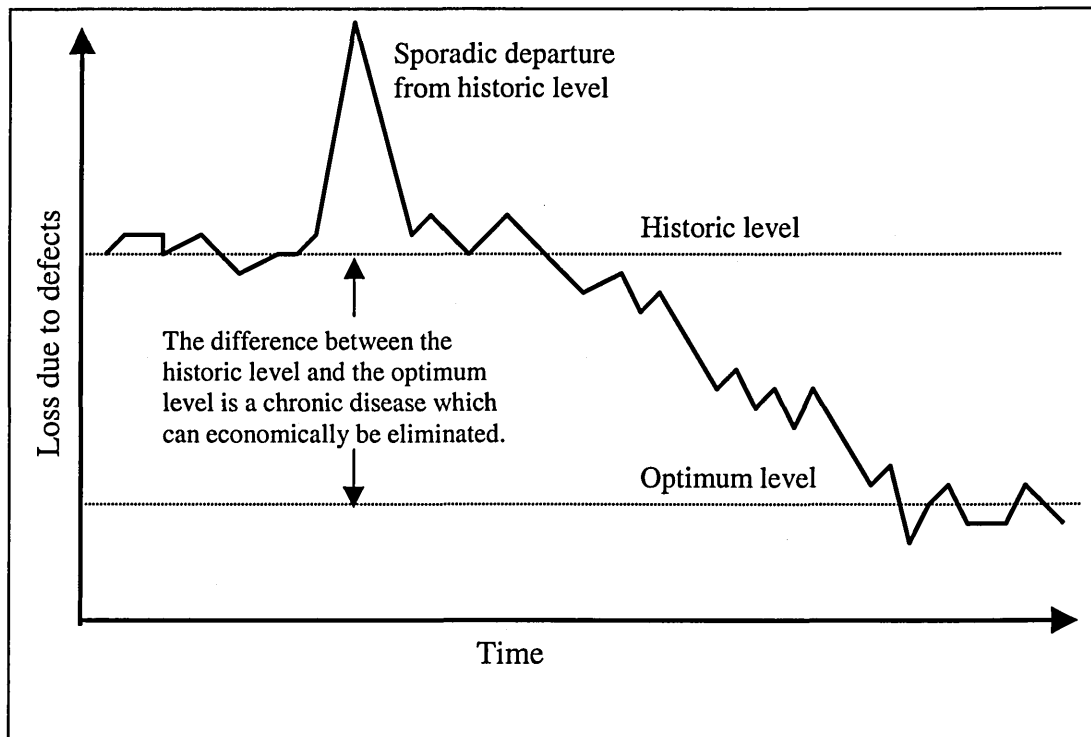
Source: Juran and Gryna (1980) P. 100.

Juran and Gryna (1980) suggested the "Breakthrough Sequence" as a remedy for solving chronic problems. The Sequence is divided into seven stages as follows:

1. Breakthrough in attitudes: The aim of breakthrough in attitudes is to create an attitude favourable for embracing an improvement programme, which is achievable through collecting accurate data that shows the size of the problem and the benefits that could be gained from the improvement programme.

2. Identify the vital few projects: This is to know which problems need to be tackled and which areas need to be improved. The determination of the problems can be achieved through applying some of the quality control tools such as Pareto Analysis.

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3. Organise for breakthrough in knowledge: The breakthrough needs to be organised and appropriate groups or teams need to be established for it. The specific aims of the improvement programme, the causes of the problems and their solutions, and the time required for tackling the problems need to be determined and organised.

4. Conduct the problem analysis: After determining the problems, they need to be analysed and tackled. The problem analysis involves two phases: the diagnostic phase, which should determine the real causes of the problems; and the remedial phase, which should provide appropriate solutions for the problems.

5. Deal with the resistance to change: The overall aim of the breakthrough is to change the status quo; thus, it is necessary to know the effects of the change. This can be obtained from the people involved in the process of change.

6. Institute the change: The concerned departments need to be persuaded to institute the change. This could best be achieved through convincing the top management about the size of the problem, the proposed solution, and the expected benefits of the solution.

7. Institute control: Make sure that solution continues to be effective and unforeseen problems are resolved.

Juran (1988) proposed three managerial processes for improving the quality process, which he termed the "Juran Trilogy" (Figure 2.15). The processes are:

1. Quality planning: This process aims to identify the customers and their needs and requirements to produce products or services that best suit the requirements of the customers.

2. Quality control: The process aims to examine and evaluate the product or service against the requirements of customers.

3. Quality improvement: The aim of this process is to evaluate and determine the need for improvement; it involves allocating resources and providing appropriate aid to the teams that are responsible to identify the improvement areas.

Figure (2.15) The Juran Trilogy
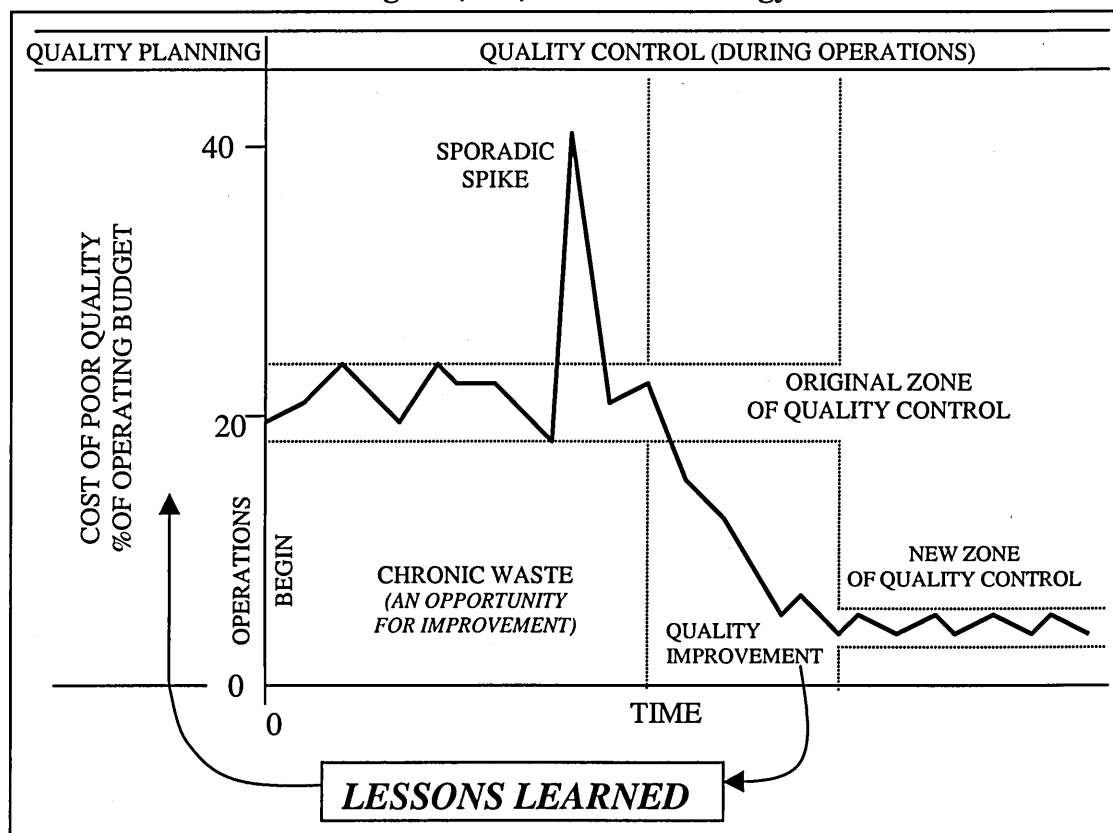
Source: Juran (1988) P.12.

For enhancing the improvement process, Juran recommended a 10-point plan as shown in table (2.7).

Table (2.7) Juran's 10-point plan

1. Create awareness of the quality crisis; the role of quality planing in that crisis; and the need to revise the approach to quality planning.
2. Establish a new approach to quality planning.
3. Provide training in how to plan for quality, using the new approach.
4. Assist company personnel to replan those existing processes which contain unacceptable quality deficiencies (March right through the company).
5. Assist company personnel to acquire mastery over the quality planning process, a mastery derived from replanning existing processes and from the associated training.
6. Assist company personnel to use the resulting mastery to plan for quality in ways that avoid creation of new chronic problems.
7. Establish specific goals to be reached.
8. Establish plans for reaching the goals.
9. Assign clear responsibility for meeting the goals.
10. Base the rewards on results achieved.

Source: Juran (1988) p. 2-3.

In the above points, Juran suggested that management needs to build awareness among the employees of the need for improvement and to set specific goals for improvement. The improvement process should be based on a "project-by-project" problem solving approach; each problem needs to be solved separately and reported so that it can be measured. The problems identified should be used as sources of improvement. Employees need to be trained on problem solving tools and techniques, and their participation in the improvement process should be recognised, appreciated, and rewarded.

In general, it is agreed in the literature that the approaches of the quality gurus should be taken as guidelines only, not as quick fixes for solving quality problems. It is also agreed that each of these approaches has its own strengths and weaknesses, which are illustrated in Table (2.8).

Table (2.8) The relative strengths and weaknesses of some of the quality qurus

Quality 'guru'	Strengths of approach	Weaknesses of approach
Crosby	• Provides clear methods which are easy to follow • Worker participation is recognised as important • Strong on explaining the realities of quality and motivating people to start the quality process	• Seen by some as implying that workers are to blame for quality problems • Seen by some as emphasising slogans and platitudes rather than recognising genuine difficulties • Zero defects sometimes seen as risk avoidance • Insufficient stress given to statistical methods
Deming	• Provides a systematic and functional logic which identifies stage in quality improvement • Stresses that management comes before technology • Leadership and motivation are recognised as important • Emphasises role statistical and quantitative methods • Recognises the different contexts of Japan and North America	• Action plan and methodological principles are sometimes vague • The approach to leadership and motivation is seen by some as idiosyncratic • Does not treat situations which are political or coercive
Feigenbaum	• Provides total approach to quality control • Places the emphasis on the importance of management • Includes socio-technical systems thinking • Participation by all staff is promoted	• Does not discriminate between different kinds of quality context • Does not bring together the different management theories into one coherent whole
Ishikawa	• Strong emphasis on the importance of people and participation in the problem-solving process • A blend of statistical and people-orientated techniques • Introduces the idea of quality control circles	• Some of his problem solving methods seen as simplistic • Does not deal adequately with moving quality circles from ideas to action
Juran	• Emphasises the need to move away from quality hype and slogans • Stresses the role of the customer both internal and external • Management involvement and commitment are stressed	• Does not relate to other work on leadership and motivation • Seen by some as undervaluing the contribution of the worker by rejecting bottom-up initiatives • Seen as being stronger on control systems than the human dimension in organisations

Source: Slack et al (1995) P.815

2.5. CONCLUSION

From the above discussion, it should be noted that there is no agreed definition of TQM, but there are some common beliefs and concepts (management commitment, employee participation, continuous improvement, and customer satisfaction) associated with TQM philosophy that distinguish TQM from other management philosophies. It should also be noted that the principles discussed above are not the only principles of TQM. Rather, there are some other principles of TQM, but the principles discussed here seem to be the most common and important principles that characterise TQM. It should be also taken into the consideration that the implementation of TQM and its principles would require the organisation to be able and willing to change, or at least to modify, its existing management style and working systems.

In relation to the approaches of quality "gurus" approaches, it is obvious that the "gurus" have made a significant contribution to the development of TQM philosophy, but they have not provided nor are they agreed on a specific framework to implement their approaches and concepts (this is discussed further in chapter 5). As a result, when an organisation attempts to implement TQM, it may get confused as to how to address implementation. The organisation may be faced with the problem of which "guru" to follow and which framework to adopt. This problem may result in inappropriate implementation of TQM; it may also result in difficulty in overcoming the barriers associated with TQM implementation. Accordingly, when attempting to implement TQM, the organisation should seek an appropriate model and framework that could provide the organisation with a guideline for operationalising the concepts of the "gurus".

Chapter Three:

TQM AND THE PUBLIC SECTOR

Chapter Three
TQM AND THE PUBLIC SECTOR

3.1 INTRODUCTION

This chapter discusses the issues related to TQM implementation in the public sector. It also provides a background to the Saudi Arabian public sector and the Ministry of Interior. First, the chapter discusses the nature of the public sector. Second, it discusses the driving forces behind implementing TQM in the public sector. Third, it discusses the administrative issues of the Saudi public sector and the organisation structure of the Ministry of Interior. For further information about Saudi Arabia see Appendix (THREE).

3.2 NATURE OF THE PUBLIC SECTOR

The issue of distinguishing between public and private sectors has been widely debated in the literature. Some writers on the subject have argued that it is difficult to distinguish or draw a line between the public and private sectors, due to such issues as privatisation, the contracting of some government tasks to the private sector, etc. Nigro and Nigro (1977), for instance, noted that "the line between "private" and "public" has now become so blurred that it is difficult to tell where government leaves off and private business begins". Despite the difficulties associated with distinguishing between the public and private sectors, some writers have attempted to suggest factors that could be regarded as unique characteristics that distinguish the public sector from the private sector. These unique characteristics of the public sector can be summarised in the following points (Lawton and Rose, 1994: 6-7):

- Public sector organisations are not exposed to the competitive world of the market and hence have no incentives to reduce costs or operate efficiently;
- Objectives are usually ill-defined and expressed in vague terms such as serving the public, maintaining law and order, reducing inequality, reducing poverty or improving health;

- Strategic planning is more difficult because of the short-term considerations of politicians;

- The public sector organisation is susceptible to greater and more open accountability with politicians, pressure groups, taxpayers and voters all having an interest in the performance of the public sector;

- The functions of the public sector are limited by statute;

- The public sector is funded by taxation and by charging for its services;

- Certain goods have to be provided by the state. Defence, law and order and street lighting are consumed collectively and are, in theory, equally available to all. The provision of such 'public goods' cannot be left to the vagaries of the market.

Dimock et al (1983) presented eighteen points of comparison between public and private sectors. The points of comparison are:

1. Profit motive. In business, profits can be dressed up only so far, because there is a bottom line. In government, profit can sometimes be measured; usually it cannot.

2. The corporate fiction. Because corporations are legal entities apart from their individual members and therefore have greater autonomy and managerial freedom and discretion than government agencies, corporations have greater opportunity to be efficient and innovative.

3. Holding companies. Government is like a holding company; so are virtually all of the *Fortune* 500. Each has a variety of businesses under the same umbrella. This obviously complicates managerial problems for both.

4. Pressure groups. Pressure-group activity is ordinarily much more intense in government than in the corporate world.

5. Specialisation. Historically there has been more specialisation in business than in government.

6. Power. The political state had a monopoly of legal power, within its borders, at least. As corporations have become conglomerate and transnational, they have become more and more powerful.

7. Politics. Some corporations are very political. Office politics is obvious in competition for positions in large corporations. It is acknowledged that political skill – making

shrewd moves and getting things done - is one of the main critiria in rating corporate executives.

8. Regulation. Many businesses complain of being overregulated by government. Such regulation takes various forms: administrative procedure acts, legislative vetoes, legislative surveillance, etc.

9. Board of Directors. In business, most of the initiative is with the paid management; the board of directors merely reviews and approves or disapproves. The reverse is true in government.

10. Final authority. The corporate executive has more final authority than the political one. His sanctions are greater and he is subjected to less "political" interference. Each executive has his area of responsibility; the entire group meets to plan and decide; and during the implementing stage each member is boss in his own area.

11. Organisation. Corporations have more flexibility to change their organisation than do the larger governments. But the main difference is that the corporation coordinates better because the staff function, as distinct from the line operating function, is distributed to the operative vice-presidential level instead of being centered in the president. This practice not only assures better coordination, but also creates more flexibility, initiative, drive, and executive direction.

12. Finance. Finance officials have more power in corporations than they do in government. Part of the reason is that in the corporation there is only one finanace department and one department head. In government the finance function is widely distributed among the agency, department, secretary of the treasury, and so on.

13. Purchasing. In corporations, responsibility is usually centralised, but execution is more widely dispersed than in government.

14. Contracts. The larger the corporation, the more it contracts for parts and services. This is done partly to avoid an overload of directive management.

15. Civil service. Large corporations have come to resemble government's civil service system. Corporations have far more freedom to recruit, to raise salary ceilings, and to fire.

16. Unions. Unionism has grown so fast in government that there are now few differences between the private and public sectors.

17. Field offices. Corporations have as much trouble with headquarters-field relationships as does the government.

18. Accountability. Traditionally, it has been said that greater accountability is one of the ways governments differs from business.

In addition, Brand (1991: 158) stated that the relationship between government and citizens differs fundamentally from the relationship between supplier and customer in the customer market. Government rarely operates in a market of individual commodities, and the citizens have no freedom of choice between different suppliers. Furthermore, government in its functions as a political and public organisation has its own specific task, and will not always be able to comply with the wishes of the individual citizens, social organisations or industry; indeed, the situation is often reversed with a legislative government: citizens and companies are obligated to comply with the wishes of government.

Some other writers on the subject have gone further to claim that it is possible to find differences among public and private organisations. Allison (1994), for example, stated that "Private business organizations vary enormously among themselves in size, in management structure and philosophy, and in the constraints under which they operate. For example, forms of ownership and types of managerial control may be somewhat unrelated. Compare a family-held enterprise, for instance, with a public utility and decentralised conglomerate….Similarly, there are vast differences in management of governmental organizations. Compare the Government Printing Office or VTA or the police department of a small town with the Department of Energy or Department of Health and Human Services".

However, the above features of the public and private sectors suggest that there are fundamental differences between the public and private organisations and that the public sector is characterised with some unique factors that distinguish it from the private sector, which could make the implementation of TQM more difficult in the public sector than in the private sector. As a result, many quality writers argue that TQM is unsuitable to be implemented in the public sector. For example, TQM emphasises change, customer focus,

teamwork, and so on. In contrast, the public sector, as Cox (1995) argued, is a more complex environment into which to introduce change than the private sector; up-down initiatives seem to be more difficult to work in the public sector than in the private sector; and a service or customer focus is not enough in the public sector. Thus, Swiss (1992) argued that TQM requires adaptation for use in the public sector because it is very much a product of statistical quality control and industrial engineering, and almost all of its early applications were assembly-line work and other routine processes.

Morris and Haigh (1996 b: 75) stated that "in the case of the public sector, quality is determined for the end user, non-directly paying consumers, but in the case of the private sector, quality is determined by the end user, the paying customer". Thus, in the case of public provisions, customers (or citizens) are supposed not to make complaints to the public enterprise. They are supposed to make complaints to the politicians to change regulations if they are not satisfied (Madsen, 1995).

To these differences Bendell et al. (1994) added that typically the public sector has a fundamentally different style of culture. There is a lack of individual ownership, or indeed of responsibility or client care. Allied to this is a lack of staff empowerment, with authority centralised and perhaps bureaucratic proceduralisation. Another problem is the lack of clarity about the multiple customers and stakeholders involved in even single transactions. "Who is the customer"? remains a major problem in the public sector and confusion abounds; for example, who is the customer of a school or university? The child, the parent, the future employer etc? It is also true that the level and extent of service in the public sector is typically not the product of market forces. Political, as opposed to market determined, levels and extent of service, may be seen as service shortfalls by the public, especially for subsidised and zero-priced services. There are also problems of skill and complexity associated with the large centralised organisations, the ministries and government departments. This is particularly true if there is a large skilled technological basis.

From an economic point of view, Apger and Brown (1987) added that most privately produced goods have rivals, as one person's consumption of a product reduces its

availability for others. In contrast, pure public goods provide the possibility of non-rival or simultaneous consumption, as one consumer can watch a television programme, or cross an empty bridge without limiting the consumption of another individual. In addition, exclusion is another characteristic of most privately produced goods and services, while for many public goods, exclusion is impossible or impractical.

From the above statements it can be said that it is difficult to define the customers in the public sector since there are no direct purchase transactions between the customers and the providers; this is due to the eligibility of the customer to benefit from the services that are provided by the public agencies. In addition, the public sector is highly influenced by political issues, while private organisations or companies are influenced by competition. This has resulted, as Madsen (1995) stated, in a tradition of looking upon politicians as the end-users; as a result, the main functions of the public organisations are to satisfy the politicians and to fulfil governmental objectives.

The other point is that most (if not all) public provisions are service-oriented, rather than product-oriented, as is the case with most private provisions. The characteristics of public service products, such as intangibility, inseparability, heterogeneity, and perishability, may make achieving quality more difficult in the public sector than in the private sector. Butler and Collins (1995) stated that intangibility makes sampling and evaluation difficult; inseparability limits the scale of operations; heterogeneity means that quality is difficult to assure; and perishability implies problems of storage where demand fluctuates. In connection with service provisions, Deming (1986: 188) stated that "in many service organisations, the people that work there only have a job. They are not aware that they have a product, and that this product is service; that good service and happy customers keep his company in business and provide jobs; that an unhappy customer may bring loss of business and of his job".

Also, while the private firms are dependent on and seek profits, the public agencies are not concerned with profits since most of their services are "free-of-charge" or subsidised, which do not result in profits. In this regard, Flynn (1993: 145) stated that in the private sector "companies' marketing efforts are directed at reaching the right number of

the right customers to buy their products or services, usually in competition with others. Often in the public sector this is not the case: the problem for the organisation may not be to attract people to the services, but rather to deter too many people from applying for them and to ensure that only those people whose needs are defined by the policy receive them". Osborne and Gaebler (1993: 20) added that, "government and business are fundamentally different institutions. Business leaders are driven by the profit motive; government leaders are driven by the desire to get re-elected. Businesses get most of their money from their customers; government get most of their money from taxpayers; businesses are usually driven by competition; governments usually use monopolies".

Furthermore, most of the public agencies operate on a monopolistic basis, where the customer has no freedom of choice between different suppliers; in contrast, in the private sector, the customer has a range of choices in getting the services. The monopolistic situation of the public sector may limit the promotion of fresh organisational thinking about service outputs and performance.

In addition to the above differences, Osborne and Gaebler (1993) stated that quality 'gurus', such as Deming exhort public institutions to focus on five principles: results, customers, decentralisation, prevention, and a market (or systems) approach. But precisely because Deming developed his ideas for private businesses, his approach ignores the unique characteristics of the public sector. For example, most business can take competition for granted, so TQM ignores the problem of monopoly, which is at the heart of government's troubles. Most businesses are already driven by their missions (to make profits), so Deming does not help public leaders create mission-driven organisations. And few businesses have to be told to earn money rather than simply spending it.

The differences between the public and private sectors are elucidated in Table (3.1).

Table (3.1) Commercial and public contrasts

Sector	Prime output	TQM focus	Measures of achievement
Commercial provider	Purchaser –driven service encounters	Customer acclaim; differentiation of quality service among multiple providers	Market leader – open market
Public sector service provider	Citizen – user service encounters	Professional service standards and client acclaim	Problematic, to be developed – "internal market" or "modified monopoly"

Source: Morgan and Murgatroyd (1994) p.57.

Based on the aforementioned facts about the public sector, the question that comes to mind here is can TQM be implemented in the public sector? The answer to this question is that the public sector's unique characteristics have been changed. This change has resulted in the following (Lawton and Rose, 1994:7):

- Increasingly the public sector charges for some of its services, for example through increased prescription charges or charges for leisure facilities;

- The private sector also operates within a political environment as decisions made by politicians to, for example, keep interest rates high will have a profound effect upon the very existence of some firms faced with high borrowing costs and reduced sales;

- The activities of the private sector are also constrained by statute as firms are regulated over unfair trading practices, health and safety at work or environmental pollution;

- Public and private partnerships have developed over urban redevelopment where groups such as *Business in the Community* have promoted private sector involvement at local levels.

Furthermore, the public services have been transformed from services that were administered to services that are now to be managed (Morris and Haigh, 1996 b:72). The differences between administration and management are illustrated in Table (3.1).

Table (3.2) A comparison between administration and management

	Administration	Management
Goals	In general terms, infrequently reviewed or changed	Broad strategic aims, supported by more detailed short- term goals and targets
Attainment criteria	Mistake avoiding	Success seeking
Resource use	Secondary task	Primary task
Organisational structure	Roles defined in terms of responsibility Long hierarchies Limited delegation	Roles defined in terms of tasks Shorter hierarchies Maximum delegation
Management role	Arbitrator	Protagonist
Perceptions	Passive: workload determined outside system. Best people used to solve problems Time insensitive Risk avoiding Emphasis on procedure Conformity to national standards	Active: seeking to influence environment. Best people used to discover and exploit opportunities Time sensitive Risk accepting but minimalising Emphasis upon results Local experiments: need for conformity to be proved
Skills	Legal and quasi-legal Literacy	Economic/socio-economic Numeracy

Source: Morris and Haigh (1996 b) p. 73.

There is certainly no shortage of cases of public organisations that have implemented TQM and achieved positive results with its implementation. An example, of these organisations is Britain's Royal Mail, which embraced TQM by introducing a three-year cascade training programme, beginning with the managers and working its way down through the whole management structure; the aim of the programme was to provide the best mail services in the world in terms of quality, cost, and performance (Dale, 1994:69). Another example is the National Health Service (NHS), in which management and the government, according to Kitchener and Whipp (1995:196), have developed an interest in transplanting the techniques and rhetoric of quality assurance and total quality management into the NHS as part of the government's political reform process. As part of the NHS's policy, patients' needs had to be prioritised through quality initiatives such as universal medical audit. In the Middle East, an example of these organisations is the North West Armed Forces Hospitals of Saudi Arabia, which has became the first health care facility in the country to implement quality assurance in order to improve its health care services (Hoskins et al., 1994).

However, Wilkinson et al. (1998) argued that when TQM is viewed as a management philosophy rather than a collection of specific techniques, it seems to offer something in sectors other than manufacturing. In fact, the concepts of service quality and continuous improvement have found support across the political spectrum. The success or failure of TQM in the public sector, according to Wilkinson et al, may have more to do with organisation-specific factors, particularly the extent to which initiatives are implemented in a strategic manner with continuing management commitment, than with sectoral factors. Some other writers on TQM, such as Swiss (1992), argued that if TQM is introduced without overselling and with sensitivity to government's unique circumstances, it can make a useful contribution to contemporary public management.

In addition, a research carried out by Wisniewski and Donnelly (1996) on the potential for *SERVQUAL* (which was originally introduced by Parasurman, Zeithaml and Berry for measuring the service quality) for measuring service quality in the public sector suggested that the instrument appears to offer considerable potential to the managers, and other decision makers, of a public sector organisation in the search for rigorous measures of

service quality. The instrument offers the potential for assessing not only customer views of current service delivery but also expectations- as measured across the five dimensions of quality (tangibles, reliability, responsiveness, assurance, and empathy) that are suggested by the instrument. The study also suggested that other quality management tools and techniques can be brought into the public sector. For example, the application of process mapping may provide detailed insights into where improvements could be beneficial or where some fundamental system redesign may be appropriate.

From Osborne and Gaebler's (1993: 22) perspective, "the fact that government cannot be run just like a business does not mean it cannot become more entrepreneurial, of course, any institution public or private, can be bureaucratic...... there is a vast continuum between bureaucratic behaviour and entrepreneurial behaviour, and government can surely shift its position on that spectrum".

3.3 IMPLEMENTATION OF TQM IN THE PUBLIC SECTOR

During the last three decades, TQM has emerged as one of the leading management philosophies for improving organisational efficiency and, particularly in the private sector, maintaining competitive advantage. The last three decades have witnessed a great number of TQM implementation cases in both the public and private sectors. The driving forces behind its implementation differed from one sector to another and from one organisation to another, according to their intention and circumstances in implementing it. However, a survey of the literature reveals that most of the organisations that implemented TQM were faced with some common driving forces, either external forces (i.e. customers' demands for improved services) or internal forces (i.e. improving organisational efficiency). According to Donnelly (1994), the emergence of service quality as a key issue in local government in the UK was against a general background of external and internal pressures for change. Some of these pressures, according to Donnelly, were the intentions of central government policy in promoting its Citizen's Charter, Performance Review, Competing for Quality, and to give citizens better value for money from local councils. A survey on TQM implementation in the UK's financial services carried out by Wilkinson et al (1995)

reported that the factors listed below were the major motivating factors for TQM implementation:

1. Customer demand for quality.
2. Competitive pressure to reduce cost.
3. Competitive pressure to improve product design.
4. Competitive pressure to improve service quality.
5. Pressure from parent company.
6. New senior management.
7. Enthusiasm of senior managers /chief executive.
8. Employee relations issues.
9. Consultant advice.

The results of the survey revealed that the factors of Competitive pressure to improve service quality, Enthusiasm of senior managers/chief executive, Customer demand for quality, and Competitive pressure to reduce cost were the most important driving forces for TQM implementation.

Another survey conducted by Kanji and Tambi (1999), on TQM implementation in the UK higher education institutions, revealed that the factors listed below were some common factors that led the universities investigated to implement TQM:

1. Image building.
2. Increase market share.
3. Encourage teamwork.
4. Upgrade student performance.
5. Create value-driven employees.
6. To meet future plans.
7. Improve effectiveness (includes processes).
8. Better utilisation of resources.
9. Keep abreast in the field.
10. To manage change.
11. Prevention.

12. Compete for funds.

13. Obtain feedback on actions to guide future decisions.

14. To satisfy accreditation requirements.

15. Core business of Higher Education Institutions.

16. Quality and equality of students' experience.

A study by Jagadeesh (1999) on the implementation of TQM in India revealed that such issues as pressure due to decreased profits, inability to penetrate into new markets, intensifying competition, and quality conscious customers demanding better and improved products and services from companies were the major reasons for adopting TQM in Indian companies.

It is generally agreed in the literature that TQM made its appearance in the private sector, particularly in the manufacturing sector, and only recently has made its appearance in the public sector. That is, as Anschutz (1995) stated, "because, unlike the private sector, public sector agencies are sheltered from the threat of competition". Moon and Swaffin-Smith (1998) added, "Total quality management (TQM) in the public sector has had a tried and troubled existence. The language of customers and profitability has not readily been accepted in public service with a history of centralized authority and bureaucratic procedures. This cultural legacy is one of a distinct lack of empowerment, with individual ownership an alien concept to most public sector employees: this backdrop is one to which the concept of customer service and TQM, the new imperatives, will seem particularly alien and this could make the process of getting TQM established very difficult". In contrast, Choppin (1994) stated that "TQM has much to offer the public services, but only if the work of the organisation, as a whole, is considered, and the concepts and ideas behind TQM are taken apart, understood, adapted and used to fulfil an overall purpose". Ennis and Harrington (1999), in describing the implementation of TQM in the Irish healthcare sector, stated that "While the language of TQM has its roots in the manufacturing industry, it is based on many techniques which could easily be transformed to the healthcare setting. In fact the medical field has some advantages over the manufacturing sector and these include a familiarity with statistical methods, a mentality to continuously improve care and the ability to work in teams as routine practices". According to Bowman and Hellein (1998),

many public sector organisations showed little interest in the quality revolution affecting business. This has begun to change due to the interest of senior leaders and serious financial problems. By the nineties, a majority of state governments had adopted TQM in at least some of their functions.

These arguments suggest that despite the complex nature of the public sector and the origin of TQM as a manufacturing concept, TQM, or at least some of its concepts, could be implemented in the public sector, particularly if the processes of the public organisations are adapted in such a way that they would be compatible with the requirements demanded by TQM.

The last three decades have witnessed an enormous number of TQM implementation cases in the public sector as a result of changes in that sector. In this regard, Walsh (1995) stated that "the public service is argued to be undergoing a management revolution intended to ensure that services are provided 'efficiently and effectively' and are responsive to the needs and demands of users. The Citizen's Charter constitutes an agenda for the 'long march' through government services, introducing market processes in order to break down traditional approaches to management and organisation. Public services, from housing to education, and from police to refuse collection, are being subjected to fundamental reorganisation on market principles. The aim is to introduce the sort of total quality management approaches that have been developed in the private sector. The language of the new public management is one of standards, quality, empowerment and customers, in contrast to the traditional language of professional bureaucracy that had developed in the post-war years".

Sinha (1999) offered three main reasons that motivated the implementation of TQM in public sector organisation:

1. The sheer public pressure on government organisations everywhere arising out of an outcry against spiralling tax increases high inflation, dissatisfaction with poor service quality, and the fiscal mismanagement and performance dilemmas that faced these organisations.

2. A set of reasons which were essentially driven by winds of change at play all round the new economic environment: mainly for understanding the bigger picture-for example, the emergence of the worldwide network of interdependent national and international economies changing into an increasingly global economic system, a shift in emphasis from a shareholder to a stockholder market mindset, the growth of media power, including the Internet, social responsibility issues and the like. Underlying such agendas were general concerns for the democratic process and issues of accountability – no doubt driven by the anxiety of politicians to win the 'next' election.

3. The pressure to adopt a business-oriented culture and implement organisational reforms that can generate efficiency, effectiveness and economy all at the same time. Such changes led public sector authorities to cut costs, eliminate programmes, re-examine cost-effectiveness, start compulsory competitive tendering, create independent special operation agencies, generate performance measurement criteria for individual departments, start using new technologies, and so on.

Stupak (1993) listed five major institutional forces driving government managers to adopt the principles of TQM. These forces include the following:

- Demand for Improved Productivity: Until recently, the cost of providing services has not been an overwhelming consideration in the public sector, due largely to the lack of competition and limited service alternatives. Today, privatisation, contracting out, block grants, and revenue sharing, along with increased citizen concern, are creating alternatives to centrally managed services provided by the public sector. In addition, there is increasing recognition that the potential for long-term improvement to productivity, reduced cost, and better quality can be achieved only with a different management approach.

- Demand for Increased Customer Involvement: Special interest groups, as well as taxpayers generally, are now demanding expanded and courteous services-and prescribing both the form and characteristics of the service. They also are evaluating the quality of the services provided, and frequently demanding and defining measures of

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effectiveness which over time are becoming widely used and expected. Frustrated with inadequate services, citizens are today more active and focal; they expect to be involved in defining the type of service provided and are willing to participate in determining alternative process.

• Demand for Increased Employee Empowerment: Public servants have for a long time been characterised as being inept and unmotivated bureaucrats and, thus, not qualified to make important decisions. In the 1990s, this attitude has been changed, and empowerment, value-added measures, and quick service have become the norms of the public organisations.

• Demand for Increased Performance Measurement: There clearly is an increasing economic reality that public decisions must be made on measurable, value-added, fact-based criteria. The economic realities of the 1990s are forcing managers to deliver more relevant services that have added values and are based on sound financial plans and statistics.

• Demand for Long-term Strategic Planning: Strategic planning is becoming the practical foundation for a long-term commitment to TQM by public leaders. Traditionally, the focus in the public sector (especially in the worlds of political appointees and high-level careerists who traditionally have had the power) has been on incremental, nonrisk endeavours. With frequent elections, dysfunctional, developed career managers, and annual budgets, there were thought to be few incentives either to develop explicit priorities or to make long-term commitment. The international economy, the changing world situation and the "less with less" paradigm, may force the public sector toward at least a mid-term focus.

Morris and Haigh (1997) stated that there are some other factors, which could be regarded as additional forces, that led public organisations to consider TQM as a useful management improvement discipline. These factors include changes that have primarily taken place in the organisations of the public sector as a response to the pressures for change arising in their external environment. The sources of this extra-organisational

change may be charted in terms of two sources of change; those from the direct action environment i.e. those actors and factors which are always present and pressing upon a public sector organisation (figure 3.1), and those which are located in its indirect action environment but which have the propensity to move, at any moment in time, to become direct action factors (figure 3.2). These changes has obliged public organisations to adapt their management systems and process to more closely accord with those found and evidenced within their private sector counterparts.

Figure (3.1) Direct action environment
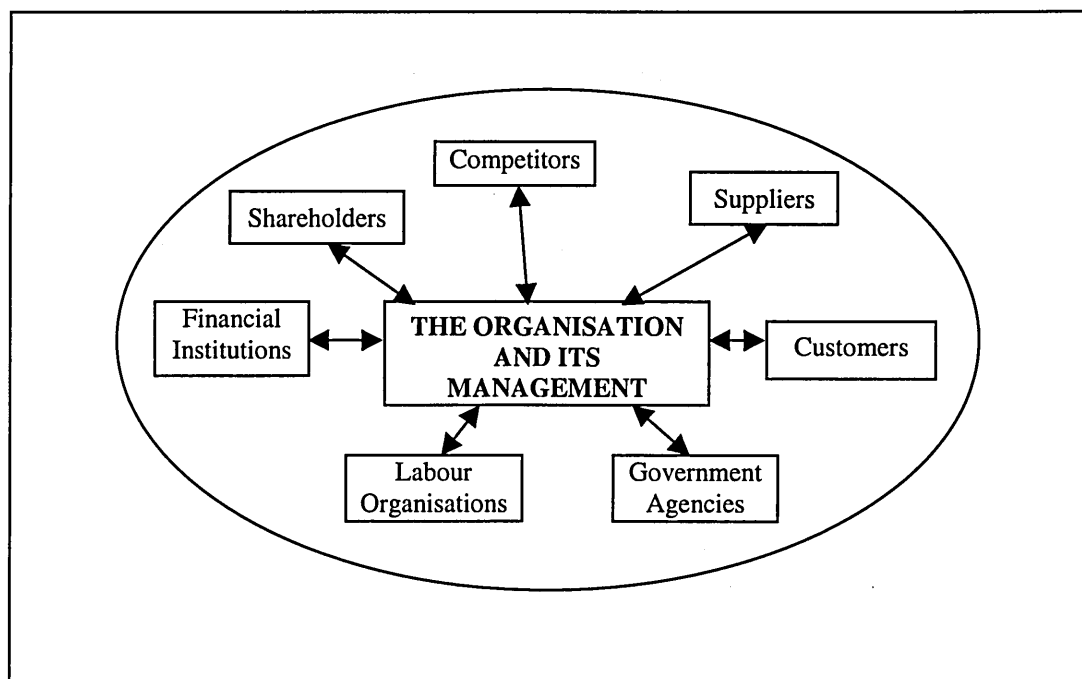
Source: Morris and Haigh (1997) p4

Figure (3.2) Indirect action environment.

The Media

Legislation

Ecology Groups

Education Groups

Consumer Activists

THE ORGANISATION AND ITS MANAGERS

Political Pressure Groups

Other Business Groups

Research and Development

Developments in Other industries
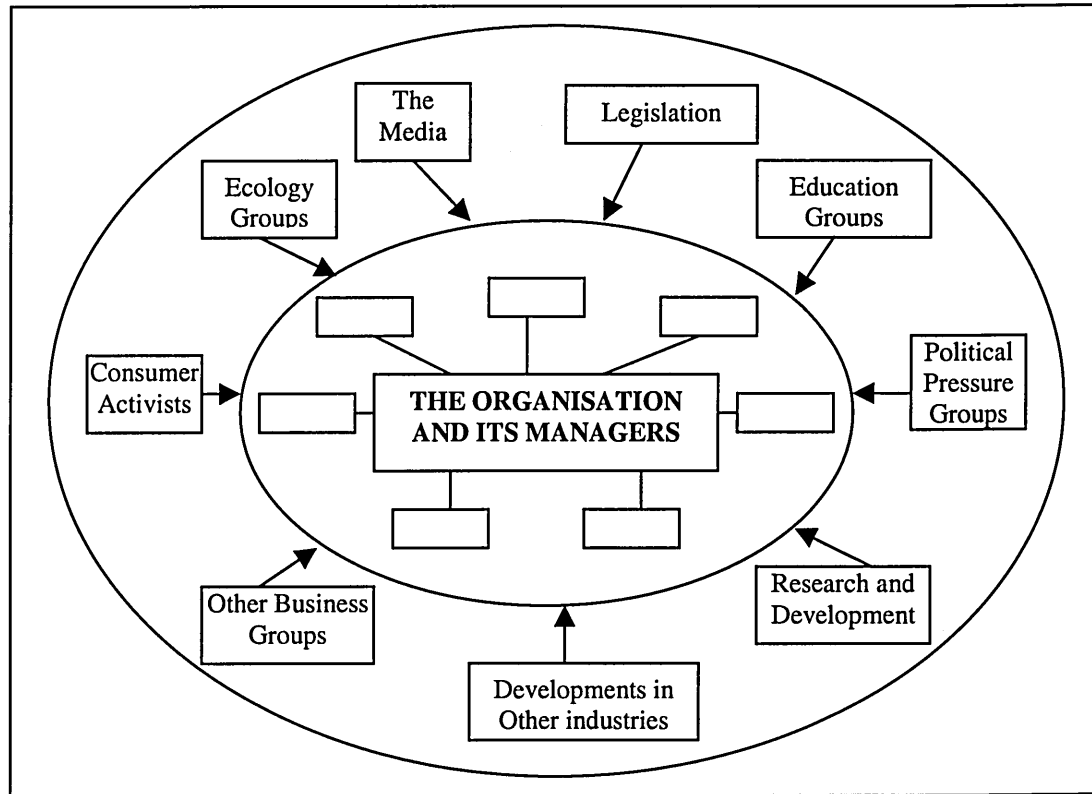
Source: Morris and Haigh (1997) p4

Edvardsson et al (1994) believed that there are other future trends, which seem to be important for improving quality in both private and public organisations. The first is the increasing importance of integrating new high-technology products with service to make a useable 'package'. We have moved from an industrial society to a service and knowledge based one. Manufacturing companies are becoming service companies. Robotics, for example, is no longer concerned only with industrial robots, but provides systems for developing productivity and rationalising production, i.e. the robots have become parts of a service concept. In addition, with advanced production process, manufacturing companies are now facing new and different problems of quality control. They are finding that experience from manufacturing has to be complemented with knowledge of quality control in service production.

Second, there has been a movement of strategic resources from capital to information, knowledge and creativity, and to "human capital". Company growth now comes as much from employee development as from expansion with more employees, and this applies as much to front-line service-providing staff as to other professional staff.

Third, most markets are complex and rapidly changing with new and more complex customers' demands for products and services. Internationalisation is increasing and international competition is intensifying in many markets. To ensure quality, companies must be better at understanding their environment and building-up the competence and ability to change before or at the same time as the outside world changes.

Fourth, the demand for quality in the outer environment will place greater demands on how companies conduct their business, which sources of energy they use, and how they design their products.

Fifth, the boundary between the company and its environment, as well as that between different lines of business, is becoming less and less distinct. Companies are co-operating more and more with other companies and with strategic customers.

Sixth, manufacturing companies are adding services such as advice, service, maintenance, training and financing, to their goods. This move towards customer-adapted services will probably continue.

The driving forces provided above indicate that TQM is becoming an important factor for improvement in the public sector. This has been as a result of changes in the public sector environment and, probably, increased successful TQM implementation cases in the private sector. However, the driving forces to TQM implementation differ from one organisation to another, depending on each organisation's unique circumstances and requirements.

3.4 SAUDI ARABIAN PUBLIC SECTOR

This section provides a background to the Saudi Arabian public sector. The section discusses the organisations responsible for administrative development, and obstacles to administrative development. The section also provides a background to the Ministry of Interior, which has been selected as a case study for TQM implementation, in order to identify its further implementation in the Saudi public sector.

3.4.1 Administrative Development Agencies

We have previously referred to the efforts exerted by the government in the course of developing the governmental agencies with the aim of improving administrative performance and raising the standard of services offered by these agencies. To ensure the continuity of this development, and in pursuit of the recommendations of the foreign experts, the government has founded a considerable number of administrative development agencies. In this section, the efforts exerted in founding these agencies, and the main tasks performed by them in achieving administrative development in the Kingdom are reviewed. These agencies are:

- High Committee of Administrative Reformation
- Civil Service Board
- General Bureau of Civil Services
- Training and Missions Committee of Civil Service Personnel
- Manpower Council
- Institute of Public Administration.
- Central Administration of Organisation and Administration.

3.4.1.1 High Committee of Administrative Reform

Among the outcomes of the study conducted by the American Ford Co., was the founding of the High Committee of Administrative Reform. It had been basically meant for controlling and monitoring the administrative performance, prompting the reorganisation of the governmental departments, and developing administrative performance. The committee

was formed upon decision of the Royal Cabinet No. 520 dated 1963. Article 1 of this decision stipulated that " a high committee is to be formed of the Cabinet Members under the chairmanship of the HRH the Prime Minister". Article 4 of the same decision was concerned with organising the general specialities of the committee, stipulating that "The Committee shall be concerned with taking all necessary procedures that can lead to the reformation of the administrative agencies. Its decision shall be binding as far as it concerns". The Cabinet's Decision defined the authorities and tasks of the committee as follows (Secretariat General of the High Committee of Administrative Reform, 1994):

- Laying out and approving the strategy of the governmental administration organisation, in addition to making decisions and giving instructions necessary to the execution of this strategy;
- Studying and approving the reports and recommendations presented by the Preparatory Committee;
- Studying new project systems or proposed modifications to the current systems in preparation for submitting them to the competent authorities in charge of issuing them;
- Asking the opinion of the Royal Cabinet members with regard to any decisions that should necessarily be studied by the Cabinet;
- Notifying ministries and governmental bodies of any new applicable instructions through the Committee's Vice-President;
- Inviting all officials in all ministries or governmental agencies to give their opinions on the issues discussed by the Committee;
- Making all decisions that contribute directly or indirectly to the achievement of the reformation in the governmental administrative departments, or those decisions concerned with facilitating the tasks of reformation.

The High Committee members are the Minister of Finance & National Economy, as Vice-President, and the Minister of Planning and President of the General Bureau of Civil Service as members, in addition to another two ministers. A preparatory committee was formed for the purpose of helping the High Committee in handling its duties.

The Preparatory Administrative Committee

The Cabinet's Decision No. 520 dated 1963, stipulated in Article 6 that a committee was to be formed of a number of senior officials in high official administrative positions, and that this committee would be charged with studying the reports and subjects submitted by experts, and giving their notes in this regard in preparation for presenting them to the High Committee of Administrative Reformation. Furthermore, the committee was to contact the Ministries and other governmental bodies when collecting the required data and information, and to invite the senior officials of these bodies to participate in giving their opinions regarding the suggested issues (Secretariat General of the High Committee of Administrative Reform, 1994).

The Preparatory Committee is formed of Director General of Institute of Public Administration (IPA) as President, Vice-president of General Bureau of Civil Service as a Member and Director General of the Central Administration of Organisation and Administration as a Member.

The daily tasks of both committees are handled by the Secretariat General of the High Committee of Administrative Reform which is located at the Institute of Public Administration. The Secretariat General is concerned with receiving issues from the governmental agencies and studying them before submitting them to the Preparatory Committee. Moreover in preparing these studies, the Secretariat General is normally assisted by the teaching staff of the IPA (Jad, 1989).

Thus, the High Committee of Administrative Reform has been offered a number of assisting factors to help it achieve its tasks successfully; The President of this committee is HRH the Prime Minister himself. Besides, it has been granted the necessary authority to develop the governmental administration and supervise the administrative reform programmes in the Kingdom. Also, the foundation of the Secretariat General in the IPA has been of great assistance in making use of the material and human potentials of the Institute by having the IPA experts study and evaluate the administrative development issues. This

assists the High Committee of Administrative Reform to take an active role in achieving the planned administrative development in the Kingdom.

3.4.1.2 Civil Service Board

The inception of the Civil Service Board goes back to one of the recommendations of the High Committee of Administrative Reformation. The Committee had recommended the foundation of a civil service board in order to cope with the drastic changes taking place in the administrative system. The Board was founded as per the Royal Decree No. (48/M) dated 1977, which stipulated that "a Civil Service Board is to be founded to handle – in joint collaboration with the competent bodies – planning, organising and supervising the civil service affairs in all ministries, governmental agencies, and public institutions with the aim of developing the civil service and increasing its productive capability".

At present, the Civil Service Board is formed of:

HRH Prime Minister	President
HRH Deputy Prime Minister	Vice-president
President of the General Bureau of Civil Service	Member
Another 4 ministers appointed through a Royal Decree for 3 years	Members

The duties of the Civil Service Board are as follows (Al-Farsy, 1997:95):

1. to suggest civil service laws
2. to issue regulations and statutes related to the Civil Service and to decide on issues relating to civil servants, referred to it by ministries and government departments
3. to co-operate and co-ordinate with responsible bodies in the following areas:
   - to draw up general policies for public service and to decide the relevant executive plans and programmes
   - to develop manpower in government units and to raise their efficiency and productivity by training
   - to develop the present administrative structure and systems in government and to improve work procedures

- to exercise strict administrative supervision on all the activities of government units, including public corporations, to ensure they operate within the context and spirit of the rules and regulations

- job classification

- to study the rates of salaries and wages and to suggest any alterations; also to issue regulations concerning payment and extension of allowances and remuneration to civil servants.

The Preparatory Committee of the Civil Service Board

The Civil Service Board has a preparatory committee, which is concerned with studying whatever issues or studies are referred to it, and providing recommendations in this regard. The committee is formed of the Secretary General of the Civil Service Board, Director General of IPA, Vice President of the General Bureau of Civil Service and the Director of the Central Administration of Organisation and Administration. The Committee may seek the assistance of professional experts to handle certain type of studies when necessary. It can also collect the required information or data from any ministry or governmental body (The Civil Service Law, 1977).

The Secretariat General of Civil Service Board

In addition to the preparatory committee, the Board has a Secretariat General assigned with all administrative and technical tasks with regard to the whole works of the Board, such as organising work, arranging for meetings, receiving and submitting (to the Board) all subjects and mails sent by the ministries, and preparing the minutes for the session and decisions made by the Board (The Civil Service Law, 1977).

Thus, the Civil Service Board is considered the body that is in charge of planning and co-ordinating with the other administrative development departments working for the development of the civil service and solving its problems.

3.4.1.3 General Bureau of Civil Service

Over the period since its establishment, the General Bureau of Civil Service has undergone many development stages. Before 1943 a governmental department, called the "Registration Department" had been established to take charge of civil service affairs. In 1943 this department developed to what used to be called the "Employees & Pension Bureau". This department underwent many other developments till, in 1977, a new employment law was issued, and the Bureau was reorganised under the name, "General Bureau of Civil Service" defined as "a separate agency in charge of supervising the civil services in ministries, governmental agencies and public institutions, and works in connection with the Civil Service Board" (Jad, 1989).

Article 10 of the Civil Service Board System issued as per Royal Decree No. (48/M) dated 1977 defined the tasks of the Bureau as follows (The Civil Service Law, 1977):

1- Monitoring the execution of the civil service laws, regulations and decisions;

2- Conducting studies and researches relating to the civil service mainly in the field of: job classification, salaries, allowances, rewards and compensations;

3- Suggesting the laws and bylaws that relate to the civil service affairs, and submitting the same to the Civil Service Board;

4- Laying down rules and procedures that are relevant to the selection of the best applicants applying for any vacant posts;

5- Job classifying and suggesting salaries, allowances, compensations, and rewards, and studying job vacancies to make sure of their consistency with the classification rules;

6- Laying down rules and procedures for maintaining the record of the employees so as to have an integrated set of information about each employee;

7- Directing and co-operating with other departments of Personnel Affairs to adopt the best method in applying the laws and decisions of the personnel affairs and in adjusting appointment, transferring and promotions records, along with any other matters relevant to civil service.;

8- Studying employees' complaints referred to it via other competent departments and giving its opinion in this regard.

The Difference between the General Bureau of Civil Service and the Civil Service Board:

As mentioned above, the Civil Service Board is an organising body headed by His Majesty the King (who is also The Prime Minister). Its tasks are to plan, organise and supervise the civil affairs in the ministries, the governmental departments and the public agencies. The General Bureau is accounted for as the executive hand of the Board. It is a consulting supervising and executive body (Al-Shigawy, 1995).

The consulting role played by the Bureau is mainly concerned with conducting studies and researches relevant to the civil service, and suggesting laws and regulations that are to be submitted to the Civil Service Board. The monitoring and supervising role of the Bureau is to make sure that the governmental agencies abide by the rules and regulations of the civil service. For example, it is supposed to monitor the appointment, transfer, and promotion procedures and other civil service procedures set by the governmental bodies.

As for the executive role of the Bureau, it includes obligating the governmental agencies to abide by the personnel affairs rules and regulations, laying down terms and conditions for candidates for job vacancies, maintaining records of all employees and finally studying carefully any complaints submitted by the employees.

On reviewing the main tasks of the Bureau, it is that all these tasks falls within the circle of civil service affairs. Jad (1989) mentions that none of these tasks and duties can be considered as means meant for the administrative development, systems development or manpower planning, all of which are undertaken by other bodies like the High Committee of Administrative Reform, the Institute of Public Administration and the Manpower Council. Thus, the entire job of administrative development is distributed among a number of bodies. Al-Tawail (1989) also believes that the Bureau should reduce its centralisation by authorising some governmental agencies to carry out some of its roles which would facilitate handling their tasks.

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3.4.1.4 Training and Missions Committee of Civil Service Personnel

As per the decision of the High Committee of Administrative Reform No. (183) dated 1988, a training and missions committee of civil service personnel formed, headed by the President of General Bureau of Civil Service. This committee is concerned with laying out general policies for employee training, co-ordinating between training centres, following up the activities of the training centres and modifying their programmes, reviewing the annual training plans of different governmental bodies and studying requests for missions and training scholarships offered by the government. The secretarial works of this committee are handled by the Training Administration in the General Bureau of Civil Service. It undertakes the preparatory works of the committee and follows up the strict application of the decisions and recommendations of the committee (Jad, 1989).

With reference to the tasks handled by this Committee and in consideration of the achievements made by it, it is noticed that during the period of 1996 - 1997 the Committee undertook the following tasks and duties (Civil Service Bureau, 1997):

- Approving 95 training plans and (29) study mission plans.
- Approving 66 training programmes in different fields to be held in internal training centres.
- Issuing 71 training scholarships received by the General Administration of Training and Missions from outside the Kingdom.
- Approving the decisions to send 420 employees on training missions outside the Kingdom during the fiscal year 1996. Table (3.2) details the number of employees sent on training missions abroad, along with their fields of study, in the fiscal year 1996.

Table (3.3): Civil Service Employees
training abroad by main field of study: 1996

Field of Study	Number
Maintenance and Technical Training	100
Finance and Management	76
Computer	78
Law	22
Medicine	45
Agriculture	54
Engineering	11
Languages	24
Education	1
Physical and Natural Science	9
Total	420

Source: Civil Service Bureau (1997) p.20

3.4.1.5 Manpower Council

The Kingdom has been suffering from the problem of the manpower shortage, mainly in the professional and technical fields. This created the problem of depending on foreign manpower. Many provisional ministerial committees were formed to study the manpower problem. Their attempts were crowned with Royal Decree No. (31/M) dated 1980 which stipulated that a Manpower Council was to be founded, and approved its system (Al-Tawail, 1989).

The Manpower Council is headed by the Minister of Interior, and is connected directly with HRH the Prime Minister.   The Manpower Council has a Preparatory Committee that handles the studies conducted by the Secretariat before submitting them to the Council. The Committee is formed of the Minister of Labour and Social Affairs, Minister of Education, Minister of Planning, President of the General Bureau of Civil Service, and the Secretary General of the Council (Al-Shiggawi, 1995:162-163).

The Secretariat General of the Council undertakes technical secretarial work such as preparation of the minutes of meeting and conduct of the technical studies requested by the Council.

The tasks of the Manpower Council involve:

1- Studying the current manpower needs in all categories of Saudi and non-Saudi employees as per the requirements of the development programmes and plans, and laying out the strategies that should be adopted by all governmental bodies;

2- Co-ordinating between the different governmental agencies for the purpose of developing the national manpower potential;

3- Laying down policies for distributing the Saudi and non-Saudi manpower to achieve the optimum benefit of their potential abilities, in addition to taking all necessary procedures that would lead to the greatest possible reduction of recruited non-Saudi manpower;

4- Laying out strategies for distributing the Saudi manpower and developing their skills;

5- Laying down policies on the course of policies for increasing the Saudi participation in the gross number of manpower of all ages;

6- Laying out policies for providing workers with material and moral incentives to improve their work performance.

Thus, the tasks of the Council focus on studying the phenomenon of the non-Saudi employees working in the governmental agencies, the optimum use of their skills and potentials the effects of these employees on the Saudi society, and the basics and fundamentals of developing Saudi manpower (Jad, 1989).

It should be noted that all the work handled by the Council concentrates on laying out policies, and conducting studies and researches. However, to judge the effectiveness of this Council it would be necessary to evaluate its ability to put these policies into active plans, programmes, and directions that are accepted and applied strictly by all the governmental bodies.

3.4.1.6 Institute of Public Administration (IPA)

The inception of the Institute of Public Administration came as a result of a series of studies conducted by staff of the Technical Assistance Department of the United Nations which stipulated in one of its recommendations that "It is important to establish an institute of public administration to upgrade the skills of the governmental employees".

The Institute of Public Administration (IPA) was established by Royal Decree (93) dated 1960. According to Article 2 of its Charter, the institute aims at upgrading the efficiency of civil service personnel and preparing them in a practical and scientific manner to shoulder their responsibilities and carry out their duties in a manner that would ensure improvement in the standard of management and thereby support the development of the national economy.

IPA also contributes towards the development of management organisations in the public sector as well as providing specialised advice about management problems and management-related research. The Institute also contributes towards strengthening cultural links in the field of management.

The Institute of Public Administration is a public body supervised by a board of chair that consists of the President of the General Bureau of Civil Service (as President), Director General of IPA (as a member of chair and Vice-President), and representatives of the Ministry of Finance and National Economy, the Ministry of Education, the Ministry of Higher Education, the General Bureau of Civil Service, the General Presidency of Female Education, and the General Organisation of Technical Education and Vocational Training as members (Al-Siniady, 1997).

Following are the major achievements realised by IPA during the training year 1997 (Achievements of the Development Plans, 1998:47-48):

Training: IPA organises various training programmes, which include senior management training programmes (workshops and seminars). The number of participants in such workshops and seminars, according to the Ministry of Planning (1998), was 810 and 1,308 respectively. It also organises programmes (pre-service training) for university and secondary level graduates, in addition to marketing, banking, hotel and insurance management programmes which are organised to prepare graduates to join the civil service or the private sector. Some of these programmes extend over two years, while others last for one year or one training term. The number of trainees enrolled in the preparatory programmes reached 4,727, of whom 1,534 graduated.

IPA's programmes also include in-service training, which provides training to government employees. The number of new entrants in these programmes reached 14,080 trainees and out of these, 11,581 trainees were successful. Also, a special training programmes are offered to some government agencies upon request. The numbers of new entrants in these programmes reached 1,091 trainees, of whom 879 were successful.

The number of trainees successfully completing various IPA training programmes increased more than 15 times from 997 trainees in 1969 to 17286 trainees in 1997. Thus, the total number of IPA successful trainees reached 165,033 during the period from 1969 to 1997. The number of successful trainees from various in-service training programmes reached 117,152; the number of successful trainees in senior management programmes reached 13,414; trainees in pre-service programmes reached 26,824; and the number of successful trainees in other special training courses reached 7,307. (See Table 3.3).

Table (3.4): Graduates in different programs of the Institute of Public Administration

Year	On-the job training	Pre-job training	Special training	English language	Higher management	Total
1969/70	528	--	43	316	110	997
1974/75	899	165	214	166	94	1,538
1979/80	2,306	188	295	533	286	3,608
1984/85	3,932	610	679	1941	607	7,769
1985/86	3,964	751	427	1064	503	6,709
1986/87	5,478	1,226	195	965	482	8,346
1987/88	6,936	731	352	1530	838	10,387
1988/89	8,729	765	369	1363	459	11,685
1989/90	9,178	365	450	903	1753	12,649
1990/91	8,769	1,512	407	166	1064	11,918
1991/92*	10,500	992	505	--	494	12,491
1992/93	11,737	1,411	542	--	1524	15,214
1993/94	10,466	2,715	628	--	1543	15,352
1994/95	10,765	2,604	531	--	1333	15,233
1995/96	11,264	3,225	756	--	1513	16,758
1996/97	11,384	2,308	791	--	1514	15,997
1997/98	11,581	2,688	899	--	2118	17,286

 * *From1991/1992 Pre-job training include – English Language Program.*

Source: Achievements of the Development Plans 1998, p326

Consulting Services: IPA provides consultancy services for the development of work at the government and private agencies. Furthermore, the GCC States and some Arab and Islamic organisations also make use of these services. The number of consultancies in various fields completed by IPA during 1997 reached 59 (Achievements of the Development Plans, 1998), which included the following:

- Revision and improvement of regulations;

- Office organisation and management;

- Computers;

- Microfiches;

- Work procedures;

- Financial affairs.

In total, 1,273 consultancies were completed by IPA during the period from 1961 to 1997.

Research: IPA's general Administration for Research undertakes the responsibility of supervising the preparation of research work pertaining to the Institute's activities. It also renders assistance to researchers from IPA and other agencies.   It is noteworthy that 10 scientific studies were evaluated and reviewed in 1997. Thus, the total number of scientific research works completed by the Institute reached 252 during the period from 1965 to 1997 (Achievements of the Development Plans, 1998).

3.4.1.7 Central Administration of Organisation and Administration

To integrate the basics of the administrative organisation of the government through founding governmental bodies, the Central Administration of Organisation and Administration was founded in 1964. It works in connection with the Budget General Administration in the Ministry of Finance and National Economy. The Central Administration of Organisation and Administration undertakes a number of tasks in the administrative development field, involving studying and analysing work techniques, facilitating procedures, providing consultation to the organising agencies, assisting the governmental bodies in establishing administrative and organisational units in these bodies, and joining the Budget General Administration in studying requests for creation of new posts (The Decision of the Minister of Finance & National Economy No. 1629/18, 1967).

Jad (1989) indicates that this administration used to undertake many of the tasks detailed above when it was first established, but at present, its role has become limited to its co-operation with the Budget General Administration in studying and analysing requests for new posts. The other tasks of this administration are now undertaken by other departments, agencies, and committees (of administrative development).

3.4.2 Ministry of Interior of Saudi Arabia

In the previous sections the discussion was focused on the administrative development and reforms in the Saudi public sector. This research intends to test the feasibility of implementing TQM in the Saudi public sector for improving the quality of public services through improving the performance of public sector. Due to the large number of public organisations and ministries operating in the Saudi public sector, and since the Ministry of Interior shares the same features and characteristics as those of the other public organisations', the Ministry has been selected as a case study for the implementation of TQM within Saudi public sector.

The Ministry of Interior could be regarded as one of the oldest ministries in Saudi Arabia; it was established in 1932 (Al-Sinidy 1997). As being part of the public sector, the Ministry is responsible for providing public services. Its main responsibility is to provide such public services as internal security and supervising and regulating local governments (Emirates). The Minister of Interior is also (Al-Awagi, 1999:361):

- Head of the Supreme Board of Information, which is responsible for planning the country's information policies;
- Head of the Supreme Committee of Pilgrimage, which is formed of several members from different government bodies responsible for pilgrimage affairs;
- Chairman of the Board of Naif Arabic Academy for Security Sciences;
- Chairman of the Manpower Council, which is responsible for employment and training of Saudi workforce in the private sector;
- Head of the Supreme Council for Islamic Affairs;
- Head of the Supreme Corporation for Industrial Security.

In terms of the organisational chart, the Ministry is headed by a minister and a vice-minister appointed by the King by a royal decree. The organisation chart presented in Figure 3.3 explains in more details the Ministry's organisational structure and the number of directorate generals and departments.

Figure 3.3: Organisational Chart of the Ministry of Interior

Minister

Vice-Minister

Minister's Office

Supreme Corporation for Industrial Security

Deputy Minister

Top level boxes:
- Dept. of Follow-up
- Minister's Office for Studies and Researches
- General Dept. of Telecommunication
- General Dept. of Officers' Affairs
- Military Resumption Council
- G. Directorate of Medical Services
- Regional Emirates
- Dept. of the Hospital
- Dept. of Clinics
- Dept. of Medical Supply
- Dept. of Information

Directorates:
- Directorate G. of Public Security
- Directorate G. of Civil Defence
- Directorate G. of Frontier Forces
- Directorate G. of Investigation
- Special Security Forces
- Directorate G. of Passports
- Directorate of College and
- Installations Guards Forces
- G. Dept. For Mujahidin Affairs
- Directorate of Civil Affairs
- Crops of Investigation and Prosecution

Deputy Min. for Security Affairs
- Deputy Minister's Office
- General Dept. for Inspection
- Dept. of Investigation
- Dept. of Control

Centre of Crime Prevention
- Dept. of Legal Affairs
- Dept. of Researches
- Dept. of Information

Information Centre
- G. Dept. for Technical Affairs
- Dept. of Hospitals' Services
- Dept. of Operation
- Dept. of Systems Improvement
- Dept. of Training
- Dept. of Computer Network

General Dept. for Organisation and Programs
- Dept. of Manpower Development
- Dept. of Budgeting
- Dept. of Planing
- Dept. of Statistics
- Dept. of Organisatio

General Dept. for Public Relations
- Dept. of Relations and Information Affairs
- Dept. of Advice and Awareness
- Dept. of Cultural Affairs

Ass. Deputy Min. for Districts Affairs
- Dept. of Follow-up and Coordination
- Dept. of Frontier Affairs
- Dept. of Desert Affairs

General Dept. for Foreigners
- Dept. of F. A.
- Dept. of Employment

General Dept. for Administrative and Financial Affairs
- Dept. of Personnel
- Dept. of Purchases
- Dept. of Stores
- Dept. of Financial Affairs
- Dept. of General Services
- Dept. of Communication
- Translation Unit

General Dept. for Projects
- Dept. of Supervision and Implementation
- Dept. of Studies and Designs

Ass. Deputy Min. for Rights Affairs
- Dept. of Narcotics
- Dept. of Prisoners' Affairs
- Dept. of Public Rights
- Dept. of Private Rights

Dept. of Interpol
- Unit of Arab Affairs
- Unit of International Affairs

General Dept. for Weapons Affairs
- Dept. of Contracts
- Dept. of Weapons Stores
- Dept. of Licenses

3.4.3 Obstacles to Administrative Development

The Kingdom has witnessed rapid stages of development, and achieved high levels of progress and development within a relatively short period. The new status of the Kingdom caused the Saudi Government to assume greater responsibility for its citizens, through providing all required services, and towards the whole world by fulfilling all its international obligations.

In spite of all the efforts exerted by the Saudi Government in the field of developing the governmental agencies, (i.e. simplifying the routine administrative procedures, implementing modern administrative methods, and adopting modern technological devices such as computers and other modern office equipment), the government sector still suffers from certain problems that are acting as stumbling blocks in the way of achieving administrative development objectives. Discussing administrative development obstacles, Al-Shiggawi (1994) states that the governmental sector (as a whole) suffers from low performance of its employees as well as low quality of services offered to the public. This is manifested in lateness and delay which citizens may experience when submitting their documents to a governmental agency. In addition to the lateness of work performance, the low quality of service is also observed, manifested in the ill treatment those citizens may receive from some employees whose conduct is poor.   He also indicates that there are many obstacles hindering the proper development of the governmental administrative departments. Among these obstacles are:

- Clear imbalance between supply and demand. While some governmental agencies suffer from a lack of Saudi employees, some other agencies are overmanned with graduates. For example, there is a noticeable shortage in the number of Saudi employees in categories like doctors, technicians, and computer specialists. Meanwhile there are numerous graduates in human specialities like history, geography, etc.
- The weakness that is explicitly shown in administrative structure of many of the governmental agencies. The organisational charts and the administrative routine procedures still need a comprehensive re-organisation.

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- Persistence in retaining the old administrative methods and avoiding modern approaches in the various administrative fields.

In addition, A'lim (1995) believes that the obstacles to administrative development can be attributed to:

1. The tendency toward centralisation and avoidance of delegating decision-making authority;
2. Weakness of the planning and administrative supervision programmes;
3. Lack of support offered to the administrative reform programmes;
4. Lack of information, and slow movement of available information among different levels of organisation;
5. Weakness of the financial and budgeting systems - being unable to comprehend the new developments;
6. Low level of services and the negative relationship between employees and the public;
7. Ineffectiveness of the bonus and rewards systems;
8. Weakness of manpower planning, and lack of connection between training and education policy;
9. Overstaffing in certain categories of jobs, and shortage in others;
10. Having no scientific criteria for evaluating the performance and productivity of employees;
11. Lack of trained personnel, and under-development of research and training centres.

A study of the Saudi Civil Service carried out by Al-Saflan (1986) concluded that one of the major problems that the public sector is facing nowadays is overstaffing, which means that the number of employees allocated to certain kinds of jobs is more than the work warrants. Despite the small size of the population and the availability of resources, the governmental agencies in the Kingdom suffer such an overstaffing problem.

The overstaffing problem has resulted from economic changes that the Kingdom has come through. The great efforts exerted by the Kingdom to fulfil the requirements of

citizens had strongly affected the social and economic life of people. These fast changes have been accompanied by a growing demand for manpower to handle major governmental programmes and projects.

During the first stages of development, there were two sources of manpower:

- Employed national manpower, who were untrained and unqualified to fulfil the work requirements;

- Recruited overseas manpower who were qualified but entail high costs.

The main reasons that forced the Kingdom to employ a high ratio of manpower (which led to the appearance of the overstaffing problem) were as follows:

1) The government used to believe that the low productivity of some governmental agencies was due to an insufficient number of employees, and that such agencies were truly in need of more personnel. In addition, many administrative leads used to exaggerate in requesting the creation of new posts. The number of governmental personnel jumped rapidly from 166,415 in 1974-1975 to 364,248 in 1982-1983, an increase of 118.88% in comparison to 1974-1975.   In 1988-1989 the number of personnel reached 519,209, i.e. a gross percentage increase of 212.00% in comparison with number recorded in 1974-1975. Thus the annual percentage increase recorded was 7.5%. The percentage of annual increase in 1981-1982 was 24%, which is very high with regard to the average annual increase, which is 7.5% (Al-Shiggawi, 1994).

This increase was not limited to the number of Saudi employees but included non-Saudi personnel as well.   In 1974-1975 the number of non-Saudi employees in the governmental agencies was 34,748.   This number grew to 106,124 in 1982-1983, an increase of 205.4% over the period 1974-1975.   This increase continued, till it reached 150,116 in 1988-1989 which means that the percentage of non-Saudi employee had jumped by 323% within a 16 year period since 1974-1975 (Al-Shiggawi, 1994); (see Table 3.4). Furthermore, Table (3.5) indicates that the number of Civil Service employees (both Saudis and non-Saudis) increased to 656,656 in the fiscal year 1996-1997 (The Civil Service Bureau, 1997:12).

Table (3.5): Development of Civil Service employees' number, during 16 years.

Year	Saudi Employees	Office attendants	Non-Saudi Employees	Total	Percentage of Non-Saudi to the Total Employees	Percentage of the annual increasing	Percentage of the increasing in comparison with 1974/75
1974/75	81917	49750	34748	166415	20.8	--	--
1975/76	87673	54668	42400	184741	22.9	11.1	1.11
1976/77	88070	52737	47055	187862	25.0	1.69	12.89
1977/78	97084	50978	50976	199038	25.0	5.95	19.60
1978/79	105548	49241	57252	212041	27.0	6.53	27.42
1979/80	114625	50431	64182	229238	28.0	8.11	37.75
1980/81	12977	53726	69397	252898	27.4	10.32	51.97
1981/82	138729	56875	72867	268471	27.1	6.16	61.33
1982/83	182899	65079	86243	334221	25.8	24.49	100.84
1983/84	191936	66188	106124	364248	29.1	8.98	118.88
1984/85	205857	68602	121331	395790	30.7	8.66	137.83
1985/86	227927	71811	129281	429019	30.0	8.40	157.80
1986/87	242936	73693	140494	457123	30.7	6.55	174.69
1987/88	261560	74896	144523	480979	30.0	5.22	189.02
1988/89	280508	75799	147552	503859	29.3	4.76	202.77
1989/90	293101	75992	150116	519209	29.0	3.05	212.00

Source: Shiggawi 1994 p95

Table 3.6: Civil Service Employees by Nationality and Salary Level: 1996/1997

Salary Level	Saudi			Non. Saudi			Total
	Male	Female	Total	Male	Female	Total	
Gov. Positions	150533	11785	162318	7739	1337	9076	171394
Educational Staff	126232	150213	276445	21258	12761	34019	310464
Health Positions	16332	8355	24687	18250	28792	47042	71729
University Staff	7026	2737	7963	3691	1067	4758	14521
Judges	883	--	883	--	--	--	883
Investigation and Prosecution staff	646	--	646	--	--	--	646
Total	301652	173090	474742	50938	43957	94895	569637
Office attendants	77373	8563	85936	889	194	1083	87019
Grand Total	379025	181653	560678	51827	44151	95978	656656

Source: Civil Service Bureau (1997) p.12

2) The government undertook to employ all graduates in the early stages of the developmental programmes which had been laid out at the beginning of the five-year plan in 1970. Due to the eventual increase in the number of graduates, overstaffing occurred in certain specialities, mainly the theoretical and sociological ones, creating an administrative and financial burden on the government.

Graduates at higher education level

The number of students (male and female) passing the higher education examination, both from local universities and from abroad rose from 808 in 1969/1970 to 5,124 in 1979/1980, to 12,812 in 1984/1985, and to 31,178 in 1996/1997, an average

annual rate of increase of 13.6 percent over the twenty-seven year-period. The number of male graduates rose from 795 in 1969/1970 to 15,471 in 1996/1997 while the number of female graduates rose from 13 to 15,707 over the same period (Ministry of Planning, 1998: 162); (see Table 3.6).

Al-Shiggawi (1994) argues that the main reasons behind the overstaffing problems are:

- Absence of co-ordination between the educational institutions and the governmental agencies. This led to a great excess in the number of graduates of certain theoretical specialities and, in contrast, noticeable shortage in the graduates of other important specialities.

- Lack of definite and accurate criteria for assessing the governmental agencies needs for employees. This brought about an exaggeration shown by some agencies in asking for the creation of new posts – which will eventually be occupied by non-productive employees.

- Failure to abide by the rules for placing the right employee in the right position. Many graduates have been employed in positions that are not commensurate with their specialisms. They cannot fulfil the requirements of work performance; hence a need for more employees will rise.

- The development of the administrative organisations separated from the general objectives, tasks and specialities of the governmental agencies. This has led to the unnecessary branching of agencies and departments into many sections and subsections.

Thus, many governmental agencies are now suffering from an overstaffing problem. This in turn, leads to another problem, which is the low productivity of employees.

Table (3.7): Graduates and Average Annual Growth Rates at Higher Education

(Males & Females)

Year	Graduates at Higher Education (Males & Females)			Average Annual Growth Rates (Males & Females)		
	Graduates from local universities	Graduates from abroad	Total	Graduates from local universities	Graduates from abroad	Total
1969/70	808	--	808	--	--	--
1974/75	1,909	202	2,111	18,8	--	21,2
1979/80	4,621	503	5,124	19,3	20,0	19,4
1984/85	11,145	1,667	12,812	19,3	27,1	20,1
1985/86	12,510	1,928	14,429	12,2	15,7	12,6
1986/87	14,095	1,500	15,595	12,8	- 22,2	8,1
1987/88	14,074	1,158	15,232	- 0,1	- 22,8	- 2,3
1988/89	15,013	1,200	16,213	6,7	3,6	6,4
1989/90	15,389	950	16,339	2,5	- 20,8	0,8
1990/91	17,721	760	18,481	15,2	- 20,0	13,1
1991/92	17,376	800	18,176	- 1,9	5,3	- 1,7
1992/93	19,798	800	20,598	13,9	0,0	13,3
1993/94	21,729	800	22,529	9,8	0,0	9,4
1994/95	21,889	650	22,539	0,7	- 18,8	0,0
1995/96	24,250	850	25,100	10,8	30,8	11,4
1996/97	30,263	915	31,178	24,8	7,6	24,2
Total	242,590	14,683	257264	*From 1969 to 1996 =*		13,6

Source: Ministry of Planning 1998, pp314-315

In addition to the above problems, a survey of a number of Saudi senior managers, representing different areas of the Saudi public sector, which was sponsored by the Institute of Public Administration of Saudi Arabia in 1992, concluded that the Saudi public sector is facing several administrative problems, including the following (Al-Shawaf and Al-Homaidan, 1993):

1. A lack of effective administrative follow up and evaluation;

2. A lack of co-ordination between some of the public organisations, and between the departments of the organisations;

3. Nepotism;

4. Low morale;

5. Lack of loyalty and tampering;

6. Unavailability or insufficiency of funds for training programmes;

7. Complicated and long procedures in conducting the work;

8. Insufficient performance evaluation procedures and systems;

9. Lack of appropriate job descriptions.

It should be noted that the above problems were regarded as the most important problems; the participants identified some other problems, but they agreed that the above problems were the most significant problems facing the Saudi public sector in general.

However, the participants noted that there were some critical causes of these problems. They identified the following causes as the key sources of the problems:

1. Lack of administrative experience amongst some senior managers and fear of taking the responsibility for decision-making;

2. Centralisation of authority and decision-making;

3. Lack of participation of employees in the decision-making process;

4. Lack of updated administrative and financial regulations;

5. Lack of clear and written work procedures and job descriptions;

6. Lack of motivation;

7. Lack of appropriate incentive schemes and promotion systems;

8. Inconsistency in implementing the work procedures and regulations.

3.5 CONCLUSION

Based on the nature of the public sector and its unique characteristics discussed above, a number of writers argued that it is difficult to implement TQM in this sector. In contrast, a number of writers argued that despite the unique characteristics of the public sector, there are a number of driving forces that have led many public organisations to implement TQM as a mean for improving the quality of their services and management

process. Whilst others argue that convergence between the organisations of the public and private sector has facilitated the introduction of TQM into the former.

In relation to the Saudi Arabian public sector, the survey of the literature reveals that there have been many improvement efforts undertaken by the Saudi Government and many organisations and governmental bodies have been created to improve the efficiency and management of the Saudi public sector and its organisations. Despite these efforts, evidence suggests that there are still many administrative problems and issues that need to be tackled in order to improve the management processes and the quality of services of the public organisations.

As part of the public sector, the Ministry of Interior faces the same administrative issues as the other Saudi public organisations. In order to deal with these issues, TQM implementation seems to be a vehicle for improving and tackling these issues, as TQM has been regarded as a paradigm to change an organisation's traditional working systems, methods and culture to one which emphasises continuous improvement and doing things right the first time and every time.

Chapter Four:

RESEARCH METHODOLOGY

RESEARCH METHODOLOGY

4.1 INTRODUCTION

The overall aim of this chapter is to discuss the research design and the methodology employed. The chapter discusses the instruments employed for data gathering, the research hypotheses, the stages of the research, the sample size, and the data analysis procedures.

4.2 RESEARCH DESIGN

Sekaran (2000) defined research as "an organised, systemic, databased, critical, objective, scientific, inquiry or investigation into a specific problem, undertaken with the purpose of finding answers or solutions to it". Babbie (1998) stated that social research is made up of many parts, which cannot easily be laid out in a neat chronological order; he added that social research is organised around two activities: measurement and interpretation. Social researchers measure aspects of social reality and then draw conclusions about the meaning of what they have measured.

The definitions of research provided above indicate that the research process involves a range of processes depending on the nature of the research, the objectives of the research, the problem under investigation, etc. In conducting social or business research, a range of research designs are available from which a researcher may select. The choice of the research design depends on the social issue or the subject matter under investigation, the data required for the completion of the research's objectives, the research questions, etc. In this regard, Mann (1985) stated that social science research encompasses such a wide range of enquiry that it is impossible to generalise about it.

Despite the research design's dependence on several factors, it is generally agreed in the literature (see for example Sekaran, 2000; Babbie, 1998; and Reaves 1992) that the research designs fall under three main headings: Exploration, Description and Hypotheses Testing.

According to Sekaran (2000), an exploratory design of research is undertaken when not much is known about the situation at hand, or when no information is available on how similar problems or research issues have been solved in the past; thus, it is undertaken to comprehend better the nature of the problem. A descriptive design of research, according to Sekaran, is undertaken in order to ascertain and be able to describe the characteristics of the variables of interest in a situation. A hypotheses testing design usually explains the nature of certain relationships, or establishes the differences among groups or the independence of two or more factors in a situation.

The design of this research was exploratory, since the overall aim of the research was to test the possibility of implementing TQM in the Saudi public sector, and to what extent the environment of this sector was conducive to implementation issues which no previous research has investigated in the Saudi context. Babbie (1998) stated that the exploratory approach to research is typical when a researcher examines a new interest or when the subject of study itself is relatively new, which was the case in conducting this research.

The research design was based on a deductive approach of inquiry. Sekaran (2000) listed seven steps in deductive approaches of studies including:

- Observation.
- Preliminary information gathering.
- Theory formulation.
- Hypothesising.
- Further scientific data collection.
- Data analysis.
- Deduction.

Since the research was based on the deductive approach, it has followed the steps above in the study. Accordingly, based on the researcher's knowledge about the Saudi public sector in general, and the Ministry of Interior in particular, gained through work experience, the researcher has observed several problematic issues that it was thought needed to be addressed.

Once issues relevant to the Saudi public sector and Ministry were identified and determined, further investigation was conducted to identify a theory that could best fit or provide the solution for the issues. This necessitated preliminary information gathering, which was carried out through a review of relevant literature. The results of the literature survey suggested that the approaches such as TQM implementation would provide a solution to the research problem. As a result, further investigations were carried out to identify the possibility of implementing TQM within the Ministry of Interior as an initial step towards implementing it in the Saudi public sector, taking into account the Saudi Arabian social values and the managerial principles of the Saudi public sector. Based on the above information, the researcher formulated a number of hypotheses to be tested throughout the research's process.

The results of preliminary data gathering were promising, from the researcher's point of view, but in order to test the hypotheses of the research and to identify the actual need for TQM implementation and to what extent the environment of the Saudi public sector and the Ministry of Interior were conducive to implementing the principles of TQM, the researcher felt that there was a need for a further investigation and, as a result, for further scientific data collection. Accordingly, a survey was conducted through the distribution of questionnaires and conducting interviews with a number of personnel of the Ministry, representing most of the functional areas and managerial levels of the Ministry.

The primary data gathered were then analysed in order to identify the extent of the need for TQM implementation and compatibility with the Ministry's environment. Based on the results of this data analysis, the researcher derived the findings and conclusion of the research.

4.3 RESEARCH METHODOLOGY

As the research design depends mainly on factors such as the purpose of the research, the research questions, etc; the choice of the research methodology also depends on the same factors. According to Yin (1994) the choice of research methodology depends mainly on three conditions:

- the type of research question,
- the control an investigator has over actual behavioural events,
- and the focus on contemporary as opposed to historical phenomena.

However, Gill and Johnson (1997) listed the methodologies such as Quasi-Experiments, Action Research, Survey Research, and Ethnographic Research as the most common research methods. Some other writers (Yin, 1994 and Sekaran, 2000) added the case study as an additional means of inquiry.

Experimental research, or a True Experiment as it is termed by Gill and Johnson (1997), is best suited, according to Reaves (1992), to understand and explain events. It is the only type of research that can consistently reveal what causes what. Causation is a key concept in experimentation. To demonstrate that one thing causes another, it is necessary to show that (a) changing the first thing produces a change in the second thing, and (b) there is no other possible cause for the change in the second thing, ruling out all rival explanation. A Quasi-Experimental research design, according Kidder and Judd (1986), provides a way to study some naturally occurring social treatment. It is a compromise between a true experiment that has high internal validity and the poor pre-experiments that have almost no internal validity at all. Quasi-experiments enable the ruling out of some threats to validity because they include more data points than the pre-experiment.

Sekaran (2000) stated that before conducting experimental studies, it is essential to consider whether they are necessary at all and, if so, at what level of sophistication. This is because experimental designs call for special efforts and varying degrees of interference with the natural flow of activities. In addition, there are some critical weaknesses associated

with the experimental designs of research; Babbie (1998) stated that the greatest weakness of experimental researches lies in their artificiality. Social processes that occur in a laboratory setting might not necessarily occur in more natural social settings. As a result, it has been argued in the literature that experimental research is not highly recommended for business and management researches; Gill and Johnson (1997) for instance, stated that it appears that the true classical experiment in management research is relatively unusual. Perhaps this is largely because the relevant behaviour, which is the focus of interest is not observed in its natural everyday setting. Due to the above shortcomings of experimental methods, and since they were not necessary to achieve the objectives of the research, this research has not adopted an experimental approach.

The Action and Ethnographic research methods are similar to Quasi-experiments or field research. They test and observe the phenomenon in its real-life context. According to Gill and Johnson (1997), action research will often entail the use of control groups so as to allow elucidation of cause and effect through the control of extraneous variables. The research's intervention, whether it be in a consulting context or not, is an intrinsic part of research design. The key feature of the ethnographic method, according to Gill and Johnson, is that it is based on what are termed naturalistic modes of inquiry, such as observation, within a predominantly inductive framework. Marshall and Rossman (1995) stated that discomfort, uncomfortable ethical dilemmas and even danger, the difficulty of managing a relatively unobtrusive role, and the difficulty of identifying the "big picture" while finely observing huge amounts of fast-moving and complex behaviour are just a few of the challenges that may face the researcher in an observation type of research. Ghauri et al. (1995) added that the main disadvantage of the observation method is that most observations are made by individuals who systematically observe and record a phenomenon, and it is difficult to translate the events or happenings into scientifically useful information. This is particularly important when the purpose is to generalise from the observation. Here, questions about validity and reliability become very important and need to be answered satisfactorily.

However, due to the disadvantages of the action and ethnographic methods and the requirements demanded by these methods, and due to the large population of the Ministry

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of Interior, and the Saudi public sector in general, such methods of research were not adequate and too time-consuming to be used for the purpose of this research.

The case study method, as defined by Babbie (1998), is an idiographic examination of a single individual, group or society. Its chief purpose is description, although attempts at explanation are also acceptable. Yin (1994), however, suggested four types of case studies: single case design, holistic; single case design, embedded; multiple case design, holistic; and multiple case design, embedded. Single case studies, according to Yin, are appropriate when a particular case is critical and there is a need to use it to test an already established theory. The multiple case design is appropriate for studies not involving critical or revelatory cases.

According to Gummesson (1991), case study research is becoming increasingly accepted as a scientific tool in business research; but some other writers (see for example Bryman, 1995 and Yin,1994) warned that reliance on a single case would pose a problem of how far it is possible to generalise the results of research.

Due to the disadvantages of case studies, and unavailability of comparable cases, that match the situation of the Ministry of Interior in particular, within the Saudi organisations, the research did not apply the case study approach as a method of investigation. In addition, the case study was not compatible with the design of this research since it follows a deductive approach of study. In this regard, Ghauri at al. (1995) stated that if a researcher is doing a study with a deductive approach and is looking for generalisation, then the case study is not a recommended method.

Therefore, this research has employed a survey mode of study. The survey, as argued in the social and management research literatures (see for example Saunders et al, 1997), is a common way in conducting business or management research, because it allows the collection of a large amount of data from a sizeable population in a highly economical way.

The justification for selecting the survey method of study is that it was the most

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appropriate mode of inquiry for the organisation under investigation since the sector under study is too large and the other modes of inquiry were time consuming. In this regard, Babbie (1998) stated that survey research is probably the best method available to the social scientist interested in collecting original data for describing a population too large to observe directly. Further justification of the choice of methodology can be inferred from the advantages of the survey research discussed in the section of data gathering methods.

4.4 RESEARCH'S HYPOTHESES

Based on the researcher's work experience in the Saudi public sector, the researcher formulated the following hypotheses:

- The general environment of the Saudi public sector is compatible for implementing the principles of TQM.

- There is a belief amongst employees and management that there is a need for improvement in the Saudi public sector.

- There are a number of driving forces in the Saudi public sector that would encourage the improvement of the work performance and services of the public sector.

4.5 DATA GATHERING METHODS

For the purpose of data gathering, the research has used the survey and secondary data methods. The survey method was adopted for the purpose of primary data gathering.

In discussing the advantages of survey, Marshall and Rossman (1995) stated that these include their accuracy in measurement, which is enhanced by quantification, replicability, and control over observed effects. Survey results can be generalised to a larger population within known limits of error. In addition, surveys are amenable to rapid statistical analysis and are comparatively easy to administer and manage.

According to Brewer and Hunter (1989), the survey strategy of statistically sampling populations permits survey researchers to say with a known degree of confidence

how well a particular sample of subjects represents the population from which it was drawn. A theory built on the basis of tested survey data, therefore, has a better known range of applicability as to subjects (or other units of sampling) than one based upon non-survey data. Gill and Johnson (1997) added that surveys usually entail the careful random selection of samples that enable results to be generalised to wider populations with a high degree of confidence; in addition, survey-based research is usually regarded as easily replicable and hence reliable.

The secondary analysis method is mainly based on the analysis of existing archival data. Archival data, according to Marshall and Rossman (1995), are the routinely gathered records of a society, community, or organisation, and may further supplement other qualitative methods. The key advantages of secondary data, according to Kidder and Judd (1986), are the potential for (1) spanning long periods of time (including the ability to look back in time, which is not possible with other research methods); (2) covering a large population of people or other units of observation; and (3) quantifying reactions to events that the researchers cannot intentionally impose for practical or ethical reasons. Ghauri et al. (1995) noted that there are some serious drawbacks in working with secondary data. One of these drawbacks is that since the data have been collected for another study with different objectives, they may not completely fit the research problem. Another problem is that it is the responsibility of the researcher to see that the data are accurate; inaccuracies cannot be blamed on the secondary data source. It is the researcher's responsibility to check whether findings presented by another researcher are based on primary or secondary data.

However, this research has collected secondary data for the literature review, to gain more in depth understanding of the concepts of TQM and to look for an appropriate model for implementation. The method was also utilised to gain the necessary data related to the background of the Saudi Arabian public sector and the organisation under study.

The methods employed were based on qualitative and quantitative methods of data gathering. In discussing the qualitative and quantitative data collection methods, Hussey and Hussey (1997) stated that some researchers prefer a quantitative approach which is objective in nature and concentrates on measuring phenomena. Therefore, a quantitative

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approach involves collecting and analysing numerical data and applying statistical tests. Others prefer a qualitative approach, which is more subjective in nature and involves examining and reflecting on perceptions in order to gain an understanding of social and human activities. This research has employed a mixture of both qualitative and quantitative methods of data gathering.

It is generally agreed in the literature that each of the methods has it own advantages and disadvantages. Neuman (1994) stated that quantitative analysis is highly developed and builds on applied mathematics. By contrast, qualitative data analysis is less standardised. He added that qualitative research is often inductive. Researchers rarely know the specifics of data analysis when they begin a project. In addition, qualitative analysis does not draw on a large, well-established body of formal knowledge from mathematics and statistics. The data are in the form of words, which are relatively imprecise, diffuse, and context-based, and can have more than one meaning.

Qualitative research, according to Bryman (1995), is often depicted as useful as a means of throwing up hunches and hypotheses which can be tested more rigorously by quantitative research. In addition, in quantitative research the researcher's contact with the people being studied is minimal or even non-existent. By contrast, qualitative research entails much more sustained contact, especially when participant observation is the central method. In terms of the relationship between theory and research, Bryman (1995) argued that qualitative research is marked by a concern with the discovery of theory rather than the verification of theory. By contrast, quantitative research is often depicted as routine practice whereby theories and their integral concepts are simply opertionalised with a view to verifying their validity. Thus, the contrast between quantitative and qualitative research, in terms of verification of theory against preferring theory to emerge from the data, is not as clear-cut as is sometimes implied.

In terms of social reality, Frankfort-Nachmias and Nachmias (1992) stated that qualitative researchers attempt to understand behaviour and institutions by getting to know the persons involved and their values, rituals, symbols, beliefs, and emotions. Applying such a perspective, according to Frankfort-Nachmias and Nachmias(1992), the researcher

would be immersing himself in the life of the people under investigation rather than collecting data with a structured interview schedule. By contrast, according to Bryman (1995), in the quantitative research there is a tendency for researchers to view social reality as external to actors and as a constraint on them, which can be attributed to the preference for treating the social order as though it were the same as the objects of the natural scientist.

To avoid the weaknesses of qualitative and quantitative methods, and to enhance their strengths, the research has employed what is termed as methodological triangulation, or a multi-method mode of data gathering. Neuman (1994) described triangulation as using different types of measures, or data collection techniques, in order to examine the same variable. It is a special use of multiple indicators. The basic idea is that measurement improves when diverse indicators are used. As the diversity of indicators gets greater, the confidence in measurement grows, because obtaining identical measurements from highly diverse methods implies greater validity than if a single or similar methods had been used. Smith (1981) stated that triangulation among methods usually involves replication for purposes of reliability and theory conformation. Bryman (1995) added that researchers are likely to exhibit grater confidence in their findings when these are derived from more than one method of investigation. In addition, Hussey and Hussey (1997) argued that triangulation has vital strengths, encourages productive research, enhances qualitative methods and allows the complementary use of quantitative methods.

4.5.1 Data Gathering Instruments

For the purpose of data collection, the research has employed two data gathering instruments, a self-administered questionnaire and interviews. The justification for selecting the self-administered type of questionnaire is that these types of questionnaires have several advantages. The main advantage of a self-administered questionnaire, according to Neuman (1994), is that it is the cheapest way of collecting data, and it can be conducted by a single researcher. Another advantage of the self-administered questionnaire is that the respondents can complete the questionnaire when it is convenient and can check personal records if necessary. These advantages were critical for the purpose of this research since the other types (e.g. mail and observational questionnaires) were costly and

time consuming and would result in difficulties in data analysis.

The questionnaire was designed mainly in a fixed-alternative format, with a space at the end of the questionnaire providing the respondents with an opportunity to make their comments and suggestions regarding the issues raised by the questionnaire There are several advantages of fixed-alternative questionnaires. Selltiz et al (1976) stated that fixed-alternative questions have the advantages of being simple to administer and quick and relatively inexpensive to analyse. The analysis of responses to open-ended questions is often difficult and expensive. In addition, fixed-alternative question may help to ensure that the answers are given in a frame of reference that is relevant to the purpose of the inquiry and in a form that is useable in the analysis.

Fixed-alternative questions (see Frankfort-Nachmias and Nachmias, 1996) are easy to ask and quick to answer, they require no writing by either respondent or interviewer, and their analysis is straightforward. Fixed-ended questions are suitable when the researcher's objective is to lead the respondent to express agreement or disagreement with an explicit point of view. Fixed-alternative questions require less motivation to communicate on the less part of the respondent, and the response itself is usually less revealing (and hence less threatening) than in the case of the open-ended questions. Frankfort-Nachmias and Nachmias (1996) noted that the major drawback of fixed-alternative questions is that they may introduce bias, either by forcing the respondents to choose from given alternatives or by offering the respondent alternatives that might not have otherwise come to mind. To overcome these disadvantages, the questionnaire included at the end an open-ended space allowing respondents to comment on any aspect to choose in relation to the issues included in the questionnaire.

The questionnaire was divided into five sets of items, which mainly aimed to test the possibility of introducing TQM into the Saudi public sector and to what extent there was a need for TQM implementation. The first set of items included those dependent variables aiming to identify the degree of the need for implementing the model's principles within the Ministry of Interior. The items reflected the concept of each principle and its aims and objectives. The respondents were asked to rate to what extent each principle was

important in order to improve the quality of services on the basis of 5-point Interval, Itemised Rating Scale ranging from "Very Important" to "Not Important at All".

The second set of items included those dependent variables that aimed to identify the degree to which TQM principles were being practised within the Saudi public sector. It also intended to identify whether or not the environment was compatible with implementing the principles of the proposed model. The respondents were asked to rate the extent to which similar principles were practised within their departments, based on their knowledge and experience. For this part of the questionnaire, a 5-point Interval, Likert Scale ranging from "Strongly Agree" to "Strongly Disagree", was used.

The third set of items included a third set of dependent variables, which aimed to identify the barriers which the respondents thought would make the implementation of TQM (through the model) difficult, or which may result in the possibility of preventing the implementation of TQM.

The fourth set of items included the dependent variables aiming to identify which factors the respondents thought would facilitate the implementation of TQM in the Saudi public sector. For the third and fourth set of questions, a Nominal Scale was used.

The fifth set of questions included the research's independent variables that aimed to gather general information regarding the respondents; they included questions relating to the respondents' level of education and whether or not they were educated abroad, and their occupations and posts. Respondents were did not asked their gender, since there were no female personnel working in the organisation under investigation. The intention in gathering the selected data was to find out the effect of these factors on the respondents' answers and to identify the degree of acceptance of the model's principles amongst each category of respondents. For this part of the questionnaire a nominal scale was used.

The questionnaires were first written in English and then translated by the researcher into Arabic. The accuracy of translation was checked through the pilot study. The reason for that was to collect more accurate and reliable data, since almost all of the

respondents were non-English speakers. To give the respondents more flexibility to express their opinions and make them familiar with subject and principles, the questionnaire was translated into Arabic.

In addition to the written questionnaire, the researcher has utilised an interview mode of inquiry. Despite the advantages of questionnaires, they also have disadvantages and weaknesses. In this regard, Frankfort-Nachmias and Nachmias (1996) noted that questionnaires have the following disadvantages:

- Questionnaires require simple, easily understood questions and instructions.
- Questionnaires do not offer researchers the opportunity to probe for additional information or to clarify answers.
- Researchers cannot control who fills out the questionnaire.
- Response rates are low.

To these drawbacks, Selltiz et al (1976) added that the major drawback of the usual questionnaire is that it is appropriate only for subjects with a considerable amount of education. Consequently, questionnaires are not an appropriate method for large segments of the population.

The use of interviews as a complementary mode of enquiry was a way of compensating for these disadvantages. In discussing the advantages of interviews, Marshall and Rossman (1995) stated that interviews are a useful way to obtain large amounts of data quickly. Immediate follow-up and clarification are possible in the interview mode of inquiry. In addition, interviews allow the researcher to understand the meanings people hold for their everyday activities.

The interviews were semi-structured, as some questions posed were structured and some other were open-ended to provide the respondents with the opportunity to add their comments on some issues they though that were not covered by some questions. The main advantages of this type of interviews, as Stone and Harris (1984) stated, are that the topic of interests to the researcher are likely to be covered, and respondents are able to respond in their natural language. In addition, the interviewer can form questions on topics and ask

them in an order which seems to areas naturally from the context. The interviews were conducted with the personnel of the Ministry of Interior representing various organisational areas. The overall aim of the interviews was to gain more in-depth information about the feasibility of introducing TQM within the Ministry, and about the existing work problems that may inhibit the introduction of TQM, and how these problems could be tackled.

Interviews were used for testing the extent to which there was validity in the responses provided in the questionnaire. The interviews were also used to explain the purpose of the study, the issues relating to the Saudi public sector, and the concepts and methods of TQM to those selected in the sample.

4.5.2 Pilot Study

To test the validity and reliability of the questions posed, the questions were pre-tested. Two pilot studies were carried out before conducting the empirical study. The first study was conducted in the United Kingdom. For this study the questionnaire was distributed to 15 Saudi officials studying in the UK to gain their comments on the clarity of the statements and concepts presented in the questionnaire. To further test the validity and reliability of the issues posed in the questionnaire, the questionnaire was distributed to 20 officials ranging from directors to employees with different qualifications and work experience in the Ministry of Interior. The second study was carried out in Saudi Arabia.

It should be noted that the pilot studies also tested the validity of the questions designed for the purpose of conducting the interviews, which mainly focused and tested the extent to which there was a need in the Saudi public sector for the implementation of TQM and the barriers related to this issue in addition to testing the extent to which the environment of Saudi public sector was compatible with TQM implementation. In addition, the pilot study was testing the accuracy of the translation of the questionnaire.

The results of testing the validity of the questions were several modifications in the questionnaire. Some of these modifications were related to the translation of the words used

in the questionnaire; some others were related to the demographic variables of the sample (general information). In relation to the translation, the outcomes of the pilot study resulted in changing some English words and describing some definitions in more details in Arabic so that they could be more understandable by the sample; for instance, the word "customer" was translated as the beneficiary of the services. Therefore, the issues of external and internal customers have been clarified by translating them in understandable Arabic word. In addition, before conducting the pilot studies, the researcher intended to place the demographic variables at the beginning of the questionnaire; the respondents to the pilot studies suggested placing this section of the questionnaire at the end of the questionnaire, since placing it at the beginning might discourage the respondents from answering the questionnaire. The respondents also suggested modifying some words such as "in our departments" to "your department" since the former word may lead to misunderstanding or confusion; the respondents may understand the word "in our department" as in the researcher's or somebody else's department.

The reliability of the questions included in the questionnaire was tested using Cronbach's Alpha. The Cronbach's Alpha test essentially calculates the average of all possible split-half reliability coefficients; the rule of thumb is that the result should be 0.8 or above (Bryman and Cramer, 1997:64). The results for testing the reliability of the questions of this research indicated that the questions were reliable. The reliability coefficient for the 72 questions related to the significance of the principles was .8282. An alpha of .9223 was obtained for the 17 questions relating to the practice of the principles. The test yielded an alpha measure of .8770 for the 39 questions relating to facilitating and inhibiting factors.

4.5.3 Sampling and Data Gathering

The population of the study was the personnel of the Ministry of Interior, but since the population was too large, because it encompasses all departments of the Ministry, the sample was selected from the Head Office of the Ministry. The Ministry of Interior was selected because it is one of the ministries that provides direct and indirect public services. Another reason, which was important in the selection of the Ministry of Interior, was the

willingness of the top management in this Ministry to offer assistance to the researcher in conducting the empirical phase of the research; in addition, the Ministry was the collaborating organisation in the research.

Before distributing the questionnaire, the researcher had obtained a letter from the authorities in the Ministry of Interior authorising distribution of the questionnaire. Along with the questionnaire, two covering letters were distributed to the respondents. The first letter indicated the purpose of the research and assured the confidentially of the information. The second letter was a recall letter to remind the respondents who had not responded to the questionnaire and asked them to respond.

The questionnaire was distributed mainly in the Head Office (Diwan) of the Ministry of Interior. The questionnaire was distributed to employees ranging from senior managers to first-line employees in the general directorates and departments of the Ministry's Head Office.

These departments were selected because most of the policies of the Ministry are decided by these departments, and because some of these departments are mainly responsible for administrative improvements in the Ministry.

The number of employees in the Head Office of the Ministry, according to the statistics gathered from the Personnel and Budget Departments, is 4856. It was difficult to obtain accurate statistics about the number of employees in each department, since some personnel are registered under one department, but actually work in another as a result of work requirements. The researcher, therefore, distributed the questionnaires to the departments according to their size based on the estimated numbers and the researcher's own knowledge about these departments.

Based on that estimation, 640 questionnaires were distributed to the sample at different stages, starting on 6 February 1999. The questionnaires were handed personally by the researcher to the directors of the departments, who were requested to help to distribute the questionnaires to their employees. The reason behind handing over the questionnaire

personally was to explain the objectives of the research and the purpose of the questionnaire, and to make sure that the directors were clear about the contents of the questionnaires, so that they could help in explaining the contents of the questionnaires to their employees. The researcher was in contact with those directors for co-ordination in case of any difficulties that might be faced by the respondents in answering the questions.

The last questionnaires were collected with the help of some colleagues in the departments of the Ministry. The last questionnaires were collected on 11 April 1999 after several visits and recalls.   The major reason behind the delays in collecting the questionnaires was the holiday of the "Eid", which took place between 18 March and 2 April 1999. Due to this holiday, many departments and officials of the Ministry were participating in the preparations for the Pilgrimage Season. Also, the delay was caused by some departments losing some of the questionnaires, so that additional copies of the questionnaires had to be distributed to these departments.

The number of questionnaires distributed and returned, the questionnaires analysed, and the response rate are presented in Table (4.1).

Table (4.1) The Number of Questionnaires Distributed and the Response Rate

Population	The sample & questionnaires distributed	Percentage of the sample to the population	Return questionnaires	Excluded questionnaires	Analysed questionnaires	Percentage of questionnaires analysed to the questionnaires distributed
4856	640	13%	578	32	546	85%

As shown in the table, the total population of the Head Office of the Ministry of Interior is 4856 personnel. A total of 640 personnel, representing various functional levels of the Head Office, were selected as the sample of the study; an equivalent number of questionnaires were distributed to this sample. The selected sample represents 13% of the total population.

The number of returned questionnaires was 578, from which 32 were excluded because they were useless, or statistically unusable. As a result, the total number of questionnaires analysed is 546. Based on these figures, it could be said that the actual response rate was very high, accounting for 90.3%, but the questionnaires analysed or statistically usable accounted for 85%. Babbie (1998) stated that a response rate of 50 % is adequate for analysis and reporting. A response rate of 60 % is good, and a response rate of 70 % is very good. Based on these percentages the response rate of this research could be regarded as excellent.

4.5.4 Data Analysis

The main computer package used while analysing quantitative data is SPSS. All the other data collected using interviews were manually analysed and interpreted after proper categorisation. The data analysis process took the following broad steps after data collection:

Getting data ready for analysis

At this stage the researcher edited the data, especially data collected from the interviews, so that all of it was systematically categorised. Any inconsistencies in the responses that were noted were logically rectified at this stage. All this editing were done manually. An example of where editing was needed is for example, when a respondent omitted to respond to the question whether or not he was educated abroad, because he has never educated abroad. In such cases, instead of assuming the respondents' answers, the researcher had coded the answers as missing data. Also, respondents' comments and points of view, gained through interviews, were edited and coded so that they would fit the purpose of the research.

To deal with blank responses, two procedures were followed. If for some reasons there were many items blank (up to 25% of blank responses), the questionnaires were excluded from data analysis; in the case of less than 25% of items being omitted, the responses were treated as missing values instead of losing the whole questionnaire. The number of questionnaires excluded due to unanswered items was 32.

The demographic variables related to the level of education appeared in the questionnaire were coded from 1 to 6, since there were six items. The variables indicating whether or not the respondents were educated abroad were coded from 1 to 2 because there were only two items. The responses indicating that the respondents were educated abroad were coded according to the countries of education. The researcher noted that the responses fell under three categories: those who were educated in the USA; those who were educated in the UK, and those who were educated in the Arab countries. The responses indicating that the respondents were educated in the USA were coded 1; those indicating that the respondents were educated in the UK were coded 2; and those indicating that the respondents were educated in Arab countries were coded 3.

The type of occupation was also coded from 1 to 2. The occupation level item was coded from 1 to5. The responses of employees were coded 1; the responses of supervisory management were coded 2; the responses of middle management were coded 3; and the responses of top management were coded 4.

The variables seeking to identify to what extent the principles were important and practised were coded from 1 to 5. The responses of "Very important" and "Strongly agree" were given number 1, and those of "Not important at all" and "Strongly disagree" were given number 5. For the questions related to facilitating and inhibiting factors, the marked items by "Yes" were given the code 1, and "No" were coded 2.

The respondents' comments that were gained by means of interviews and from space provided at the end of the questionnaire, are presented along with the data collected through the questionnaire. It should be noted that the respondents' names, level of

occupation, and the other related factors are not presented along with the comments, as the respondents preferred and strongly requested not to be mentioned in the research.

Feel for the Data

To get a good idea of how the respondents have reacted to the items in the questionnaire and how good the items and measures were, several statistical tests and measures were used.

For the purpose of knowing to what extent the principles were important and practised; and to identify the facilitating and inhibiting factors, the frequency, percentage, mean, and standard deviation were used. For the purpose of testing the hypotheses related to whether the independent variables (demographic variables) had an affect on the respondents' answers, Chi-square as a non-parametric test was used. The tests applied are discussed in more detail in the data analysis chapter, which follows.

Chapter Five:

FRAMEWORK FOR THE IMPLEMENTATION OF TOTAL QUALITY MANAGEMENT

Chapter Five
FRAMEWORK FOR THE IMPLEMENTATION
OF TOTAL QUALITY MANAGEMENT

5.1 INTRODUCTION

This chapter will, first, discuss the need for a framework in implementing TQM, by drawing attention to disagreement amongst quality 'gurus' on a specific implementation framework (this issue was raised in chapter two). Second, it will propose a conceptual framework for TQM implementation and discusses the principles of this model. Then, it will propose a further implementation model or framework that would provide the means through which TQM could be implemented in a systematic way.

5.2 LACK OF A FRAMEWORK

It is generally agreed in the literature that the quality gurus, such as Deming, Juran, Crosby, etc. have made a significant contribution to the development of the quality management discipline. Despite their great contribution in quality management development, the quality gurus have never agreed on, or provided a specific framework or a guiding procedure, how to implement their concepts and methods to improve quality or management processes. In discussing the work of the gurus in terms of implementation, Brocka and Brocka (1992) stated that the gurus offered a package that must be dealt with whole, not in pieces, and did not provide a framework for implementation. In addition to the lack of a framework, each guru has a different perspective and approach to quality management that depends on their business and professional background. For example, Deming (1986), due to his manufacturing background, placed more emphasis on the application of statistical process control (SPC) methods. Deming tried to show manufacturers how to measure the variations in a production process in order to pinpoint the causes of poor quality and how gradually to reduce those variations. In contrast, Crosby (1984) gave little or no attention to these methods, and tried to motivate managers but did not provide much help to the engineers and the people in the labs. In addition, while Juran

(1988) provided a system of management intended to put a plant or corporation on the path to improving quality year by year and or project by project, Feigenbaum (1991) did not try so much to create managerial awareness of quality as to help a plant or company design its own system. Feigenbaum's total quality control aimed at managing so that the same statistical and engineering methods applied to production can be used through a company, in marketing and distribution, for instance, as well as on the shop floor. In addition, while Juran and Deming referred most quality problems to the top management, Crosby's approach is seen by some as implying that workers are to blame for poor quality. A comparison between the gurus' approaches and methods for improvement is provided in Table (5.1).

This disagreement amongst the quality gurus on a particular approach to quality management and improvement and the lack of an agreed implementation framework results in confusion for many organisation on how to implement TQM, which methods to adopt, and whose approach to implement. Many organisations do not make attempts to implement TQM due to uncertainty of outcomes, fear of failure, lack of appropriate understanding of how and from where to start the implementation process. There is, therefore, a need for an appropriate implementation framework. For the purpose of this research, the section below presents and discusses the principles of the proposed framework for TQM implementation in the Saudi public sector.

Table (5.1) A comparison between the quality gurus' approaches

	Crosby	Deming	Juran
Definition of quality	Conformance to requirements	A predictable degree of uniformity and dependability at low cost and suited to the market	Fitness for use
Degree of senior-management responsibility	Responsible for quality	Responsible for 94% of quality problems	Less than 20% of quality problems are to workers
Performance standard/motivation	Zero defects	Quality has many scales. Use statistics to measure performance in all areas. Critical of zero defects	Avoid campaigns to do perfect work
General approach	Prevention, not inspection	Reduce variability by continuous improvement. Cease mass inspection	General management approach to quality-especially 'human' elements
Structure	Fourteen steps to quality improvement	Fourteen points for management	Ten steps to quality improvement
Statistical process control (SPC)	Rejects statistically acceptable levels of quality	Statistical methods of quality control must be used	Recommends SPC but warns that it can lead to tool-driven approach
Improvement basis	A 'process', not a programme. Improvement goals	Continuous to reduce variation. Eliminate goals without methods	Project-by-project team approach. Set goals
Teamwork	Quality improvement teams. Quality councils	Employee participation in decision-making. Break down barriers between departments	Team and quality circle approach
Costs of quality	Cost of non-conformance. Quality is free	No optimum-continuous improvement	Quality is not free-there is an optimum
Purchasing and goods received	State requirement. Supplier is extension of business. Most faults due to purchasers themselves	Inspection too late-allows defects to enter system through AQLs. Statistical evidence and control charts required	Problems are complex. Carry out formal surveys
Vendor rating	Yes *and* buyers. Quality audits useless	No-critical of most systems	Yes, but help supplier improve
Single sources of supply		Yes	No-can neglect to sharpen competitive edge.

Source: Oakland (1997) pp.355-356

5.3 PROPOSED TQM IMPLEMENTATION FRAMEWORK AND ITS PRINCIPLES

Due to the lack of a framework for implementation, many organisations perceive TQM implementation as a difficult task (see for example Howe et al (1993). Jacob (1993) reported that up to two-thirds of managers think TQM has failed; Zeller and Gillis (1995:23) noted that "TQM programs lose momentum because of disagreements over goals, middle management's failure to embrace employee empowerment, top management's failure to understand TQM fundamentals, incorrect implementation procedures, sceptical employees, management's lack of commitment, and more".

Accordingly, when implementing TQM it is recommended to implement it in a systematic way and through appropriate procedures. This could be achieved through applying an appropriate model that fits the organisation's requirements and circumstances. In this regard, Evans and Lindsay (1996: 89) stated that "although each of these philosophies can be highly effective, a firm must first understand the nature and differences of the philosophies and then develop a quality management approach that is tailored to its individual organisation. Any approach should include goals and objectives, allocation of responsibilities, a measurement system and description of tools to be employed, an outline of the management style that will be used, and a strategy for implementation".

For the purpose of this research, the author feels that, while there is no single implementation model that can be appropriate in all circumstances, the one offered by Morris and Haigh (1996 b) is particularly relevant to the Saudi Arabian public sector. The justification of proposing Morris and Haigh's model is that the model offers a practical link between TQM theory and the requirements that seems to be demanded for transforming the traditional working practices of the Saudi public sector into practice that are more customer and business focused and oriented. The model also encompasses a set of some important TQM attributes (Vision, Mission, Strategy, Key Issues, and Values) that are needed for changing the management culture of the Saudi public sector. In addition, the model clearly defines the responsibilities and roles of both the top management and first-line operatives in

the TQM implementation process, which is a critical factor in implementing TQM successfully. These principles are illustrated in figure (5.1), and discussed below.

Figure (5.1) The Proposed TQM implementation Framework
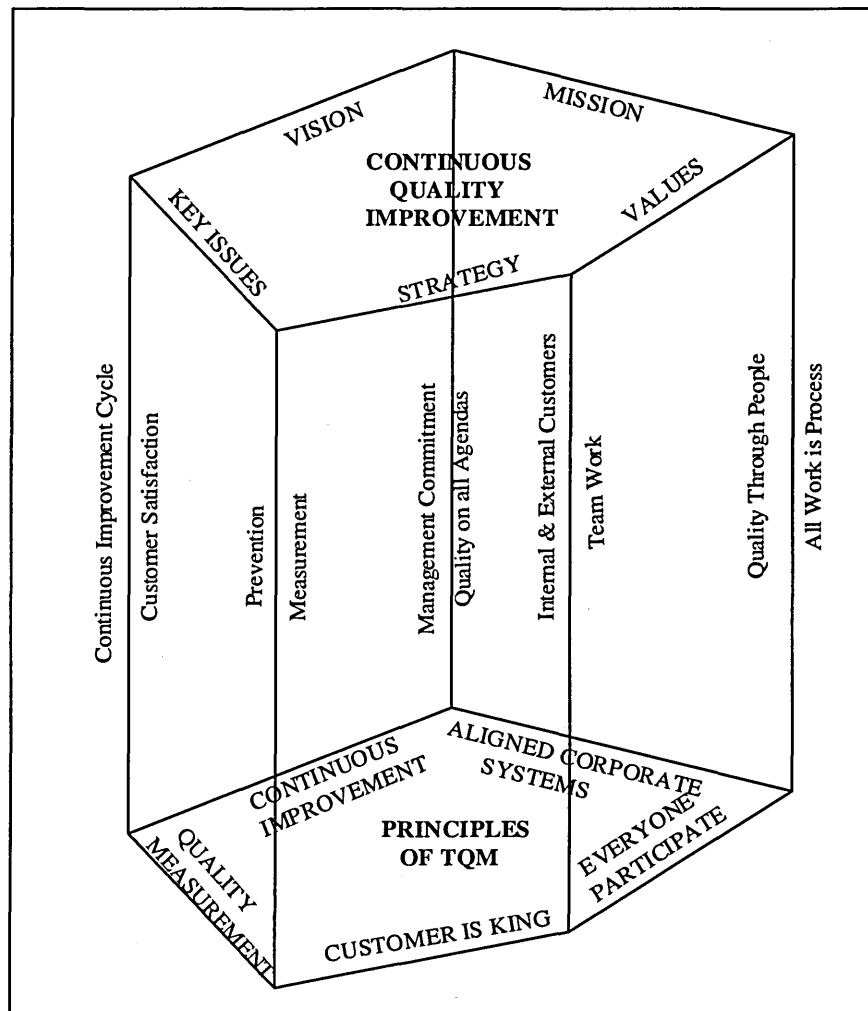
Source Morris and Haigh (1996 b) pp 80

As shown in the figure above, the proposed implementation framework comprises a set of macro and micro elements. The macro elements (see Kanji et. al, 1993) are:

1. Vision: This refers to the future desired state, the situation which is being sought, to which the organisation and its personnel are committed. It provides a central focus against which the managerial process of planning, leading, organising and controlling can be co-

ordinated. Its acceptance serves to give purpose to day-to-day actions and activities at all organisational levels and to all organisational functions.

Accordingly, the organisation's vision provides a description of what the organisation will evolve into in the future, which provides continuous guidance to employees as to how they should manage their respective responsibilities (Tenner and DeToro, 1992). In addition, Zairi (1999 b) stated that vision statements have to spur breakthrough thinking and extraordinary performance so that organisations can be propelled to better and superior competitive performance. The vision requires management's commitment to provide those guidelines; and that the improvement process is a continuous process. To provide direction, Showalter and Mulholland (1992) suggested that top management must first develop a shared vision of how to organise and manage. Then it must foster consensus for the new vision; supply competence to enact it, and provide cohesion to move it along.

2. Mission: This represents a series of statements of discrete objectives, allied to vision, the attainment of all of which will ensure the attainment of the future desired state which is itself the vision.

According to the above definition, the mission is the ultimate and primary purpose of an organisation. An organisation's mission is what society expects from the organisation in exchange for its continuing survival (Gibson et al, 1994). Zairi (1999 b) stated that a mission statement is an indication of organisational purpose, a business intent. The mission, according to Zairi, has to be clearly defined in terms of fulfilling the needs of a customer rather than the type of products and services produced. Accordingly, an organisation's mission statement indicates the purpose of its existence, how it serves the society, and how the society could benefit from its services.

3. Strategy: The strategy comprises the sequencing and added specificity of the mission statements to provide a set of objectives, which the organisation has pledged itself to attain.

Thus, an organisation's strategy could be defined as its future plan; it illustrates what the organisation is intending to be. The organisation's strategy would comprise (Kinnel and MacDougall, 1997:213):

- A departmental strategy showing long-term aims and objectives.

- Corporate plans detailing key areas of corporate policy to back up the strategy and outlining the main objectives over the next 5 years.

- Facility and service marketing plans to develop services in relation to the corporate objectives.

- Annual action plans, already in existence, needing to be adapted to include annual reports and targets for the following year taken from the service plan and corporate objectives.

- Work programmes consisting of monthly statements of tasks required implementing the annual action plans.

4. Values: These serve as a source of unity and cohesion between the members of the organisation and also serve to ensure congruence between organisational actions and external customer demands and expectations. Without such congruence no organisation can expect to attain efficiency, effectiveness and economy, let alone ensure its long-term survival. Morris and Haigh (1996 b) stated that the values serve as the cement that binds the components of the philosophy (TQM) together and which further provides it with coherence and sustains its advocacy, adoption and implementation. The values are the organisation's ethical beliefs that indicate how the organisation intends to serve and respond to its customers.

The values, according to Morris and Haigh (1996 c: 224-225), include the following:

- *Access* involves approachability and ease of contact.

- *Communication* means keeping the customers informed in language which they can understand and listening to them.

- *Competence* means possession by the organisation's personnel of the required skills and knowledge to perform the service.

- *Courtesy* includes politeness, respect, consideration and friendliness of the organisation's personnel.

- *Reliability* involves consistency of performance and dependability.

- *Responsiveness* involves the willingness, readiness and timeliness of employees to provide service.

- *Security* is freedom from danger, risk and doubt.

- *Tangibles* include the physical evidence of the quality of service provision.

- *Understanding/knowing the customer* involves making the effort to understand the customer's needs and expectations.

5. Key issues: These are issues which must be addressed in pursuit of the quality which is demanded by customers to meet their needs and expectations. A key issue can be characterised as one which is:

Important to the customer

Creating substantial cost arising from poor quality

Happening frequently

Having substantial impact upon the organisation

Creating substantial delay in the delivery of service

Achieving the above macro elements, according Morris and Haigh (1996 b), is the responsibility of top management. In addition, the macro elements need to be interconnected with the micro elements of the model, in order to achieve the holism demanded by the word "Total", which requires that all parts and functional areas of the organisation must work together to achieve continuous improvement. The micro elements, which are the responsibility of first line operatives with middle management playing a crucial linkage role, are the following:

1. **Internal and external customers:** According to this element, the organisation should focus not only on the external customer, but also on the internal customer (the employee) as well. The assumption is that before satisfying the external customer, the organisation needs to satisfy the internal customer first, as when the employees of the organisation are satisfied with their work conditions and regarded as the organisation's customers, they would be more loyal to the organisation, and as a result, would provide better services and care about the organisation's reputation.

2. **Customer satisfaction:** Customer satisfaction (both internal and external customers) is to meet and exceed the needs and requirements of the customer. Meeting the needs of

the customer, in the case of the external customer, means that the product or service must deliver its specified and desired features. In the case of the internal customer, needs could be met through motivation, participation, appropriate reward system, and continuous training.

3. **Teamwork:** In TQM, the process of improvement is achieved through involving everyone in the improvement process. Such participation could be achieved through teamwork. Morris and Haigh (1996 a) emphasised the role of teams in all TQM initiatives, and the central thrust which they are seen to impart to each and every quality improvement project. The teamwork principle is a critical principle for the achievement of continuous improvement and for involving the organisation's personnel in quality improvement processes. In this regard, Dale et al. (1997) argued that without teamwork, difficulty would be found in gaining the commitment and participation of people throughout the organisation.

4. **Quality through people:** According to this principle, quality is achieved through people. It is the people of the organisation who make quality happen; thus, it is necessary to provide the people involved in the improvement process with appropriate information about how to do the job. It is also necessary to make people feel that they are important and that their contributions in the improvement processes are valuable, in addition to providing them with the environment for creativity and the necessary tools and techniques that enable them to improve. Kanji (1996) suggested that to improve performance, people need to know what to do, and how to do it, have the right tools to do it, be able to measure performance and receive feedback on current levels of achievement.

5. **Quality on all agendas:** Quality issues should be part of the organisation's culture and on the management's daily agendas. It is necessary to regard quality as a critical part of the organisation's working structure.

6. **All work is process:** Quality improvement should be regarded as a process that comprises a set of inputs and outputs. Gitlow et al (1995) defined the process as a

transformation of inputs (manpower/services, equipment, materials/goods, methods, and environment) into outputs (manpower/services, equipment, materials/goods, methods and environment). The transformation involves the addition or creation of value in one of three aspects: time, place, or form. The quality improvement process needs to be fed with appropriate inputs if it is to produce appropriate outputs.

7. **Management commitment:** Management commitment is the key requirement for a successful TQM implementation. Management needs to take the leading role in TQM introduction. Dale et al (1997: 114) stated that "the decision to introduce TQM can only be taken by the CEO in conjunction with the senior management team. Developing and employing organisation vision, mission, philosophy, values, strategies, objectives and plans, and communicating the reasons behind them along with the underlying logic is the province of senior management. This is why senior managers have to become personally involved in the introduction and development of TQM and demonstrate visible commitment and confidence in it by leading this way of thinking and managing the business. They have to encourage a total corporate commitment to continually improve every aspect of the business. This not only requires their personal commitment but also a significant investment of time". The commitment should be visible so that the employees know that the management is serious about TQM and improvement.

8. **Prevention:** Prevention implies that the causes of the problems must be prevented at source, since this would result in cost saving due to less spending on rework and correcting scrap. The principle also requires that the management of the organisation should emphasise the concept of "do it right the first time, and every time" and should require and encourage the employees to produce high quality services from the outset.

9. **Continuous improvement cycle:** The process of improvement is a continuous process that should not be ended by achieving some short-term successes. The process should be regarded an ongoing process that needs time and continuous efforts for improvement. Brocka and Brocka (1992) stated that process improvement involves everyone in the organisation and becomes a part of everyone's job, rather than the responsibility of a few members of the organisation.

10. Measurement: The process of improvement needs to be continually measured and evaluated so that the achievements can be identified. Measuring the process is necessary for identifying whether or not the process has achieved its desired goals and to identify which areas need further improvement. Brocka and Brocka (1992: 34) suggested that "through the inspection and analysis of the process, everyone shares a common learning experience and the accumulated knowledge and understanding of the process become the basis for improving it".

In addition to these macro and micro elements, the model comprises the following TQM guiding principles:

1. **Customer is king:** This principle is based on the TQM's assumption that quality is determined and judged by the end user of the product or service. This determination of quality, according to Morris and Haigh (1993), resides not with the supplier of a product or service, but with the user of that product or service, which means that the product or service, if it is to be regarded as a quality product, must meet the customer's requirements and needs. This principle is related to Crosby's (1996: 17) definition of quality as "conformance to requirements".

2. **Everyone participates:** According to this principle, quality is the responsibility of everyone. Thus, everyone from employees to top management, as well as customers and suppliers, must participate in the quality improvement process. This relates to Ishikawa's (1985) strong emphasis on the importance of people and participation in problem solving process.

3. **Aligned corporate systems:** According to this principle, quality can be achieved if it is designed in a systemic way, and conducted through corporate structures. This relates to Ishikawa's (1985) concept of a "cross functional" style of management and Feigenbaum's "horizontal scope of total quality control".

4. **Continuous improvement:** The quality improvement process is a continuous process that should never end if it is to achieve its desired goals and outcomes. The principle relates to Deming's (1986) emphasis on constant and forever improvement (Plan-Do-Check-Act cycle).

5. **Quality measurement:** According to this principle, the quality improvement process needs to be measured and evaluated so that the achievements can be identified and the causes of quality problems can be prevented. Without measurement, the improvement could not be achieved since measurement indicates whether or not the improvement meeting its planned goals. This relates to Crosby's (1980) statement on quality measurement, which suggests that quality measures for each area of activity must be established where they do not exist and reviewed where they do.

5.4 A FURTHER IMPLEMENTATION FRAMEWORK

As stated earlier, the overall aim of interconnecting the macro and micro elements is to provide the holism demanded by the word "total", and to achieve continuous improvement. To ensure continuous improvement, Morris and Haigh (1996 b) provided a further implementation model (figure 5.2) that emphasises continuous improvement.

Figure (5.2) A more specific model for TQM implementation
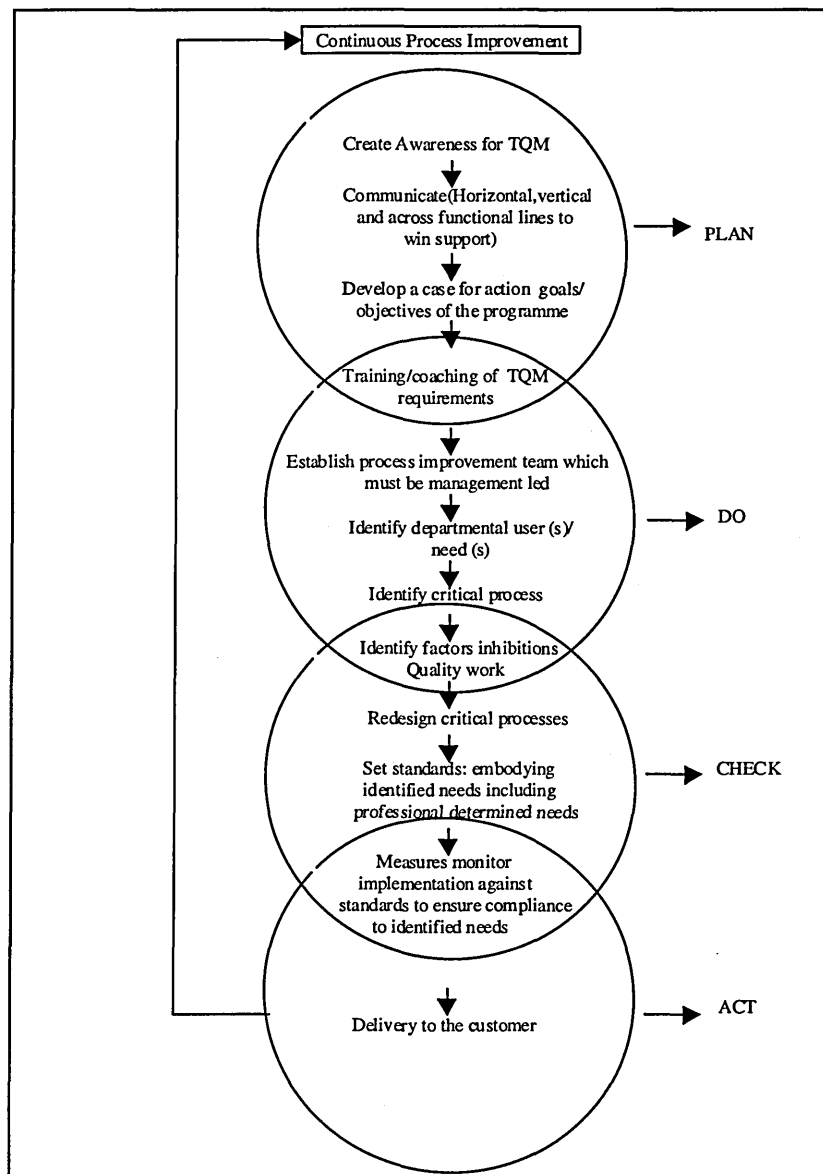
Source: Morris and Haigh (1996 b) pp. 81

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The continuous improvement model offered adopts Deming's Plan-Do-Check-Act Cycle. Each of the stages of the model has several activities. At the planning stage, the first activity is to create TQM awareness and its basic principles throughout the organisation amongst top management and employees. The main objectives of quality awareness are to get support from top management and to create a quality culture in the organisation. These objectives could be best achieved through convincing the top management of the organisation of the importance of TQM. The top management includes senior managers, the organisation's chairman and vice-chairman, general and area managers, the executive directors and assistant directors, or whatever posts make up the organisation's top management.

One way to convince the top management is to evaluate the organisation's situation and performance in the marketplace, benchmark it with its competitors, and consider what would be the situation in the future if the process, services, or products are not improved, or if TQM is not implemented. In other words, it is necessary to show the importance of TQM as a philosophy and as a management discipline that could result (if implemented in an appropriate way) in customers' satisfaction, process improvement, and gaining competitive advantages in today's competitive environment.

It should be noted that inadequate awareness of TQM might result in negative impact that may lead to seeing TQM as a temporary improvement initiative. Thus, it is important when promoting TQM to show seriousness about TQM and to make it part of the organisation's culture.

Once the management has been convinced, it is necessary to develop cases (problem areas that need to be improved) for actions or improvement; meaning that it is necessary to start with cases for improvement and improving them. The cases could be selected according to their importance in terms of their seriousness and impacts on the organisation's overall performance. This could be best achieved by selecting the biggest problems, in terms of their seriousness, time, and costs required for tackling them; and then going to the smaller problems. Developing cases, starting tackling them, and showing achievements in the improvement would convince the management that TQM would help

to improve and solve the problems if it is implemented appropriately. Also, it would help to identify problem areas carefully and according to facts rather than opinions and inadequate data.

At the 'do' stage, the first activity is to decide on training programmes that are needed for quality improvement. It is also necessary to train all people involved in the improvement process in how to use the necessary tools and techniques of TQM, how to identify and solve problems, and how to work in teams. In this regard, Oakland and Waterworth (1995) suggested four areas to be covered by any TQM training programme. Firstly, awareness programmes are needed, simply to inform people of what TQM is, how it can be introduced and what it can do. Secondly, cultural change needs to develop appropriate attitudes and values relating to quality. Thirdly, people need to be equipped with the tools and techniques of quality improvement so that quality improvement teams can be established and function effectively. A fourth area is the provision of training in job roles, equipment use and so on, so that employees may identify improvement opportunities. These training activities would reinforce the message that the organisation's management is serious about implementing TQM and regard it as an important improvement discipline.

The second activity of the 'do' stage is to set up an improvement team whose tasks should be to identify the improvement areas, the organisation's key customers and what are their needs and requirements, and how those needs could be met. The team members need to be selected carefully from various functional areas of the organisation. In addition, the selected team members must be trained to gain at least the following capabilities (Morris and Haigh, 1996 a: 324):

- analyse symptoms;
- establish causes;
- generate remedies;
- test the chosen remedy under operating conditions;
- monitor the chosen remedy;
- report on the quality gains made and held.

It is also necessary to appoint a facilitator whose tasks should be to guide the team members on carrying out their tasks, to act as a co-ordinator between team members and organisation's top management, and to be a catalyst or change agent. Morris et al (1994) suggested the following as some duties of the facilitator:

- Aid in the training of the quality improvement team (QIT) members, by ensuring that every team member will possess all analytical tools necessary for the team to discover and analyse the presence of a problem of poor quality, and to solve, implement and monitor the solution to that problem.

- Recount, both as an aid to training and as a means for maintaining QIT motivation, the lessons which have been learned from the experiences of other such teams, both within and outside the organisation.

- Chart the essential interactions between the QIT and the corporate quality council/ committee, between the team and other such teams, and ease the way for cross-team exchanges. Ease resourcing, resource allocation and accountability for resource management within QIT.

The next activity at this stage is to identify departmental users and their requirements. The employees should know who are their customers; customers means both external and internal. In addition, they should identify the process of their organisation's suppliers; and what is the process of conducting the work. The last activity in the 'do' stage is to identify the critical process for improvement. It is necessary to determine which process as are critical and need to be improved.

At the 'check' stage, the first activity is to identify the factors that inhibit quality work, or that make quality improvement difficult. This means that the inhibitors to improving the process need to identified and eliminated so that they will not recur in other improvement processes. The inhibitors could be the following:

1. Fear of change. The fear of change could be the most important obstacle to improvement. It could be difficult to change employees' attitudes and the work methods by which they have been used to perform their tasks, particularly if the employees are not qualified or not trained in new working methods and techniques.

2. Lack of confidence in TQM. The organisation's management and employees could lack confidence that TQM could solve and improve the organisation's problems. This could be due to other organisations' failure with TQM programmes.

3. Top management is not committed to quality improvement. Lack of top management's commitment may result in employees seeing TQM and its improvement initiative as a temporary initiative that will fizzle out with time, and that the top management is not serious about it.

4. Lack of support to team members. The improvement team members may lack appropriate support from the top management in carrying out their tasks. This would result in employees lacking the necessary supporting tools and equipment for improvement, and lacking confidence that their efforts for improvement would be recognised and rewarded.

5. High costs of improvements. The costs for some areas that need to be improved could be very high and require potential resources; this would limit top management's support for improving those areas, which makes these areas unimproved.

6. Team members do not know where to start. The areas for improvement sometimes might be unclear for team members or inappropriately identified; or sometimes the team members do not know which problem to start with, due to the complexity of the problems or the areas that need to be improved.

Once the obstacles have been identified for a particular process, it is necessary to redesign that particular process and eliminate impediments to ensure that it is improved as planned, because it is useless to improve the next process if the first process has not been

improved appropriately. The redesigning of process and identifying inhibitions would allow avoiding mistakes and rework in future improvement projects or cases.

The next activity in the 'check' stage is to set standards for meeting the required quality levels. It is necessary to set standards against quality improvement. This would allow knowing whether or not the quality improvement initiatives are achieving their planned goals and conducted according to the specifications required for improvements. This could be best achieved by comparing the achievements against the standards. The standards could be achieving specific levels of improvements with specific period of time, or specific product specifications, if the organisation is involved in producing goods instead of services.

At the action stage, the first activity is to measure and monitor the improvement process against the above standards. This would allow knowing the progress of improvement and getting feedback on the process. It would also give the employees a sense of accomplishment, knowledge of how well they are doing, and a feeling that the management cares about what they do and how they do it. The measurement needs to be established close to each activity so that employees involved in the improvement activities receive direct and immediate feedback. It is also necessary to measure as soon as the improvement activity is completed to enable prompt identification of problem areas or weaknesses of each activity and eliminate rework.

The final activity in the action stage of the cycle is to deliver to the customer. Once the awareness of TQM has been established, the management has been convinced, and TQM has became part of the organisation's culture; the necessary training programmes and people are ready to provide quality services; and the problem areas have been identified and standards of improvement have been set, it should be time to produce high quality services and deliver these services to the customers.

The cycle of improvement must be regarded as a continuous improvement model that does not end where some short-tem improvements have been achieved. It must be carried out on a continuous basis so that problems can be tackled and improvement is

achieved. The cycle should be gone through again and again, from the first stage to the final stage, to review progress; and improvement must be continuous.

5.5 CONCLUSION

As stated earlier, the quality 'gurus' did not provide a framework for TQM implementation. As a result, it was necessary to select a generic model and an implementation framework to assist the decision-makers in the Saudi public sector in implementing TQM. Both the model and framework encompassed a set of critical principles and necessary actions that are needed for implementing TQM. The principles should provide the decision-makers with a guideline in implementing TQM, and the steps of the framework should assist the decision-makers to achieve continuous improvement.

Chapter Six:

DATA ANALYSIS AND DISCUSSION (I)
(The Results of Rating the Proposed Implementation Model's Features)

DATA ANALYSIS AND DISCUSSION I
(Results of Rating the Proposed Implementation Model's Features)

The overall aim of this chapter is to present and discuss the data gathered through the empirical study. The data presented in the chapter were gathered by means of a questionnaire distributed to the sample. The first set of questions intended to identify the relevance of the proposed model's elements, concepts, and principles were regarded as important. The second set of the questions tested to what extent each of the model's elements, concepts, and principles was practised within the Ministry of Interior. The last set of questions gathered general information about the sample. In presenting the results, the first section of the chapter provides general information about the respondents. The second section deals with the data indicating how the respondents rated the significance of the elements, concepts, and principles. The third section analyses the relationship between respondents' personal data and their rating of the elements, concepts, and principles. The fourth section discusses the extent to which the elements, concepts, and principles are currently practised. The last section examines the extent to which the respondents' demographic variables affected the way they responded to the questions about implementation of the elements, concepts, and principles.

6.1 CHARACTERISTICS OF THE STUDY GROUP

The study included a total of 546 male personnel employed by the Ministry of Interior's headquarters at Riyadh, Saudi Arabia. Their characteristics with respect to their level of education and occupational cadres and levels within the Ministry, were as presented in Table 6.1.

Table 6.1. Characteristics of the Respondents.

Characteristics (N = 546)	Number	Percent
Level of education		
Intermediate School	36	6.5%
High School	180	33.0%
University	281	51.5%
Masters Degree/Doctorate	49	9.0%
Educated abroad?		
No	428	79.3%
Yes	112	20.7%
If educated abroad, where?		
USA	79	70.3%
UK	17	15.3%
Arab Countries	16	14.4%
Occupational cadre		
Administrative	509	93.2%
Technician	37	6.8%
Occupational group		
Employee	377	69.0%
Supervisory management	133	24.4%
Middle management	25	4.6%
Top management	11	2.0%

As shown in Table 6.1, a small percentage (6.5%) of the respondents had only Intermediate school education, 33.0% had reached High School, while 60.5% had attained at least University education. The percentage of the respondents who had had part of their education abroad is quite small (20.7%). Out of the 112 personnel educated or trained abroad, 70.3% were educated or trained in the United States of America, 15.3% received their education or training in the United Kingdom, and the rest (14.4%) of the respondents were trained in various Arab countries.

Following the Ministry's occupational categorisation of its personnel, the majority (509 out of 546) of the respondents, or 93.2%, were in the administrative cadre, and the rest (37 out of 546) or 6.8% were referred to as "technicians". The respondents were further sub-divided into those belonging to the "Employee" group, "Supervisory management" group, "Middle management" group, and "Top management" group. The percentage of the respondents representing the employee group was 69.0%. The supervisory management group represented 24.4% of the respondents. The middle management group represented 4.6%. The top management group represented 2.0% of the respondents.

As stated earlier, the effect of these independent variables (the Demographic variables) will be discussed in later sections of this chapter.

6.2. RESULTS INDICATING HOW THE RESPONDENTS RATED THE IMPORTANCE OF THE ELEMENTS, CONCEPTS, AND PRINCIPLES OF THE MODEL

As stated earlier, the second set of the questions tested to what extent the proposed model's elements, concepts, and principles were viewed as important. The intention in testing the perceived importance of the elements, concepts and principles was to identify to what extent there is a need for improvement, and consequently for implementing TQM, in the Ministry of Interior, in particular, and in the Saudi public sector in general. The sample was asked to rate to what extent each of the model's elements, concepts, and principles were important. In rating the elements, concepts and principles, a five-point interval scale was used ranging from 1 (very important) to 5 (not important at all).

6.2.1. Results of Rating the Contextual (Marco) elements

The first contextual element which is importance was tested is the element of "Vision". Table 6.2.1 shows the results of rating the element of "Vision". To test to what extent the respondents regarded the principle as important, the respondents were presented

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with the statement, "In your organisation, there must be a clear vision based on customer satisfaction".

Table 6.2.1: Vision

Value Label	Value	% (N)	Employees	Managers
Very Important	1	56.6% (309)	62.6% (236)	43.2% (73)
Important	2	39.5% (216)	34.7% (131)	50.3% (85)
Uncertain	3	3.5% (19)	2.1% (8)	6.5% (11)
Not Important	4	.4% (2)	.5% (2)	.0% (0)
Not Important at all	5	.0% (0)	.0% (0)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (169)
Mean Value = 1.476			*Std Dev. = .584*	

The results show that 56.6% of the respondents rated the element as *very important* and 39.5% rated it as *important*. Only 3.5% of the respondents were *uncertain*, and 0.4% of them rated it as *not important*. The mean of 1.476 and the percentages of rating the element indicate that the element was rated as *important*.

The results show that 62.6% of employees and 43.2% of managers rated the element as *very important*. In addition to that, 34.7% of employees and 50.3% of managers rated the element as *important*. Only 2.1% of employees and 6.5% of managers were *uncertain* in rating the importance of the element. Only 0.5% of employees rated the element as *not important*, and none of the managers did so. None of the respondents from either group rated the element as *not important at all*.

The results indicate that the respondents were generally of the opinion that there must be a clear vision based on customer satisfaction in the Ministry. This may imply that respondents are presently not convinced that the Ministry has a clear vision to guide its future.

Table 6.2.2 shows the results of rating the element of "Mission". Respondents were invited to show their opinions on the statement; "In your organisation, there must be a clear and written mission statement based on your organisation's vision" to identify the importance of the element.

Table 6.2.2: Mission

Value Label	*Value*	*%* *(N)*	Employees	Managers
Very Important	1	47.3% (258)	50.4% (190)	40.2% (68)
Important	2	46.7% (255)	42.7% (161)	55.6% (94)
Uncertain	3	4.6% (25)	5.3% (20)	3.0% (5)
Not Important	4	.9% (5)	1.3% (5)	.0% (0)
Not Important at all	5	.5% (3)	.3% (1)	1.2% (2)
Total		100% (546)	100.0% (377)	100.0% (169)
Mean Value = 1.608			*Std Dev. = .672*	

The results indicate that the majority of respondents regarded the element as *important*, as 47% scored it as *very important* and 46% scored it as *important*. Only 4.6% were *uncertain* about the importance of the element. Just 0.9% of the respondents scored the element as *not important*, and 0.5% scored it as *not important at all*. The mean of 1.608 shows that the element was rated as important to a great extent.

The results show that 50.4% of employees and 40.2% of managers rated the element as *very important*. while 42.7% of employees and 55.6% of managers rated the element as *important*, indicating that almost all of employees and managers attached considerable importance to the element. The results show that 5.3% of employees and 3.0% of managers were *uncertain* in rating the importance of the element. Only 1.3% of employees rated the element as *not important*, and 0.3% of them rated it as *not important at all*, while 1.2% of managers rated the element as *not important at all*.

The results reveal a large measure of agreement that there must be a clear mission statement in the Ministry. Commenting on this issue, a respondent stated, "It seems to me that major problems and deficiencies of our services are due to the lack of a clear Mission that would provide us with a guideline for providing and improving services. As a result, the implementation of this element would provide a solution and contribute to fill the gap".

Table 6.2.3 shows the results for rating the element of "Strategy". The respondents were asked to rate to what extent the element was important through the statement, "In your organisation, there must be a clear and long-term strategy based on your vision and mission statements".

Table 6.2.3: Strategy

Value Label	*Value*	% *(N)*	Employees	Managers
Very Important	1	54.6% (298)	56.5% (213)	50.3% (85)
Important	2	42.9% (234)	40.8% (154)	47.3% (80)
Uncertain	3	2.0% (11)	2.4% (9)	1.2% (2)
Not Important	4	.5% (3)	.3% (1)	1.2% (2)
Not Important at all	5	.0% (0)	.0% (0)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (169)
Mean Value = 1.491			*Std Dev. = .597*	

The results show that 54.6% of the respondents rated the element as *very important* and 42.9% thought that it was *important*. A small percentage (2.0%) of the respondents thought that the element was *not important*, and a smaller percentage (.5%) thought that it was *not important at all*. The mean of 1.491 indicates that the element was rated as *important* by the majority of respondents.

The results of rating the importance of the element show that 56.5% of employees rated the element as *very important* and 40.8% of them rated it as *important* while 50.3% of

managers rated the element as *very important* and 47.3% of them rated it as *important*. A small number of each group 2.4% of employees and 1.2 of managers, were *uncertain* about the importance of the element, while of 0.3% of employees and 1.2% of managers rated the element as *not important*. None of the respondents from either group rated it as not important at all.

The results indicate that both groups of respondents were of the opinion that there must be a clear and long-term strategy in the Ministry of Interior. This would suggest that the respondents may have recognised a current lack of such an element in the Ministry. This is confirmed by a respondent's comment that "Our strategies are based on the government's overall strategies and objectives of the five –year plans that indicate what is to be achieved during the five years in all sectors of the civil service, but we lack such a strategy as is demanded by your proposed TQM model".

Table 6.2.4 shows the results of rating the element of "Values". The importance of the element was tested by offering the respondents with the statement that "Your organisation's values and basic beliefs must be based upon customer satisfaction".

Table 6.2.4: Values

Value Label	*Value*	% (N)	Employees	Managers
Very Important	1	64.7% (353)	72.7% (274)	46.7% (79)
Important	2	33.1% (181)	25.5% (96)	50.3% (85)
Uncertain	3	1.1% (6)	1.3% (5)	.6% (1)
Not Important	4	.9% (5)	.3% (1)	2.4% (4)
Not Important at all	5	.2% (1)	.3% (1)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (169)

Mean Value = 1.388   *Std Dev. = .581*

The results show that 64.7% of the respondents rated the element as *very important* and 33.2% rated it as important. Only 1.1% of the respondents were *uncertain* about the importance of the element, and 0.9% rated it as not important, while another 0.2% rated it as *not important at all*. The mean of 1.388 indicates that the element is regarded as *important* by almost all of the respondents.

Analysis of group responses shows that 72.7% of employees and 46.7% of managers rated the element as *very important*. In addition, 25.5% of employees and 50.3% of managers rated the element as *important*. These results indicate that both groups of respondents accepted to a high degree the importance of the element. Only 1.3% of employees and 0.6% of managers were *uncertain* in rating the importance of the element. The results show that 0.3% of employees rated the element as *not important*, and an equal percentage of them (0.3%) rated it as *not important at all*. Only 2.4% of managers rated the element as *not important*.

The results indicate that the respondents were to a great extent of the opinion that the Ministry's values and basic beliefs must be based upon customer satisfaction. This would suggest that management and employees of the Ministry are aware of customer satisfaction and would wish this to be regarded a basic value of the Ministry and, probably, part of its culture.

Table 6.2.5 shows the results indicating the importance of the "Key Issues" element. The importance of the element was tested though offering the respondents the statement that "In your organisation, there must be an effective system that can handle and deal with all issues raised by your customers and related to quality improvement".

The results show that the majority of the respondents attached importance to the element, as 38.6% rated the element as *very important* and 53.3% rated it as *important*. Only 4.8% of the respondents were *uncertain* about the importance of the element. In addition, small percentages of the respondents rated the element as *not important* (2.0%) and as *not important at all* (1.3%). Accordingly, the general rating of this element is positive and towards *important*. This is confirmed by the mean of 1.740.

Table 6.2.5: Key Issues

Value Label	Value	% (N)	Employees	Managers
Very Important	1	38.6% (211)	42.4% (160)	30.2% (51)
Important	2	53.3% (291)	50.1% (189)	60.4% (102)
Uncertain	3	4.8% (26)	3.2% (12)	8.3% (14)
Not Important	4	2.0% (11)	2.7% (10)	.6% (1)
Not Important at all	5	1.3% (7)	1.6% (6)	.6% (1)
Total		100% (546)	100.0% (377)	100.0% (169)

Mean Value = 1.740   *Std Dev. = .751*

The results show that 42.4% of employees and 30.2% of managers rated the element as *very important*; and 50.1% of employees and 60.4% of managers rated the element as *important*, while 3.2% of employees and 8.3% of managers were *uncertain* about the importance of the element. The results show that 2.7% of employees and 0.6% of managers rated the element as *not important*; and 1.6% of employees and 0.6% of managers rated it as *not important at all*.

Thus it can be said that both groups recognised the importance of the Key Issues raised by the customers, and saw a need for an effective system in the Ministry that can handle and deal with these issues.

6.2.2. Results of Rating the Importance of Operational (Micro) Concepts

The first concept investigated is the "Internal and External Customers" concept. The statement, "In your organisation, the employees must regard their colleagues as their internal customers; and must satisfy both their internal and external customers" was

presented to the sample to identify the extent to which the sample thought the concept was important. The results of rating the statement are presented in Table 6.2.6.

Table 6.2.6: Internal and External customers

Value Label	*Value*	% *(N)*	Employees	Managers
Very Important	1	56.5% (308)	51.7% (195)	66.9% (113)
Important	2	37.0% (202)	41.6% (157)	26.6% (45)
Uncertain	3	2.9% (16)	1.9% (7)	5.3% (9)
Not Important	4	3.1% (17)	4.0% (15)	1.2% (2)
Not Important at all	5	.5% (3)	.8% (3)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (169)

Mean Value = 1.544   Std Dev. = .749

The results presented in Table 6.2.6 show that majority of respondents attached importance to this concept, as 56.5% of them rated it as *very important*, and 37.0% of them rated it as *important*. Only a small percentage (3.1%) of respondents thought that the concept was *not important*, while 0.5% of them rated it as *not important at all*. The rest of the respondents (2.9%) were *uncertain*. The mean of 1.544 and standard deviation of .749 indicate that almost all respondents rated the concept as being *important*.

The results show that both groups rated the concept as an important concept to a great extent, as a large percentage (66.9%) of managers rated it as *very important* and a further 26.6% of them rated it as *important*. Only 5.3% of managers were *uncertain* about the concept's importance and 1.2% of them rated it as *not important*. The results show that 51.7% of employees rated the concept as *very important* and 41.6% of them rated it as *important*. 1.9% of employees were *uncertain*, which is smaller than the percentage of managers who were *uncertain*. The results indicate that 4.0% of employees rated the concept as *not important*; and 0.8% of them rated it as *not important at all*. The results indicate that the managers placed a greater importance on the concept than the employees

did, as a higher percentage of them, than of employees, rated it *very important*. This would suggest that there was a greater awareness amongst them about the importance of regarding the employees as customers and satisfying them, which is a surprising finding, as the employees were expected to rate the concept as *very important* to a greater extent than the managers, since the main focus of the concept was the employees. This could be due to their misunderstanding of the statement.

Table 6.2.7 shows the results indicating the importance of the "Customer Satisfaction" concept, which was tested through the statement, "The personnel of your organisation should realise the importance of customer satisfaction and must work towards meeting and exceeding customers' requirements and expectations".

Table 6.2.7: Customer Satisfaction

Value Label	*Value*	*% (N)*	Employees	Managers
Very Important	1	53.7 % (293)	54.6% (206)	51.5% (87)
Important	2	40.8 % (223)	39.5% (149)	43.8% (74)
Uncertain	3	3.3 % (18)	2.9% (11)	4.1% (7)
Not Important	4	2.0 % (11)	2.7% (10)	.6% (1)
Not Important at all	5	.2 % (1)	.3% (1)	.0% (0)
Total		100.0 % (546)	100% (377)	100% (169)

Mean Value = 1.540   Std Dev. = .680

The results show that 53.7% of respondents rated the concept of Customer Satisfaction as *very important*, 40.8 % of them rated it as *important*, 3.3 % were *uncertain*, 2.0 % rated it as *not important*, and 0.2% rated it as *not important at all*.

In terms of respondents' occupational level, the results show that 54.6% of employees rated the concept as *very important*, 39.5% of them rated it as *important*, 2.9% were *uncertain*, 2.7% of them rated it as *not important*, 0.3% rated it as *not important at*

all. The results show that 51.5% of managers rated the concept as *very important*, 43.8% of them rated it as *important*, 4.1% of them were *uncertain*, and .6% of them rated it as *not important*. The results show none of the respondents at the managers' level rated the concept as *not important at all*. The results show that there was a great recognition of the importance of the Customer Satisfaction concept amongst the respondents from both groups. This would suggest that the personnel of the Ministry recognised the importance of the concept to be implemented in the Ministry in order to improve its services and management processes.

The results presented in Table 6.2.8 show the extent to which the respondents rated the importance of the "Teamwork" concept, which was presented to the sample through the statement, "In your organisation, senior managers and employees must give teamwork a critical importance".

Table 6.2.8: Teamwork

Value Label	*Value*	*%* *(N)*	Employees	Managers
Very Important	1	63.9% (349)	53.8% (203)	86.4% (146)
Important	2	14.5% (79)	16.4% (62)	10.1% (17)
Uncertain	3	20.1% (110)	28.4% (107)	1.8% (3)
Not Important	4	1.5% (8)	1.3% (5)	1.8% (3)
Not Important at all	5	.0% (0)	.0% (0)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (169)

Mean Value =1.592   *Std Dev. = .857*

The results presented in Table 6.2.8 show that 63.9% of the respondents rated the concept as *very important*, and 14.5% rated it as *important*. The results show that more than 75% of the respondents regarded the concept as *important*. Only 20.1% of the respondents were *uncertain* and 1.5% rated the concept as *not important*. The mean of 1.592 shows that

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the responses were included towards rating the concept as *very important*. The standard deviation of .857 shows a very small variance between the responses.

The results of rating the importance of the Teamwork concept show that the managers rated the concept as a *very important* one, to a greater extent than did the employees, as 86.4% of them rated it as *very important*, while 53.8% of employees rated it as *very important*. This would imply that there was a higher recognisation amongst managers about the importance of teamwork. The results show that 16.4% of employees rated the concept as *important* and 10.1% of managers rated it as *important*. The results show that a larger percentage of employees than managers were *uncertain* about the importance of the concept; 28.4% of them were *uncertain*, compared with only 1.8% of managers. The results indicate that 1.3% of employees rated the concept as *not important*, and 1.8% of managers rated it also as *not important*. None of the respondents from either group rated it as *not important at all*.

The results indicate that both groups recognised the importance of Teamwork in improving quality and tackling problems, but the managers seem to be more aware of the concept than the employees. This would reflect their greater awareness of tackling quality and improvement issues through the teamwork.; it could be that the managers felt that the employees are unaware of the concept and wished for the concept to be recognised and promoted among the employees. However, the results suggest that the personnel of the Ministry placed a great importance on the concept of Teamwork, which would imply their willingness to conduct the tasks of improvement through teamwork.

In relation to the Teamwork concept, one respondent stated, "As a civil service employee for a long period of time, I have never been encouraged to think of working in teams. I believe that many, if not all, employees in the civil service sector haven't got the opportunity to work in teams. We believe in teamwork as a critical working method to be adopted in the Saudi public sector. With teamwork, in my opinion, many issues that we are facing and intending to improve would be manifested and tackled. The concept is highly recommended to be implemented".

The results provided in Table 6.2.9 show how the respondents rated the concept of "Quality Through People", a concept which was presented to the sample as: "In your organisation, senior managers must recognise that the quality can be achieved through people rather than through the organisation's systems or procedures".

Table 6.2.9: Quality Through People

Value Label	Value	% (N)	Employees	Managers
Very Important	1	66.7% (364)	64.7% (244)	71.0% (120)
Important	2	26.8% (147)	29.2% (110)	21.9% (37)
Uncertain	3	*4.8% (26)*	*4.0% (15)*	*6.5% (11)*
Not Important	4	1.5% (8)	1.9% (7)	.6% (1)
Not Important at all	5	.2% (1)	.3% (1)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (169)
Mean Value = 1.416			*Std Dev. = .670*	

The results of rating the concept of Quality Through People show that overall 66.7% of the respondents scored the concept as *very important*, and another 26.9% of them scored it as important. The percentage of those who were *uncertain* was 4.8%, and those who regarded it as *not important* represented 1.5%. The results show that only 0.2% of respondents rated the concept as *not important at all*. The standard deviation of .670 shows that there was very little variance between the responses. The mean of 1.416 shows that most of the respondents rated the concept as *important*.

The results of rating the concept show that a large percentage (64.7%) of employees, and a larger percentage (71.0%) of managers rated the concept as *very important*. Also, a relatively percentage (29.2%) of employees and 21.9% of managers rated the concept as *important*, indicating that both groups were broadly in agreement on the importance of the concept. Only 4.0% of employees and 6.5% of managers were *uncertain* about the importance of the concept. Only 1.9% of employees rated it as *not*

important, and 0.3% of them rated it as *not important at all*. Only 0.6% of managers rated the concept as *not important*, and none of them rated it as *not important at all*.

The results imply that the employees and managers of the Ministry are aware of the importance of people in improving and achieving quality, and that quality can be achieved only through people. This would suggest that people and their contributions and achievements in the improvement process are being recognised.

The results indicate that both groups of the respondents believed that the organisation's systems must be incorporated and work as a part of one system in order to achieve quality and improved processes. The results obviously indicate that the personnel of the Ministry recognised the need for the concept's implementation in the Ministry.

Table 6.2.10 shows the results of rating the importance of the "Quality on All Agendas" concept. To test the importance of the concept, the sample was offered the statement that "Quality issues must be on all agendas of your senior managers".

Table 6.2.10: Quality on All Agendas

Value Label	*Value*	% *(N)*	Employees	Managers
Very Important	1	30.4% (166)	29.2% (110)	33.5% (56)
Important	2	54.2% (296)	54.4% (205)	54.5% (91)
Uncertain	3	4.8% (26)	5.0% (19)	4.2% (7)
Not Important	4	10.0% (55)	11.1% (42)	7.8% (13)
Not Important at all	5	.2% (1)	.3% (1)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (167)

No Response = .4 (2)   Mean Value = 1.950   Std Dev = .879

The results show that 30.4% of the respondents rated the concept as *very important* and 54.2% of them rated it as *important*, while 4.8% of the respondents were *uncertain*. In

addition, 10.0% of the respondents rated it as *not important*, and another 0.2% rated of them it as *not important at all*. A percentage of 0.4 was a missing value. The mean of 1.950 and standard deviation of .879 show that the concept was rated as important to a great extent.

The results show that the two groups of the respondents equally rated the concept as *important*, as 54.4% of employees rated it as *important*, as 54.5% of managers. A small percentage (29.2%) of employees rated the concept as *very important* and 33.5% of managers rated it as *very important*, indicating that the majority of the respondents rated the concept as *important* only. Nevertheless, the results show that they all *Agreed* in general on the importance of the concept, as only a small percentage rated it as *not important*. The results show that 5.0% of employees and 4.2% of managers were *uncertain* about the importance of the concept. Only 11.1% of employees and 7.8% of managers rated the concept as *not important*. The results show that only 0.3% of employees rated it as *not important at all*; and none of the managers rated it as so.

The results indicate that both employees and managers *Agreed* to a great extent that quality issues must be on all management's agendas. This would imply their willingness to regard quality as an important factor in conducting the work and improvement processes, and possibly as part of the Ministry's culture.

Table 6.2.11 shows the results indicating the importance of the "All Work is Process" concept, which was presented to the sample as "Your senior managers and employees must realise that the quality improvement process is a process rather than a project".

Table 6.2.11: All Work is Process

Value Label	Value	% (N)	Employees	Managers
Very Important	1	56.6% (309)	50.8% (191)	69.8% (118)
Important	2	26.7% (146)	30.9% (116)	17.8% (30)
Uncertain	3	4.9% (27)	5.3% (20)	4.1% (7)
Not Important	4	11.2% (61)	12.5% (47)	8.3% (14)
Not Important at all	5	.4% (2)	.5% (2)	.0% (0)
Total		100% (546)	100.0% (376)	100.0% (169)

No Response = .2% (1)   Mean Value = 1.717   Std Dev = 1.010

The results indicate that the 56.6% of the respondents regarded the concept as *very important*, while another 26.7% regarded it as *important*. Only 4.9% of the respondents were *uncertain* about the concept's importance. The results show that 11.2% of the respondents rated the concept as *not important*, and .7% rated it as *not important at all*. There was a missing value of 0.2%. The mean and standard deviation indicate that the concept was rated as important by almost all respondents.

Analysis of responses by group shows that about half of employees (50.8%) rated the concept as *very important*, and the other half of them were either *uncertain* (5.3%) or rated it as *not important* (12.5%) and *not important at all* (0.5%). The majority of managers rated the concept as *important*, as 69.8% of them rated it as *very important* and 17.8% rated it as *important*. Whereas 4.1% of managers were *uncertain* about the importance of the concept, 8.3% of them rated it as *not important*, and none of them rated it as *not important at all*.

The results indicate that both the employees and managers of the Ministry were of the opinion that the work and improvement processes in the Ministry must be regarded as processes in order to produce appropriate quality services, which suggests that they would regard and carry out the improvement processes accordingly if the concept is implemented.

Table 6.2.12 shows the results indicating the importance of the "Management Commitment" concept, which was tested through the statement, "Your senior managers must realise that quality improvement requires senior managers' commitment and participation".

The results show that 81.0% of the respondents rated the concept as *very important* and 15.3% of rated it as *important*. Only 3.5% of the respondents were *uncertain*, and 0.2% rated it as *not important*. The response percentage and the mean of 1.229 indicate that the concept was generally rated as *important*. The standard deviation also shows a very small variance of .508.

Table 6.2.12: Management Commitment

Value Label	Value	% (N)	Employees	Managers
Very Important	1	81.0% (442)	80.4% (303)	82.2% (139)
Important	2	15.3% (84)	15.6% (59)	14.8% (25)
Uncertain	3	3.5% (19)	3.7% (14)	3.0% (5)
Not Important	4	.2% (1)	.3% (1)	.0% (0)
Not Important at all	5	.0% (0)	.0% (0)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (169)
Mean Value = 1.229			*Std Dev = .508*	

The results of rating the concept show similar patterns of response between employees and managers in their ratings of the importance of the concept. It can be seen that 80.4% of employees and 82.2% of managers rated the concept as *very important*, while 15.6% of employees and 14.8% of managers rated it as *important*. In addition, 3.7% of employees and 3.0% of managers were *uncertain* about the importance of the concept. Only 0.3% of employees rated the concept as *not important*, and none of the respondents from either group rated the concept as *not important at all*.

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The results show that both the employees and managers equally recognised the importance of the concept and *Agreed* that the management must show visible commitment and participation in quality improvement processes. The high rating given by managers to the concept implies that the management realised the importance of showing visible commitment and participation in quality improvement processes, which would suggest their willingness to show commitment to any quality improvement processes introduced. On the other hand, a respondent cast doubt on whether this could be achieved in practice, stating: "The concept of Management Commitment is very important to be implemented to get the management involved in the improvement process and make them feel and recognise the achievements of the employees, but it seems to me it would be very difficult to get the management involved due to our social values and management style".

Table 6.2.13 shows the result indicating the importance of the "Prevention" concept, which was investigated by providing the sample with the statement that "Your senior managers and employees must realise that preventing the causes of the problems will cost less than rework and correcting errors".

Table 6.2.13: Prevention

Value Label	*Value*	% (N)	Employees	Managers
Very Important	1	79.1% (432)	79.6% (300)	78.1% (132)
Important	2	15.7% (86)	15.4% (58)	16.6% (28)
Uncertain	3	4.6% (25)	4.8% (18)	4.1% (7)
Not Important	4	.2% (1)	.3% (1)	.0% (0)
Not Important at all	5	.4% (2)	.0% (0)	1.2% (2)
Total		100% (546)	100.0% (377)	100.0% (169)
Mean Value = 1.269			*Std Dev. = .586*	

The results show that 79.1% of the respondents rated this concept as *very important* and another 15.7% of them rated it as *important*. Only 4.6% of the respondents were *uncertain*, and 0.2% rated it as *not important*. In addition, 0.4% of the respondents rated it as *not important at all*. The mean of 1.269 shows that the concept was rated as *important* by the majority of the respondents.

The results of rating the concept of Prevention also show an equal distribution of the percentages of employees and managers in rating the concept. The results show that 79.6% of employees and 78.1% of managers rated the concept as *very important*; and 15.4% of employees and 16.6% of managers rated the concept as *important*. Also similar were the levels of uncertainty: 4.8% of employees and 4.1% of managers were *uncertain* about the importance of the concept. Only one employee and none of the managers rated the concept as *not important*, while just 1.2% of managers rated the concept as *not important at all*, but none of the respondents from the employees' level rated it as *not important at all*.

The results indicate that there was broad agreement among the respondents from both levels about the importance of the concept, indicating that they believe in preventing the causes of errors and problems at the source, which would cost less than rework and correcting errors or problems. This would suggest that the personnel of the Ministry might be conducting the work according to this belief.

Table 6.2.14 shows the results indicating the importance of the "Continuous Improvement Cycle" concept, which was tested through the statement, "In your organisation, the managers and employees must realise that the process of improvement is a continuous process that never ends, and should conduct the task of improvement accordingly".

Table 6.2.14: Continuous Improvement Cycle

Value Label	Value	% (N)	Employees	Managers
Very Important	1	61.4% (335)	60.7% (229)	62.7% (106)
Important	2	29.5% (161)	28.9% (109)	30.8% (52)
Uncertain	3	1.3% (7)	1.6% (6)	.6% (1)
Not Important	4	7.7% (42)	8.5% (32)	5.9% (10)
Not Important at all	5	.2% (1)	.3% (1)	.0% (0)
Total		100% (546)	100% (377)	100% (169)

Mean Value = 1.560   *Std Dev. = .870*

The results show that 61.4% of respondents rated the concept of Continuous Improvement Cycle as *very important*, 29.5% of them rated it as *important*, 1.3% were *uncertain*, 7.7% rated it as *not important*, and 0.2% rated it as *not important at all*.

In terms of respondents' occupational level, the results show that 60.7% of employees rated the concept as *very important*, 28.9% of them rated it as *important*, 1.6% were *uncertain*, 8.5% of them rated it as *not important*, 0.3% rated it as *not important at all*. The results show that 62.7% of managers rated the concept as *very important*, 30.8% of them rated it as *important*, 0.6% of them were *uncertain*, and 5.9% of them rated it as *not important*. The results show none of the respondents at the managers' level rated the concept as *not important at all*. The results show that there was a great recognition of the importance of the concept amongst the respondents from both groups. This would suggest that the personnel of the Ministry recognised the importance of the concept to be implemented in the Ministry in order to improve its services and management processes.

Table 6.2.15 shows the results indicating the importance of the "Measurement" concept, which was tested through the statement, "In your organisation, both the managers and employees, must realise that the progress of quality improvement must be measured and evaluated in order to achieve improved services and management processes".

Table 6.2.15: Measurement

Value Label	*Value*	% *(N)*	Employees	Managers
Very Important	1	66.3% (362)	66.2% (247)	68.0% (115)
Important	2	22.0% (120)	21.2% (79)	24.3% (41)
Uncertain	3	10.8% (59)	12.3% (46)	7.7% (13)
Not Important	4	.2% (1)	.3% (1)	.0% (0)
Not Important at all	5	.0% (0)	.0% (0)	.0% (0)
Total		100% (546)	100% (373)	100% (169)

No Response =.7 %(4)   Mean Value = 1.44   Std Dev. = .690

The results of rating the importance of the Measurement concept show that 66.3% of respondents rated the concept as *very important*, 22% of them rated the concept as *important*. The results show that 10.8% of respondents were *uncertain*, 0.2% of respondents rated it as *not important*, and none of them rated it as *not important at all*.

The results show that 66.2% of employees rated the concept as *very important*, 21.2% of them rated it as *important*, 12.3% of them were *uncertain*, and 0.3% of them rated it as *not important*. At the management level, 68.0% of managers rated the concept as *very important*, 24.3% of them rated the concept as *important*, and 7.7% of them were *uncertain*. None of respondents at the management level rated the concept as *not important*. The results show that none of respondents from both groups rated the concept as *not important at all*.

The results show that the concept was rated as important to a high extent, which indicates that both the employees and managers of the Ministry recognised the importance of the Measurement concept and realised the need for its implementation in the Ministry.

6.2.3. Results of Rating the Principles

The first principle that was tested is the principle of "Customer is King". The sample was asked to rate to what extent the principle of "Customer is King" was important by responding to the statement that "Your organisation must regard the customer as a king (the quality of its services must be judged by the customers)". The results of rating this statement are illustrated in Table 6.2.16.

Table 6.2.16: Customer is King

Value Label	*Value*	*%* *(N)*	Employees	Managers
Very Important	1	57.7% (315)	69.7% (262)	31.7% (53)
Important	2	33.5% (183)	21.3% (80)	61.7% (103)
Uncertain	3	4.9% (26)	5.6% (21)	3.0% (5)
Not Important	4	1.6% (9)	1.1% (4)	3.0% (5)
Not Important at all	5	1.8% (10)	2.4% (9)	.6% (1)
Total		100% (546)	100.0% (376)	100.0% (167)
No Response = .5 (3)		*Mean Value = 1.556*		*Std Dev. = .815*

The results presented in Table 6.2.16 show that 57.7% of the respondents rated the principle as *very important*. Another 33.5% scored it as *important*. A further 4.9% of the respondents were *uncertain* about the principle's importance. The rest of the respondents rated the principle as *not important* (1.6%) and *not important at all* (1.8%). A percentage of .5 was a missing value. The mean rating of the principle (1.556) and the standard deviation (.815) show that the majority of the respondents rated the principle as *important*.

The results show that the employees rated the principle as more *important* than the managers, as 69.7% of the former rated it as *very important*, while only 31.7% of the managers does so. The majority of managers (61.7%) rated the principle as *important*. 5.6%

of employees and 3.0% of managers were *uncertain* about the importance of the principle or preferred not to rate it as *important* or *not important*. A low percentage (1.1%) of employees and (3.0%) of managers rated the principle as *not important*; but a higher percentage (2.4%) of employees rated it as *not important at all*, and a lesser percentage (.6%) of managers rated it as *not important at all*. The greater percentage of employees than managers rating the principle as *very important* may indicate that the employees recognised the lack of the principle's implementation, as a result of their involvement in matters and issues related to the customers, and their awareness that the implementation of the principle would contribute to understanding customers' needs and dealing with them more effectively.

However, the overall results of rating the principle imply that there was awareness amongst the employees and management of the Ministry of Interior about the importance of customers, and that there must be an emphasis in the Ministry on regarding the customer as a king and that the customer must judge the quality of services.

The second principle whose importance was explored was the principle of "Everyone Participates". The statement that "In your organisation employees and senior managers, as well as customers and suppliers must participate in the quality improvement process, if this process is to achieve its goals" was presented to the sample to identify to what extent the respondents rated the importance of the principle. The results of rating the statement are presented in Table 6.2.17.

Table 6.2.17: Everyone Participates

Value Label	Value	(N) %	Employees	Managers
Very Important	1	68.9% (376)	68.6% (258)	69.8% (118)
Important	2	24.5% (134)	26.3% (99)	20.7% (35)
Uncertain	3	4.8% (26)	4.0% (15)	6.5% (11)
Not Important	4	.9% (5)	.5% (2)	1.8% (3)
Not Important at all	5	.7% (4)	.5% (2)	1.2% (2)
Total		100% (546)	100.0% (376)	100.0% (169)

No Response = .2% (1)   Mean Value = 1.398   Std Dev. = .692

The results presented in Table 6.2.17 indicate that the principle was rated as *very important*, as 68.9% of the respondents rated it as *very important* and 24.5% as *important*. Therefore, it could be concluded that the principle was to a great extent seen as an important principle by the majority of respondents. A small percentage of the respondents were *uncertain* (4.8%), a smaller percentage (0.9%) rated it as *not important*, and even fewer percentage (0.7%) rated it as *not important at all*. The missing value was 0.2%. The mean score of 1.398 indicates that the majority of respondents scored the principle as *important* in general, while the variance of .692 indicates the way responses were spread.

The results show that both groups, to a great extent, rated the principle as an *important* one, as a large percentage (66.9%) of managers rated it as *very important* and a further 26.6% of them rated it as *important*. Only 5.3% of managers were *uncertain* about its importance, and 1.2% of them rated it as *not important*.

The results show that an almost equal percentage of employees and managers rated the principle as *very important*: 68.6% of employees and 69.8% of managers. 26.3% of employees rated the principle as *important*, compared with 20.7% of managers. A larger percentage of managers, than of employees, was *uncertain*, as 6.5% of them were *uncertain* and only 4.0% of employees were *uncertain*. The results indicate that 0.5% of employees

rated the principle as *not important*, and the same percentage of them rated it as *not important at all*. The results show that 1.8% of managers rated it as *not important* and 1.2% of them rated it as *not important at all*.

The results indicate, as stated earlier, that both the employees and managers recognised the importance of the principle to an equal extent, which suggests that both groups of the respondents believed firmly in the principle of involving everyone as an important factor in the improvement processes. This would suggest that there is awareness amongst the personnel of the Ministry of Interior about the importance of everyone participating, from the employees and management, to suppliers and customers. one respondent stated, "The principle of everyone participates seems to me to be the most important principle to be implemented in the Ministry of Interior and the Saudi public sector, since its implementation would provide the machinery to involve everyone in the improvement processes. Without this, factors such as decision-making, achievements in the improvement processes, etc. would remain dominated by the management. This would result in dissatisfaction of employees and their lack of concern for the improvement processes, and quality management itself, if the decision is taken to implement it in the Ministry".

The importance of the "Aligned Corporate Systems" principle was tested through offering the sample the statement that "Your organisation's systems must be corporate and supportive if you have to improve and achieve quality". The results of rating the importance of the principle are presented in Table 6.2.18.

Table 6.2.18: Aligned Corporate Systems

Value Label	Value	% (N)	Employees	Managers
Very Important	1	68.1% (372)	83.3% (280)	58.2% (92)
Important	2	20.0% (109)	13.7% (46)	39.9% (63)
Uncertain	3	2.0% (11)	2.4% (8)	1.9% (3)
Not Important	4	.2% (1)	.3% (1)	.0% (0)
Not Important at all	5	.2% (1)	.3% (1)	.0% (0)
Total		100% (546)	100.0% (336)	100.0% (158)

No Response = 9.5% (52)   Mean Value = 1.279   Std Dev. = .532

The results show that 68.1% of the respondents rated the principle as *very important*, and another 20.0% of them rated it as *important*. The percentage of those who were *uncertain* was 2.0%. The percentage of those who rated it as *not important* was 0.2%, and the percentage of those who rated it as *not important at all* was also 0.2%. The missing value was 9.5%. The mean of 1.279, with the percentages of those who rated the principle as *important*, confirms that the principle is regarded as *important* to a great extent.

The analysis of responses by occupational group shows that the employees rated the principle as *very important* to a great extent (83.3%) than the managers (58.2%). The largest percentage of the respondents who rated the principle as *important* were managers, as 39.9% of them rated it as *important*; only 13.7% of employees rated it as *important*. The results show that 2.4% of employees were *uncertain*, and 1.9% of managers were also *uncertain*. The results show that 0.3% of employees rated the principle as *not important*; an equal percentage of them (0.3%) rated it as *not important at all*. None of the managers rated the principle as either *not important* or *not important at all*.

Table 6.2.19 shows the results of rating the principle of "Continuous Improvement". To test the extent to which the respondents regarded the principle as *important*, the

statement, "The quality improvement process of your organisation must be carried out and regarded as a continuous process that never ends" was presented to the respondents.

Table 6.2.19: Continuous Improvement

Value Label	*Value*	% *(N)*	Employees	Managers
Very Important	1	78.5% (429)	76.9% (290)	82.7% (139)
Important	2	10.8% (59)	11.1% (42)	10.1% (17)
Uncertain	3	1.1% (6)	1.1% (4)	1.2% (2)
Not Important	4	9.2% (50)	10.6% (40)	6.0% (10)
Not Important at all	5	.2% (1)	.3% (1)	.0% (0)
Total		100% (546)	100.0% (377)	100.0% (168)

No Response = .2% (1)   Mean Value = 1.413   Std Dev = .916

The results show that 78.5% of the respondents rated the principle as *very important* and 10.8% of them rated it as *important*. Only 1.1% of the respondents were *uncertain* about that the importance of the principle. While 9.2% of respondents rated the principle as *not important*, 0.2% of them rated it as *not important at all*. The missing value was 0.2%. The mean of 1.413 indicates that the principle was seen as *important* to a great extent, with a small variance of .916.

The results show that the employees and managers *Agreed* to a great extent on the importance of the principle, as 76.9% of employees and 82.7% of managers rated it as *very important*; and another 11.1% of employees and 10.1% of managers rated it as *important*. A very small percentage (1.1%) of employees and (1.2%) of managers were *uncertain* about the principle's importance. In addition, 10.6% of employees and 6.0% of managers rated the principle as *not important*; and 0.3% of employees rated it as *not important at all*.

The results indicate that there was a general agreement, to a great extent, amongst employees and managers, that improvement processes need to be undertaken on a continuous basis.

Table 6.2.20 shows the results of rating of the "Quality Measurement" principle. The respondents were asked to rate to what extent the principle was significant by responding to the statement that "The quality improvement process of your organisation must be evaluated, reviewed, and measured if it is to achieve its planned goals".

Table 6.2.20: Quality Measurement

Value Label	*Value*	*%* *(N)*	Employees	Managers
Very Important	1	70.9% (387)	71.0% (264)	73.2% (123)
Important	2	16.1% (88)	15.3% (57)	18.5% (31)
Uncertain	3	11.5% (63)	13.2% (49)	8.3% (14)
Not Important	4	.2% (1)	.3% (1)	.0% (0)
Not Important at all	5	.2% (1)	.3% (1)	.0% (0)
Total		100% (546)	100.0% (372)	100.0% (168)

No Response = 1.1% (6)   Mean Value = 1.409   Std Dev = .714

The table shows that 70.9% of the respondents rated this principle as *very important* and 16.1% rated it as *important*. Only 11.5% were *uncertain* whether or not the principle was important. The results show that 0.2% of respondents rated the principle as *not important* and another 0.2% of them rated it as *not important at all*. The missing value was 1.1%. The mean of 1.409 and standard deviation of .714 indicate that almost all respondents rated the principle as *important*.

The results show that similarly a high percentages of the respondents from both groups rated the principle as *very important* (71.0% of employees and 73.2% of managers) and *important* (15.3% of employees and 18.5% of managers) but a relatively high

proportion (13.2% of employees and 8.3% of managers) were *uncertain* about the importance of the principle; the percentages of *uncertain* responses are high compared to the percentages for the other principles. Two respondents, each representing 0.3%, from the employees' level rated the principle as *not important* or *not important at all*. None of the respondents from the managers' level rated the principle as *not important* or *not important at all*.

The results show that the majority of the respondents from both groups were of the opinion that quality and its improvement processes need to be measured and evaluated in order to identify progress and achievements, and to achieve the organisation's goals. The results suggest that the personnel of the Ministry are aware of the importance of measurement, which implies their awareness of knowing the progress of quality.

The results presented and discussed above indicate that all of the elements, concepts, and principles presented to the sample were generally rated as *important*. This would suggest that the respondents, at both the managerial and employees' levels, were of the opinion that there is a need in the Ministry of Interior for the elements, concepts and principles' implementation in order to improve the quality of its services and the management process. This may also suggest that there is a lack for such elements, concepts, and principles' implementation and practice in the Ministry.

The following section examines whether or not the respondents' other demographic characteristics (Education Level, Place of Education, and Type of Occupation) affected their rating of the importance of the elements, concepts, and principles.

6.3 RESULTS INDICATING THE EFFECT OF THE DEMOGRAPHIC VARIABLES ON RATING THE IMPORTANCE OF THE MODEL'S FEATURES

This section presents the data indicating the extent to which the respondents' demographic characteristics affected the way they rated the importance of the elements, concepts and principles. The hypothesis tested throughout this section is:

"The respondents' level of education, place of education, and occupation level will be significantly related to the way the respondents perceived the importance of the concepts."

The effects of the demographic variables were tested by means of Chi-square test performed with SPSS. The test is used to illustrate whether or not there was a possible significant relationship between the respondents' demographic variables (independent variables) and the way the respondents rated the features of the model (dependent variables) with a probability level of $p< .05$ taken as criterion of significance.

The results presented in Table 6.3.1 show the extent of association between the respondents' Education and the way they rated the importance of the elements, concepts and principles.

Table 6.3.1 Chi-square and Means Showing the Effect of the Education Variable on Rating the Importance of the Model's Features.

Features		Chi-square		The Mean			
		Chi-Square	Asymp. Sig.	Intermediate (N= 36)	High School (N=180)	University (N= 281)	Master & Doctorate (N=49)
1	Vision	85.434	.00	1.17	1.23	1.62	1.76
2	Mission	12.095	.00	1.47	1.53	1.64	1.80
3	Strategy	19.145	.00	1.22	1.42	1.54	1.67
4	Values	103.174	.00	1.11	1.12	1.51	1.86
5	Key Issues	27.132	.00	2.25	1.52	1.80	1.86
6	Internal External Customers	21.319	.00	2.00	1.51	1.57	1.20
7	Customer Satisfaction	3.335	.34	1.83	1.53	1.53	1.43
8	Team Work	178.114	.00	1.53	2.28	1.25	1.08
9	Quality Through People	17.081	.00	1.89	1.43	1.40	1.12
10	Quality on all Agendas	3.030	.38	1.86	1.78	2.10	1.78
11	All Work is Process	37.115	.00	2.11	1.56	1.89	1.04
12	Management Commitment	12.643	.00	1.42	1.17	1.26	1.10
13	Prevention	89.170	.00	2.00	1.10	1.31	1.14
14	Continuous Improvement Cycle	28.138	.00	1.61	1.28	1.77	1.33
15	Measurement	33.700	.00	1.38	1.24	1.63	1.16
16	Customer is King	85.735	.00	2.08	1.22	1.65	1.84
17	Everyone Participates	20.994	.00	1.33	1.54	1.35	1.20
18	Aligned Corporate Systems	81.500	.00	1.36	1.05	1.37	1.65
19	Continuous Improvement	58.392	.00	1.44	1.07	1.69	1.06
20	Quality Measurement	64.530	.00	1.30	1.13	1.65	1.10

Note: Significant Chi-square values are at p<.05

Value (Very Important = 1, Important = 2, *Uncertain* = 3, Not Important = 4, Not Important at all = 5)

The results indicate that the variable of Education significantly affected the way the respondents rated the elements, concepts and principles, as it showed a significant association with the rating of all elements, concepts and principles, except the concepts of Customer Satisfaction and Quality on All Agendas. The mean scores indicate that respondents with High School, Master and Doctorate levels of education rated the elements, concepts and principles as more important than those with Intermediate or University levels

of education. The high rating of the elements, concepts and principles as important by the respondents with the High School level of education could be due to the fact that respondents with this level of education are more involved in the work processes, as the majority of them conduct the operative tasks and functions of the organisation; as a result, they may have noticed the lack of implementation of the elements, concepts and principles within their departments and units, and recognised the need for them to be introduced. The high rating of the elements, concepts and principles as important by the respondents with Master and Doctorate levels of education is possibly due to their level of education, which enabled them to recognise the status quo of the organisation and importance of the elements, concepts and principles.

Overall, the results indicate that when respondents are grouped by level of education, there are statistically significant differences between the means of the four groups of respondents in rating the importance of the elements, concepts and principles. This would support the hypothesis presented above.

The results presented in Table 6.3.2 show the extent to which the respondents' Place of Education affected the way the respondents rated the importance of the elements, concepts and principles.

Table 6.3.2 Chi-square and Means Showing the Effect of the Place of Education Variable on Rating the Importance of the Model's Features.

Features		Chi-square		The Mean			
		Chi-Square	Asymp. Sig.	Saudi (N=428)	USA (N=79)	UK (N=17)	Arab Countries (N=16)
1	Vision	11.991	.00	1.43	1.58	1.82	1.75
2	Mission	2.473	.48	1.61	1.57	1.88	1.50
3	Strategy	12.258	.00	1.51	1.39	1.82	1.13
4	Values	13.652	.00	1.34	1.57	1.76	1.25
5	Key Issues	5.900	.11	1.70	1.78	2.12	1.94
6	Internal External Customers	16.372	.00	1.58	1.37	1.24	1.81
7	Customer Satisfaction	4.396	.22	1.56	1.47	1.41	1.56
8	Team Work	40.892	.00	1.71	1.13	1.18	1.13
9	Quality Through People	3.904	.27	1.43	1.27	1.53	1.44
10	Quality on all Agendas	12.207	.00	2.01	1.65	2.00	1.63
11	All Work is Process	29.363	.00	1.82	1.24	1.35	1.56
12	Management Commitment	4.208	.24	1.22	1.22	1.24	1.44
13	Prevention	2.916	.40	1.26	1.29	1.18	1.31
14	Continuous Improvement Cycle	7.963	.04	1.62	1.30	1.35	1.44
15	Measurement	15.921	.00	1.50	1.27	1.00	1.38
16	Customer is King	29.791	.00	1.50	1.71	2.06	1.69
17	Everyone Participates	11.938	.00	1.38	1.42	1.29	1.87
18	Aligned Corporate Systems	33.257	.00	1.22	1.38	2.00	1.31
19	Continuous Improvement	16.048	.00	1.49	1.08	1.24	1.13
20	Quality Measurement	9.632	.02	1.45	1.22	1.24	1.38

Note: Significant Chi-square values are at p<.05

Value (Very Important = 1, Important = 2, *Uncertain* = 3, Not Important = 4, Not Important at all = 5)

The results indicate that there were statistically significant differences between the mean responses of respondents educated in different places, in rating the importance of 14 out of the 20 elements, concepts and principles.

Looking at the mean scores, it can be seen that respondents who had studied abroad rated the elements, concepts and principles as important to a greater extent than the other groups, which suggests that they were more aware of the elements, concepts and principles

than the other groups. This is possibly due to the lack of appropriate emphasis on quality management subject in the Saudi educational institutes.

The results indicate that the variable of place of education significantly affected the way the respondents rated the importance of the elements, concepts and principles. This would be consistent and support the hypothesis presented above.

The results shown in Table 6.3.3 indicate the extent to which the variable of Occupation affected the way the respondents rated the importance of the elements, concepts and principles.

Table 6.3.3 Chi-square and Means Showing the Effect of the Occupation Variable on Rating the Importance of the Model's Features.

Features	Chi-square		The Mean	
	Chi-Square	Asymp. Sig.	Administrative (N=509)	Technician (N=37)
1 Vision	.792	.37	1.47	1.58
2 Mission	.972	.32	1.59	1.85
3 Strategy	1.987	.15	1.49	1.48
4 Values	2.024	.15	1.37	1.70
5 Key Issues	.044	.83	1.74	1.73
6 Internal External Customers	.147	.70	1.54	1.58
7 Customer Satisfaction	.054	.81	1.54	1.58
8 Team Work	1.631	.20	1.61	1.36
9 Quality Through People	15.392	.00	1.38	1.91
10 Quality on all Agendas	3.911	.04	1.96	1.73
11 All Work is Process	.006	.93	1.72	1.64
12 Management Commitment	.845	.35	1.23	1.21
13 Prevention	34.736	.00	1.23	1.94
14 Continuous Improvement Cycle	.025	.87	1.56	1.52
15 Measurement	.005	.94	1.45	1.42
16 Customer is King	4.730	.03	1.54	1.79
17 Everyone Participates	.307	.58	1.40	1.36
18 Aligned Corporate Systems	4.250	.03	1.29	1.18
19 Continuous Improvement	1.059	.30	1.41	1.42
20 Quality Measurement	.001	.97	1.40	1.48

Note: Significant Chi-square values are at p<.05
Value (Very Important = 1, Important = 2, *Uncertain* = 3, Not Important = 4, Not Important at all = 5)

The results indicate that the respondents' type of Occupation did not have a great effect on their responses in rating the importance of the elements, concepts and principles, as it showed an effect on the rating of 5, out of 20, elements, concepts and principles. The five concepts and principles are: Customer is King, Aligned Corporate Systems, Quality Through People, Quality on All Agendas, and Prevention. The means of rating these concepts and principles indicate that the administrative respondents rated these concepts and principles as important to a greater extent than did the technicians. That is, possibly because of their familiarity with the concepts and principles, as the concepts mainly dealt with the administrative aspects and factors of the Ministry.

However, in general, the results indicate that the Occupation variable did not affect the way the respondents rated the elements, concepts and principles. This would be inconsistent with the hypothesis raised earlier.

6.4 RESULTS INDICATING THE EXTENT TO WHICH THE MODEL'S ELEMENTS, CONCEPTS AND PRINCIPLES ARE BEING PRACTISED

In this part of the questionnaire, the respondents were presented with several statements related to each of the model's Features, to identify to what extent they were already in practice within the Ministry of Interior. The purpose of this was to assess the compatibility between the concepts and the environment of the Ministry of Interior.

Altogether, there were 72 statements, arranged under 20 headings (see the questionnaire). For the purpose of presentation and analysis, the responses were reclassified such that the responses of *"strongly Agree"* were merged with *"Agree"*, and *"strongly disagree"* answers were merged with *"disagree"*; thus, yielding only three groups of responses, namely, *"Agree," uncertain,"* and *"disagree."* In addition, the responses of the managers from different levels were merged together yielding only two groups of respondents, namely, "employees" and "managers". It should be noted that for these two groups, only the percentages of *"Agree"* responses are provided in the Tables; the responses of *"uncertain"* and *"disagree"* are omitted since the main concern is to identify to what extent each group of the respondents *Agreed* that the practice in questions was prevalent in the Ministry.

6.4.1 Results of Rating the Elements

The element of Vision refers to the organisation's future desired state, the situation in which it intends to be. The vision serves to guide day-to-day actions and activities at all organisational levels and in all functions. To identify whether or not there was a vision in the Ministry of Interior, the respondents were offered four statements relating to this element. The results of rating the statements are provided in Table 6.4.1.

Table 6.4.1. Vision

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	*Uncertain % (N)*	*Disagree % (N)*	**Employees (n=377)**	**Managers (n=169)**
1. In your organisation, there is a clear and written vision statement that helps you to understand the purpose of your organisation's existence.	29.5% (161)	34.6% (188)	35.9% (196)	25.7% (97)	37.9% (64)
2. Your organisation's vision statement is based on what your customers want you to be.	34.8% (190)	36.1% (192)	29.1% (159)	24.7% (93)	57.4% (97)
3. You all, employees and senior managers, conduct your daily work activities according to your organisation's vision.	34.6% (189)	34.4% (182)	31.0% (169)	23.1% (87)	60.4% (102)
4. All of your organisation's systems and functions work to achieve the corporate vision.	32.2% (176)	38.8% (208)	29.0% (158)	20.2% (76)	59.2% (100)
"Vision" Mean %	32.8%	36.0%	31.2%	23.4%	53.7%

As shown in Table 6.4.1, the responses of rating the statements related to the element of Vision are almost equally distributed. In response to the first statement, 29.5% of the respondents *Agreed* that there was a clear vision statement in the Ministry. A slightly higher percentage (34.6%) of respondents was *uncertain* about whether or not there was a vision statement and an almost equal percentage (35.9%) of the respondents *disagreed* that there was a vision statement in the Ministry. Since the responses to the statement are evenly distributed and do not indicate clearly whether or not there is a vision statement, the percentage of agreement among the managers should be taken as an indicator of the existence of a vision statement, since such a statement would have been written and designed by them. The results show that only 25.7% of employees *Agreed* with the statement, indicating that the majority of them either *disagreed* or were *uncertain* about the

vision. The managers seem to be more in agreement with the statement than employees, as 37.9% of them *Agreed* with it; but the largest percentage of the managers were either *uncertain* or *disagreed* with the statement. Since the majority of managers were either *uncertain* or *disagreed*, it could not be said with certainty that there is a vision statement in the Ministry.

The responses to the second statement show that 34.8% of the respondents *Agreed* with the statement; 36.1% of the respondents were *uncertain* about the statement; and 29.1% of the respondents *disagreed* with the statement. Employees were less inclined than managers to *Agree* with the statement; it seems that the managers may have felt that the organisation's vision should be based on what its customers want it to be, although they knew there was no formal expression of such a vision. Since most respondents thought there was no vision statement, they did not *Agree* with the second statement.

The responses to the third statement show a similar distribution to those for the second statement. The results show that 34.6% of the respondents *Agreed* with the statement; 34.4% of the respondents were *uncertain* about it; and 31.0% of the respondents *disagreed* with the statement. Whereas only 23.1% of employees *Agreed* with the statement, 60.4% of managers *Agreed* with it. The results indicate an equal distribution of the responses between *Agree, uncertain* and *disagree*. Since the results of the first two statements indicated that there was no vision statement in the Ministry, it could not be assumed that the daily work conducted and the activities of the Ministry are based on its vision statement's objectives.

In response to the last statement, 32.2% of the respondents *Agreed* with the statement; 38.8% of them were *uncertain*; and 29.0% *disagreed* with it. The results show that the majority of the respondents who *Agreed* with the statement were managers, as 59.2% of them *Agreed* with it compared with only 20.2% of employees. The responses are evenly distributed among *Agree, uncertain* and *disagree*. Thus, it could not be said that the organisation's systems and functions work to achieve the corporate vision since there is a lack of vision itself.

The results of rating the statements related to the element of Vision clearly indicate that there is a lack of a clear vision statement in the Ministry. Since there is no clear vision available, the work conducted may lack direction, and fail to meet or achieve stated goals and objectives. The work seems to be conducted and performed on a day-to-day basis, instead of according long-term planned goals.

The results of rating the element as an important element also indicate that there is a lack of a clear vision statement within the Ministry, and that there is a need for such a statement; and as a result, there is a need for implementing the element.

The mean percentages show that 32.8% of the respondents *Agreed* with the statements; 36.0% of them were *uncertain*; and 31.2% *disagreed* with the statements. The results show that 23.4% of employees *Agreed* with the statements and 53.7% of managers *Agreed* with them. It should be noted that the high percentages of managers agreeing with some statements does not necessarily imply that there is a vision statement in the Ministry, since they *disagreed* to a large extent with the first statement, which concerned the existence of such a statement.

The element of Mission refers to a set of objective statements allied to vision to achieve the organisation's future desired objectives. The practice of this element was investigated by presenting the respondents with three statements. The results of rating the statements are shown in Table 6.4.2.

Table 6.4.2. Mission.

Question	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % *(N)*	*Uncertain* % *(N)*	*Disagree* % *(N)*	Employees (n=377)	Managers (n=169)
1. In your organisation, there is a clear and written mission statement that directs you to achieve your organisation's future and desired objectives.	38.3% (209)	33.5% (181)	28.2% (154)	24.4% (92)	69.2% (117)
2. The overall aim of your mission statement is to satisfy your customers.	48.0% (262)	17.6% (94)	34.4% (188)	40.8% (154)	63.9% (108)
3. Your senior managers are serious and involved personally to ensure that your mission's objectives are met.	39.6% (216)	18.9% (102)	41.5% (227)	27.1% (102)	67.5% (114)
"Mission" Mean %	41.8%	23.3%	34.7%	30.8%	66.9%

The responses to the first statement show that 38.3% of the respondents *Agreed* that there is a clear mission statement in the Ministry; 33.5% of the respondents were *uncertain* about this fact; and 28.2% of the respondents *disagreed* with the statement. The majority of the respondents who *Agreed* with the statement were managers, as 69.2% of them *Agreed* with it, whereas only 24.4% of employees did so. The percentage of managers agreeing with the statement implies that the managers felt that there was a mission statement; but the employees seem to be in disagreement with this fact or *uncertain* about it, since a low percentage of them *Agreed* with the statement. However, the overall results of the statement indicate that the majority of the respondents either *disagreed* with the statement or were *uncertain* about it; only 38.3% of the respondents *Agreed* with the statement, which could not be compared with the percentages of those who *disagreed* and were *uncertain*, which indicate that there is no a mission statement in the Ministry. Based on these results, it could not be said that there is a mission statement in the Ministry. A respondent stated that "The overall aim objective of the Ministry is to provide particular and specific public services to the citizens in the country. Some of these services are sensitive in such a way that it is

difficult to make them known. Thus, it is difficult to state what are the objectives of the Ministry; as a result, it is difficult to know or clarify its service mission, even if there was a mission statement".

The responses to the second statement show that 48.0% of the respondents *Agreed* that the overall aim of the mission statement is to satisfy the customers. 17.6% of the respondents were *uncertain* about this, and 34.4% of the respondents *disagreed*. The results show that 40.8% of employees *Agreed* with the statement and 63.9% of managers *Agreed* with it. The results, particularly the percentage of managers agreeing with the statement, seem to suggest that the overall aim of their mission is to satisfy their customers. Comparing the results of this statement with the results of the first statement reveals on inconsistency between the results, as in the first statement a small percentage of the respondents *Agreed* with the statement, indicating that there was a lack of a mission statement, but in this statement the majority of them *Agreed* that the aim of their mission statement, is to satisfy their customers. Since there is no mission statement, or at least this mission could be unclear for may personnel, it cannot be said that the aim of the Ministry is to satisfy the customers.

The responses to the third statement indicate that 39.6% of the respondents *Agreed* that the senior managers are serious and personally involved to ensure fulfilment of the objectives of the mission, 18.9% of the respondents were *uncertain*; and 41.5% *disagreed* with the statement. The majority of the respondents who *Agreed* with the statement were managers, as 67.5% of them *Agreed* with it, whereas only 27.1% of employees did so. Based on the responses to the first statement and the percentages of the respondents who *disagreed* with this statement, it could be concluded that there is no clear mission statement in the Ministry; thus, the management could not be committed to ensure that the mission's objectives are met.

The mean of the percentages indicate that 41.8% of the respondents *Agreed* with the statements related to the concept of Mission; 23.3% were *uncertain*; and 34.7% *disagreed* with the statements. Looking at occupational group, 30.8% of employees and 66.9% of managers *Agreed* with the statements.

The element of Strategy refers to the organisation's plans for the future, which are related and tied with the organisation's vision and mission. The results indicating to what extent this element is being practised within the Ministry of Interior are presented in Table 6.4.3.

Table 6.4.3. Strategy.

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % *(N)*	*Uncertain* % *(N)*	*Disagree* % *(N)*	**Employees (n=377)**	**Managers (n=169)**
1. In your organisation, there is a clear and written strategy.	30.4% (166)	28.0% (153)	41.6% (227)	26.0% (98)	40.2% (68)
2. The overall aim of your strategy is to satisfy your customers and produce high-quality services with less cost.	22.5% (123)	37.7% (203)	39.8% (217)	18.3% (69)	32.0% (54)
3. Your strategy guides you to understand what is required from you in the work place.	23.4% (128)	38.3% (206)	38.3% (209)	19.6% (74)	32.0% (54)
"Strategy" Mean %	25.4%	34.7%	39.9%	21.3%	34.7%

The responses to the first statement show that only 30.4% of the respondents were of the opinion that there was a clear and written strategy in the Ministry; 28.0% of the respondents were *uncertain*, and 41.6% of the respondents *disagreed*. The employees and managers showed only a low level of agreement with the statement, as only 26.0% of employees *Agreed* with the statement and 40.2% of managers *Agreed* with it, indicating that the majority of them either *disagreed* or were *uncertain*. The results clearly indicate that the Ministry is lacking a clear strategy. In this regard, a respondent stated, "If we regard the Government's overall strategic five-year plans, which encompass the Ministry's plans, as strategies, then we can say that we have a strategy; but if we relate this strategy to the one described in the survey, to our best knowledge, there seems to be no such strategy".

The responses to the second statement show that only 22.5% of respondents *Agreed* with the statement, that the aim of the Ministry's strategy was to produce high quality services, while 37.7% of the respondents were *uncertain*; and 39.8% of the respondents *disagreed* that the overall aim of the Ministry's strategy is to satisfy its customers. The results of rating this statement suggest that the overall aim of the Ministry's strategy is not to satisfy the customers and produce high quality services.

Due to the lack of a strategy, 38.3% of respondents *disagreed* and another 38.3% of them were *uncertain* about the third statement, which stated that the strategy guides them to understand the work. Only 23.4% of the respondents *Agreed* with the statement.

For the last two statements, 18.3% of employees and 32.0% of managers *Agreed* with the second statement; and 19.6% of employees and 32.0% of mangers *Agreed* with the last statement, meaning that both groups of respondents *Agreed* to a very low extent with the statements.

The results indicate that the Ministry does not have a clear long-term strategy, which has as its overall aim to satisfy customers and which guides employees to understand what is required from them in the workplace. This could be a result of the lack of clear vision and mission statements, since the three concepts are related together and serve each other. The lack of strategy could be also due to the lack of long-term planning and appropriate forecasting of the future, and emphasis on short-term objectives. However, the element was rated as to an important element (see Table 6.2.3), which indicates that there is a need for its implementation.

The means of the percentages show that the statements related to the element of Strategy are negatively rated to a large extent, as only 25.4% of the respondents *Agreed* with the statements; 34.7% of the respondents were *uncertain*; and 39.9% of them *disagreed* with the statements. Only 21.3% of employees and 34.7% of managers *Agreed* with the statements.

The term values or the element of Values refers to the set of basic beliefs that serves as a source of cohesion and unity between an organisation's employees and management.

The values also serve as indicators whether or not the organisation's actions and activities are meeting customers' requirements. Responses on questions relating to values were as presented in Table 6.4.4.

Table 6.4.4. Values.

Question	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % *(N)*	*Uncertain* % *(N)*	*Disagree* % *(N)*	Employees (n=377)	Managers (n=169)
1. Your organisation is keen to be known as accessible to its customers.	46.9% (256)	26.9% (147)	26.2% (143)	37.9% (143)	66.9% (113)
2. Your organisation values the safety of its customers.	48.2% (263)	47.8% (257)	4.0% (22)	37.9% (143)	71.0% (120)
3. Your organisation trains its staff to be courteous to its customers.	47.6% (260)	16.1% (83)	36.3% (198)	35.0% (132)	75.7% (128)
4. Your organisation communicates with its customers in language that they understand.	61.0% (333)	14.7% (78)	24.3% (133)	54.9% (207)	74.6% (126)
5. Your organisation provides its employees with appropriate training to perform their tasks.	38.8% (212)	15.2% (77)	46.0% (251)	25.5% (96)	68.6% (116)
6. Your organisation provides its customers with reliable services.	51.5% (281)	25.3% (135)	23.2% (127)	42.7% (161)	71.0% (120)
7. The employees in your organisation are responsive to the customer's requirements.	46.3% (253)	10.3% (52)	43.4% (237)	39.0% (147)	62.7% (106)
8. The quality of your organisation's services is tangible.	32.2% (176)	47.3% (249)	20.5% (112)	30.0% (113)	37.3% (63)
9. The employees in your organisation understand and know the needs and expectations of their customers.	53.8% (294)	36.8% (200)	9.4% (51)	56.0% (211)	49.1% (83)
"Values" Mean %	47.4%	26.7%	25.9%	39.9%	64.1%

The responses to the first statement show that 46.9% of the respondents *Agreed* that the Ministry is keen to be known as accessible to its customers. 26.9% of the respondents were *uncertain* about this; and an equal percentage of the respondents (26.2%) *disagreed* with the statement. The highest level of agreement was among managers, as 66.9% of them *Agreed* with the statement, compared with 37.9% of employees. The results suggest that the management of the Ministry is keen for the Ministry to be known as accessible to its customers. Since this the case, it could be said that the first value, which Ministry believes in, is the value of ease of access.

The responses to the second statement show that, while a small percentage (4.0%) of the respondents *disagreed* that the Ministry values the safety of its customers. 47.8% of the respondents were *uncertain* about this point and 48.2% of the respondents *Agreed* that the Ministry values the safety of its customers. The results suggest that the Ministry is concerned about the safety of its customers and takes this matter as a value and part of its culture. This conclusion could be supported by the large percentage (71.0%) of the managers agreeing with the statement; although a smaller percentage (37.9%) of employees *Agreed* with it. Accordingly, it could be said that the Ministry and its management believe in customer safety and regard this matter as a basic value of its culture.

The responses to the third statement show that 47.6% of the respondents *Agreed* with the statement and believed that the Ministry trains its staff to be courteous to its customers. Only 16.1% of the respondents were *uncertain*. 36.3% of them *disagreed* with the statement. The majority of the respondents who *disagreed* with the statement were employees, as only 35.0% of them *Agreed* with the statement. In contrast, 75.7% of managers *Agreed* with the statement. The general results of rating the statement show that a large percentage of the respondents *Agreed* that the Ministry trains its staff to be courteous, but the staff, or employees, *disagreed* with this fact to a large extent, as a small percentage of them *Agreed* with the statement. As a result, it could be said that the Ministry may train some of its staff, particularly those who are at the management levels, but not necessarily all of them. This would explain the large percentage of managers who *Agreed* with the statement. However, it could not be said that the Ministry believes in training its staff to be courteous to customers to a large extent and regards this as a very important value.

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The responses to the fourth statement show that 61.0% of the respondents *Agreed* that the Ministry communicates with its customers in a language that they understand. Only 14.7% of the respondents were *uncertain* about this and 24.3% of the respondents *disagreed* with the statement. The results indicate that both employees and managers *Agreed* with the statement to a large extent, as 54.9% of employees and 74.6% of managers *Agreed* with it. The agreement of both groups of the respondents is high enough to conclude that the Ministry believes in communicating with the customers in a language that the customers understand, and it takes this concept as a value and part of its culture.

In responses to the fifth statement, only 38.8% of the respondents *Agreed* that the Ministry provides its employees with appropriate training to perform their tasks. Whereas 15.2% of the respondents were *uncertain* about this, the rest of the respondents (46.0%) *disagreed* with the statement. The majority of the respondents who *disagreed* with the statement seem to be employees, as only 25.5% of them *Agreed* with the statement, whereas 68.6% of managers *Agreed* with the statement, indicating that the managers felt that they are providing their employees with such training; but this could not be taken as an indicator that the Ministry is training its staff appropriately, since this may express the point view of managers only. The low percentage of employees agreeing with the statement indicates that they are not trained well, since they know better than the managers whether they were trained or not. As a result, it could not be said that the Ministry believes in training its staff, to enable them to perform their tasks better, as a value.

The results relating to the sixth statement show that 51.5% of responses *Agreed* that the Ministry provides its customers with reliable services, 25.3% were *uncertain*, and 23.2% of them *disagreed.* The results show that the managers *Agreed* with the statement more than employees, as 71.0% of the managers *Agreed* with the statement and 42.7% of employees *Agreed* with it. These findings suggest that the Ministry believes in providing its customers with reliable services; thus, it could be said that the Ministry believes in providing reliable services as a value.

Responses to the seventh statement show that 46.3% of the respondents believed that the employees of the Ministry are responsive to the customers' requirements; but a similar percentage (43.4%) *disagreed* with the statement; and 10.3% of them were *uncertain*. The majority of the respondents who *disagreed* with the statement seem to be employees, as only 39.0% of them *Agreed* with the statement. The managers were more inclined to *Agree* with the statement, as 62.7% of them *Agreed* with the statement. Since the general responses are equally distributed between *Agree* and *disagree*, it is hard to say whether or not the employees are responsive to the customers' requirements. As a result, it would be useful to take the responses of the employees themselves as an indicator to understand whether or not they are responsive. As the results indicate, the employees gave only low agreement, indicating that they felt that they are not responsive; thus, it could be said that the employees of the Ministry are not responsive to its customers' requirements and demands.

The responses to the eighth statement show that only 32.2% of the respondents *Agreed* that service quality in the Ministry is tangible; and 20.5% of them *disagreed* with the statement. Almost half of the respondents were *uncertain*. The results show that among both employees and managers, agreement with the statement was low, as only 30.0% of employees and 37.3% of managers *Agreed* with it. The results seem to suggest that the respondents were *uncertain* about whether or not service quality is tangible; as a result, it could not be said whether or not that the Ministry believes in making quality tangible as a value.

Regarding the last statement, 53.8% of the respondents *Agreed* that the employees know and understand their customers needs and expectations. 36.8% of the respondents were *uncertain*. Only 9.4% of the respondents *disagreed* with the statement. The largest percentage of the respondents who *Agreed* with the statement were employees, as 56.0% of them *Agreed* with the statement, while 49.1% of managers did so. Since the reason behind the statement was to know whether or not the employees know their customers needs, and since the employees *Agreed* with the statement to large extent, it could be said that the employees understand and know their customers' needs and expectations.

The results indicate that the Ministry may have a set of values, since some of these values are being practised within the Ministry and it believes in them. However, the high rating of the concept as an important concept (see Table 6.2.4) indicate that there might be a need for a better utilisation of the existing values and promoting them further within the organisation.

The element of Key Issues refers to any issue that results in customer dissatisfaction due to poor quality, such as delay in service delivery or long waiting time. It also refers to any issues raised by the customer that may lead to customer satisfaction. Three statements were presented to the sample to assess to what extent these issues were given attention by the organisation. The responses to the statements were as presented in Table 6.4.5.

Table 6.4.5. Key Issues.

Statements	% of Respondents (n = 546)			% of *"Agree"* Among:	
	Agree % *(N)*	*Uncertain* % *(N)*	*Disagree* % *(N)*	Employees (n=377)	Managers (n=169)
1. In your organisation, you respect your customers' suggestions and deal with them seriously.	47.3% (258)	15.4% (84)	37.3% (204)	36.1% (136)	72.2% (122)
2. In your organisation, you deal with poor quality issues raised by your customers seriously and take actions.	43.8% (239)	6.2% (31)	50.0% (273)	32.1% (121)	69.8% (118)
3. In your organisation, you believe that the quality issues raised by your customers are your guidelines in your quality improvement initiative.	24.9% (136)	16.5% (88)	58.6% (320)	18.6% (70)	39.1% (66)
"Key Issues" Mean %	38.7%	12.7%	48.6%	28.9%	60.4%

There were mixed feelings about whether or not the organisation dealt with customers' quality dissatisfaction issues with much concern. For the first statement, 47.3% of the respondents *Agreed* that they deal with customers' suggestions seriously and respect them. Only 15.4% of the respondents were *uncertain*; and 37.3% *disagreed* with the

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statement. The results show that the managers *Agreed* with the statement to a greater extent than employees, 72.2% and 36.1% respectively. The results suggest that the managers deal with customers' suggestions seriously and take them into account more than employees, indicating that there is awareness at the management level in the Ministry about the importance of the issues raised by the customers.

In response to the second statement, 43.8% of the respondents *Agreed* that they deal seriously and effectively with issues of poor quality raised by the customers. Only 6.2% of the respondents were *uncertain*. 50.0% of the respondents, however, were of the opinion that they do not take action to remedy the causes of customer dissatisfaction. As with the first statement, the majority of the respondents who *Agreed* with the statement were managers, as 69.8% of them *Agreed* with he statement, compared to 32.1% of employees. The results imply that there was a feeling at the management level that the employees should deal with the issues raised by the customers and take actions to tackle them or investigate their causes, but the employees seem not to be doing so, judging by the percentage of them who *Agreed* with the statement. As a result, it could be said that the employees are not dealing seriously with the issues raised by the customers.

The responses to the third statement show that only 24.9% of the respondents *Agreed* that they take the issues raised by the customers as guidelines for improvement and to know whether or not that their customers are satisfied with their services. 16.5% of the respondents were *uncertain*. Quite a large percentage (58.6%) of respondents reported that they do not regard the issues raised by the customers as guidelines to improve the quality of services. The results show that comparatively few employees and managers *Agreed* with the statement, as only 18.6% of employees and 39.1% of managers *Agreed* with it, indicating that the issues raised by the customers are not being taken as guidelines to improve the quality of services in the Ministry.

The ratings of the statements indicate that the personnel of the Ministry, particularly the managers, respect the issues raised by the customers and take them seriously, but do not regard them as guidelines for improving the services of the Ministry, and they do not take serious action to tackle these issues or try to investigate the causes of these issues. The

results suggest that although the issues resulting in customer dissatisfaction are taken seriously, they are not dealt with seriously. This could be due the lack of appropriate systems to deal with quality problems raised by customers.

The results of rating the statements of the concept are consistent with the results of rating the statements related to the Customer is King and Customer Satisfaction concepts, as the findings suggest that the concepts are not being practised.

The mean percentages for the three statements show that 38.7% of the respondents *Agreed* with statements; 12.7% of the respondents were *uncertain*; and 48.6% of the respondents *disagreed* with the statements, indicating that the statements in general were rated negatively. The results also show that 28.9% of employees *Agreed* with the statements, and 60.4% of managers *Agreed* with them, indicating that the managers were more in agreement with the statements than employees.

6.4.2 Results of Rating the Practice of Operational (Micro) Concepts

The concept of Internal and External Customers means that the customer includes both the external and internal customers. Internal customers are the organisation's employees or departments. The respondents were asked to rate four questions pertaining to their relationships with each other, and the status of the inter-departmental functional relationships in the Ministry. The results are presented in Table 6.4.6.

The results provided in Table 6.4.6 show that a large percentage (55.7%) of respondents felt that the employees working in their departments did not treat their colleagues as their customers. Only 30.0% of the respondents *Agreed* with the first statement. The rest of the respondents (14.3%) were *uncertain* whether or not the employees in the Ministry's departments were treating each others as customers.

Table 6.4. 6. Internal and External Customers

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	*Uncertain* % (N)	*Disagree* % (N)	Employees (n=377)	Managers (n=169)
1. In your department, the employees treat their colleagues as their customers.	30.0% (164)	14.3% (78)	55.7% (304)	25.7% (97)	39.6% (67)
2. In dealing with other departments, you feel that you are treated as a customer of these departments.	34.4% (188)	6.2% (32)	59.4% (324)	25.7% (97)	53.8% (91)
3. In your department, there is a basic belief that in order to satisfy the external customers, the employees need to be satisfied first.	34.3% (187)	15.2% (77)	50.5% (276)	27.6% (104)	49.1% (83)
4. Your department has good and supportive relations with the other departments because it treats the other departments as its customers.	39.0% (213)	15.2% (83)	45.8% (250)	25.7% (97)	68.6 (116)
"Internal and External Customers" Mean %	34.4%	12.7%	52.8%	26.2%	52.8%

The results presented above imply that the employees of the Ministry are unaware about the concept of internal customers and do not treat each others as customers. This impression is also confirmed by the low percentages of the employees and managers agreeing with the statement, as only 25.7% of the employees *Agreed* with the statement and 39.6% of the managers *Agreed* with it. The rest of them either *disagreed* or were *uncertain*.

The results for the second statement show that 59.4% of the respondents felt that they were not considered and treated as customers when dealing with the other departments. Only 34.4% of the respondents reported that they were so treated. The rest of the respondents (6.2%) were *uncertain* on this point. The results show that only 25.7% of the employees *Agreed* with the statement, whereas and 53.8% of the managers *Agreed* with it. The high percentage of the managers agreeing with the statement would suggest that the

managers may have felt that they were treated as customers when dealing with other managers, and probably with the employees of the other department, due to their positions; but the employees seem not to be treated as customers when dealing with other departments. In other words, the internal customer concept may be implemented at the managerial levels in the Ministry, but there may be less practice of it at the lower levels.

In response to the third statement, 50.5% of the respondents reported that in their departments there was no belief in satisfying internal customers in order to satisfy external customers. 34.3% of respondents reported that this concept was applied within their departments, but 15.2% of the respondents were *uncertain* about this. Thus, overall, the feeling was that the concept of satisfying internal customers within the departments of the Ministry as a prerequisite for external customer satisfaction was not implemented. This is confirmed by the low percentage (27.6%) of employees agreeing with the statement. The managers *Agreed* with the statement to a greater extent (49.1%) than the employees, but this does not necessarily mean that there was a commitment to internal customer satisfaction within the departments of the Ministry. The high percentage of managers agreeing with the statement may mean that the managers felt that there was a belief of such a concept in their departments; it could be that managers felt that they treated each others as customers and thus supposed that the concept is being practised at the lower levels of the Ministry.

The last statement concerned perceptions of good inter-departmental relationships due to the practice of the internal customer satisfaction concept. The results show that a large percentage (45.8%) of the respondents *disagreed* that there was a good relationship between their departments and other departments due to the concept of internal customer satisfaction. 15.2% of the respondents were *uncertain*; and only 39.0% of the respondents *Agreed* with the statement. The majority of the respondents who *Agreed* with the statement were managers, as 68.6% of them *Agreed* with the statement. The employees *Agreed* with the statement to a lesser extent than the managers, as only 25.7% of them *Agreed* with the statement.

The responses to the last statement indicate that respondents did not generally feel that good relationships perceived between the departments of the Ministry because of the concept of internal customer satisfaction though there could be good relationships because of some other factors. Accordingly, it could be said that the concept of internal customer satisfaction has not been recognised as an important factor in creating good relationships between the departments of the Ministry or enhancing the existing relationships between the departments.

The results in Table 6.4.6 show that the mean responses to the statements related to the concept of Internal and External Customers incline towards *disagree*, indicating that the respondents were in disagreement, to a large extent, with the statements related to this concept as only 34.4% of the respondents *Agreed* with the statements. The majority of the respondents (52.8%) *disagreed* with the statements, while 12.7% of the respondents were *uncertain* about them.

Comparing the results of rating the importance of the concept (Table 6.2.6) with the rating of its practice, indicates that the concept is perceived as not being practised, despite being regarded as very important. This would lead to a conclusion that there is a need for efforts to implement the concept.

The concept of "customer satisfaction" means meeting and exceeding customers' requirements and expectations. The conceptualisation of customer satisfaction as perceived by the respondents included in this study was evaluated by asking them to rate three statements relating to the Customer Satisfaction concept. The responses are presented in Table 6.4.7.

The responses to the first statement show an equal distribution between agreement and disagreement. The results show that 43.8% of the respondents *Agreed* with the statement, and 43.2% of them *disagreed* with it. A small percentage (13.0%) of the respondents were *uncertain* about the statement. The results indicate that there were conflicting opinions amongst the respondents about the extent to which customers make complaints about the work conducted, or the services provided to them, by the Ministry's

employees. Only 40.3% of the employees *Agreed* with the statement, compared with 51.5% of the managers. Those percentages, like the overall response, do not allow it to be said with certainty that customers rarely make complaints about the services. Since the responses to the first question do not provide a clear picture about whether or not there were complaints from the customers, the responses to the second and third statements, which concern customers' reactions to specific aspects of the Ministry's services, may help to gauge the level of customer satisfaction.

Table 6.4.7. Customer Satisfaction.

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % *(N)*	*Uncertain* % *(N)*	*Disagree* % *(N)*	**Employees** (n=377)	**Managers** (n=169)
1. Your external customers rarely make complaints about your work.	43.8% (239)	13.0% (71)	43.2% (236)	40.3% (152)	51.5% (87)
2. Your external customers are satisfied about the time spent on dealing with the services required by them.	33.3% (182)	17.4% (93)	49.3% (269)	30.2% (114)	40.2% (68)
3. Your external customers rarely find errors in your work and services provided to them.	31.9% (174)	20.5% (106)	47.6% (260)	26.8% (101)	43.2% (73)
"Customer Satisfaction" Mean %	36.3%	17.0%	46.7 %	32.4%	45.0%

The responses to the second statement show that there was a feeling among 49.3% of the respondents that the external customers were not satisfied with the time the employees of the Ministry spend on dealing with their affairs. In contrast, 33.3% of the respondents were of the opinion that the customers are satisfied, and only 17.4% of the respondents were *uncertain* about the issue raised in the statement. The results show that 30.2% of the employees *Agreed* with the statement, and 40.2% of the managers *Agreed* with it. This would indicate that the majority of the respondents from both groups

disagreed with the statement, since the percentage of the respondent who were *uncertain* is very low as compared to the percentage of those who *disagreed* with the statement.

The overall responses to the second question imply that the customers were not satisfied with the time spent by the Ministry's employees on dealing with their issues. As a result, it could be said that the employees seem not to be giving customers' requirements enough attention and providing the customers with services on time, or devoting enough time to dealing with these requirements.

The responses to the third statement show that 47.6% of the respondents *disagreed* with the proposition that external customers rarely found errors in the services rendered to them by the employees of the Ministry. Only 31.9% of the respondents *Agreed* that the customers rarely find errors in the work and services, while 20.5% of the respondents were *uncertain* about the statement. Both the employees and managers showed a low level of agreement with the statement, but employees were less in agreement than managers. The results seem to suggest that the respondents recognised that their customers are not satisfied with the services they are providing because of the errors associated with these services.

The responses to the second and third statements indicate that the respondents were of the opinion that the customers are not satisfied with the services provided to them. This would suggest that they may make complaints about these services, but the 43.8% of respondents who *Agreed* with the first statement may be unaware of these complaints or not take them seriously.

The mean of responses to the three statements inclines toward *disagree*, as overall, the percentage of the respondents who *disagreed* was 46.7%, the percentage of them who were *uncertain* was 17.0%, and the percentage of those who *disagreed* was 36.3%. The results indicate that the respondents in general were in disagreement with the statements related to the concept of Customer Satisfaction, which means that the concept is not being well practised within the Ministry; as a result, it could be said that there is a lack of the Customer Satisfaction concept within the Ministry. The results suggest that there might be

a lack of guiding procedures that could lead the employees in the Ministry to satisfy their customers.

The concept of Teamwork emphasises on forming quality improvement teams. The respondents were asked to rate to what extent the team spirit was promoted within the Ministry. The results of rating the Teamwork concept are presented in Table 6.4.8.

Table 6.4.8. Teamwork

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	*Uncertain % (N)*	*Disagree % (N)*	**Employees (n=377)**	**Managers (n=169)**
1. In your department, the employees, as well as management, recognise the importance of teamwork.	47.1% (257)	20.1% (101)	32.8% (179)	37.1% (140)	69.2% (117)
2. In your department, the teamwork method is recognised as a critical working method.	35.0% (191)	10.8% (53)	54.2% (296)	32.6% (123)	40.2% (68)
3. In your department, the employees are trained to work in teams to be creative and able to solve problems.	17.6% (96)	9.0% (45)	73.4% (401)	11.9% (45)	30.2% (51)
"Teamwork" Mean %	**33.2 %**	**13.3 %**	**53.5 %**	**27.2%**	**46.5%**

The results indicate that 47.1% of the respondents *Agreed* that they recognise the importance of teamwork, 20.1% of the respondents were *uncertain*, and 32.8% of the respondents *disagreed* that the personnel of the Ministry recognise the importance of teamwork. The results indicate that the managers were more confident than employees that the importance of teamwork is recognised as 69.2% of the managers *Agreed* with the statement, and only 37.1% of the employees *Agreed* with it; the largest percentages of employees either *disagreed* or were *uncertain* about the statement. As a result, it could be said that the management recognises the importance of teamwork. This would imply that the concept of teamwork could be implemented and promoted at the lower levels of the Ministry since its management believes in it.

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The responses to the second statement show that 54.2% of the respondents *disagreed* that team spirit is recognised as a critical dimension of working in their departments. Only 35.0% of the respondents *Agreed* that a team method prevails in their departments. The rest of the respondents (10.8%) were *uncertain* about the statement. Relatively low percentages of both employees and managers *Agreed* with the statement, 32.6% and 40.2% respectively, indicate that both groups in general were either *uncertain* or *disagreed* with the statement. The results indicate that the team spirit is not adequately recognised as a critical working method to improve work processes or to solve quality and other related problems in the Ministry. This would imply that the problems are tackled individually instead of through teams, and would also suggest that neither the customers nor the suppliers participate in the problem solving processes; probably the employees also are not involved. This would be consistent with the results in relation to the Everyone Participates concept, which indicated that the employees are not involved participated in the improvement processes.

The responses of the third statement show that a large percentage (73.4%) of respondents reported that they were not trained to work in teams. Only 17.6% of the respondents reported that they were trained in this way; and 9.0% of them were *uncertain*. The percentage of employees agreeing with the statement is very low, as only 11.9% of them *Agreed* with the statement; although the managers *Agreed* with the statement to a greater extent than employees, their agreement, too, was quite low, as only 30.2% of them *Agreed* with the statement. The results indicate that there is a critical lack of training given to the employees to enable them to work in teams. This would limit their contributions in the problem solving processes. Taking these responses in conjunction with those to the previous statement, the results seem to imply that because little recognition is given to the value of teamwork, the employees are not trained to work in teams.

The percentages of the respondents agreeing with the statements provided above indicate that the methods related to the concept of Teamwork are not much practised within the Ministry. The results also indicate that the respondents realise the importance of teamwork, as also indicated by the high rating of the concept as an important one (Table

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6.2.8), but in practice, teamwork is not being given enough attention and not recognised as to be an effective working or problem solving method. In consequence, there is perceived lack of appropriate training methods that could enable and motivate them to work and solve the problems in teams.

The overall results show that a low percentage of the respondents *Agreed* with the three statements, as only 33.2% of them *Agreed* with them, and 13.3% were *uncertain*; the majority of the respondents *disagreed* with the statements. The results also show low agreement among both the employees and managers, but more particularly among the former.

The concept of Quality Through People states that quality can be achieved through people, meaning that it is people who make quality. The evidence as to the extent to which this concept is thought to be applied in the Ministry of Interior is presented in Table 6.4.9.

Table 6.4.9. Quality Through People.

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % *(N)*	*Uncertain* % *(N)*	*Disagree* % *(N)*	Employees (n=377)	Managers (n=169)
1. In your department, there is a basic belief that the quality can be achieved through people.	47.3% (258)	20.7% (111)	32.0% (175)	35.3% (133)	74.0% (125)
2. In your department, the management recognises the importance of their employees in improving the services.	49.3% (269)	28.9% (150)	21.8% (119)	47.2% (178)	53.8% (91)
3. In your department, the employees are recognised and awarded according to their contribution in the quality improvement process.	26.2% (141)	3.3% (18)	70.5% (380)	21.8% (82)	34.9% (59)
"Quality Through People" Mean %	41.0%	17.6 %	41.4 %	34.8%	54.2%

The results in relation to the first Statement show that 47.3% of the respondents thought it was recognised that quality can be achieved through people, but 20.7% of the respondents were *uncertain*, and 32.0% of them *disagreed* with the statement. The majority of the respondents who *Agreed* with the statement were managers, as 74.0% of them *Agreed* with the statement. The employees *Agreed* with the statement to a much lesser degree than the managers, as only 35.3% of them *Agreed* with it. The results suggest that the managers may believe in the importance of people (the employees) in making and achieving quality, but the employees seem to have a feeling that the management does not recognise the importance of people, or the importance of their subordinates, in making quality; accordingly, the employees were less inclined to *Agree* with the statement than the managers.

The responses to the second statement show that about half the respondents (49.3%) *Agreed* that departmental managers recognise the importance of their employees in improving the services. 28.9% of the respondents were *uncertain*, and 21.8% of them *disagreed* with the statement. Managers were more inclined than employees to *Agree* with the statement. This would confirm the results in relation to the first statement, which indicated that the employees felt that the management does not readily recognise the importance of the employees in achieving quality and improving the services of the Ministry.

The results show that 70.5% of the respondents *disagreed* with the statement that employees are recognised and awarded according to their contribution in the quality improvement process, while 26.2% of the respondents *Agreed* with the statement, and only 3.3% were *uncertain*. The results show that 21.8% of the employees *Agreed* with the statement and 34.9% of the managers *Agreed* with it. The results indicate that the majority of the respondents, from both the employees' and managers' levels, *disagreed* with the statement, which implies that the employees are not recognised and rewarded according to their contributions to quality and service improvements.

The results indicate that there is an awareness among the respondents, particularly at management level, about the importance of people to the quality improvement process,

but the employees seem to be dissatisfied with the level of recognition, and with reward systems. As a result, it could be said that there is some awareness in the Ministry of the importance of people in quality improvement, but it needs to be translated into appropriate award and recognition systems. This could be justified by the high rating of the concept as to be an important concept (Table 6.2.9).

Comparing the percentage agreement and means for the statements overall, 41.0% of the respondents *Agreed* with the statements related to this concept; 17.6% of the respondents were *uncertain*; and 41.4% of them *disagreed* with the statements. Managers were more inclined to *Agree* with the statements, as 54.2% of them *Agreed* with the statements compared with 34.8% of employees.

The concept of Quality on All Agendas means that quality issues need to be on all agendas of the organisation's management and regarded as part of the organisation's culture. To what extent this concept is being practised within the Ministry of Interior was investigated by asking the respondents to rate three statements related to this concept. The percentage distribution of responses to the statements is presented in Table 6.4.10.

Table 6.4.10. Quality on all Agendas

Statements	% of Respondents (n = 546)			% of "*Agree*" Among:	
	Agree % (N)	*Uncertain* % (N)	*Disagree* % (N)	Employees (n=377)	Managers (n=169)
1. Quality is on all management agendas.	36.3% (198)	17.0% (91)	46.7% (255)	28.6% (108)	53.3% (90)
2. In your organisation, the quality is regarded as part of your organisation's culture.	49.6% (271)	14.8% (79)	35.6% (194)	47.7% (180)	53.8% (91)
3. In your organisation, the management involves the quality factor in all of its decisions.	33.0% (180)	35.2% (190)	31.8% (174)	21.2% (80)	59.2% (100)
"Quality on all Agendas" Mean %	39.6%	22.3 %	38.0 %	32.5%	55.4%

The responses to the first statement show that 36.3% of the respondents *Agreed* with the statement, 17.0% were *uncertain,* and the largest percentage (46.7%) *disagreed* with the statement. The highest level of agreement with the statement was among managers, as 53.3% of them *Agreed* with the statement, compared with only 28.6% of employees. The fact that even among managers, who might be expected to rate their own performance effectively, about half were *uncertain* or *disagreed* with the statement indicates that quality is not highly valued on management's agendas. As a result, it could be said that the quality is not taken sufficiently seriously by the management.

The responses to the second statement, which intended to test if quality is regarded as part of the Ministry's culture, show that 49.6% of the respondents *Agreed* that they regard quality as part of the organisation's culture, 14.8% were *uncertain*, and 35.6% of the respondents *disagreed* that the quality is regarded as part of the organisation's culture. While 47.7% of the employees *Agreed* with the statement, 53.8% of the managers *Agreed* with it. These results indicate that the quality is regarded as part of the organisation's culture to some extent, but not to a great extent. The managers seem to be more convinced than employees that the quality is part of the organisation culture, as they *Agreed* with the statement to a greater extent than the employees. In relation to this statement, a respondent stated that, "Since little effort has been made to implement TQM in Saudi Arabia, I believe that many of our employees, and even many citizens, lack appropriate understanding of quality management. Since this the case, in my opinion, one should not expect quality to be part of our organisations' cultures. We need promotion of this concept to make it a part of management systems".

The responses to the third statement show that only 33.3% of the respondents *Agreed* that the management invokes quality in all of its decisions. 35.2% of the respondents were *uncertain* about this point and 31.8% of the respondents *disagreed* with the statement. Managers were more inclined to *Agree* with the statement were than employees (59.2% and 21.2% respectively). Since the managers are expected to know better than the employees whether they invoke quality in their decisions, and since they *Agreed* to a great extent with the statement, it could be said that the management may

indeed be using quality tools and techniques in their decision making. This view would, however, be inconsistent with the comment related to the second statement made by a respondent.

The results provided above show that quality is not on all management's agendas, and although quality is to some extent regarded as part of the Ministry's culture, it does not permeate management decisions.

The mean of the percentages of the statements show that 39.6% of the respondents *Agreed* with the statements of the questions related to the concept of quality on all agendas; 22.3% of the respondents were *uncertain*; and 38.0% *disagreed* with the statements. The results also show that 32.5% of the employees *Agreed* with the statements and 55.4% of the managers *Agreed* with the statements, indicating that the managers *Agreed* with the statements more than the employees did.

The concept of All Work is Process means that the quality improvement process needs to be regarded as a process rather than a short-term project. The extent to which there was awareness of this idea in the Ministry of Interior was investigated by asking the respondents to rate two statements relating to this concept. The percentage distribution of the responses are presented in Table 6.4.11.

Table 6.4.11. All work is process

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	*Uncertain %* (N)	*Disagree %* (N)	Employees (n=377)	Managers (n=169)
1. In your organisation, the process of improvement is regarded as a process that needs appropriate inputs in order to produce appropriate outputs.	24.5% (134)	33.2% (179)	42.3% (231)	17.8% (67)	39.6% (67)
2. The employees in your department regard the task of improvement as a process rather than a project.	29.7% (162)	41.9% (225)	28.4% (155)	24.7% (93)	40.8% (69)
"All work is process" Mean %	27.1%	37.5 %	35.3 %	21.3%	40.2%

The responses to the first statement show that 42.3% of the respondents *disagreed* that the process of improvement in the Ministry is regarded as a process that needs appropriate inputs in order to produce appropriate outputs. 33.2% of the respondents were *uncertain* about this. The results show that only 24.5% of the respondents *Agreed* with the statement. Both groups of respondents were generally either *uncertain* or *disagreed* with the statement, as only 17.8% of the employees *Agreed* with the statement and 39.6% of the managers *Agreed* with it. The results indicate that there is a lack of appropriate understanding of the processes in the departments of the Ministry. The personnel of the Ministry seem to be unaware that it requires appropriate inputs in order to produce appropriate outputs.

The second statement aimed to test whether the respondents regarded the task of improvement as a process rather than a project. The results of rating this statement show that a high proportion of the respondents (41.9%) were *uncertain* about whether or not the employees regarded the improvement task as a process. 29.7% of the respondents *Agreed* with the statement, and a similar proportion, 28.4%, of *disagreed* with it. Managers showed less uncertainty than employees, since only 24.7% of the employees *Agreed* with the statement and 40.8% of the managers *Agreed* with it. The high level of uncertainty and conflicting responses to thus statement suggest a widespread lack of understanding of the improvement tasks. Respondents seem generally not to regard them as processes, otherwise they would have *Agreed* with the statement to a great extent.

The mean percentages show that only 27.1% of the respondents *Agreed* with the statements related to the concept of All Work is Process; 37.5% were *uncertain*; and 35.3% *disagreed* with the statements. Only 21.3% of the employees *Agreed* with the statements and 40.2% of the managers *Agreed* with the statements indicating that the managers were in agreement with the statements more than the employees.

Comparing the results presented in Table 6.4.11 above and the results of rating the importance of the concept in Table 6.2.11, it can be suggested that there is a lack of practice of the concepts relating to the concept of All Work is Process, and that there is a great need for the implementation of such concepts within the Ministry.

The concept of Management Commitment implies that the management, particularly top management, must show complete commitment and involvement in the quality improvement process. The practice of the concept's concepts within the Ministry of Interior was investigated through three statements. The results of rating the statements are presented in Table 6.4.12.

Table 6.4.12. Management Commitment

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	*Uncertain % (N)*	*Disagree % (N)*	Employees (n=377)	Managers (n=169)
1. The senior managers in your organisation are serious about improving the quality of services.	25.1% (137)	23.4% (128)	51.5% (281)	18.8% (71)	39.1% (66)
2. The senior managers in your organisation require all employees to improve constantly the quality of their work and the services they are providing.	20.5% (112)	22.9% (124)	56.6% (309)	16.4% (62)	29.6% (50)
3. Your senior managers listen to employees and take their suggestions seriously.	27.8% (152)	17.4% (94)	54.8% (299)	24.1% (91)	36.1% (61)
"Management Commitment" Mean %	24.5%	21.2 %	54.3 %	19.8%	34.9%

The responses to the first statement relating to the concept of Management Commitment show that only 25.1% of the respondents *Agreed* with the statement that the senior managers of their departments are serious about improving the quality of services. 23.4% of the respondents were *uncertain*. 51.5% of the respondents believed that the senior managers in the Ministry were not seriously concerned about improving the quality of services. The results indicate that neither employees nor managers were convinced of the organisation's commitment to quality improvement, as only 18.8% of the employees and 39.1% of the managers *Agreed* with it. The percentage of managers agreeing with the statement implies that a small percentage of the managers felt, or considered, themselves to

be serious about improving the quality of services and committed to the efforts of improvement, but the majority of them seem not to have the same feeling. Since the percentage of agreement was low even among managers, it could be said that the management in general is not making serious efforts to improve the quality.

The results of the second statement show that only 20.5% of the respondents *Agreed* that the senior managers require their employees to improve constantly the quality of their work, while 22.9% of the respondents were *uncertain*, and the majority (56.6%) of the respondents *disagreed*. Comparing occupational groups, it can be seen that the employees *Agreed* to a very low extent with the statement, as only 16.4% of them *Agreed* with it; the managers, although slightly more convinced of the truth of the statement, still *Agreed* with it only to a small extent. The results seem to suggest that the management is not showing a serious concern about the quality of services and work, and does not encourage the employees to provide quality services and produce quality work. This would imply that since the management is not concerned about the quality, or does not make its concern explicit, employees will not bother to make efforts to improve their work and the quality of services they are providing.

The last statement aimed to identify to what extent the management was committed to quality, and improvement processes in general, by means of listening to the employees' suggestions and taking them seriously. The results show that only 27.8% of the respondents *Agreed* that the management listens to the employees' suggestions, 17.4% of the respondents were *uncertain*; and 54.8% of respondents reported that the employees' suggestions were not taken seriously. The results reveal a low level of agreement with the statement from both groups of respondents, as only 24.1% of the employees and 36.1% of the managers *Agreed* with it.

The mean percentages for the three items related to the concept of Management Commitment indicate that only 24.5% of the respondents *Agreed* with the statements; 21.2% of the respondents were *uncertain* about them; and a large percentage (54.3%) of the respondents *disagreed* with them. The results also indicate that both the employees and managers *Agreed* with the statements to a low extent, as only 19.8% of the employees and

34.9% of the managers *Agreed* with the statements. The results indicate that the management is not sufficiently committed to quality, and does not explicitly manifest that it is serious about improving quality.

The results presented in section 6.2 indicated that the concept was highly rated positively. However, there is a discrepancy between theory and practice. It seems that the management is not showing seriousness and visible commitment towards quality issues in the Ministry and might be comfortable with the status quo, although there might be serious quality problems in the organisation. The high rating of the concept as important would suggest that there is a great need for implementing the concept and that the management should show serious commitment to quality.

The concept of Prevention states that quality improvement requires prevention of errors from source, since this would cost less than rework. In relation to this concept, the respondents were offered five statements in order to identify to what extent the concepts of this concept are being practised within the Ministry of Interior; the results of rating the statements are presented in Table 6.4.13.

Table 6.4.13. Prevention.

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	Uncertain % (N)	Disagree % (N)	Employees (n=377)	Managers (n=169)
1. Your senior managers encourage and support the employees to produce high-quality services, the first time and every time.	37.4% (204)	17.6% (94)	45.0% (246)	34.2% (129)	44.4% (75)
2. The tools and techniques are available in your department for producing high-quality services and preventing the errors at source.	48.2% (263)	14.1% (74)	37.7% (206)	50.7% (191)	42.6% (72)
3. The employees are rewarded and recognised when performing the work effectively and producing quality services from the outset.	18.9% (103)	7.3% (35)	73.8% (403)	18.6% (70)	19.5% (33)
4. The work procedures and regulations allow you to produce error-free services.	31.1% (170)	20.1% (107)	48.8% (266)	27.9% (105)	38.5% (65)
5. The employees in your department consistently receive training to be qualified to produce high-quality services.	20.7% (113)	17.4% (91)	61.9% (338)	18.0% (68)	26.6% (45)
"Prevention" Mean %	31.3%	15.3 %	53.4 %	29.9%	34.3%

As shown in Table 6.4.13, the results regarding the first statement, which aimed to identify whether or not the management was encouraging and supporting the employees to produce quality services, the first time and every time, show that 37.4% of the respondents *Agreed* with the statement. 17.6% of the respondents were *uncertain*. 45.0% of the respondents were of the opinion that they were not encouraged and supported by their managers to produce high-quality services. The results indicate that the senior managers of the departments do not encourage their employees to produce high quality services the first time and every time, which means that the management is unaware of, or unconcerned about, the cost of poor quality and the costs of rework and corrections. This finding is

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confirmed by both the employees and management, as only 34.2% of employees and 44.4% of managers *Agreed* with the statement. Since there is no encouragement from the management to produce quality services from the outset in order to reduce the costs of corrections, the employees may be providing low quality services, or services with errors and problems, which in turn, are costing the Ministry time and money to correct. The results of rating this statement are consistent with the results regarding the statement related to the Management Commitment concept, which indicated that the senior managers do not require their employees to improve constantly the quality of their work and the services they provide. However, in this regard, a respondent stated, "Because our organisation is a public entity, and because of the attitude that the government pays the costs of rework and failure to achieve the standards, I don't think that many personnel in the public sector in general are aware of producing quality services right first time, as this study may expect. This an area that needs time and effort if it is to be improved and change the mentality of the public sector employees in our country".

The responses to the second statement show that 48.2% of the respondents *Agreed* that the tools and equipment are available for producing quality services and preventing errors at source. 14.1% of the respondents were *uncertain* about whether or not the tools and equipment were available, and 37.7% of the respondents *disagreed* that the tools were available to them to produce quality services and prevent errors at source. The results indicate that the tools are available in the departments of the Ministry to produce quality services and prevent the causes of errors. This is confirmed by 50.7% of employees, who are actually supposed to use these tools. It is also confirmed by 42.6% of managers who thought that the tools were available in the departments. In this regard a respondent stated, "Here we believe in one thing, that is, do your daily work and don't think that someone will notice or measure whether or not you have performed your work well. I don't think that many of the respondents to this survey are concerned to eliminate rework as part of the work requirements. Some of them could be doing so, but based on their personal values".

The responses to the third statement show that a large percentage (73.8%) of respondents reported that employees were not rewarded for performing the work effectively and producing high quality services. Only 18.9% of the respondents *Agreed* with the

statement; and 7.3% of the respondents were *uncertain*. The results also show that both employees and managers *disagreed* to a large extent with the statement, as only 18.6% of employees and 19.5% of managers *Agreed* with it. Based on these results, it could be said that the employees are not rewarded and recognised as a result of their contribution to quality and work improvement, and for producing error-free services from the outset. This would indicate that the Ministry is lacking an appropriate reward system that would encourage the employees to be quality producers and perform the work effectively; this would also indicate that the management may be unaware of quality and the costs associated with producing low quality services. The management seems to be comfortable with the services provided, regardless of their quality. The results of rating this statement are consistent with the results of rating the statement related to the concept of Quality Through People, which indicated that the employees are not being recognised and awarded according to their contribution in quality improvement processes.

The responses to the fourth statement show that 48.8% of the respondents believed that the work procedures and regulations would not allow them to produce error-free services. Only 31.1% of the respondents *Agreed* that the work procedures allow them to produce error-free services, and 20.1% of the respondents were *uncertain* about this matter. The employees and management were both of the opinion that the work procedures do not allow the personnel working the departments of the Ministry to produce error-free services, as only 27.9% of employees and 38.5% of managers *Agreed* with the statement. Accordingly, it could be said that the work procedures in the Ministry seem to be designed in a way that they does not support and allow its personnel to produce quality services from the outset. The work procedures and regulations may be too complicated for employees to understand how to produce services that do not require correction and rework.

The responses to the last statement show that 61.9% of the respondents reported that in their departments there were no training programmes for employees to improve their qualifications so that they could render high-quality services. Only 20.7% of the respondents *Agreed* that training is available on how to produce quality services. The rest of the respondents (17.4%) were *uncertain* about this matter. The respondents from both the employee and management levels *disagreed* to a great extent with the statement, as only

18.0% of employees *Agreed* with it and 26.6% of managers *Agreed* with it. As a result, it could be said that the employees are lacking appropriate training on quality, and this fact seems not to be being given attention by the management; the large percentage of managers disagreeing with the statement indicates that even if the management know about the problem, it has not found a solution for it. This in turn casts doubt on its concern for producing quality services. The results of rating this statement are consistent with the statements related to the Values element, which indicated that the employees are not being provided with appropriate training to improve the performance of work and quality of services.

Based on the results presented above, it could be said that although the tools and equipment for producing high-quality services from the outset are available in the Ministry, the employees cannot produce such services because they lack some critical factors. The first problem that the employees may face in conducting the work effectively is the lack of encouragement from top management. As the results indicate, the top managers of the Ministry seem not to be encouraging and rewarding the employees to produce high-quality services and perform the work effectively. The second problem that the employees may face is the problem of inadequate work procedures and regulations. The work procedures and regulations may be too complicated or too vague, so that they may not allow the employees to produce quality services or understand what is required of them. The other problem is the problem of training. It seems that the employees do not receive appropriates regular training, to be qualified to produce quality services. The employees seem to be lacking appropriate qualifications and methods that could enable them to produce quality services and conduct the work effectively.

Comparing the results presented above with the results of rating the importance of the concept, it may be suggested that the concept of prevention is not being practised within the Ministry, and that there is a need for implementing it.

The means of the percentages show that only 31.3% of the respondents only *Agreed* with the statements of the concepts; 15.3% of them were *uncertain*; and 53.4% *disagreed* with the statements. The results indicate that the percentages of both employees and

managers agreeing with the statements were low, since only 29.9% employees *Agreed* with the statements and 34.3% of managers *Agreed* with them. The results of rating the statements related to the concept show that the concept of prevention is not being practised in the Ministry.

The concept of Continuous Improvement Cycle was presented to respondents as "Continuous Improvement Cycle means that the process of improvement is a continuous process that never ends". The results of rating the statements relating to the concept's practice are presented in Table 6.4.14.

Table 6.4.14: Continuous Improvement Cycle

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	*Uncertain* % (N)	*Disagree* % (N)	Employees (n=377)	Managers (n=169)
1. The employees in your department attend training sessions to improve constantly.	23.3% (127)	22.7% (123)	54.0% (295)	21.8% (82)	26.6% (45)
2. Your senior managers recognise the importance of their employees' participation in the improvement process.	32.2% (176)	9.3% (49)	58.5% (319)	29.4% (111)	38.5% (65)
"Continuous Improvement Cycle" Mean %	27.7%	16.0 %	56.3 %	25.6 %	32.6 %

The responses to the first statement show that only 23.3% of the respondents *Agreed* that they attended training sessions to improve constantly. 22.7% of the respondents were *uncertain*. 54.0% of the respondents reported that they were not given training sessions to improve constantly. Both groups of respondents showed very low levels of agreement with the statement, as only 21.8% of employees and 26.6% of the managers *Agreed* with it. The results indicate that the employees are not given enough training, and so are unable to improve effectively and constantly.

The responses to the second statement show that only 32.2% of the respondents *Agreed* that the senior managers in the Ministry recognise the importance of the employees' participation in the improvement processes. A small percentage (9.3%) of the respondents were *uncertain* about this point; and the majority (58.5%) of them *disagreed* with it. Both groups of the respondents *disagreed* to a large extent with the statement, as only 29.2% of the employees and 38.5% of the managers *Agreed* with it. The results indicate that the employees' contributions and participation in the improvement processes are not being recognised by the management; this is confirmed by both the employees as well as management, as large percentages of them *disagreed* with the statement. The ratings of this statement are consistent with those related to the Quality Through People concept, which suggests lack of recognition of the importance of their employees' participation in improving the services.

The mean responses to the statements relating to the Continuous Improvement Cycle concepts show that 27.7% of respondents *Agreed* with the statements, 16.0 % of them were *uncertain*, and 56.3 % *disagreed* with the statements. The results show that 25.6% of employees *Agreed* with the statements and 32.6 % of managers *Agreed* with them.

The concept of measurement was presented to respondents as "Measurement means that the progress of quality improvement must be measured and evaluated in order to identify the achievements gained in quality improvement process". The results of rating the statements relating to the concept's practice are presented in Table 6.4.15.

Table 6.4.15: Measurement

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % *(N)*	*Uncertain* % *(N)*	*Disagree* % *(N)*	Employees (n=377)	Managers (n=169)
1. In your department, you question your customers and the departments dealing with you about the quality of services you are providing to them.	12.6% (69)	12.6% (66)	74.8% (408)	11.4% (43)	15.4% (26)
2. In your department, you review and measure the progress of work and quality of services through a systemic procedure based on scientific data.	8.0% (48)	26.7% (140)	64.5% (352)	8.5% (32)	9.5% (16)
"Measurement" Mean %	10.3 %	19.6 %	69.7 %	9.9 %	12.4 %

The responses to the first statement show that the percentages of the respondents who *Agreed* and were *uncertain* with the statement of the question were equal and very small; 12.6% in each case. Around three-quarters of the respondents (74.8%) reported that the customers and departments dealing with them were never asked about the quality of their services. The results also show that both the employees and managers *disagreed* with the statement to a large extent, as only 11.4% of employees *Agreed* with the statement and 15.4% of the managers *Agreed* with it. This pattern of responses indicates that neither employees nor management make efforts to evaluate the services they or their departments are providing to other departments and customers. They do not try to get feedback from their customers to ensure that they are providing required and quality services. They seem to be providing the services according to their own perceptions of the services, without knowing whether or not their customers are satisfied with them. In this regard, a respondent stated, "I believe that we all are concerned about the progress of our work, but we need some systemic methods and training to evaluate and identify our work problems. Our managers, particularly direct supervisors, need to be more serious about the achievements in the workplace".

The second statement concerned the existence of systemic procedures based on scientific data to measure the progress of work and quality of services. The responses to this statement show that only 8.0% of the respondents *Agreed* with the statement, and 26.7% of them were *uncertain*, while 64.5% of the respondents reported that there were no systematic procedures for monitoring the progress of work and the quality of services rendered. Employees and managers were in disagreement with the statement or *uncertain* about it to a large extent, as only 8.5% of employees *Agreed* with it and 9.5% of managers *Agreed* with it. The results indicate that the departments of the Ministry are lacking systemic data and procedure of measurements to review the work progress and evaluate the quality of services. The lack of such procedures could be due to the lack of interest amongst both the management and employees in measuring the quality of services, as the results of the previous statements indicated.

The results of rating the statements relating to the Measurement concept show that the majority of respondents were in disagreement with the statements, as 69.7 % *disagreed* with the statements, 19.6 % were *uncertain*, and only 10.3 % *Agreed* with the statements. The results show that both groups of respondents *disagreed* with the statements to a high extent, as only 9.9 % of employees *Agreed* with the statements and 12.4 % of managers *Agreed* with them.

6.4.3 Results of Rating the Practice of the Principles

To test the practice of the "Customer is King" principle, the respondents were asked to indicate to what extent they *Agreed* with three statements related to principle. The percentage distribution of responses to the statements is presented in Table 6.4.16.

Table 6.4.16: Customer is King.

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	Uncertain % (N)	Disagree % (N)	Employees (n=377)	Managers (n=169)
1. In your department, your goals and objectives are to satisfy your customers.	70.9% (387)	18.3% (100)	10.8% (59)	71.4% (269)	69.8% (118)
2. Your senior managers are concerned about satisfying your customers.	36.3% (198)	16.1% (88)	47.6% (261)	31.6% (119)	46.7% (79)
3. The senior managers and employees in your department are aware that the quality of your services are judged by the customers.	47.3% (258)	25.8% (138)	26.9% (147)	44.8% (169)	52.7% (89)
"Customer is King" Mean %	51.5%	20.1%	28.4%	49.3%	56.4%

The results show that a large percentage (70.9%) of the respondents *Agreed* that the main objective of their departments was to satisfy their customers. 18.3% of the respondents were, however, *uncertain* on this point, while 10.8% *disagreed* with the statement. The results show that both the employees and managers *Agreed* to a large extent that the objectives of the departments of the Ministry were to satisfy the customers. The percentage of the employees who *Agreed* with the statement of the question was 71.4%, representing 269 out of 377 employees. The percentage of managers who *Agreed* with the statement was 69.8%, representing 118 out of the total of 169 managers. The results, particularly the high percentage of the employees agreeing with the statement, imply that the objective of the people who actually deal with the customers was to satisfy their customers. This would imply that they were aware of the importance of the customers, and thus, may regard the customer as a king. In this regard, a respondent stated that "We all in fact try to satisfy our customers, but regarding the customer as a king seems to be a very difficult concept to be practised in our public sector. That is because public provision of

services limits customers' options. As a result, customers accept the services even if the services are not of a high quality".

However, respondents had conflicting opinions as to whether or not the senior managers are concerned about customer satisfaction. Whereas a little more than a third of respondents *Agreed* with the statement (36.3%), a relatively high percentage (16.1%) were *uncertain* and almost half (47.6%) *disagreed* with the statement that the senior managers were concerned about satisfying the Ministry's customers. The breakdown of the responses by occupational group showed that employees were less convinced than managers of top management commitment to customer satisfaction; though even among managers fewer than half *Agreed* that the managers are concerned about satisfying the customers. The results clearly indicate that the factor of customer satisfaction is not being given adequate attention by the management of the Ministry, which suggests that there is a lack of an appropriate attitude among the personnel of the Ministry towards the customers, and that the principle of customer satisfaction is not being taken as an important factor in providing services. This view is supported by the results of rating the statement related to the Mission element, which indicated that the respondents *disagreed* that the overall aim of the Ministry's Mission was to satisfy their customers.

The responses to the third statement show that while 26.9% of the respondents shared the opinion that the employees and management are unaware about the fact that the quality of the Ministry's services are judged by the customers and 25.8% of the respondents were *uncertain* of the fact. However, the remaining 47.3% of the respondents were confident that the customers were judging the quality of their services. Both groups of the respondents *Agreed* with the statement to a reasonable extent (44.8% and 52.7%); but the managers seem to be aware more than the employees about the fact that the quality of the services should be judged by the customers.

Overall, the percentage of *Agree* responses for the three questions is 51.5%, which is obviously higher than the percentages of *uncertain* (20.1%) and *disagree* (28.4%) responses. The means for percentage agreement of employees and managers show that both

groups of respondents *Agreed* with the statements to a great extent. The proportion of the employees who *Agreed* with the statements was 49.3% and that of managers was 56.4%.

Looking at the percentages of the statements related to the principle overall it is obvious that most of the respondents *Agreed* with the statements related to this principle. As a result, it could be said that in general the customer is regarded as a king within the Ministry of Interior, but there is doubt about top managers' attention to customer satisfaction.

The agreement by the majority of the respondents that the principle is being practised indicates that the respondents are familiar with this principle and regard the customer as a king. But, their rating of its importance (Table 6.2.16) suggests that the respondents may felt that this principle needs to be enhanced more within their departments, or within the Ministry in general, which in turn suggests that there is a need for the principle's implementation.

In order to achieve the objectives of the principle, the decision-makers in the Ministry need to concentrate on disseminating the principle among the employees and departments of the Ministry. They also need to find ways of making this principle operational, to enable employees practically to satisfy their customers instead of just regarding them as kings. The employees' attitudes towards their colleagues and other departments need to be changed in such a way that they could understand the concept of external and internal customers and be able to deal with other employees and departments as their customers.

The achievement of quality and improved services rendered by an organisation requires the concerted efforts of top management and lower cadre employees, as well as the co-operation of external customers and suppliers. The extent to which there was collaboration among the above individual groups was investigated by asking respondents to answer three questions related to the functional relationships among the four groups. The distributions of the responses to the three questions are presented in Table 6.4.17.

Table 6.4.17: Everyone Participates

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	*Uncertain % (N)*	*Disagree % (N)*	**Employees (n=377)**	**Managers (n=169)**
1. The employees in your department realise that the success and failure is the responsibility of all, not of individuals.	54.8% (299)	23.8% (130)	21.4% (117)	53.1% (200)	58.6% (99)
2. The employees in your department, as well as your customers and suppliers, are participated in the improvement processes.	53.1% (290)	15.2% (83)	31.7% (173)	40.6% (153)	81.1% (137)
3. In your department, senior managers listen to employees, customers and suppliers, and seriously take their suggestions and recommendations for work and service improvement.	21.8% (119)	5.5% (30)	72.7% (397)	15.4% (58)	36.1% (61)
"Everyone Participates" Mean %	43.2 %	14.8 %	41.9 %	36.4%	58.6%

To test to what extent the personnel of the Ministry participate in the improvement of work and share the responsibility for work, success and failure, the respondents were asked to rate to what extent they realised that success and failure were the responsibilities of all personnel. The results related to this statement show that 54.8% of the respondents *Agreed* that they share the responsibility for success and failure. 23.8% of the respondents were *uncertain* about this matter, and 21.4% of the respondents *disagreed* with the statement. The results indicate that there is a belief amongst the respondents that they share the responsibility for success and failure. The percentage of the employees and managers agreeing with the statement indicate that both levels are almost equally persuaded of the application of this concept, as 53.1% of the employees *Agreed* with the statement and 58.8% of the managers *Agreed* with it.

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The second statement concerned the existence of participation of employees, customers and suppliers in the improvement processes. The results show that 53.1% of the respondents *Agreed* with the statement; 15.2% of the respondents were *uncertain*; and 31.7% of the respondents *disagreed* with the statement. It can be seen that managers *Agreed* with the statement to a greater extent than employees, as 81.1% of them *Agreed* with the statement, compared with only 40.6% of the employees. These results imply that the managers felt that the employees, customers and suppliers participated in the improvement process; but the employees seem to have a feeling that they are not significantly involved in the improvement process. Based on these results, it could be said that there may be participation of both customers and suppliers in the improvement process; but there seems to be a lack of appropriate participation in the processes by the employees.

The third statement tested to what extent the management of the Ministry encourages employees, customers and suppliers to participate in the improvement process through listening to them and taking seriously their comments and suggestions. The results show that a large majority (72.7%) of the respondents *disagreed* with the statement; only 21.8% of the respondents *Agreed* with the statement; and a very small percentage (5.5%) of them were *uncertain*. The results indicate that there is a lack of encouragement from the management, and that the management is not listening to the employees, customers and suppliers in order to improve the work and services; the suggestions and recommendations related to the work improvement raised by the employees, customers, and suppliers seem to be not taken seriously by the management. The management seems to be working individually on these processes and it seems to be confident that it is doing well, since it does not care about other groups' suggestions. The employees, as well as management, *disagreed* to a great extent with the statement, as only 15.4% of the employees *Agreed* with it and 36.1% of the managers *Agreed* with it.   The results of this statement are consistent with those related to the Management Commitment concept, which indicated that the senior managers do not listen to employees' suggestions and take them seriously.

The results suggest that the respondents *Agreed* that they share the responsibility for success and failure; but the employees seem to be dissatisfied with their levels of participation in the improvement process; their views also seem to be unheeded by

management. As a result, it could be said that, as the results suggest, there is a need for an effective relationship between the management and employees, as well as the customers and suppliers, in order to involve everyone in the improvement process. This need is confirmed by the high rating of the principle's importance (Table 6.2.17).

However, the mean results for the principle as a whole indicate that 43.2% of the respondents *Agreed* with the statements; 14.8% of them were *uncertain*; and 41.9% of them *disagreed* with the statements. The mean percentages by occupational group indicate that 36.4% of the employees *Agreed* with the statements, compared with 58.6% of the managers, indicating that the managers were more in agreement with the statements than were the employees.

In relation to the implementation of the Everyone Participates principle, a respondent stated that "Involving everyone in the decision-making and improvement processes is an important factor to work in teams and provide them with a sense of belonging, but it seems to be a difficult concept to be implemented here, because many of us still strive for power".

Quality achievement would require the establishment of an integrated functional system whereby all units within the organisation work together for the ultimate goal of achieving high-quality output. Respondents were provided with a set of eight statements relating to inter-departmental relationships, work distribution, and availability of tools and equipment within their departments. The percentage distribution of the responses to the statements is presented in Table 6.4.18.

Table 6.4.18. Aligned Corporate Systems.

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	Uncertain % (N)	Disagree % (N)	Employees (n=377)	Managers (n=169)
1. The communication system of your department is working effectively.	35.5% (194)	15.6% (84)	48.9% (267)	23.1% (87)	63.3% (107)
2. There is a high level of co-operation between your department and other departments of the organisation.	30.0% (164)	21.6% (117)	48.4% (264)	18.6% (70)	55.6% (95)
3. The organisation structure in your organisation makes the communication process work effectively.	32.2% (176)	21.6% (116)	46.2% (152)	27.6% (104)	42.6% (72)
4. The responsibilities and tasks are assigned equally to the employees.	26.2% (143)	16.3% (88)	57.5% (314)	23.9% (90)	31.4% (53)
5. The work you are performing is organised in such a way as to be performed effectively and easily.	24.2% (132)	17.8% (96)	58.0% (317)	21.0% (79)	31.4% (53)
6. Work is received by your department from other departments in a form that meets the requirements and regulations of work.	49.8% (272)	14.5% (78)	35.7% (195)	40.1% (151)	71.6% (121)
7. The necessary tools and equipment for performing the work are made available on time when they are required.	35.3% (193)	4.4% (22)	60.3% (329)	26.5% (100)	55.0% (93)
8. The tools and equipment in your organisation are high quality and working effectively.	63.9% (349)	5.5% (26)	30.6% (167)	58.6% (221)	75.7% (128)
"Aligned Corporate Systems" Mean %	42.4%	16.7 %	55.1 %	29.9%	53.3%

Ratings of the first statement show that communications systems in the Ministry's departments were felt to be not working effectively by 48.9% of respondents. 15.6% of the respondents were *uncertain* or unaware whether or not the communications systems of their

departments were working effectively, and only 35.5% of the respondents *Agreed* that the communications systems are working effectively in their departments. The results show that 63.3% of the managers *Agreed* that the communications systems of the departments are working effectively; but only 23.1% of employees were of the same opinion. The percentage of managers agreeing with the statement may reflect the existence of an effective communication between the managers, or at the upper levels of the organisation; but there is a feeling in the organisation that an appropriate communication system is lacking at the lower levels, which implies the ability of the personnel at the lower levels to communicate effectively. To this extent, it could be said that the communications systems of the Ministry are not aligned or incorporated well with the other systems.

The responses to the second statement show that 48.4% of the respondents did not think that there was a high level of inter-departmental co-operation within the Ministry, though 30.0% *Agreed* that there was a high level of co-operation between the departments and the rest of the respondents (21.6%) were *uncertain*. As with the previous statement, employees *Agreed* with the statement to a for lesser extent (18.6%) than the managers (55.6%). This may mean that there could be a high level of co-operation between the managers, or a least the managers may have felt that there was such co-operation between their departments and employees; but there may be a lack of co-operation at the employees' levels. If there is a lack of co-operation at the lower levels of the Ministry, it could not be said that there is a high level of co-operation in the departments of the Ministry in general. Thus, the lack of co-operation could be added as another shortcoming in the Ministry's systems in addition to the ineffective communication system. The responses to the statement are consistent with those to the statement related to the Internal and External Customers concept, which indicated that there is a lack of good, supportive relations between the departments of the Ministry.

The responses to the third statement show that there was a common feeling among 46.2% of the respondents that the organisational structures of the Ministry were not conducive to the establishment of effective communication processes. Only 32.2% *Agreed* that the organisational structures were conducive, and the rest of the respondents (21.6%) were *uncertain*. Neither group of respondents showed high agreement with the statement,

though fewer employees (27.6%) than managers (42.6%) *Agreed* with it. The overall results indicate that the organisational structures are not designed to enable the communications systems to work effectively. This would justify the low percentage of the respondents agreeing with the first statement related to this concept. The responses to the statement suggest that there is a critical lack of an effective communication system in the Ministry and that organisation structures are not conducive such a system. Thus, it could be said that the third problem in the Ministry's systems is the lack of an organisational structure capable of delivering effective communication virtually and literally.

The responses to the fourth statement show that only 26.2% of the respondents *Agreed* that the work and tasks are equally assigned between the employees in the departments of the Ministry, whereas 57.5% of the respondents felt that responsibilities and tasks were not assigned equally and 16.3% of the respondents were *uncertain*. Employees and managers seem to be in agreement that tasks are not assigned equally, as only 23.9% of the employees and 31.4% of the managers *Agreed* with the statement. As a result, it could be said that the tasks and responsibilities are not assigned equally between the employees. This interpretation is supported by the low percentage of managers, who should be responsible for assigning the work, who *Agreed* with the statement. The lack of an effective organisational structure could be regarded as an additional shortcoming in the Ministry's systems.

The responses to the fifth statement show that only 24.2% of the respondents *Agreed* that their work was designed to be conducted effectively, whereas 17.8% of the respondents were *uncertain*, and 58.0% shared the opinion that their work was not properly organised for efficient execution. Only 21.0% of the employees *Agreed* with the statement and 31.4% of the managers *Agreed* with it, indicating that the majority of them *disagreed* with the statement, as the percentage who were *uncertain* is very low. The results indicate that the work systems and designs are not organised in a systemic way so that the employees are able to perform their tasks effectively and easily. As a result, the organisation of work could be regarded as another shortcoming in the Ministry's systems.

As regards the sixth statement, 49.8% of the respondents *Agreed* that the work received by their departments meets requirements, whereas 14.5% of the respondents were *uncertain* and 35.7% of them *disagreed*. It should be noted that agreement with the statement was greatest among managers, as 71.6% of them *Agreed* with the statement compared with 40.1% of employees. The differences in percentage between these tow groups may indicate classification among employees with the form in which they receive work. Accordingly, it could not be said with confidence that the departments of the Ministry are performing the work according to the work requirements and regulations. This view is supported by the low percentage of employees agreeing with the statement, since it is employees who actually receive and perform the work.

Responses to the seventh statement show that only 35.3% of the respondents *Agreed* with it. A very small percentage (4.4%) of the respondents were *uncertain* about the statement and the majority (60.3%) *disagreed*. The proportion of managers who *Agreed* with the statement was more than twice that of employees (55.0% and 26.5% respectively) which, in turn, indicates that the people who actually perform the work and use the tools and equipment were inclined to *disagree* with the statement. As a result, it could be said that the tools and equipment required for the work are not made available on time, which would impede the ability of employees to do their work effectively. The results of this statement are consistent with ratings of the statement related to the Prevention concept which indicated that the necessary tools and equipment for conducting the work were not available when required.

The responses to the last statement show that almost two thirds (63.9%) of the respondents believed that the Ministry of Interior has high-quality tools and equipment that were working effectively. A small percentage (5.5%) of the respondents were *uncertain* about the quality of the tools and equipment, and 30.6% of the respondents *disagreed* with the statement. Both employees and management were predominantly in agreement with the statement, as over half (58.6%) of the employees and three-quarters (75.7%) of the managers *Agreed* with it. Comparing the responses to the seventh and eighth statements, it may be suggested that the tools and equipment of the Ministry are of high quality, but not always available when needed.

In relation to the last two statements, a respondent stated, "In my opinion, the equipment and tools such as office stationary, furniture, computers, transportation, etc. of the Ministry of Interior, are undoubtedly of a high quality and seem expensive, but the problem is that this equipment, due to the bureaucratic procedures of the work and ineffective co-ordination with the suppliers and other departments, is rarely made available on time. This causes, most of the time, frustration, failure to conduct the work effectively, and failure to deliver services on time. The people responsible for this should know this fact if we are serious about improving". Another respondent stated, "The problem of unavailability of the work requirements is one of the most important problems that needs to be looked into in the Ministry of Interior. This problem is caused for the most part by the departments responsible for these matters".

The results indicate that the respondents highly *Agreed* with only one statement relating to the principle of Aligned Corporate Systems. This was the last statement, meaning that the tools and equipment were of a high quality and working effectively in the departments of the Ministry.

The percentage means show that 42.4% of the respondents *Agreed* with the statements related to the principle; 16.7% of the respondents were *uncertain* about the statements; and 55.1% of the respondents *disagreed* with the statements. The comparing occupational of groups, it is noticed that 29.9% of employees *Agreed* with the statements of the questions, and 53.3% of the managers *Agreed* with them.

The response patterns suggest problems with the organisation's systems in the areas of communication, co-operation, task distribution, work organisation, and unavailability of tools on time. The results indicate that there is a lack of co-operation between the departments, which could be due to the lack of an effective communication system in the Ministry. This in turn is caused by an organisation structure that does not facilitate effective communications. The results also indicate that the responsibilities and tasks are not equally assigned and distributed between the employees and departments, and that the work is not organised in manner conducive to effective performance. In addition, the results indicate

that although the tools and equipment are of a high quality, they are not always available at the time they are required.

From the results presented above, it could be said that the Ministry is lacking appropriate organisation structures and systems, and that the current systems are incapable of providing high quality services to customers. Accordingly, the decision-makers need to focus on the areas identified as weak, in order to find ways of performing the work effectively and producing quality services.

As the concept of All Work is Process emphasises the concept that quality improvement needs to be regarded as a process, the Continuous Improvement principle emphasises the same ideas as the concept of All Work is Process. It means that the quality improvement process is an on-going process and needs to be carried out on a continuous basis. To test to what extent the principle is being practised within the Ministry of Interior, the respondents were offered several statements relating to this principle. The results of their rating of the statements are presented in Table 6.4.19.

Table 6.4.19. Continuous Improvement.

Statements	% of Respondents (n = 546)			% of *"Agree"* Among:	
	Agree % *(N)*	*Uncertain* % *(N)*	*Disagree* % *(N)*	Employees (n=377)	Managers (n=169)
1. The employees in your department are aware that continuous improvement is an important factor for success.	58.4% (319)	28.4% (149)	13.2% (72)	60.7% (229)	53.3% (90)
2. Your department takes critical steps for improving work methods.	31.5% (172)	16.3% (86)	52.2% (285)	25.7% (97)	44.4% (75)
3. The employees and senior managers in your department share and discuss quality and performance improvement issues together without restrictions.	30.8% (168)	6.6% (34)	62.6% (342)	27.6% (104)	37.9% (64)
"Continuous Improvement" **Mean %**	40.2%	17.1 %	42.7 %	38.0%	45.2%

The responses to the first statement show that 58.4% of the respondents *Agreed* that the employees are aware that continuous improvement is an important factor for success; 28.4% of the respondents were *uncertain* about this; and a small percentage (13.2%) of respondents *disagreed.* The results suggest that the employees are aware of the importance of continuous improvement. This view is supported by the high percentage (60.7%) of employees agreeing with the statement. The managers also seem to be aware of this fact to some extent, as 53.3% of them *Agreed* with the statement. As a result, it could be said that the continuous improvement principle is regarded as an important factor for success in the departments of the Ministry. The results are, however, inconsistent with the comment made by a respondent stating, "I believe many of the Ministry's employees are *uncertain* about what the term continuous improvement stands for. We carry out the improvement process when it is required to do so. The decision to improve is left to the management".

The responses to the second statement indicate that only 31.5% of the respondents *Agreed* that their departments take steps for improving work methods. 16.3% of the respondents were *uncertain.* The majority of the respondents (52.2%) *disagreed* that their departments are making critical efforts to improve work methods. The highest level of disagreement was found amongst employees, since only 25.7% of them *Agreed* with the statement. In contrast, 44.4% of managers *Agreed* with the statement. The different percentages of agreement between employees and managers indicate that there was a feeling amongst the managers that the departments of the Ministry are taking steps to improve work methods, but that employees are yet unconvinced or unaware of the steps being taken. It may be that employees cannot see how these efforts are changing work methods in practice. In other words, the management may recognise that the existing work methods are ineffective, but has not made practical efforts to change these methods, that are visible to employees. Accordingly, it could not be said that the departments are taking steps to improve work methods since these efforts do not make practical improvements and changes in the work methods.

The responses to the third statement show that only 30.8% of the respondents *Agreed* with the statement that the employees and management share and discuss quality issues without restrictions. 6.6% of the respondents were *uncertain* about this. The majority

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(62.6%) of the respondents *disagreed* with the statement. The results show that the employees as well as managers *disagreed* to a large extent with the statement, as only 27.6% of employees *Agreed* with the statement and 37.9% of the managers *Agreed* with it. These findings indicate that there are some barriers and restrictions between the management and employees in discussing quality issues. In this regard a respondent stated that "In many departments of the Ministry, it is very hard to find employees discussing quality issues and other related issues with their managers". This could be due to the lack of an effective communication system in the Ministry; as the responses earlier recorded and which relate to the principle of Aligned Corporate Systems indicated. It could also be due to the lack of appropriate participation from employees in the improvement process, as the previously discussed results of the Everyone Participates principle indicated.

Comparing the results presented in Table 6.4.19 with the rating on the importance of the principle in Table 6.2.19, indicates that some respondents *disagreed* with the statements relating to the practice of the concept, but nevertheless regarded the concept as important, which suggests that there is a need in the Ministry for implementing the principle.

The results of rating the practice of the concepts of All Work is Process and Continuous Improvement indicate that the improvement processes in the Ministry are not being conducted appropriately and are not regarded as long-term processes; rather, the processes seem to be taken on a quick-fix basis and fizzle out after achieving some short-term successes. This would support the results in response to the Aligned Corporate Systems principle, which indicated that the Ministry lacks appropriate organisational structures and systems, and that the current systems are incapable to produce and provide high quality services to customers.

The mean percentages of the statements related to the principle of Continuous Improvement show that 40.2%of the respondents *Agreed* with the statements; 17.1% of them were *uncertain*; and 42.7 %of them *disagreed* with the statements. The mean of the percentages also indicate that both groups of the respondents *Agreed* to a low extent with the statements, as 38.0%of the employees and 45.2% of the managers *Agreed* with them.

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The Quality Measurement principle is based on the idea that while steps may be taken to bring about improvements in quality, there is a need for post-operative evaluation of the success of the improvement initiatives undertaken. Respondents were provided with five statements relating to quality assessment or measurement; the results and the percentage distribution of their responses are presented in Table 6.4.20.

Table 6.4.20. Quality Measurement

Statements	% of Respondents (n = 546)			% of "Agree" Among:	
	Agree % (N)	*Uncertain % (N)*	*Disagree % (N)*	Employees (n=377)	Managers (n=169)
1. The senior managers of your department review constantly the quality of the work performed.	23.1% (126)	9.3% (51)	67.6% (369)	20.2% (76)	29.6% (50)
2. The senior managers of your department review and evaluate constantly the process of work to ensure that the department achieving its planned goals and objectives.	25.8% (141)	9.2% (46)	65.0% (355)	21.8% (82)	34.9% (59)
3. In your department, you distribute written questionnaires to employees to know their opinions and get feedback regarding the performance of work.	7.0% (38)	4.8% (20)	88.2% (482)	5.8% (22)	9.5% (16)
"Quality Measurement" Mean %	18.6%	7.8 %	73.6 %	15.9 %	24.7 %

The results presented in Table 6.4.20 show that the issue of quality assessment is not given high priority by the management in the Ministry. It was reported by 67.6% of the respondents that in their departments, senior managers do not check the quality of work performed. Only 23.1% of the respondents thought that the management reviews the quality of work, and 9.3% of the respondents were *uncertain* whether or not such review takes place. The results show that a substantial majority of respondents in each group *disagreed* with the statement, as only 20.2% of employees and 29.6% of managers *Agreed* with it. The results indicate that the management is not concerned about the quality of the work

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conducted by the employees, since it does not review quality constantly. The management seems to be comfortable with the work performed, whether or not it is of a high quality.

The second statement concerned whether the management was reviewing the work of the departments to ensure that the planned goals and objectives of the departments were met. The results show that only 25.8% of the respondents *Agreed* that this was done, whereas 9.2% of the respondents were *uncertain* and the majority (65.0%) of the respondents reported that the senior managers in their departments do not review the process of work to ensure that planned goals are met. The results show that the employees and managers *disagreed* with the statement to a large extent, as only 21.8% of employees and 34.9% of the managers *Agreed* with it. These findings indicate that there is a lack of work assessment in the departments of the Ministry. This could be due to the management's carelessness or complacency about the work; it could also be due to the lack of appropriate measurement or assessment procedures, methods, tools and techniques to review and evaluate the outputs of the work conducted.

The responses to the third statement, which tested if the management and employees question the employees to get their feedback on the work performance, show that only 7.0% of the respondents *Agreed* with the statement. A very small percentage (4.8%) were *uncertain*. Thus, the great majority (88.2%) of the respondents felt that employees were never questioned to get their feedback and opinions on the work performance. In both groups of respondents, agreement with the statement was very lows, as only 5.8% of the employees *Agreed* with it and 9.5% of the managers *Agreed* with it. The results obviously indicate that the departments of the Ministry do not question the employees to get their feedback on the work performance in order to measure the performance and quality of work. The work seems to be designed and distributed to employees without evaluating it from time to time in order to know whether or not the employees are performing it well or are satisfied with its procedures.

It is obvious from the results presented above that all the statements related to the principle of Quality Measurement were rated negatively, and that the Ministry is lacking appropriate measurement and evaluating systems to produce and improve the quality of

services. The results also indicate that the decision-makers in the Ministry do not show concern about how the work is performed, since there are no systemic procedures in place to evaluate the progress of work. There tends to be carelessness amongst employees as well as management about measuring the quality of services and the work performed.

However, the results of rating the importance of the principle (see Table 6.2.20) indicate that there is a need for implementing the concept of Quality Measurement in the Ministry. This high rating would indicate that the respondents might recognise the importance of measurement, but they might not have a clear procedure or systemic way to conduct the task of measurement.

The mean of percentages of rating the statements related to the principle of Quality Measurement show that only 18.6% of the respondents *Agreed* with the statements; 7.8 % were *uncertain*; and 73.6 % of the respondents *disagreed* with the statements. The results indicate that only 15.9 % of employees and 24.7 % of managers *Agreed* with the statements.

The data presented and discussed above showed the extent to which the elements, concepts, and principles are perceived as being practised within the Ministry of Interior, from the point of view of employees and managers working in the Ministry who responded to the questionnaire.

The next section provides data indicating to what extent the respondents' other demographic variables (Level of Education, Place of Education, and Type of Occupation) affected the way they rated the statements relating to the practice of the elements, concepts, and principles.

6.5 EFFECT OF DEMOGRAPHIC VARIABLES ON RATING THE STATEMENTS RELATED TO THE PRACTICE OF THE ELEMENTS, CONCEPTS, AND PRINCIPLES

This section presents and discusses the results showing to what extent the respondents' demographic variables affected the way they rated the statements related to the practice of the elements, concepts, and principles. The effect of the respondents' demographic variables is shown taking $p< .05$ level as the significance criterion, using Chi-square test. It should be noted that the means of statements were merged to yield only one mean for each elements, concepts, and principles using the "compute" command of SPSS.

It should also be noted that the following hypothesis will be tested throughout this section:

"Respondents' educational level, place of education, and type of occupation will be significantly related to the way the respondents perceived the practice of the elements, concepts, and principles."

The results provided in Table (6.5.1) show the extent to which the variable of level of education affected the way the respondents rated the statements relating to the practice of the elements, concepts, and principles.

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Table 6.5.1: Chi-square and Means Showing the Effect of the Education Variable on Rating the Statements Related to the Practice of the elements, concepts, and principles.

	Features	Chi-square		The Mean			
		Chi-Square	Asymp. Sig.	Intermediate (N= 36)	High School (N=180)	University (N= 281)	Master & Doctorate (N=49)
1	Vision	48.599	.00	2.5694	3.2597	2.9253	2.4541
2	Mission	44.066	.00	2.4722	3.1861	2.8173	2.1565
3	Strategy	13.664	.00	2.6389	3.3907	3.1234	2.9796
4	Values	26.797	.00	2.6251	2.8182	2.6091	2.2843
5	Key Issues	51.472	.00	2.2130	3.4037	3.0391	2.5068
6	Internal External Customers	53.673	.00	2.8958	3.4625	3.0848	2.9031
7	Customer Satisfaction	2.595	.45	2.9907	3.1407	3.0314	2.9048
8	Team Work	27.826	.00	2.7238	3.5611	3.2202	3.3129
9	Quality Through People	45.601	.00	2.5741	3.2700	2.9241	2.9388
10	Quality on all Agendas	9.057	.02	2.6389	2.8883	2.9739	3.0000
11	All Work is Process	8.736	.03	3.1667	2.9106	3.0250	3.2041
12	Management Commitment	39.743	.00	3.6296	3.4852	3.1518	3.7211
13	Prevention	12.998	.00	3.5056	3.3330	3.2218	3.5592
14	Continuous Improvement Cycle	23.343	.00	3.1917	3.3744	3.0282	3.5041
15	Measurement	30.033	.00	3.7444	4.1326	3.8100	4.0020
16	Customer is King	20.762	.00	2.2685	2.7407	2.5202	3.0612
17	Everyone Participates	100.258	.00	2.0463	3.5926	2.7556	2.7483
18	Aligned Corporate Systems	27.200	.00	3.0903	3.4050	3.1816	2.7423
19	Continuous Improvement	25.785	.00	3.1833	3.3456	3.0019	3.3592
20	Quality Measurement	41.960	.00	3.7000	4.2073	3.8296	3.9551

Note: Significant Chi-square values are at p<.05

Value (Strongly *Agree* = 1, *Agree* = 2, *Uncertain* = 3, *Disagree* = 4, Strongly *Disagree* = 5)

The results indicate that the respondents' level of education significantly affected the way they rated the statements of the elements, concepts, and principles, as there were statistically significant differences between the mean responses of the four groups of respondents in rating all the elements, concepts, and principles, except the concept of Customer Satisfaction.

The results indicate that in general, the respondents with an Intermediate level of education tended to *Agree* with the statements on implementation of the elements, concepts, and principles to a greater extent than the other groups, which indicates that this group of respondents were more inclined than the other groups to think that the elements, concepts, and principles are being practised within the departments of the Ministry of Interior.

Due to their level of education, most respondents with intermediate level of education are operative personnel in the Ministry. As a result, they are more involved in the daily conduct of work. This would explain their high extent of agreement with the statements, as they may recognise, better than the other groups, whether or not the elements, concepts, and principles are being practised within the Ministry's departments.

However, the results clearly indicate that the respondents' level of education affected the way the respondents rated the elements, concepts, and principles. This would be consistent with the hypothesis provided earlier.

The results provided in Table (6.5.2) show to what extent the variable of Place of Education affected the way the respondents rated the statements of the elements, concepts, and principles.

Table 6.5.2: Chi-square and Means Showing the Effect of the Place of Education Variable on Rating the Statements Related to the Practice of the Elements, Concepts, and Principles.

	Features	Chi-square		The Mean			
		Chi-Square	Asymp. Sig.	Saudi (N=428)	USA (N=79)	UK (N=17)	Arab Countries (N=16)
1	Vision	6.725	.08	3.0002	2.8734	2.6176	3.2500
2	Mission	14.485	.00	2.9521	2.4979	2.5490	2.7292
3	Strategy	12.117	.00	3.2500	2.8650	3.1961	2.7500
4	Values	15.035	.00	2.7165	2.4105	2.5033	2.4800
5	Key Issues	22.767	.00	3.1850	2.5865	2.8039	2.6875
6	Internal External Customers	30.160	.00	3.2724	2.7753	3.3824	2.8750
7	Customer Satisfaction	28.742	.00	3.1628	2.5717	3.0784	2.7292
8	Team Work	25.004	.00	3.3975	2.9620	3.7451	2.5625
9	Quality Through People	6.109	.10	3.0578	2.8270	3.1765	2.7708
10	Quality on all Agendas	17.588	.00	2.9625	2.6962	3.8039	2.5625
11	All Work is Process	11.751	.00	3.0493	2.8354	3.5588	2.6875
12	Management Commitment	8.700	.03	3.3419	3.3418	3.8235	3.1875
13	Prevention	23.414	.00	3.3546	3.0987	3.8353	2.7125
14	Continuous Improvement Cycle	1.571	.66	3.2005	3.1823	3.5529	3.0708
15	Measurement	1.667	.64	3.9526	3.8530	3.9765	3.8062
16	Customer is King	24.978	.00	2.6826	2.3586	3.2549	2.0208
17	Everyone Participates	23.378	.00	3.0896	2.5823	3.1961	2.3750
18	Aligned Corporate Systems	22.212	.00	3.3048	2.8576	3.0294	2.9688
19	Continuous Improvement	2.478	.47	3.1804	3.0430	3.5765	2.9958
20	Quality Measurement	3.345	.34	3.9873	3.8188	4.1412	3.7750

Note: Significant Chi-square values are at p<.05

Value (Strongly *Agree* = 1, *Agree* = 2, *Uncertain* = 3, *Disagree* = 4, Strongly *Disagree* = 5)

The results indicate that the respondents' Place of Education significantly affected the way they rated the statements on implementation of the elements, concepts, and principles, yielding statistically significant differences between the mean responses of the four groups of respondents in rating almost all elements, concepts, and principles.

The results indicate that the respondents who have been educated abroad were of the opinion to a greater degree, than those who have been educated in Saudi Arabia, that the elements, concepts, and principles are being practised in the departments of the Ministry. This is possibly due to their better understanding of the elements, concepts, and principles, which could be gained through their education abroad, as the educational institutions of these countries might be emphasising the subjects related to quality more than the Saudi institutions.

The results of rating the elements, concepts, and principles indicate that the variable of Place of Education significantly affected the way the respondents rated the statements of the elements, concepts, and principles, supporting the hypothesis formulated and presented earlier in this section.

The results provided in Table (6.5.3) show to what extent the respondents' type of Occupation affected the way the respondents rated the statements of the elements, concepts, and principles.

Table 6.5.3: Chi-square and Means Showing the Effect of the Occupation Variable on Rating the Statements Related to the Practice of the Elements, Concepts, and Principles.

	Features	Chi-square		The Mean	
		Chi-Square	Asymp. Sig.	Administrative (N=509)	Technician (N=37)
1	Vision	.013	.91	2.9709	2.9545
2	Mission	2.338	.12	2.8743	2.5859
3	Strategy	5.946	.01	3.1956	2.7172
4	Values	9.458	.00	2.6731	2.2900
5	Key Issues	18.403	.00	3.1101	2.2323
6	Internal External Customers	3.691	.05	3.2066	2.7753
7	Customer Satisfaction	4.004	.04	3.0721	2.7626
8	Team Work	14.268	.00	3.3542	2.6162
9	Quality Through People	13.302	.00	3.0495	2.4949
10	Quality on all Agendas	18.244	.00	2.9714	2.2222
11	All Work is Process	6.531	.01	3.0421	2.5606
12	Management Commitment	6.107	.01	3.3723	2.9091
13	Prevention	1.166	.28	3.3258	3.0242
14	Continuous Improvement Cycle	5.903	.01	3.2194	2.8303
15	Measurement	12.861	.00	3.9643	3.3848
16	Customer is King	5.527	.01	2.6488	2.2525
17	Everyone Participates	17.753	.00	3.0312	2.2525
18	Aligned Corporate Systems	4.953	.02	3.2313	2.8712
19	Continuous Improvement	8.810	.00	3.1890	2.6970
20	Quality Measurement	11.363	.00	3.9911	3.4242

Note: Significant Chi-square values are at p<.05

Value (Strongly *Agree* = 1, *Agree* = 2, *Uncertain* = 3, *Disagree* = 4, Strongly *Disagree* = 5)

The results indicate that the respondents' type of occupation showed a significant effect on the way they rated the statements of the elements, concepts, and principles. There significant differences between the administrative and technicians in mean ratings for the statements.

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The results indicate that the technicians *Agreed* with the statements of the elements, concepts, and principles to a greater extent than did the administrators. This could be due to the lack of appropriate understanding of the elements, concepts, and principles amongst the technicians, as the concepts mainly dealt with the administrative aspects of the Ministry. The administrators' more critical response could be due to their greater understanding of the administrative issues of the Ministry; thus, they may recognise that such elements, concepts, and principles are not being practised within their departments.

However, the results indicate that the respondents' type of occupation significantly affected the way they rated the statements of the elements, concepts, and principles. This would be consistent with the hypothesis provided above.

6.6 CONCLUSION

The results gathered from the empirical study presented and discussed in the chapter reveal that the elements, concepts, and principles of the proposed implementation model were rated to a great extent as important. The results reveal that both the employees and managers of the Ministry of Interior perceived the elements, concepts, and principles as important. This suggests that the personnel working in the Ministry considered the proposed elements, concepts, and principles as important to a great extent to be implemented in the Ministry in order to improve its management processes and the quality of services.

In relation to the practice of the elements, concepts, and principles, the respondents were presented with several statements related to each of the model's elements, concepts, and principles to examine the extent to which they were already in practice within the Ministry of Interior. Such examination was intended to assess the compatibility between the elements, concepts, and principles and the environment of the Ministry. The results reveal that most of the concepts presented to the respondents relating to the elements, concepts, and principles are not being practised within the departments of the Ministry.

In terms of how each occupational group rated the statements relating to the practice of the elements, concepts, and principles, the results show that there was significant difference between the employees and managers in rating those statements. The means of rating the elements, concepts, and principles are summarised and presented in Table 6.6.

Table 6.6: Means of Rating the Elements, Concepts, and Principles

Features	Mean of % (n = 546)			% of "Agree" Among:	
	Agree	*Uncertain*	*Disagree*	**Employees** (n=377)	**Managers** (n=169)
1 Vision	32.8%	36.0%	31.2%	23.4%	53.7%
2 Mission	41.8%	23.3%	34.7%	30.8%	66.9%
3 Strategy	25.4%	34.7%	39.9%	21.3%	34.7%
4 Values	47.4%	26.7%	25.9%	39.9%	64.1%
5 Key Issues	38.7%	12.7%	48.6%	28.9%	60.4%
6 Internal and External Customers	34.4%	12.7%	52.8%	26.2%	52.8%
7 Customer Satisfaction	36.3%	17.0%	46.7 %	32.4%	45.0%
8 Teamwork	33.2 %	13.3 %	53.5 %	27.2%	46.5%
9 Quality Through People	41.0%	17.6 %	41.4 %	34.8%	54.2%
10 Quality on all Agendas	39.6%	22.3 %	38.0 %	32.5%	55.4%
11 All work is process	27.1%	37.5 %	35.3 %	21.3%	40.2%
12 Management Commitment	24.5%	21.2 %	54.3 %	19.8%	34.9%
13 Prevention	31.3%	15.3 %	53.4 %	29.9%	34.3%
14 Continuous Improvement Cycle	27.7%	16.0 %	56.3 %	25.6 %	32.6 %
15 Measurement	10.3 %	19.6 %	69.7 %	9.9 %	12.4 %
16 Customer is King	51.5%	20.1%	28.4%	49.3%	56.4%
17 Everyone Participates	43.2 %	14.8 %	41.9 %	36.4%	58.6%
18 Aligned Corporate Systems	42.4%	16.7 %	55.1 %	29.9%	53.3%
19 Continuous Improvement	35.2%	16.7 %	48.1 %	33.0%	40.1%
20 Quality Measurement	15.3%	12.5 %	72.1 %	13.5%	19.8%

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The means of rating the elements, concepts, and principles presented in Table 6.6 reveal that employees generally showed a lower level of agreement than managers with the statements relating to the practice of the elements, concepts, and principles. This could be due to the fact that since they are more involved in the daily conduct of the work and they may noticed that the elements, concepts, and principles are not being practised in their departments. The means of managers' rating, which indicate their agreement with the elements, concepts, and principles, could be because either the managers are more critical than employees because they are more aware how things should be done and may assume that such elements, concepts, and principles are being practised, or because they may intend to show that the work is being conducted perfectly and does not have shortcomings.

In relation to the other demographic variables of the respondents, the data analysis reveal that, in terms of the importance of the elements, concepts, and principles, the variables of Level and Place of Education significantly affected the way the respondents rated the importance of the elements, concepts, and principles, whilst the variable of type of Occupation (Administrative and Technicians) did not show a significant effect on the way the respondents rated the elements, concepts, and principles.

In relation to the practice of the elements, concepts, and principles, the data reveal that the respondents' demographic variables (Level, Place of Education and type of Occupation) significantly affected the way the respondents rated the statements related to the practice of the elements, concepts, and principles.

Chapter Seven:

THE PITFALLS OF TQM IMPLEMENTATION

PITFALLS OF TQM IMPLEMENTATION

7.1 INTRODUCTION

This chapter discusses the pitfalls associated with TQM implementation with a particular reference to the public sector. Accordingly, the chapter, first, discusses some common pitfalls or barriers that may lead in ineffective implementation of TQM; and, second, it discusses the possible barriers to start a TQM programme.

7.2. PITFALLS OF IMPLEMENTING TQM IN THE PUBLIC SECTOR

Despite successful TQM implementation cases in many organisations, there are some common pitfalls or barriers faced in implementing TQM. A survey of TQM literature suggests that there are a number of barriers that might be encountered in implementing TQM. Fung (1998) listed seven major difficulties in achieving TQM, as the follows:

1. Lack of leadership.
2. Lack of champions in the company.
3. Limits of TQM application.
4. Team spirit and performance of a company could be much better.
5. Unable to cope with the fast changing and demanding business environment.
6. Lack of a strategy on skills and human resources development.
7. Lack of development of future leaders, entrepreneurs and multidisciplinary global managers.

The empirical study carried out by Wilkinson et al (1995), mentioned earlier, revealed that the difficulties listed below were identified to be some of the most important problems faced by the organisations investigated:

1. Organisational culture resistant to change.
2. Economic pressures.
3. Measuring quality.
4. Clashes with other initiatives.

5. Emphasis on short-term goals.

6. Barriers between departments.

7. Lack of top management commitment.

8. Middle management resistance to change.

A study by Zabada et al (1998) on the obstacles to the application of TQM in health care organisations reported that the cultural obstacles were amongst the hardest to remove, in addition to the lack of appropriate attitudes towards the external customers, lack of management commitment, bureaucratic style of management, and leadership styles that based on command and control.

In discussing the barriers to TQM implementation in the public sector in particular, it is argued in the literature that there are some other factors that could prevent the application of TQM. Some of these factors are related to the nature of the public sector itself, and others are related to the people dealing with the public sector-the receivers of the public services or customers.

In defining the difficulties that are associated with the implementation of TQM in the public sector, Swiss (1992) listed four main difficulties that need to be eliminated, in order to implement TQM successfully. These difficulties are as follows:

The problem of defining the government customer: Unlike the private sector, where the customers can be identified easily, in the public sector defining the customers is complex and not so easy as it is in the private sector. This is due to the fact that because public organisations or government agencies must serve a wide variety of customers who have widely divergent and contradictory demands and because the general public remains a "hidden customer", public managers often face difficulty in defining their customers or determining who are their real customers. In such cases, the main principle of TQM (customer satisfaction) cannot be adopted easily, or remains as a threat that could face public managers in implementing TQM as an approach for improving the services of public sector.

Services vs. Products: TQM, in essence designed to be a manufacturing-based discipline, focuses mainly on products rather than services, yet most government agencies produce service, which makes the application of TQM more problematical.

Focusing on Inputs and Process: The government agencies have difficulty developing performance indicators because they focus on results indicators concerned with final output to external customers, rather than on how processes are performing in making those products and services.

The Problem of Government Culture: TQM emphasises top management's commitment, but in government the turnover of top management is rapid, which makes governmental culture weaker than that of business.

In addition to these difficulties, Morgan and Murgatroyt (1994) added that the pay of managers in the public sector has traditionally not been related to performance. Public managers have choices for personal satisfaction in their work that are denied to commercial managers who must respond constantly to the external environment for survival; in the public sector, survival is guaranteed, so that action choices can be much more internally; thus, they receive a significant part of their reward intrinsically, that is, from the satisfaction which flows from having achieved particular service ethic aims.

Vitanzakis (1995) suggested the difficulties provided below as common obstacles faced by the people responsible for the implementation of TQM in the public administration:

1. The current management systems (planning and control, organisation, etc.) must be re-assessed and operationally integrated with the newly introduced quality system.
2. The option of various executives and the political authorities in favour of strict adherence to the letter of regulations, instead of the results produced by each body.
3. The political control exercised by governments on public administration which judge activities on the merits of their pre-election promises to the electorate instead of the targets and programmes which should be implemented by public administration.
4. The delays in accepting and using the challenges and facilities of the future (i.e. use of modern technology, telematics, etc).

5. The changes often observed at top management level because such managers are usually political appointees with limited time in a given post.

6. The clash of views and general and/or private interests between persons and/or groups acting inside or outside public administration bodies.

7. The trend in favour of "Japanization" or imitation of other countries which are considered successful, thus copying foreign models without adapting them to the needs of the public administration in question.

8. The lack of coordination between the different bodies, resulting in the overlap of authorities and ineffectiveness.

9. Inadequate knowledge about how to implement an operational quality system. The implementation procedure is often mistaken for the procedure set out by project management.

10. The misguided selection of members and leaders of the groups formed for the planning and implementation of the quality system.

11. Failure to understand the meaning of quality, leading to indifference on the part of the players.

12. Public criticism of the way public administration is managed and the large number of civil servants, thus creating a lack trust.

7.3 POSSIBLE BARRIERS TO START A TQM PROGRAMME

Although there are some fundamental differences between the public and private sectors, public or private organisations may be faced with some common barriers in their efforts to implement TQM. These common barriers are illustrated in figure (7.1). It should be noted that major causes of these barriers could be referred to a lack of an appropriate senior management, lack of qualified work force, inadequate management systems, and insufficient work methods. The barriers and their related causes are evaluated below.

Figure (7.1) barriers to start a TQM programme.

Management System

Too Short-term

Too reactive

Too Many Changes

Product-Driven (Not Market- Driven)

Inflexible to Change

Doesn't Offer a Specific Direction (i.e. a Mission or a Vision)

Senior Management

Not fully Committed to TQM

No Long-term vision

No Constancy of Purpose

Unwilling to Risk

" We Have No Major Problem " (No Survival Issues)

" TQM Failed Elsewhere

Comfortable w/ Reactive Mgmt.

" Our Customers Are Happy"

Comfortable with Status Quo

Failure to Learn the Cost of Poor Quality

Inability to Start a TQM Programme

Don't Provide a Good Environment for Creativity

Not Enough Top-Down Communication

Cynical of Mgmt's Programmes

Low Morale

No Bottom-Up communication

Doesn't Understand Processes

Induce Fear or Anxiety

Low Communication to TQM

Doesn't Offer Suggestions

Encourage Tampering

Distrust of Management

Punitive

Apathetic

Insufficient Training

Won't Offer Opinion on How to Implement or Improve TQM

Work Methods

Work Force

Source: Munshi, 1992. P 1162.

7.3.1. Senior Management:

Figure (7.1) illustrates that there are several barriers caused by the senior management. Each of these barriers is discussed in more detail in the following paragraphs.

- **Not fully committed to TQM:** The management does not commit itself to TQM because it may not regard TQM as an important and useful technique for providing the organisation with opportunities to improve. The reason behind that could be that

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the management may not know the concept of TQM, or it may not recognise what TQM may offer to the organisation. Accordingly, TQM implementation becomes, from the management's perspective, an unnecessary initiative. Dotchin and Oakland (1992:142) stated that "The task of implementing TQM can be daunting and the chief executive and directors faced with it may become confused and irritated by the proliferation of the theories and packages."

Research carried out by Taylor (1996) found that many organisations investigated showed an inaccurate or incomplete understanding of the concept of TQM. According to Taylor, there was confusion between TQM as a cost-reduction mechanism and TQM as a customer-focused drive for continuous improvement in products and services.

However, senior management's commitment is at the heart of TQM implementation. Without appropriate commitment from the top, the organisation would be unable to make serious efforts for TQM implementation. In this regard, Tribus (1997) argued that unless the person at the top of the enterprise opts for quality and assumes the leading role in the transformation process, nothing could be done. Juran and Gryna (1993:155) added "To achieve quality excellence, upper management must lead the quality effort."

- **We Have No Major Problem:** The second barrier associated with senior management that may result in difficulty in implementing TQM is that the management of the organisation does not recognise the problems it is facing. The problems may seem to be not serious from the management's perspective. Consequently, the management sees no reason for improvement. Accordingly, it does not consider TQM implementation as a necessary initiative.

- **Comfortable With Reactive Management:** The third barrier is that the management does not recognise any need for change and may feel itself comfortable with the reactive management style. Accordingly, the implementation of TQM may result in conflict with this style of management, since TQM requires a transformational style of management and leadership. In such a situation, the management gives little attention to TQM and does not make any efforts to implement it.

- **Failure to Learn the Cost of Poor Quality:** Another difficulty associated with TQM implementation is the failure of the management to understand and recognise the costs of poor quality. The overall aim of TQM implementation is to reduce such costs through producing high quality services and products, but since management does not recognise the costs of poor quality, it finds no reason to implement TQM.

- **No Long-term Vision:** Another difficulty associated with senior management in implementing TQM is that the management does not have a long-term vision. The business plans of the management are short-term plans seeking immediate profits with no regard to competition and improvement of the quality of services. The lack of long-term vision and improvement plans will result in lack of intention to implement TQM.

- **No Constancy of Purpose:** The main cause of this barrier is that the management does not have constant purposes in business. The management does not define the purpose of the business clearly due to the lack of long-term vision. The management may not make clear future plans; in such a situation, the organisation operates with no goals or objectives that guide it to change according to changes occurring in the market. Since the management does not have clear purposes and objectives, it finds no reason to implement TQM.

- **Unwilling to Take Risk:** The lack of confidence in TQM programmes may result in management seeing TQM implementation as a risk. The lack of confidence in TQM might be the result of misunderstanding of TQM principles, uncertain outcomes of TQM programmes, high costs of TQM implementation with limited benefits, and fear of failure. This lack of confidence would not encourage the management to adopt TQM.

- **TQM Failed Elsewhere:** Due to TQM failures in other organisations, the management may feel that its implementation within their organisation would fail. Here, the management does not take into account the reasons behind TQM failure; it just recognises the failure of TQM and the costs associated with this failure. With such an attitude, the management does not make effort to implement TQM, believing that the organisation is better off without TQM.

- **Our Customers Are Happy:** Due to lack of an effective customer satisfaction measurement, with no appropriate understanding of the needs of the customers, the manages thinks that the customers of the organisation are happy with the quality of its services. Consequently, the management does not recognise that there is a need for improvement. As a result, the management finds no driving forces to implement TQM. Its implementation becomes useless from the management's perspective.

- **Comfortable with the Status Quo:** since the management does not have long-term visions and plans, and sees no competitive threats and major problems facing the organisation, the statuesque may seem to be satisfactory. This satisfactory image would not encourage the management to take any step toward implementing TQM.

7.3.2. Management System:

The barriers related to management system are the results of inappropriate management systems and plans. These barriers are the following:

- **Too Short-term:** Inability to start a TQM programme could be a result of lack of long-term plans. The organisation's systems and plans might be designed in such a way that they would not allow the organisation's people to think about the future, how the organisation could seek competitive advantage, how it could meet its customers current and future needs and requirements, and to respond to the changes in the market. The lack of long-term plans and objectives would result in the organisation's people feeling comfortable with the status quo and making no effort to change or improve. These attitudes would result in no effort being made to implement TQM.

- **Too Many Changes:** Too many changes within the organisation results in the problem of not finding enough time to concentrate on a particular change. With too many changes and the pressure placed on the people involved in those changes, additional changes, such as TQM implementation, would not be acceptable. It would also result in people devoting insufficient time to TQM, if it were implemented. The result in such a situation would be little consideration is given to TQM and its implementation.

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- **Doesn't Offer a Specific Direction:** Inability to start a TQM programme occurs when the organisation's system does not offer a specific direction (i.e. a mission or vision) to the organisation's people. Without specific direction, people would work in different directions and find no guidelines to follow in conducting their tasks. It would also result, as Dale et al (1997:152) stated " in a lack of harmony among functions, people and improvement activities, and of clear focus, priorities and planning; it also results in a failure to develop an environment in which everyone is an active participant. People do not have a common understanding and values regarding quality; this results in people having different expectations and working to different standards and requirements." In relation to TQM implementation, people would not find a clue for implementing TQM.

- **Too Reactive:** When the management system is too reactive, the attitude of accepting errors and problems in the services or products will occur. In such a situation, people would not make any effort to improve and reduce the cost of poor quality. Instead of preventing the causes of the problems at source, people would spend time on tackling problems. As a result, they would not find time to think about TQM or about how to improve. In addition, TQM implementation would become unnecessary since the main purpose of its implementation is to reduce the costs of poor quality through preventing the causes of these costs.

- **Product-Driven not Market-Driven:** As a result of such a policy, the plans and objectives of the business will be focused on the products or services rather than on the customers or on what is demanded in the market. In this regard, Harrington and Harrington (1995:90) argued that "Clear market focus provides an organisation and its people with an opportunity to accomplish things through understanding the customer's needs better than competitors. This understanding then provides the foundation for the development of superior products and services". However, when the organisation's policies or mission statements are focused on product or service features, there would be no need to understand what is going on in the market or what the customers demand. In such a situation, there would be no need to improve or change the status quo; thus, there would be no need to implement TQM.

- **Inflexible to Change:** The organisation's management system might be designed in such a way that it does not accept any change, either because of fear of change, or because the change seems to be not required, from the organisation's people's perspectives. Inflexibility to change or not accepting the change and regarding it as unnecessary, will make TQM implementation within the organisation too difficult and a useless effort since the system and organisation's people are not prepared and unwilling to change. In relation to change, Atkinson (1997:100) argued that "It is perhaps the biggest reason why TQ initiatives don't provide the results for which we hoped, because we don't understand and master the process of change necessary to create a Total Quality company".

7.3.3. Work Methods:

As in the previous causes of the barriers, there are several barriers related to work methods that would result in inability to start a TQM. These barriers are the following:

- **Not Enough Top-Down Communication:** The work methods of the organisation might be designed in such a way that they would not allow an effective top-down communication. With lack of an effective communication system, the management could not deliver its policies and objectives to the work force. In such a situation, even if the management intends to implement a TQM programme or identifies whether or not there is a need for change and improvement, its message could not be passed effectively to the work force. Effective communication is essential in TQM implementation, since it helps to identify the improvement areas, whether or not there is a need for improvement, and how the improvement processes can be carried out.

- **No Bottom-Up Communication:** important as top-down communication is, bottom-up communication is important as well. Without an effective bottom-up communication system, the work force could not pass messages effectively. The problems faced by the work force could not reach the management, and the management could not identify the areas that need improvement at the lower levels of the organisation. Since messages for improvement would not easily reach the management, the management would not recognise that there is a need for

improvement. In turn, the management would not regard TQM implementation as a necessary effort.

In relation to the importance of an effective communication system, Stewart (1979) stated that communication is inseparably linked with co-operation and it is a two-way process in that the mangers do not merely give advice and instructions, but they also receive information on which to base their decisions. Good upward communication is as important as downward communication. Both can cause difficulties, for what the manager says to his subordinates may be misunderstood or misinterpreted, and what he is told may be inadequate or untrue.

- **Encourage Tampering:** When the work methods are designed to encourage tampering, employees would not perform their tasks seriously. In this regard, Dale et al (1997) stated that staff are not encouraged to identify factors that prevent them from turning in an error-free performance. In such a situation, employees would lack a sense of improvement; instead, employees perform the work carelessly, with no regard to quality of products and services. Since the organisation's people and management do not care about the quality of work and its outcomes, they do not think to implement TQM.

- **Insufficient Training:** Training methods and sessions might be insufficient to prepare the organisation's people to think about how to tackle the problems, improve the work and processes they are involved in, and to be creative. The lack of sufficient training would result in unavailability of skilled work force to carry out the concepts, tools and techniques of TQM. Oakland and Porter (1997) stated that training is the single most important factor in actually improving quality. For training to be effective, as Oakland and Porter suggested, it must be planned in a systemic and objective manner. Quality training must be continuous to meet not only changes in technology but also changes in the environment in which the organisation operates, its structure, and perhaps most important of all, the people who work there.

- **Don't Provide a Good Environment for Creativity:** The organisation's work methods might be designed in such a way that they do not enable the organisation's people, particularly employees, to be creative. The general environment of the

organisation does not provide a climate for creativity. As a result, employees are discouraged to make suggestions regarding the processes they are involved in, and they are not motivated to participate in the decision-making processes. In such a situation, employees would not have a sense of ownership towards quality improvement processes. Consequently, the implementation of TQM would make no difference to them.

- **Induce Fear or Anxiety:** When the work methods and systems discourage employees from making suggestions and participating, they would make no effort towards improvement. This may arise because of fear of management or fear of making mistakes. This would result in difficulty in identifying problems and tackling them, since the people involved in the processes could not manifest the problems to the management and could not make suggestions to improve them. Here, the implementation of TQM would not make any sense, since its key improvement methods would be carried out by employees not the management of the organisation.

- **Punitive:** The punitive style of management and work methods result in employees making no effort or taking no action to improve. They only receive orders and do what they are told to do because of fear of punishment. This would result in employees making no contribution to improvement, and seeing the improvement effort as management's responsibility, not theirs.

7.3.4. Work force:

In addition to the barriers related to senior management, management system, and work methods, the implementation of TQM could be faced with some barriers related to the work force. These barriers include the following:

- **Low Morale:** Due to the lack of an environment for creativity, fear or anxiety, and punitive style of work methods and management, employees show low morale to TQM. In addition, low morale amongst the work force could be a result of lack of motivation. When the work force has low morale, it would not make effective efforts to improve the work, since there is no encouragement or reward for improvement. In relation to TQM implementation, when the work force shows low

morale towards TQM, it would not take its concepts and improvement tools and techniques seriously. In such a situation, the organisation would not benefit from TQM. Here, the management would regard the implementation of TQM as an unnecessary initiative. Thus, it would not implement it.

- **Low Commitment to TQM:** As a result of low morale, the work force would show low commitment to TQM. In implementing TQM, the work force's commitment is essential since the key improvement activities of TQM will be carried out by the work force, but if the work force shows low commitment to TQM, TQM would not achieve its goals. The reason behind the work force's low commitment to TQM could be management's low commitment to it. In this regard, Oakland and Porter (1997:332) stated that " the degree of management's enthusiasm and drive will determine the ease with which the whole work force is motivated". When the management shows low commitment to TQM, it should not expect employees to show appropriate commitment to TQM. That is, because employees see no encouragement from the top. With low commitment from both sides of the organisation, no effort could be made to implement TQM. Brocka and Brocka (1992:139) stated that "The finest tools and equipment are useless without good people. Participation or involvement is crucial for fostering a sense of ownership in a job or task. With ownership, pride of workmanship nearly always follows. Involvement and participation lead to the commitment keystone of Quality Management and continuous improvement. Without employee commitment, all of the tools and techniques will not bear fruit, and a stifling status quo will reign".

- **Distrust of Management:** When work force distrusts the management, there would be a lack of confidence in management's policies related to improvement. According to Harrington and Harrington (1995), lack of trust between management and employees is the biggest single cause of improvement process failures. They added that in about 65 per cent of the organisations they worked with, lack of employee trust in management and lack of management trust in the employees was one of the top priority problems that needed to be addressed first. The lack of trust would have negative impacts in TQM implementation. Such impacts include employees seeing the management not serious about TQM and showing a careless attitude towards improvement efforts. The result would be ineffective implementation of TQM.

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- **Won't Offer Opinion on How to Implement or Improve TQM:** Because of low commitment and distrust of management, employees would not offer any opinion regarding TQM implementation, or whether or not it is necessary. If TQM were implemented, due to the lack of relevant opinions from employees, the management would not get appropriate feedback regarding the progress of TQM; the management would be unclear or uncertain about the outcomes of TQM; it would be unsure whether or not TQM is paying off.

- **Cynical of Management's Programmes:** Since the management shows low commitment and seriousness to TQM, and since there is distrust between the management and employees, the improvement programmes, such as TQM, proposed by the management might be viewed cynically by employees. This cynical attitude could result in employees regarding TQM as an initiative that would not last long and would fizzle out in time. As a result, employees would pay little attention to it.

- **Apathetic:** Due to the cynical attitude towards management programmes, employees may not take the implementation of TQM seriously. They may perform their tasks but ineffectively and carelessly. The results will be inappropriate outcomes and insufficient improvement. The overall aim of TQM implementation will not be achieved; TQM requires seriousness and critical efforts if it is to work.

- **Doesn't Understand Processes:** The lack of sufficient training would result in lack of understanding of the processes. The processes become vague to the employees, so that they could not understand the progresses of the processes and how they could be improved. In addition, employees may also lack an understanding of the necessary techniques for improvement. The results would be that either employees would not make any effort to improve, or they may make some efforts but inappropriately or ineffectively. In both cases, the problems remain unsolved and the processes unimproved. Here, TQM becomes necessary, but its implementation would not make any change since the work force is unqualified to perform its task appropriately. The result would be a negative attitude towards TQM.

- **Doesn't Offer Suggestions:** Due to the lack of understanding of the processes, employees would be unable to offer any suggestion regarding the processes and how

they could be improved. This would result in management getting inappropriate feedback or no feedback at all, about the processes and improvement areas. The management may assume that the processes are performing well; as a result, it may not make efforts to implement TQM.

It is noteworthy to mention here that Djerdjour and Patel (2000) listed thirteen obstacles that could be regarded as major difficulties in implementing TQM in developing countries in particular:

1. Lack of employee involvement and participation in quality improvement efforts.
2. Lack of management commitment and motivation.
3. Perception of quality as an optional extra and not as necessity for development.
4. Traditional belief that quality costs money.
5. Lack of cooperation between suppliers, dealers, management and trade unions.
6. Unorganized and indifferent customers.
7. Lack of political support.
8. Lack of established quality standards and inadequate testing facilities.
9. Obsolete technologies.
10. Low level of education.
11. Negligible capital investment in technologies, R&D and employees' education.
12. Disrespect for people.
13. Undesirable social tensions such as violence and terrorism.

7.4 CONCLUSION

This chapter has discussed the pitfalls of implementing TQM with a particular reference to the public sector. The discussion revealed that there are some common barriers associated with TQM implementation that could be encountered by the organisations, regardless of their sectoral differences. These barriers could be avoided if TQM is implemented in an appropriate way; this could be best achieved through selecting an appropriate model that could provide the organisation with a framework and guidelines that are necessary for implementing TQM in a systematic way.

Chapter Eight:

DATA ANALYSIS AND DISCUSSION (II)

(Results of Rating the Barriers and Driving Forces)

DATA ANALYSIS AND DISCUSSION II

(Results of Rating the Barriers and Driving Forces)

In addition to testing the compatibility of the Ministry of Interior's environment for implementing TQM, and testing the significance of the proposed model's principles, the questionnaire included, in the fourth section, questions intended to identify the possible inhibiting factors, or barriers, that could result in ineffective implementation of TQM in the Ministry of Interior. This chapter presents the data gained in relation to those possible barriers. It also presents respondents' ratings of factors offered to them, which might facilitate the implementation of TQM in the Ministry.

8.1 RESULTS OF RATING THE INHIBITING FACTORS (BARRIERS)

The respondents were provided with a number of factors the researcher felt may be potential barriers to effective implementation of TQM. The factors were selected from the literature (see chapter 7). The respondents were asked to select from the factors presented, those which they felt could inhibit TQM. They were given the option of selecting more than one barrier. For the purpose of analysing the data, the responses were divided into two categories "Yes" and "No". The selected barriers were classified under the "Yes" category; and non-selected barriers classified under the "No" category. The barriers were divided into four groups. The first group included barriers related to senior management; the second group included barriers related to the management system; the third group included barriers related to work methods; and the last group included barriers related to the work force.

8.1.1 Senior Management:

Table 8.1.1 presented in frequencies and percentages, the ratings of barriers related to senior management.

Table 8.1.1. The Frequencies and Percentages of Rating the Barriers Related to Senior Management

Barriers (senior management)	(N= 546) % (N)		Managers (N= 169) % (N)	Employees (N= 377) % (N)
	No	Yes	Yes	Yes
1 No long-term vision.	41.6% (227)	58.4% (319)	46.2% (78)	63.9% (241)
2 No constancy of purpose.	67.4% (368)	32.6% (178)	52.7% (89)	23.6% (89)
3 Unwilling to take risk.	48.4% (264)	51.6% (282)	34.3% (58)	59.4% (224)
4 Quality management efforts failed elsewhere.	93.4% (510)	6.6% (36)	7.7% (13)	6.1% (23)
5 Our customers are happy.	91.2% (498)	8.8% (48)	8.9% (15)	8.8% (33)
6 Comfortable with the status quo.	86.4% (472)	13.6% (74)	12.4% (21)	14.1% (53)
7 Comfortable with reactive management.	26.0% (142)	74.0% (404)	66.9% (113)	77.2% (291)
8 Not fully committed to quality management.	64.3% (351)	35.7% (195)	52.1% (88)	28.4% (107)
9 There are no major problems or survival issues.	76.4% (417)	23.6% (129)	38.5% (65)	17.0% (64)
10 Failure to learn the cost of poor quality.	19.0% (104)	81.0% (442)	76.9% (130)	82.8% (312)

As shown in Table 8.1.1, the highest percentage of "Yes" responses was given to the barrier of "Failure to learn the cost of poor quality". The percentage of respondents who rated this factor as a possible barrier was 81.0%, and the percentage of those who rated it as not a possible barrier was 19.0%. The majority of the respondents who regarded the factor as a possible inhibiting factor were employees, as 82.8% of them regarded it as a possible barrier. The managers rated it to a lesser degree than the employees did, as 76.9% of them regarded it as a possible factor. The results indicate that both groups of respondents regarded the factor as a possible barrier to a great extent. Thus, it can be concluded that the barrier could be regarded as the most likely barrier that could result in ineffective implementation of TQM in the Ministry of Interior. The results of rating the barrier suggest that management is lacking appropriate understanding of the costs of the poor quality. The results of rating this barrier are

consistent with the results in respect of the Quality on All Agendas, Management Commitment, and Strategy principles (see chapter 6). The results relating to the first principle indicated that quality is not on all management's agendas and that it is not regarded as part of the Ministry's culture. The results relating to the second principle indicated that the senior managers of the Ministry are not serious about improving quality and do not require the employees to improve the quality of services. The results relating to the third principle indicated that the Ministry's overall strategy is not to satisfy the customers and produce quality services with less cost. Due to the lack of these concepts in the Ministry, the respondents may have felt that the management is unaware of quality and that this would result into ineffective implementation of TQM in the Ministry of Interior.

The second highest number of "Yes" responses was given to the barrier, "Comfortable with reactive management". The results show that this factor was rated by 74.0% respondents as to be a possible barrier, and by 26.0% as not likely to be so. Therefore, this barrier could be regarded as the second possible barrier. The results indicate that both the managers and employees to a great extent regarded this factor as a possible barrier, as 66.9% of the managers and 77.2% of employees rated it so. The results suggest that the management of the Ministry seems to be comfortable with a reactive style of management, which would inhibit the implementation of TQM in the Ministry of Interior. This is possibly is due to the management's lack of understanding of the costs of poor quality, and the lack of competition in the sector in which the Ministry is operating, which would not encourage the management to take proactive actions to improve the quality of its services. The rating of this factor is inconsistent with the rating of the Continuous Improvement principle, which indicated that the Ministry is aware of the concept that continuous improvement is a critical factor for success.

The barrier of "No long-term vision" was given the third highest rating. It was rated as a possible barrier by 58.4% of respondents as compared to 41.6% of respondents who did not see it as an impediment to TQM. The majority of the respondents who regarded it as a possible barrier were employees, as 63.9% of them regarded it as a barrier, compared to 46.2% of managers. Despite this lower rating, it can be said that managers recognised the lack of long-term vision. The results relating

to this factor are consistent with those for rating the statements related to the practice of the Vision principle, which indicated that there is a lack of a vision statement in the Ministry.

The fourth highest rating was given to the factor, "Unwilling to take risk". This was rated by 51.6% respondents as a possible barrier, while 48.4% did not see it as such. Accordingly, this barrier could be regarded as the fourth possible barrier that would be encountered in implementing TQM in the Ministry. The results indicate that 59.4% of employees regarded the factor as a possible barrier. The managers regarded it to a lesser degree than the employees did, as only 34.3% of them regarded it as a possible barrier. The results indicate that only employees were of the opinion that the management of the Ministry is unwilling to take the risk of implementing TQM. This unwillingness could be due to the fear of change or the costs associated with its implementation and uncertainty of its benefits. The ratings of this factor are consistent with opinions on the importance of the principles, as the respondents rated the principles to a very high extent, which implies that they recognised the need for their implementation in the Ministry, and probably the respondents' willingness to implement the principles.

Based on the results presented above, four significant barriers may be identified, related to senior management, that might restrict the implementation of TQM in the Ministry: "Failure to learn the cost of poor quality", "Comfortable with reactive management", "No long-term vision", and "Unwilling to take risk".

The results show that the other factors were rated as much less likely to be barriers. "No constancy of purpose" was rated by 67.4% as not likely to be a barrier, and by only 32.6% as a possible barrier. Both groups of the respondents regarded the factor as a barrier to a low extent, as 52.7% of managers and 23.6% of employees regarded it as a possible barrier, indicating that the majority of them did not regard it as a possible barrier. These results are inconsistent with the ratings for "No long-term vision", as the lack of a long-term vision implies also a lack of constancy of purpose, which would result in ineffective implementation of TQM.

The factor, "Quality management efforts failed elsewhere" was rated as not being a possible barrier by 93.4% of respondents and by 6.6% as a possible barrier. The results indicate that nether employees nor managers regarded this factor as a barrier to any great extent, as only 7.7% of the managers and 6.1% of the employees regarded it as a barrier. The results relating to this barrier imply that the respondents are either unaware of the quality implementation issues in other organisations, or they believe that each organisation has its unique circumstances, and as a result, faces specific barriers.

The factor, "Our customers are happy", was not rated as a barrier by 91.2% and by 8.8% as a barrier. In rating this factor, only 8.9% of the managers and 8.8% of the employees regarded it as a possible barrier. This would be inconsistent with the reactions to the Customer is King and Customer Satisfaction principles. The statements relating to these principles were negatively rated, which indicates that there is a lack of customer satisfaction, but the respondents did not regard the factor of Our customers are happy as a barrier to the implementation of TQM.

The factor, "Comfortable with the status quo", was rated by 86.4% as not to be a barrier and by 13.6% as a possible barrier. The results indicate both groups of the respondents regarded the factor as a possible barrier to a very low extent as only 12.4 % of the managers and 14.1% of employees regarded as a possible barrier. The results of rating this factor are inconsistent with the results of Unwilling to take risk, as the respondents regarded this factor as a barrier, while they did not regard the factor, "Comfortable with the status quo", as a barrier.

The factor, "Not fully committed to quality management", was rated by 64.3% as not likely to be a barrier and by 35.7% as a potential barrier. Looking at the ratings by occupational group, only 52.1% of managers and 28.4% of employees regarded it as a barrier, but the other half of the managers and the majority of employees did not regard it as a barrier. The results indicate that the respondents did not regard this factor as a barrier, which suggests that the management is committed to quality. This would be inconsistent with the results of rating the statements of the Management Commitment principle, which indicated that the management is not committed to quality management.

The results show that 23.6% of respondents rated the factor, "There are no major problems or survival issues", as a possible barrier, while 76.4% of respondents did not regard it as a barrier. Only 38.5% of the managers and 17.0% of employees rated the factor as a possible barrier; the rest of them did not regard it as a barrier.

According to the results presented above, the last six barriers are not considered as likely barriers, since they were not rated as barriers to a great extent. As a result, it can be concluded that out of the ten barriers related to senior management, only the first four barriers could be regarded as barriers that may inhibit an effective implementation of TQM in the Ministry of Interior.

8.1.2 Management System:

Table 8.1.2 shows the frequencies and percentages of responses relating to factor of the management system that could impede TQM implementation. The results shown in Table 8.1.2 indicate that only three out of six factors presented in the Table could be regarded as possible barriers that could limit the implementation of TQM in the Ministry of Interior. These factors are: Inflexible to change, Too reactive, and Product-driven not market-driven.

Table 8.1.2 Frequencies and Percentages for Barriers Related to Management System.

Factors (management system)	(N= 546) % (N)		Managers (N= 169) % (N)	Employees (N= 377) % (N)
	No	Yes	Yes	Yes
1 Too short-term.	61.7% (337)	38.3% (209)	29.6% (50)	42.2% (159)
2 Too many changes.	87.7% (479)	12.3% (67)	10.1% (17)	13.3% (50)
3 Too reactive.	31.5% (172)	68.5% (374)	69.8% (118)	67.9% (256)
4 Product-driven not market-driven.	40.3% (220)	59.7% (326)	53.3% (90)	62.6% (236)
5 Inflexible to change.	30.8% (168)	69.2% (378)	70.4% (119)	68.7% (259)
6 Doesn't offer a specific direction (i.e. mission or vision).	53.7% (293)	46.3% (253)	39.1% (66)	49.6% (187)

The ratings of the first barrier "Inflexible to change" show that 69.2% of respondents rated it as a possible barrier; the rest of respondents (30.8%) did not rate it as a barrier. The results show that 70.4% of managers and 68.7% of employees were of the opinion that this barrier would be encountered in implementing TQM in the Ministry of Interior. The results indicate that both the managers and employees agreed to a high extent that the management systems of the Ministry are inflexible to change, and that this could result in ineffective implementation of TQM in the Ministry. The responses seem to suggest that the Ministry's management systems are inflexible to be changed in such a way that the TQM methods, tools and system could be implemented and practised within the Ministry. This would be inconsistent with the results of rating the importance of the principles, which suggest that there a strong need for TQM implementation in the Ministry, and that its personnel seem to be willing to implement these principles.

The second factor "Too reactive" was rated by 68.5% of respondents as a possible barrier and by 31.5% as not likely to be so. The results indicate that both groups of respondents agreed to a great extent that this factor would be a barrier, as 69.8% of managers and 67.9% of employees regarded it as a possible barrier, and agreed that the management systems of the Ministry are too reactive. The management systems would be too reactive because of their inflexibility to change; they could be so because of the nature of the sector (public sector) in which the Ministry is operating, where competition and keeping pace with changes in the marketplace are rarely of concern, unlike in many other organisations.

The third factor "Product-driven, not market-driven" was rated by 59.7% of respondents as a possible barrier and by 40.3% as not likely to be so. The results show that 53.3% of the managers and 62.6% of employees regarded this factor as a possible barrier, and agreed that the management systems of the Ministry are product-driven, not market-driven. The results suggest that the Ministry's systems are not market oriented. This could be for the same reasons as those suggested for the second factor. The rating of this factor and its identification barrier would support the responses to some statements related to the principles of Customer is King and Customer Satisfaction, which indicated that these principles are not being practised.

The results show that the other factors barriers were not regarded to a great extent as likely barriers. The results show that the factor, "Too short-term", was rated by 38.3% of respondents as a barrier, whereas it was rated by 61.7% of respondents as not a barrier. The results show that both groups of respondents rated the barrier to a low extent, as only 29.6% of the managers and 42.2 of employees regarded it as a possible barrier. These findings are inconsistent with those related to the principle of Strategy, which indicated that there a lack of a long-term strategy in the Ministry.

The results show that the factor, "Too many changes" was rated by only 12.3% of respondents as a possible barrier, compared to 87.7% of respondents who rated it as not likely to be a barrier. The results show that only 10.1% of managers and 13.3% of employees regarded it as a possible barrier. These findings would suggest that there are not too many changes in the Ministry, which suggest and support the results of the Inflexible to change factor, which indicated that the systems are inflexible to change.

The barrier, "Doesn't offer a specific direction (i.e. mission or vision)", was rated by 46.3% of respondents as a possible barrier, and by 53.7% of them as not likely to be so. The rating of both groups of the respondents indicate that neither group regarded the factor to a great extent as a possible barrier, as 39.1% of managers and 49.6% of employees regarded as to be a possible barrier. The results of rating this barrier are inconsistent with the results of rating the statements related to the Mission and Vision principles, which indicated that the principles are not being practised and that there is a lack of the mission and vision statements in the Ministry.

8.1.3 Work Methods:

Table 8.1.3 illustrates the frequencies and percentages for rating the barriers related to work methods.

Table 8.1.3 Frequencies and Percentages of Rating the Barriers Related to Work Methods

Factors (work methods)	(N= 546) % (N)		Managers (N= 169) % (N)	Employees (N= 377) % (N)
	No	Yes	Yes	Yes
1 Not enough top-down communication.	32.4% (177)	67.6% (369)	71.6% (121)	65.8% (248)
2 No bottom-up communication.	22.2% (121)	77.8% (425)	68.6% (116)	82.0% (309)
3 Encourage tampering.	40.1% (219)	59.9% (327)	42.6% (72)	67.6% (255)
4 Insufficient training.	47.4% (259)	52.6% (287)	43.8% (74)	56.5% (213)
5 Don't provide a good environment for creativity.	26.2% (143)	73.8% (403)	67.5% (114)	76.7% (289)
6 Induce fear or anxiety.	76.1% (415)	23.9% (130)	23.7% (40)	23.9% (90)
7 Punitive.	72.3% (395)	27.7% (151)	39.6% (67)	22.3% (84)

The results illustrated in Table 8.1.3 show that five out of the seven factors presented in the Table were regarded as possible barriers. The most likely barrier, in respondents' opinions, is "No bottom-up communication", which was regarded by 77.8% of respondents as a possible barrier, compared to 22.2% of respondents who viewed it otherwise. The results show that the majority of the respondents who regarded this as a possible barrier were employees, as 82.0% of them regarded it as such, compared with 68.6% of the managers. The percentage of employees implies that there was a feeling amongst employees that there was a lack of effective communication between them and the management. Opinions on this factor are consistent with those on the statement related to the Everyone Participates principle, which indicated that the management does not listen to employees. The results are also consistent with the

responses to the statement related to the principle of Aligned Corporate Systems, which indicated that the communications systems of the Ministry are not working effectively.

The second most likely barrier is the factor, "Don't provide a good environment for creativity", which was rated as a possible barrier by 73.8% of respondents, and by 26.2% of respondents as not being a barrier. The results show that 67.5% of the managers and 76.7% of the employees regarded the factor as a possible barrier. The results suggest that the employees were of the opinion to a greater extent than the managers that the work methods discourage them to be creative. The results are consistent with the results of rating some statements related to the Teamwork and Quality Through People principles, as a statement related to the first principle indicated that the employees are not trained to work in teams to be creative and able to solve problems. A statement related the second principle indicated that employees are not recognised and awarded according to their contribution in quality improvement processes.

The third most likely barrier is the factor, "Not enough top-down communication". This was rated by 67.6% of respondents as a possible barrier; in contrast, it was rated by 32.4% of respondents as not likely to be a barrier. The results indicate that both the managers and employees identified this barrier to a great extent, as 71.6% of the managers and 65.8% of employees regarded it as a possible barrier. The high percentage of managers rating the factor as a possible barrier implies that there is a lack of effective communication between the management and employees. This would support the results related to the Management Commitment and Aligned Corporate Systems principles, which indicated that the management does not listen to the employees and does not take their suggestions seriously, and that there is a lack of an effective communication system in the Ministry.

The fourth most likely barrier is the barrier of "Encourage tampering", which was scored by 59.9% respondents as likely to be a barrier, whereas 40.1% did not think this was the case. The results show that the majority of the respondents who regarded the factor as a possible barrier were employees, as 67.6% of them regarded it as a possible barrier; 42.6% of the managers regarded it as a possible barrier. The high percentage of employees who selected this factor implies that there was a feeling, to a

great extent, amongst employees that the work methods encourage tampering. This would support the results of the "Don't provide a good environment for creativity".

The last likely barrier related to work methods is the barrier of "Insufficient training". This factor was rated as a possible barrier by 52.6% of respondents, but by 47.4% of respondents as not a barrier. In rating this factor, 43.8% of the managers and 56.5% of the employees viewed it as to be a possible barrier, indicating that the employees were of the opinion to a great extent than the managers that the training methods are insufficient. The results of rating this barrier support and are consistent with the results of rating the Prevention and Values principles, which indicated that the employees do not receive continuous training to be qualified to produce quality services and to be courteous to the customers.

The factor, "Induce fear or anxiety" was rated as a possible barrier by only 23.9% of respondents. The majority of respondents (76.1%) did not regard it as a possible barrier. The results show that both groups of the respondents rated this barrier to a low extent, as 23.7% of managers and 27.9% of employees regarded it as a possible barrier.

The factor, "Punitive" was rated by 27.7% of respondents as a possible barrier, compared to 72.3% of respondents rating it as not a possible barrier. The ratings of both groups of the respondents indicate that neither group rated this as a barrier to a high extent, as 39.6% of managers and 22.3% of employees saw it as a possible barrier.

The ratings of the last two factors indicate that the respondents did not view these as barriers to a great extent; thus, these factors are not considered as likely to inhibit the implementation of TQM in the Ministry.

8.1.4 Work Force:

Table 8.1.4 shows the frequencies and the percentages for barriers related to the work force.

Table 8.1.4 Frequencies and Percentages of Rating the Barriers Related to Work Force

Factors (work force)	(N= 546) % (N)		Managers (N= 169) % (N)	Employees (N= 377) % (N)
	No	Yes	Yes	Yes
1 Low morale.	35.5% (194)	64.5% (352)	50.9% (86)	70.6% (266)
2 Low commitment to quality management.	58.4% (319)	41.6% (227)	58.6% (99)	34.0% (128)
3 Distrust of management.	63.0% (344)	37.0% (202)	26.0% (44)	41.9% (158)
4 Won't offer opinion on how to implement quality management or improve quality.	67.0% (366)	33.0% (180)	55.0% (93)	23.1% (87)
5 Cynical of management's programmes.	69.2% (378)	30.8% (168)	21.9% (37)	34.7% (131)
6 Doesn't understand processes.	65.0% (355)	35.0% (191)	58.0% (98)	24.7% (93)
7 Doesn't offer suggestions.	67.4% (368)	32.6% (178)	31.4% (53)	33.2% (125)
8 Apathetic.	46.9% (256)	53.1% (290)	55.6% (94)	52.0% (196)

Table 8.1.4 shows that the respondents rated only two factors as likely, to any great extent, to be possible barriers to the implementation of TQM. These factors are: "Low morale" and "Apathetic". The rest of the factors related to the workforce were not generally viewed as possible barriers.

The results show that the first factor, "Low morale", was rated by 64.5% of respondents as a possible barrier, and by 35.5% of respondents as not a possible barrier. In terms of occupational groups, 50.9% of the managers and 70.6% of the employees regarded this barrier as a possible barrier. This indicate that the employees were of the opinion to a greater extent than the managers that the low moral of the workforce could

impede implementation of TQM. This could be due to issues related to the management systems and work methods (discussed earlier), such as their being too reactive and inflexible to change, the lack of effective top-down and bottom-up communications, insufficient training, lack of good environment for creativity, etc. The respondents, employees in particular, may have felt that these issues would impede the implementation of TQM in the Ministry. The low morale could be also due to the lack of appropriate understanding of TQM concepts and its implementation outcomes.

The factor, "Apathetic", was rated by 53.1% of respondents as a possible barrier; it was rated by 46.9% of respondents as not a possible barrier. The results show that both groups of the respondents agreed to a reasonable extent that this barrier would result in ineffective implementation of TQM, as 55.6% of managers and 52.0% of employees regarded it as a possible barrier. The results suggest that the respondents may have felt that the workforce has an apathetic attitude towards TQM and that this would inhibit the implementation of TQM in the Ministry. This apathetic attitude could be due to the fact that the respondents may felt that the management is not showing seriousness and has apathetic attitudes towards TQM.

The results show the other six factors were not seen by the majority of respondents as potential barriers. "Low commitment to quality management", was rated by 58.4% of respondents as not likely to be a barrier, while 41.6% of respondents rated it as a barrier. The results show that 58.6% of managers and 34.0% of employees rated it as a possible barrier. These findings suggest that the workforce might be showing commitment to TQM. The results imply that the workforce could be more committed to quality management than the management as the results of rating the Management Commitment principles indicated that the management is not showing commitment to quality management.

The factor of "Distrust of management" was rated as not to be a possible barrier by 63.0% of respondents; it was rated by 37.0% of respondents as a possible barrier. The ratings of both groups of the respondents indicate that neither group regarded the factor to a great extent as a barrier, as only 26.0% of managers and 41.9% of employees regarded it as a possible barrier. The results suggest that there is a positive feeling amongst the workforce towards the management. This would suggest that the workforce

would show a positive attitude towards TQM if a decision is taken by the management to implement it.

The factor, "Won't offer opinion on how to implement quality management or improve quality", was thought by 67% of respondents as not likely to be a barrier, and by only 33.0% as a possible barrier. The results indicate that both groups of respondents rated the barrier to a low extent, as 55.0 % of the managers and 23.1% of employees rated it as a barrier. The results suggest that the respondents may have felt that the workforce would accept the principles of TQM if implemented and would participate and offer their opinions in the improvement processes.

The factor, "Cynical of management's programmes", was rated by 69.2% of respondents as not a possible barrier, and by 30.8% of them as a possible barrier. The ratings of the factor indicate that both the managers and employees were not very concerned about it as only 21.9% of managers and 34.7% of employees regarded it as a possible barrier. The results seem to suggest that the workforce respect management's programmes, which implies that they would show commitment to TQM if the management decided to implement it.

The factor, "Doesn't understand processes", was regarded by 65% of respondents as not a possible barrier, and by 35.0% of them as a possible barrier. The responses of the managers and employees in rating the barrier indicate that the majority of them did not regard it as a barrier, as 58.0% of the managers and only 24.7% of the employees rated it as a barrier, which suggests that there is a greater lack of understanding of the processes amongst employees than managers. The results suggest that the workforce understands the processes, but this would be inconsistent with the results of rating the statements of the All Work is Process principle, which indicated that the principle is not being practised in the Ministry and that the personnel of the Ministry are unaware of the fact that the improvement process requires appropriate inputs in order to produce appropriate outputs.

The factors, "Doesn't offer suggestions", was rated by 32.6% of respondents as to be a barrier, and by 67.4% of respondents as not to be so. The results indicate that both groups of the respondents rated the risk from this factor as low, as only 31.4 % of

managers and 33.2% of employees regarded it as a barrier. The results suggest that the workforce is aware of TQM and could be providing its opinion and suggestions on the improvement process, and probably would provide its suggestions on TQM programmes if a decision is taken to implement these programmes.

In addition to these barriers, some respondents suggested some other factors that they felt might be encountered in implementing TQM. These impeding factors include the following:

1. Fear of change;

2. The diversity of the public sector's customers and their needs and requirements;

3. Constant changes at the top management levels;

4. Work stress that would not allow the management to think how to improve and adopt new management systems;

5. Lack of encouragement and motivation to improve;

A number of respondents believed that the fear of change would discourage the management to implement TQM, since its implementation would require employees' participation and empowerment in the decision-making processes and the delegation of power sometimes, which would result in management losing its status.

In relation to the second barrier, a respondent stated that as the Ministry is a public organisation, it is difficult to identify its actual customers and satisfy their needs and expectations, in addition to the difficulty of excluding some of them from benefiting from the Ministry's services.

Some other respondents stated that the constant changes in the management at the top levels would result in difficulty in concentrating on the improvement process, which would result in too many changes as each management adopts different work methods and management styles.

Some respondents were of the opinion that the management's involvement in the daily work issues resulted in work stress, which resulted in the management's inability to think about how to improve. For this reason, the management would prefer to adopt quick-fix solutions to problems, instead of seeking long-term problem solving methods and management systems such as TQM.

Some respondents were of the opinion that there is a lack of encouragement and motivation or driving forces to implement TQM in the Ministry. As a result of the Ministry's being a public organisation, it does not face such issues as competition to improve its services or management processes; therefor, the management would not bother or be encouraged to change and implement new management philosophies, i.e. TQM.

In addition to investigating the possible barriers that may inhibit the implementation of TQM in the Ministry, the researcher presented respondents with a set of factors that were felt likely to contribute to effective implementation of TQM. Their responses to these factors are presented and discussed in the next section.

8.2 RESULTS OF RATING THE FACILITATING FACTORS (DRIVING FORCES)

The researcher has formulated a set of factors that are felt to act as driving forces that could lead to an effective implementation of TQM in the Ministry of Interior. The respondents were asked to rate to what extent they felt each of the factors was a possible facilitating factor. The results of rating the factors are presented in Table 8.2.

Table 8.2: Frequencies and Percentages of Rating the Facilitating Factors

Factors	(N= 546) % (N)		Managers (N= 169) % (N)	Employees (N= 377) % (N)
	No	Yes	Yes	Yes
1 A great emphasis in the government on improving the quality of public services.	29.9% (163)	70.1% (383)	74.6% (126)	68.2% (257)
2 A great emphasis in the government on improving the performance of public organisations.	29.9% (163)	70.1% (383)	79.3% (134)	66.0% (249)
3 A great need for reducing the operational costs and increasing the productivity of public organisations.	74.5% (407)	25.5% (139)	52.1% (88)	13.5% (51)
4 Increased and rapid change in demands from the public (customers) for quality and better public services.	29.9% (163)	70.1% (383)	68.6% (116)	70.8% (267)
5 The need for implementing new management philosophies in the public sector in order to improve their efficiency and effectiveness.	16.8% (92)	83.2% (454)	80.5% (136)	84.4% (318)
6 An assumption that TQM implementation would contribute to reduce the costs and improve the quality of processes and services.	40.1% (219)	59.9% (327)	60.4% (102)	59.7% (225)
7 The government's policies of privatisation.	70.9% (387)	29.1% (159)	20.7% (35)	32.9% (124)
8 Meeting the requirements demanded by changes (i. e. economic, social, etc.) occurring in the world markets at both national and international levels.	65.0% (355)	35.0% (191)	56.8% (96)	25.2% (95)

The results presented in Table 8.2 show that the respondents were of the opinion that only five out of eight factors could be regarded as likely to facilitate the implementation of TQM in the Ministry of Interior. The first factor, which the

respondents felt to be the most important facilitating factor, is the factor of "The need for implementing new management philosophies in the public sector in order to improve their efficiency and effectiveness". The results show that 83.2% of respondents rated this factor as a possible facilitating factor; only 16.8% of respondents were of the opinion that it would not be regarded as a facilitating factor. The results show that both groups of respondents considered this factor as to be a facilitating factor to a great extent, as 80.5% of managers and 84.4% of employees considered this factor as likely to enhance the implementation of TQM. The results suggest that there is a need for implementing new management concepts in the Ministry in order to improve its management process. This would suggest that this need would motivate the implementation of TQM. The results of rating and considering this factor as a driving force would be consistent with the results in relation to the importance of TQM principles, which indicated that the respondents saw a need for improvement and to implement the principles in the Ministry.

The factors, "A great emphasis in the government on improving the quality of public services", "A great emphasis in the government on improving the performance of public organisations", and "The increased and rapid changing demands from the public (customers) for quality and better public services" were equally rated by 70.1% of respondents as facilitating factors, compared to 29.9% of respondents who did not see them as such. The results for the first factor indicate that 74.6% of the managers and 68.2% of the employees regarded this factor as a facilitating factor. The second factor was regarded by 79.3% of managers and 66.0% of employees as a facilitating factor, while 68.6% of managers and 70.8% of employees regarded the third factor as a facilitating factor. The results suggest that there is a critical demand from both the government and the citizens (customers) for service improvement in the public sector. This would confirm the argument suggesting that there is a need for service improvement and TQM implementation in the Saudi public sector in general, and the Ministry of Interior in particular.

The fifth factor, the assumption that TQM implementation would contribute to reduce the costs and improve the quality of processes and services, was rated by 59.9% of respondents as a facilitating factor, and by 40.1% of respondents as not a facilitating factor. The results show that 60.4% of managers and 59.7% of employees regarded this

factor as a facilitating factor. These finding suggest that the respondents are aware of and recognise the importance TQM as a tool for improving the processes and services of the Ministry. This would enhance the possibility of implementing TQM in the Ministry and result in the Ministry personnel's positive attitudes towards TQM and its methods, tools and techniques.

The factor of "A great need for reducing the operational costs and increasing the productivity of public organisations" was rated by only 25.5% of respondents as a facilitating factor. It was rated by the majority of respondents (74.5%) as not a possible factor. The percentage of managers implies that this occupational group recognised the importance of the factor than did the employees, which suggests their awareness of increasing the productivity and reducing the operational costs of public organisation. Overall, the results show that both groups of respondents rated the factor to a low extent, as 52.1% of managers and only 13.5% of employees regarded as a possible factor. The results suggest that the respondents did not consider such issues as reducing the operational costs and improving the productivity of public organisation as driving forces to implement TQM in the Saudi public sector.

The factor, "The government's policies of privatisation" was rated by 29.1% of respondents as a facilitating factor; in contrast, it was rated by 70.9% of them as not a facilitating factor. The results indicate that only 20.7% of managers and 32.9% of employees considered this factor as a possible facilitating factor. This suggests that the respondents did not consider the privatisation policies as the driving forces towards TQM implementation.

The factor, "Meeting the requirements demanded by changes (i.e. economic, social, etc.) occurring in the world markets at both national and international levels" was rated as a facilitating factor by 35.0% of respondents and by 65.0% of respondents as not to be so. The results show that 56.8% of managers and only 25.2% of employees regarded this factor as a facilitating factor. The results indicate that the changes in the market environment were not considered as driving forces to implement TQM.

The last three factors could be regarded as facilitating factors, but not to a great extent, as the percentages of respondents rating them as facilitating factors are lower than the percentages of those rating them as not facilitating factors.

It should be noted that most of the selected forces are internal forces rather than external ones. This would suggest that the implementation of TQM is motivated by the organisation's internal factors or forces, rather than by forces in its external environment. This would imply that there is an internal need in the Ministry to implement TQM.

In addition to the above facilitating factors, the respondents offered a number of factors that they felt to contribute and motivate the implementation of TQM in the Ministry of Interior. These factors could be summarised in the following points:

1. Incompatibility of the current management systems with the changes occurring in the Saudi public sector;

2. The new generation of managers who believe in new management systems;

3. The implementation of TQM in some private companies and organisations, and the benefits gained through TQM implementation in the these organisations.

Some respondents were of the opinion that the current management systems of the public sector are unable to keep pace with the changes occurring in the Saudi public sector, and that this would motivate the implementation of TQM in the Saudi public sector. Some other respondents believed that due to their levels of education, many Saudi managers, particularly those who have been educated abroad, are not satisfied with the old management systems, and seek new management systems. This would, according to these respondents, facilitate or encourage the implementation of TQM. In relation to the third factor, some respondents were of the opinion that the positive results of TQM gained in some companies would encourage the implementation of TQM in the Ministry of Interior.

8.3 THE EFFECT OF THE DEMOGRAPHIC VARIABLES ON RATING THE BARRIERS AND FACILITATING FACTORS

This section presents and discusses the results indicating to what extent the respondents' demographic variables affected the way the respondents rated the barriers and facilitating factors. The effects of the variables are shown at $p < 0.05$ level, using Chi-square test.

It should be noted that the following hypothesis will be tested in this section:
"The respondents' level and place of education, and type of occupation will be significantly related to the way the respondents perceived and rated the barriers and facilitating factors."

8.3.1 Results Indicating the Effect of the Demographic Variables on Rating the Barriers

The results presented in Table 8.3.1.1 show to what extent the respondents' level of education had a significant effect on their rating of the barriers.

The results show that the respondents' level of education significantly affected the way they rated the barriers, as there is a significant difference in the mean responses of the four groups of respondents in rating the barriers. The results indicate that the respondents with Masters and Doctorate levels of education were more likely to consider the factors presented as possible barriers to the implementation of TQM. This would suggest that these respondents were more aware of the barriers, which could be due to their positions, as most of them are at the top levels of the organisation, which enabled them to know the organisation's weaknesses and management problems.

Table 8.3.1.1: Results Indicating the Effect of the Education Variable on Rating the Barriers

Barriers Factors	Chi-square		The Mean			
	Chi-Square	Asymp. Sig.	Intermediate (N= 36)	High School (N=180)	University (N= 281)	Master & Doctorate (N=49)
No long-term vision	16.407	.00	1.25	1.43	1.39	1.65
No constancy of purpose	90.182	.00	1.31	1.86	1.68	1.24
Unwilling to take risk	99.572	.00	1.58	1.19	1.60	1.80
Quality efforts failed elsewhere	24.046	.00	1.75	1.97	1.93	1.94
Our customers are happy	36.333	.00	1.64	1.93	1.93	1.96
Comfortable with the status quo	3.770	.28	1.92	1.88	1.84	1.92
Comfortable with reactive management	5.611	.13	1.36	1.22	1.28	1.18
Not fully committed to quality management	55.055	.00	1.86	1.61	1.71	1.20
There are no major problems or survival issues	57.311	.00	1.61	1.88	1.77	1.39
Failure to learn the cost of poor quality	7.026	.07	1.33	1.17	1.20	1.12
Too short-term	30.918	.00	1.50	1.47	1.70	1.78
Too many changes	16.920	.00	1.69	1.92	1.86	1.94
Too reactive	18.222	.00	1.53	1.38	1.27	1.16
Product-driven not market driven	8.190	.04	1.31	1.47	1.36	1.49
Inflexible to change	31.106	.00	1.33	1.46	1.24	1.14
Doesn't offer a specific direction	19.509	.00	1.53	1.41	1.60	1.63
Not enough top-down communication	12.481	.00	1.44	1.39	1.29	1.18
No bottom-up communication	32.591	.00	1.17	1.09	1.32	1.18
Encourage tampering	49.022	.00	1.36	1.24	1.44	1.78
Insufficient training	40.512	.00	1.08	1.41	1.52	1.73
Don't provide environment for creativity	21.688	.00	1.47	1.18	1.31	1.14
Induce fear of anxiety	27.440	.00	1.60	1.86	1.69	1.92
Punitive	87.742	.00	1.42	1.92	1.70	1.35
Low moral	24.631	.00	1.14	1.32	1.36	1.63
Low commitment to quality management	43.966	.00	1.69	1.61	1.63	1.14
Distrust of management	17.509	.00	1.58	1.53	1.67	1.82
Won't offer opinion on implementing TQM	107.419	.00	1.36	1.90	1.64	1.20
Cynical of management's programmes	31.836	.00	1.67	1.81	1.59	1.86
Doesn't understand process	81.576	.00	1.75	1.83	1.60	1.16
Doesn't offer suggestions	74.965	.00	1.58	1.88	1.52	1.88
Apathetic	53.450	.00	1.44	1.31	1.62	1.24

Note: Significant Chi-square values are at p< 0.05, Value (Yes = 1, No = 2)

The results indicate that the respondents' level of education was an important factor in determining their opinion about the barriers, and affected the way the respondents rated the barriers.

The results presented in Table 8.3.1.2 show the extent to which the respondents' Place of Education affected the way they rated the barriers.

The results show that the variable, Place of Education, significantly affected the way the respondents rated the barriers, as the respondents who were educated abroad rated the barriers to a greater extent than the respondents who were educated in Saudi Arabia. This is possibly due to their familiarity with the concepts of the barriers, as most of them would have known the new management concepts, such as TQM and be aware of the barriers associated with its implementation.

Table 8.3.1.2: Results Indicating the Effect of the Place of Education Variable on Rating the Barriers

Barriers Factors	Chi-square		The Mean			
	Chi-Square	Asymp. Sig.	Saudi (N=428)	USA (N=79)	UK (N=17)	Arab Countries (N=16)
No long-term vision	22.715	.00	1.37	1.61	1.65	1.62
No constancy of purpose	27.765	.00	1.72	1.56	1.18	1.69
Unwilling to take risk	14.002	.00	1.47	1.52	1.82	1.19
Quality efforts failed elsewhere	1.242	.74	1.94	1.92	1.94	1.87
Our customers are happy	2.389	.49	1.92	1.92	1.94	1.81
Comfortable with the status quo	9.323	.02	1.88	1.85	1.82	1.63
Comfortable with reactive management	17.137	.00	1.23	1.42	1.06	1.38
Not fully committed to quality management	18.752	.00	1.67	1.54	1.24	1.81
There are no major problems or survival issues	22.179	.00	1.80	1.67	1.35	1.75
Failure to learn the cost of poor quality	9.495	.02	1.17	1.28	1.12	1.38
Too short-term	5.825	.12	1.60	1.65	1.88	1.62
Too many changes	.971	.80	1.88	1.90	1.88	1.81
Too reactive	3.193	.36	1.33	1.25	1.29	1.19
Product-driven not market driven	1.850	.60	1.42	1.38	1.29	1.31
Inflexible to change	3.366	.33	1.32	1.29	1.12	1.31
Doesn't offer a specific direction	1.805	.61	1.54	1.51	1.65	1.44
Not enough top-down communication	4.802	.18	1.34	1.29	1.12	1.25
No bottom-up communication	6.618	.08	1.20	1.30	1.24	1.38
Encourage tampering	49.330	.00	1.33	1.67	1.88	1.50
Insufficient training	.649	.88	1.47	1.51	1.53	1.44
Don't provide environment for creativity	6.915	.07	1.26	1.30	1.06	1.44
Induce fear of anxiety	3.146	.37	1.77	1.75	1.88	1.62
Punitive	26.979	.00	1.75	1.63	1.24	1.87
Low moral	3.464	.32	1.35	1.39	1.47	1.19
Low commitment to quality management	21.669	.00	1.63	1.44	1.18	1.62
Distrust of management	2.003	.57	1.62	1.67	1.76	1.62
Won't offer opinion on implementing TQM	25.592	.00	1.71	1.53	1.24	1.81
Cynical of management's programmes	5.690	.12	1.68	1.72	1.94	1.69
Doesn't understand process	54.775	.00	1.72	1.42	1.06	1.62
Doesn't offer suggestions	9.974	.01	1.65	1.76	1.94	1.75
Apathetic	2.293	.51	1.48	1.46	1.29	1.44

Note: Significant Chi-square values are at p<.05, Value (Yes = 1, No = 2)

The results presented in Table 8.3.1.3 show the extent to which the respondent' type of Occupation affected the way the respondents rated the barriers.

Table 8.3.1.3: Results Indicating the Effect of the Occupation Variable on Rating the Barriers

Barriers Factors	Chi-square		The Mean	
	Chi-Square	Asymp. Sig.	Administrative (N=509)	Technician (N=37)
No long-term vision	1.834	.17	1.42	1.30
No constancy of purpose	.084	.77	1.67	1.70
Unwilling to take risk	1.194	.27	1.48	1.58
Quality efforts failed elsewhere	.723	.39	1.93	1.97
Our customers are happy	.326	.56	1.91	1.94
Comfortable with the status quo	1.755	.18	1.87	1.79
Comfortable with reactive management	.057	.81	1.26	1.24
Not fully committed to quality management	1.449	.22	1.65	1.55
There are no major problems or survival issues	.576	.44	1.76	1.82
Failure to learn the cost of poor quality	2.880	.09	1.18	1.30
Too short-term	7.398	.00	1.63	1.39
Too many changes	4.667	.03	1.88	1.76
Too reactive	.023	.87	1.32	1.30
Product-driven not market driven	.706	.40	1.41	1.33
Inflexible to change	1.224	.26	1.30	1.39
Doesn't offer a specific direction	7.694	.00	1.55	1.30
Not enough top-down communication	1.602	.20	1.32	1.42
No bottom-up communication	1.347	.24	1.22	1.30
Encourage tampering	.078	.78	1.40	1.42
Insufficient training	12.033	.00	1.49	1.18
Don't provide environment for creativity	1.877	.17	1.26	1.36
Induce fear of anxiety	11.712	.00	1.78	1.52
Punitive	1.329	.24	1.73	1.64
Low moral	6.357	.01	1.37	1.15
Low commitment to quality management	3.695	.05	1.59	1.42
Distrust of management	16.084	.00	1.65	1.30
Won't offer opinion on implementing TQM	3.820	.05	1.68	1.52
Cynical of management's programmes	.004	.95	1.69	1.70
Doesn't understand process	4.214	.04	1.66	1.48
Doesn't offer suggestions	.084	.77	1.67	1.70
Apathetic	.036	.85	1.47	1.48

Note: Significant Chi-square values are at p<.05, Value (Yes = 1, No = 2)

The results show that the respondents' type of occupation did not have a significant effect on rating the barriers, as both the administrative and technicians perceived the barriers and rated them to almost an equal extent. This would suggest that the respondents' type of occupation was not an important factor in rating and determining the barriers.

The results indicated that the variables of Level of Education and Place of Education significantly affected the way the respondents rated the barriers. This would be consistent with and support the hypothesis that the respondents' demographic variables would affect the way the respondents rated the barriers. The results showed that the variable of Occupation did not have a significant effect on ratings of the barriers, which is inconsistent with the hypothesis presented above.

8.3.2 Results Indicating the Effect of the Demographic Variables on Rating the Facilitating Factors

The results presented in this section show to what extent the respondents' demographic variables affected the way they rated the facilitating factors.

The results presented in Table 8.3.2.1 show to what extent the respondents' Level of Education affected the way they rated the facilitating factors.

Table 8.3.2.1: Results Indicating the Effect of the Education Variable on Rating the Facilitating Factors

Facilitating Factors	Chi-square		The Mean			
	Chi-Square	Asymp. Sig.	Intermediate (N= 36)	High School (N=180)	University (N= 281)	Master & Doctorate (N=49)
1. A great emphasis in the government on improving the quality of public services.	5.961	.11	1.19	1.33	1.31	1.18
2 A great emphasis in the government on improving the performance of public organisations.	26.092	.00	1.47	1.41	1.23	1.14
3 A great need for reducing the operational costs and increasing the productivity of public organisations.	97.432	.00	1.56	1.91	1.75	1.24
4 An increased and rapid changing demands from the public (customers) for quality and better public services.	7.279	.06	1.28	1.36	1.29	1.16
5 The need for implementing new management philosophies in the public sector in order to improve their efficiencies and effectiveness.	9.813	.02	1.33	1.14	1.18	1.10
6 An assumption that TQM implementation would contribute to reduce the costs and improve the quality of processes and services.	75.117	.00	1.61	1.19	1.55	1.18
7 The government's policies of privatisation.	14.740	.00	1.89	1.68	1.67	1.88
8 Meeting the requirements demanded by the changes (i. e. economic, social, etc.) occurred in the world markets at both national and international levels.	81.147	.00	1.50	1.86	1.62	1.20

Note: Significant Chi-square values are at $p<.05$, Value (Yes = 1, No = 2)

The results indicate that the variable of Education significantly affected the way the respondents rated the facilitating factors, as the means of rating the factors show that the respondents with Masters and Doctorate levels of education were of the opinion to a greater extent than the other groups that the selected factors would motivate the implementation of TQM in the Ministry. This would suggest this group's greater awareness of the factors, which is possibly due to their better understanding of the concepts of the factors, which could be due to their level of education.

The results presented in Table 8.3.2.2 show the extent to which the respondents' Place of Education affected the way they rated the proposed facilitating factors.

Table 8.3.2.2: Results Indicating the Effect of the Place of Education Variable on Rating the Facilitating Factors

Facilitating Factors	Chi-square		The Mean			
	Chi-Square	Asymp. Sig.	Saudi (N=428)	USA (N=79)	UK (N=17)	Arab Countries (N=16)
1. A great emphasis in the government on improving the quality of public services.	6.144	.10	1.32	1.22	1.18	1.19
2 A great emphasis in the government on improving the performance of public organisations.	7.705	.05	1.32	1.20	1.12	1.38
3 A great need for reducing the operational costs and increasing the productivity of public organisations.	31.552	.00	1.80	1.58	1.35	1.81
4 An increased and rapid changing demands from the public (customers) for quality and better public services.	1.782	.61	1.30	1.32	1.18	1.38
5 The need for implementing new management philosophies in the public sector in order to improve their efficiencies and effectiveness.	3.032	.38	1.17	1.11	1.24	1.25
6 An assumption that TQM implementation would contribute to reduce the costs and improve the quality of processes and services.	6.371	.09	1.42	1.35	1.18	1.56
7 The government's policies of privatisation.	22.970	.00	1.66	1.90	1.94	1.75
8 Meeting the requirements demanded by the changes (i. e. economic, social, etc.) occurred in the world markets at both national and international levels.	25.304	.00	1.70	1.48	1.29	1.56

Note: Significant Chi-square values are at p<.05, Value (Yes = 1, No = 2)

The results presented above indicate that the variable, Place of Education, was an unimportant factor in rating the facilitating factors, as it did not show a significant effect on rating most of the factors. The results show that there is no statistically significant difference between the mean responses of the respondents according to their Level of Education, as all groups rated the factors similarly.

The results presented in Table 8.3.2.3 show to what extent the variable of Occupation affected the way the respondents rated the facilitating factors.

Table 8.3.2.3: Results Indicating the Effect of the Occupation Variable on Rating the Facilitating Factors

Facilitating Factors	Chi-square		The Mean	
	Chi-Square	Asymp. Sig.	Administrative (N=501)	Technician (N=37)
1. A great emphasis in the government on improving the quality of public services.	3.619	.05	1.31	1.15
2 A great emphasis in the government on improving the performance of public organisations.	.112	.73	1.30	1.27
3 A great need for reducing the operational costs and increasing the productivity of public organisations.	.061	.80	1.75	1.73
4 An increased and rapid changing demands from the public (customers) for quality and better public services.	.527	.46	1.30	1.24
5 The need for implementing new management philosophies in the public sector in order to improve their efficiencies and effectiveness.	1.506	.22	1.17	1.09
6 An assumption that TQM implementation would contribute to reduce the costs and improve the quality of processes and services.	6.131	.01	1.39	1.61
7 The government's policies of privatisation.	3.315	.06	1.70	1.85
8 Meeting the requirements demanded by the changes (i. e. economic, social, etc.) occurred in the world markets at both national and international levels.	4.214	.04	1.66	1.48

Note: Significant Chi-square values are at $p<.05$, Value (Yes = 1, No = 2)

The results show that the respondents' type of Occupation did not have a significant effect on their rating of the factors, which suggests that the respondents' type of Occupation was not a major factor in selecting and rating the factors. The results indicate that both groups of respondents almost equally rated the factors.

The results indicated that the variable, level of Education significantly affected the way the respondents rated the facilitating factors. This would be consistent with and support the hypothesis that the respondents' level of education would significantly affect the way the respondents perceived the factor. The results indicated that the other two variables (Place of Education and Occupation) did not show a significant effect on rating the factors. This would be inconsistent with the hypothesis presented above.

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8.4 CONCLUSION

The results presented and discussed above indicated that there are a number of barriers that could be encountered in implementing TQM. These barriers differ from one area to another, and thus, each area needs to be looked at differently. But, the results indicated that most of the selected barriers are barriers related to senior management and work methods. As a result, the senior management level and work methods are the areas that need to be looked at more than the other areas, in order to implement TQM effectively in the Ministry of Interior in particular, and the Saudi public sector in general.

The results also indicated that there are a number of driving forces that would lead to and motivate the implementation of TQM in the Ministry of Interior. Most of these forces are internal forces that are related to the Ministry's internal environment and issues. These forces need to be enhanced to support the effective implementation of TQM.

In addition, the results indicated that some aspects of the respondents' demographic background affected the way they rated the barriers and driving forces; thus, the organisation personnel's level of education, place of education, and type of occupation need to be taken into consideration in eliminating the barriers and enhancing the facilitating factors, as these demographic variables would affect the way the personnel deal with these barriers and factors.

Chapter Nine:

CONCLUSION

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CONCLUSION

9.1. FINDINGS

The overall aim of the research was to test the possibility of implementing TQM into the Saudi public sector (the ministries of the civil service). Due to the large number of ministries operating in the Saudi public sector, which would make the investigation of the possibility of implementing TQM in the whole sector a difficult and time consuming task, the research focused on the Ministry of Interior as a case study for implementing TQM.

To achieve the objectives of the research, several stages were undertaken, starting from a survey of TQM literature. The survey of the literature suggests that the concepts of TQM have been widely adopted, in both the private and public sectors, as well as in the manufacturing and service sectors, as a philosophy and management discipline to improve organisational processes and services, despite some difficulties associated with its implementation. It was also revealed that the quality experts or "gurus" provided a set of concepts, methods, and techniques for improvement, mainly focusing on several factors which include: customer satisfaction, employee involvement, management commitment, and continuous improvement. These factors have been regarded in the TQM literature as the core principles of TQM. Nevertheless, the literature review revealed that although the quality experts made a great contribution to the development of TQM, they have not provided a specific framework for implementing the concepts of TQM in an organisation, which led many organisations to confusion and lack of understanding how to implement TQM.

An overview of the Saudi public sector was presented, which revealed that there have been a number of initiatives undertaken by the Saudi government to improve the efficiency and effectiveness of the Saudi public organisations, but TQM, in its broad terms, has never been taken as part of these initiatives, although some quality management

concepts (i.e. quality assurance, quality inspection) have been implemented in a very limited number of Saudi public organisations.

Due to the unavailability of a specific framework for TQM implementation provided by the quality experts, there was a need to seek an appropriate framework that would encompass the basic principles of TQM and provide a systemic way to implement these principles. The model developed by Morris and Hiagh (1996) was selected as the proposed conceptual framework or model for TQM implementation in the Saudi public sector. The proposed conceptual model encompassed a set of twenty elements and principles.

For the purpose of testing the possibility of implementing TQM in the Saudi public sector, with particular reference to the Ministry of Interior, an empirical study was carried out. The proposed implementation model's elements and principles were tested empirically in order to identify whether or not there was a need for improvement and implementing TQM in the Ministry of Interior, in addition to testing the compatibility between the proposed framework and the Ministry's environment.

The findings of the empirical study revealed that there is a great need in the Ministry of Interior for improvement and implementing the proposed framework, as almost all respondents from both groups (managers and employees) rated the elements and principles of the framework as important to a great extent. This would suggest that the respondents recognised that there is a need for improvement in the Ministry of Interior, and that they were aware of the importance of the elements and principles to improve the quality of services and management processes of the Ministry. The findings related to the importance of the principles are consistent and support the hypothesis that stated that there is a belief amongst the employees and management of the Ministry of Interior that there is a need for improvement in the Saudi public sector.

In terms of the practice of the elements and principles and the compatibility between them and the environment of the Ministry of Interior, the findings of the empirical study revealed that most of the proposed model's elements and principles are not being

practised in the Ministry. In relation to the macro or contextual elements of the model, the data analysis revealed the following findings:

1. **Vision**: the data analysis revealed that both the employees and managers rated this element as an important element to a high extent. In terms of its practice, the results showed that the Ministry of Interior lacks a clear vision statement that helps its personnel to understand its purpose of existence and directs their daily work activities. The results revealed that the work is being conducted and preformed on the day-to-day basis instead of on long-term planned goals and objectives.

2. **Mission**: the data analysis also revealed that this element was rated as important to a high extent by both groups of respondents. The results showed that there is a lack of a clear mission statement in the Ministry to direct the personnel to achieve its future objectives and to satisfy the customers. The results of this element also indicated that the senior managers of the Ministry are not serious and involved personally to ensure that the objectives of the Ministry are being met.

3. **Strategy**: the data analysis revealed that the respondents, from both the employees and managers' level, rated this element as an important element to be implemented in the Ministry. In relation to the practice of this element, the data analysis revealed that there is a lack of a clear strategy in the Ministry of Interior that guides its personnel to produce high quality services with less cost and to satisfy the customers; in addition, the employees are unclear about what is required from them in the work place.

4. **Values**: in terms of Values, the results showed that both groups of respondents recognised the importance of the Values element. The results indicated that the Ministry believes it is accessible to the customers, promoting customers' safety, communicating with the customers in a language they understand, and providing the customers with reliable services, as basic values. The results of the empirical study revealed that the Ministry does not believe in training its staff, to enable them to perform their tasks better, as a value, and its employees are not responsive to the customers' requirements and demands, and its services seems to be intangible.

5. **Key Issues**: the results of rating this element indicated that both the employees and managers rated this element as an important element to be implemented in the Ministry. The results relating to the element's practice indicated that the managers deal with customers' suggestions seriously and take them into account more than employees, indicating that there is awareness at the management level in the Ministry about the importance of the issues raised by the customers. The results also showed that the employees are not dealing seriously with the issues raised by the customers. In addition, the personnel of the Ministry, particularly the managers, respect the issues raised by the customers and take them seriously, but do not regard them as guidelines for improving the services of the Ministry, and they do not take serious action to tackle these issues or try to investigate the causes of these issues. The results suggest that although the issues resulting in customer dissatisfaction are taken seriously, they are not dealt with seriously.

The findings relating to the above elements lead to a conclusion that the Ministry does not have clear long-term plans and objectives and lacks the guiding concepts and methods that would enable it to achieve its future desired goals successfully.

In relation to the micro or operational elements of the model, the results of the empirical study revealed the following findings:

1. **Internal and External Customers**: the results relating to this concept showed that the respondents rated this concept as an important concept to be implemented in the Ministry. The results relating to the concept's practice indicated that employees working in the departments of the Ministry do not treat their colleagues as their customers and they are unaware about the concept of internal customers. The concept of internal customer may be implemented at the managerial levels in the Ministry, but there may be less practice of it at the lower levels of the Ministry and it is not being recognised as an important factor in creating good relationships between the departments of the Ministry or enhancing the existing relationships between the departments.

2. **Customer Satisfaction**: the data analysis revealed that this concept was rated as an important concept by both groups of respondents. The data analysis also revealed that

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there is a lack of the customer satisfaction concept in the Ministry of Interior as the results revealed that its employees are not giving customers' requirements enough attention and providing the customers with services on time, or devoting enough time to dealing with these requirements. The results showed that there is a lack of guiding procedures that could lead the employees in the Ministry to satisfy their customers.

3. **Teamwork:** the results of rating the importance of this concept revealed that the concept was rated as an important concept to be implemented in the Ministry. In terms of its practice, the results showed that this concept is not being practised in the Ministry as the team spirit is not being recognised as a critical working method to improve work processes or to solve quality and other related problems in the Ministry. Also, there is a lack of training given to the employees to enable them to work in teams.

4. **Quality Through People:** the results relating to this concept showed that both groups of respondents recognised the importance of this element as almost all of them rated it as an important concept. The results relating to its practice showed that there is an awareness at management level in the Ministry, about the importance of people to the quality improvement process, but the employees seem to be dissatisfied with the level of recognition, and with reward systems. In relation to this element, it could be said that there is some awareness in the Ministry of the importance of people in quality improvement, but it needs to be implemented and translated into appropriate award and recognition systems.

5. **Quality on All Agendas:** the results showed that the respondents rated this concept as an important concept to a high extent. The results also showed that the management of the Ministry does not give enough attention to quality and its not being included on the management's agendas and regarded as part of the Ministry's culture. The results showed that there is a lack of element's implementation and practice in the Ministry.

6. **All Work is Process:** the results of rating the importance of this concept indicated that both groups of respondents recognised the importance of this concept. The results relating to its practice showed that there is a lack of practice of the concepts relating to the element as the results revealed that there is a lack of appropriate understanding of

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the processes in the departments of the Ministry. The results showed that personnel of the Ministry are unaware that the work requires appropriate inputs in order to produce appropriate outputs.

7. **Management Commitment:** the results relating to this element revealed that the concept was rated as an important concept to a high extent. The results show that the management of the Ministry is not serious about improving the quality of services and does not require the employees to improve constantly the quality of their work and the services they are providing; in addition, it does not listen to employees and take their suggestions seriously, which indicates that the element is not being practised in the Ministry.

8. **Prevention:** in relation to this concept, the results showed that both groups of respondents rated the concept as an important concept to a high extent. The results relating to its practice revealed that the management is unaware of the cost of poor quality and rework and it does not encourage employees to produce quality services from the outset. This indicates that there is a lack of element's implementation and practice in the departments of the Ministry.

9. **Continuous Improvement Cycle:** the results relating to this concept indicated that the respondents recognised the importance of the concept and rated it as an important concept to a high extent. The results relating to its practice showed that the employees are not given enough training, and so are unable to improve effectively and constantly. The results also indicated that the employees' contributions and participation in the improvement processes are not being recognised by the management; as a result, it could be said that there is a lack of this element's practice in the Ministry's departments.

10. **Measurement:** the results showed that this concept was rated as an important concept to a high extent. The results relating to its practice indicated that the customers and departments dealing with the Ministry's departments were never asked about the quality of their services and the personnel working the Ministry do not try to get feedback from their customers to ensure that they are providing required and quality services and to

know whether or not their customers are satisfied with the Ministry's services. This finding indicate the lack of element's practice in the Ministry.

The results relating to the above operational elements or concepts of the proposed model indicate that the elements are not being practised, which would suggest that the Ministry lacks effective operational elements and concepts that enable its personnel, particularly the operative personnel, to provide quality services.

The results relating to TQM principles, as presented in the model, showed the following findings:

1. **Customer is King:** the results relating to this principle revealed that the principle was rated as an important principle to a high extent by both groups of respondents. The results relating to its practice revealed that there is a lack of an appropriate attitude among the personnel of the Ministry towards the customers, and that the concept of customer satisfaction is not being taken as an important factor in providing services. The results revealed that the customer is regarded as a king within the Ministry of Interior, but there is doubt about top managers' attention to customer satisfaction.

2. **Everyone Participates:** the results relating to this principle revealed that both the employees and managers rated the principle as an important principle. The results relating to its practice revealed that the employees realise that the success and failure is the responsibility of all, not of individuals and that the employees as well as the customers and suppliers of the Ministry are being participated in the improvement processes. Nevertheless, the senior managers in the Ministry's departments do not listen to their subordinates, customers and suppliers, and seriously take their suggestions and recommendations for work and service improvement.

3. **Aligned Corporate Systems:** the results showed that the principle was rated as an important principle to a high extent by both groups of respondents. The results relating to the principle's practice showed that the Ministry's systems are not being aligned appropriately to provide a corporate environment so that they work effectively. The results showed that there is a lack of an effective communication system and co-operation within the Ministry's departments. In addition, the tasks and responsibilities

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are not being assigned between the employees and the work systems are not organised in a systematic way so that the employees could perform their tasks effectively and easily. The results also indicated that the tools and equipment of the Ministry are of a high quality, but they are unavailable on time when required.

4. **Continuous Improvement:** the results of rating the importance of the principles revealed that the principle was rated as an important principle to a high extent. The results showed that the employees in are aware that continuous improvement is an important factor for success, but they are not being given enough training to improve constantly and the senior managers of the departments do not recognise the importance of their employees' participation in the improvement process. In addition, there are no steps being taken in the departments of the Ministry for improving work methods.

5. **Quality Measurement:** in relation to this principle, the results revealed that the respondents recognised the importance of the principle. The results relating to its practice revealed that the management is not concerned about the quality of the work conducted by the employees and it does not review quality constantly and there is a lack of appropriate measurement or assessment procedures, methods, tools and techniques to review and evaluate the outputs of the work conducted.

The results of relating to the above principles lead to a conclusion that the Ministry is lacking the implementation and practice of TQM core principles, which would suggest that TQM and its relating concepts or principles are not being of the Ministry's management's concern and part of the organisation culture in providing the services.

It should be noted, in terms of the practice of the elements and principles, that the employees were of the opinion, to a greater extent than the managers were, that the elements and principles are not being practised in the Ministry. This would lead to a conclusion that the personnel of the Ministry who are actually involved with the daily life of the work were aware that the elements and principles are not being practised, which suggests that they were aware of the concepts of the elements and principles and recognised the lack of such elements and principles' implementation. The managers were of the opinion, to greater extent, that the elements and principles are being practised, which

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suggests that the managers either assumed that such elements and principles are being practised, or they intended to show that the work is being conducted perfectly and that it does not have shortcomings.

In relation to the other demographic variables of the respondents, the data analysis revealed that, in terms of the importance of the elements and principles, the variables of Level and Place of Education significantly affected the way the respondents rated the importance of the elements and principles, whilst the variable of type of Occupation (Administrative and Technicians) did not show a significant effect on the way the respondents rated the principles. In relation to the practice of the elements and principles, the data revealed that the respondents' demographic variables (Level, Place of Education and type of Occupation) significantly affected the way the respondents rated the statements related to the practice of the elements and principles.

Overall, the findings of the research suggest that the environment of the Ministry of Interior, with its current management systems and procedures, is inconsistent with the requirements demanded by TQM, and that it would need some modifications in order to implement TQM successfully. This does not support the hypothesis stating that the general environment of the Saudi public sector is compatible with implementing the principles and concepts of TQM.

In addition to the inconsistency between the Ministry's environment and the requirements demanded by TQM, the empirical study revealed that there are a number of critical barriers that would be encountered in TQM implementation in the Ministry. In relation to the barriers relating to Senior Management, the results showed that there are four significant barriers that may restrict the implementation of TQM in the Ministry. These barriers are:

1. **Failure to learn the cost of poor quality:** the findings of the research revealed that the management of the Ministry does not recognise the cost of poor quality. The results showed that both groups of respondents regarded this barrier as a possible barrier and felt that the management of the Ministry is lacking appropriate understanding of the costs of poor quality.

2. **Comfortable with reactive management:** the results showed that the respondents felt that the management of the Ministry is comfortable with a reactive style of management, which would inhibit the effective implementation of TQM.

3. **No long-term vision:** the respondents felt that the management of the Ministry does not have a long-term vision that encourages it to implement TQM; as a result, they regarded this barrier as a possible inhibiting factor.

4. **Unwilling to take risk:** in relation to this barrier, the employees felt to higher extent than the managers that the management of the Ministry does not seem to be willing to take the risk to implement TQM and this would inhibit the effective implementation of TQM.

In addition to the above barriers, three significant barriers were identified relating to Management System that may inhibit the implementation of TQM in the Ministry. These barriers found to be:

1. **Inflexible to change:** in rating this barrier both groups of the respondents felt that the management systems of the Ministry are inflexible to change, and this would result in difficulties and ineffectiveness of TQM implementation.

2. **Too reactive:** the respondents also felt that the management systems are too reactive and does not keep pace with the changes in the Ministry's environment. The respondents felt that this would result in ineffective implementation of TQM.

3. **Product-driven not market-driven:** this barrier was rated as the last most likely barrier related to Management System. The respondents felt that this barrier would result in ineffective implementation of TQM in the Ministry.

In relation to Work Methods, the results revealed that there are five barriers that may result in ineffective implementation of TQM. These barriers are:

1. **No bottom-up communication:** the results showed that this barrier is the most likely barrier relating to Work Methods that may limit the effective implementation of TQM in the Ministry.

2. **Don't provide a good environment for creativity:** the results showed that this barrier was selected as the second most likely barrier that may inhibit the effective implementation of TQM.

3. **Not enough Top-down communication:** the respondents were of the opinion that the Ministry's current work methods lack effective top-down communication system. This factor was selected as the third most likely barrier to TQM implementation in the Ministry.

4. **Encourage tampering:** the employees were of the opinion to a higher extent than the managers that the work methods of the Ministry encourage tampering, and regarded this factor as the fourth most likely barrier to TQM implementation.

5. **Insufficient training:** in rating this barrier, the employees were of the opinion to a higher extent than the managers that the Work Methods of the Ministry do not offer sufficient training and that this may result in ineffective implementation of TQM in the Ministry.

In relation to the Ministry's Workforce, the results revealed that there are two barriers relating to the Workforce. These barriers are:

1. **Low morale:** the results revealed that the respondents, particularly employees, were of the opinion that the low moral of the workforce would be the most likely barrier, related to the Workforce, to TQM implementation.

2. **Apathetic:** the results indicated that this barrier was selected as the second most likely barrier to TQM implementation. The respondents were of the opinion that the workforce has an apathetic attitude towards TQM and that this would inhibit the implementation of TQM in the Ministry.

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Despite the above barriers, the results of the empirical study revealed that there are a number of driving forces that would motivate the implementation of TQM in the Ministry. The following are some of these forces:

1. The need for implementing new management philosophies in the public sector in order to improve their efficiency and effectiveness.
2. A great emphasis in the government on improving the quality of public services.
3. A great emphasis in the government on improving the performance of public organisations.
4. Increased and rapidly changing demands from the public (customers) for quality and better public services.
5. An assumption that TQM implementation would contribute to reduce the costs and improve the quality of processes and services.

In relation to the respondents demographic variables and their effect on rating the barriers and driving forces, the results indicated that some aspects of the respondents' demographic background affected the way they rated the barriers and driving forces The results indicated that the variables of Level of Education and Place of Education significantly affected the way the respondents rated the barriers. The results showed that the variable of Occupation did not have a significant effect on ratings of the barriers. The results indicated that the variable of level of Education significantly affected the way the respondents rated the facilitating factors. The results indicated that the other two variables (Place of Education and Occupation) did not show a significant effect on rating the factors.

9.2. RECOMMENDATIONS

In order to implement TQM successfully in the Saudi public sector, the researcher provides a set of recommendations, related to various areas, which would help to improve the environment of the Saudi public sector so that it could be compatible with the requirements demanded by TQM.

For the areas relating to the contextual elements of the model, the researcher's recommendations are:

1. There should be a clear and written vision statement for the Ministry of Interior that manifests its future desired state. The vision statement should be made clear for all personnel, and should provide the management and employees of the Ministry with the means that help them to plan and execute the organisational future plans and daily activities.

2. There should be clear mission statement for the Ministry based on the above vision statement. The mission statement should indicate the purpose of the Ministry's existence, how it should serve its customers and the society in general, and what are its ultimate goals and objectives.

3. There should be long-term strategic plan for the Ministry. The strategic plan should define the Ministry's future plans, monthly and day-to-day work programmes and plans, annual targets to be achieved, and clear policies related to the services and improvement processes.

4. There should be a set of basic beliefs and values for the Ministry that serve to ensure congruence between organisational actions and external customer demands and expectations. These values should include such beliefs as ease of contact and access to information related to the services, communication with the customers in a language they can understand, courtesy, reliability and tangibility of services, responsiveness, and understanding customers needs and expectations.

5. The personnel and systems of the Ministry should be prepared to deal effectively with the issues raised by the customers and take these issues seriously. The management should consider and regard these issues guidelines and measures to understand customers' levels of satisfaction and dissatisfaction with the Ministry's services.

For the areas relating to the operational elements, the following recommendations are provided:

1. The management in the Ministry, particularly at the top levels, should emphasis the importance of the internal and external customers concept; the management also should find a way to learn the internal customers' needs and requirements, and how it could meet these needs and requirements. This concept should be promoted at the lower levels of the organisation; the employees need to be made aware about the importance of the internal customer and should be convinced that the external customer's satisfaction depends on the internal customer's satisfaction. The employees need to be made aware that this objective could be achieved only by creating good relationships between the departments and the personnel working in these departments and treating each others as customers who should be satisfied in order to satisfy the external customers.

2. There should be machinery in the Ministry that anticipates customers' needs and requirements in order to understand their future demands and expectations. The management of the Ministry should create awareness amongst personnel at all levels about the importance of the customer. Customers' needs and requirements should be given greater attention; the employees and management should devote greater time the customers' requirements. There should be clear guiding procedures in the Ministry that could guide the employees how to satisfy their customers.

3. The management of the Ministry should recognise the importance of teamwork concept and regard it as a critical working method. It should promote quality circles as a means of promoting the teamwork spirit in the departments of the public sector, together with the provision of training sessions to the personnel at all levels to enable them to work in teams and be familiar with the concepts of quality circles. The management of the departments needs to be encouraged and trained to work as teams to achieve their departments and organisations' objectives.

4. The concept of Quality Through People should be enhanced at the management levels of the Ministry. The employees who perform quality work and provide quality services should be provided with incentives that encourage them to be aware of quality management concepts. The people involved in the improvement processes need to be

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encouraged and rewarded according to the achievements gained in the improvement processes.

5. The management should be convinced about the importance of quality factors. It should be required to include the quality factors on all their agendas. Quality should be regarded as part of the Ministry's culture and included in all aspects of the work.

6. The management of the Ministry should create awareness amongst the personnel of the Ministry that the work requires appropriate inputs in order to produce appropriate outputs and that all work is process.

7. The management of the Ministry, particularly the top and middle managers, need to be made aware of the importance of TQM, convinced to show commitment and visible involvement in quality improvement processes, and trained on quality improvement concepts, tools, and techniques. It should require employees to improve constantly the quality of their work and the services they are providing. It should encourage the personnel to make suggestions and recommendations related to quality improvement and taking these suggestions seriously.

8. The management of the Ministry should be aware of the costs of poor quality and rework. It should encourage employees to produce high quality services from the outset and eliminate the causes of errors and rework. The necessary tools and equipment should be provided to employees to produce quality services and eliminate the causes of errors.

9. The personnel of the Ministry, particularly the operatives, should be trained on quality management tools and techniques to enable them to carry out the improvement tasks effectively. Employees' contributions and participation in the improvement processes need to be recognised and rewarded by the management.

10. The management of the Ministry should set up a systematic procedure to evaluate the progress of quality; it should also set up a systematic procedure to measure customers', both internal and external, level of satisfaction with the Ministry's services.

For areas relating to TQM principles the following recommendations are offered:

1. There should be an emphasis in the Ministry that the overall aim of the services is to satisfy the customers through high quality services, and that the customers must judge the quality of services. The management of the Ministry should find a way to identify the Ministry's customers. There should be a systemic procedure that answers such questions as: Who are the customers? What are their actual requirements? How can these requirements be met? How can the customers be satisfied? How can the changes in the customers' requirements be managed?

2. The management of the Ministry should realise that the quality improvement requires that every ones participation; thus, it should involve every one, including employees, customers and suppliers, in quality improvement processes; it should listen to their suggestions and recommendations relating to quality improvement and take them seriously.

3. The management of the Ministry should realise that quality improvement cannot be achieved without effective organisational systems. There should a corporate environment in the Ministry. The communications systems should work effectively; co-operation between employees and management and between departments of the Ministry should be enhanced; the tasks and responsibilities should be assigned equally between the departments and employees so that everyone and every department understands what is required from them; the work in general need to be organised; and appropriate tools, techniques and necessary equipment and information need to be available on time and all the time to the personnel responsible for improvement.

4. The employees of the Ministry should be trained and qualified to improve constantly the quality of their work and service. The senior managers of the departments should recognise the importance of their employees' participation in the improvement processes and reward their participation. The work methods should be reviewed and improved constantly.

5. There should a systematic way of measurement and evaluation against the improvement processes to assess and evaluate the progress of improvement.

In addition to the above recommendations, the management or the decision-maker in the Ministry should realise that the effective implementation of TQM in the Ministry requires the elimination of the possible inhibiting barriers that have been identified by the respondents as possible barriers. The causes of the barriers need to be identified and tackled. The driving forces or facilitating factors for effective TQM implementation need to be enhanced.

The management of the Ministry should also realise the importance of its personnel backgrounds, such as level of education, place of education, type of occupation, and level of occupation, as these variables may affect the way the personnel deal with the issues relating to TQM implementation and perceive the elements and principles of the proposed implementation framework and barriers differently.

9.3. SUGGESTIONS FOR FURTHER RESEARCH

This study has been able to examine the possibility of implementing TQM in the Saudi public sector, but the data gained through the empirical study relating to this issue have been limited to the Ministry of Interior. As a result, the sample of the research may not be representative of the whole Saudi public sector. Accordingly, further research on the possibility of implementing TQM in the Saudi public sector would be useful. This would provide more insight into the Saudi public sector's problems, and the compatibility between the Saudi public sector and the requirements demanded by TQM implementation.

Further studies could be carried out on similar organisations to the Ministry of Interior, that are involved in the provision of services to citizens or customers, as this may provide an understanding about the extent to which there is a need in the Saudi public sector for service improvement and TQM implementation.

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APPENDICES

Dear Sir,

This questionnaire is part of an academic research leading to the degree of Ph.D. in Total Quality Management (TQM) at Sheffield Business School of Sheffield Hallam University, UK.

The questionnaire intends to investigate the possibility of implementing total quality management approach into the public sector of Saudi Arabia.

I should be grateful if you kindly respond to the enclosed questions as frankly and thoughtfully as possible. This is not a test and there are no right or wrong answers; so, please fill in the questionnaire as completely as possible. The answers required will only take you a very short time to complete, but will have a significant value in terms of the completion and execution of the research as well as the achievement of its objectives.

The information you provide will be strictly confidential and will be solely used for the purpose of the research.

Please return the completed questionnaire to the director's office of your department, or send it to the address provided below.

Thank you for your highly appreciated help and co-operation.

Yours truly,

Ibrahim Al-Omair

P.O. Box 25129,
Riyadh 11466
Saudi Arabia

In your opinion, to what extent do you think that the following statements are important for improving the quality of the Ministry of Interior's services? (Please tick [✔] only one answer to each response).

	Very important	Important	Uncertain	Not important	Not important at all
1 In your organisation, there must be a clear vision based on customer satisfaction.	1	2	3	4	5
2 In your organisation, there must be a clear and written mission statement based on your organisation's vision.	1	2	3	4	5
3 In your organisation, there must be a clear and long-term strategy based on your vision and mission statements.	1	2	3	4	5
4 Your organisation's values and basic beliefs must be based upon customer satisfaction.	1	2	3	4	5
5 In your organisation, there must an effective system that can handle and deal with all issues raised by your customers and related to quality improvement.	1	2	3	4	5
6 In your organisation, the employees must regard their colleagues as their internal customers; and must satisfy both their internal and external customers.	1	2	3	4	5
7 The personnel of your organisation should realise the importance of customer satisfaction and must work towards meeting and exceeding customers' requirements and expectations	1	2	3	4	5
8 In your organisation, senior managers and employees must give teamwork a critical importance.	1	2	3	4	5
9 In your organisation, senior managers must recognise that the quality can be achieved through people rather than through the organisation's systems or procedures.	1	2	3	4	5
10 The quality issues must be on all agendas of your senior managers.	1	2	3	4	5
11 Your senior managers and employees must realise that the quality improvement process is a process rather than a project.	1	2	3	4	5
12 Your senior managers must realise that quality improvement requires senior managers' commitment and participation.	1	2	3	4	5

In your opinion, to what extent do you think that the following statements are important for improving the quality of the Ministry of Interior's services? (Please tick [✔] only one answer to each response).

	Very important	Important	Uncertain	Not important	Not important at all
13 Your senior managers and employees must realise that preventing the causes of the problems will cost less than rework and correcting errors.	1	2	3	4	5
14 In your organisation, the managers and employees must realise that the process of improvement is a continuous process that never ends, and should conduct the task of improvement accordingly	1	2	3	4	5
15 In your organisation, both the managers and employees, must realise that the progress of quality improvement must be measured and evaluated in order to achieve improved services and management processes	1	2	3	4	5
16 Your organisation must regard the customer as a king (the quality of its services must be judged by the customers).	1	2	3	4	5
17 In your organisation employees and senior managers, as well as customers and suppliers must participate in the quality improvement process, if this process is to achieve its goals.	1	2	3	4	5
18 Your organisation's systems must be corporate and supportive if you have to improve and achieve quality.	1	2	3	4	5
19 The quality improvement process of your organisation must be carried out and regarded as a continuous process that never ends.	1	2	3	4	5
20 The quality improvement process of your organisation must be evaluated, reviewed, and measured if it is to achieve its planned goals.	1	2	3	4	5

The following statements intend to test whether or not the following principles are practised within your organisation. Please state to what extent do you agree/disagree with these statements?
(Please tick [✓] only one response to each question).

1 **Vision** refers to the organisation's future desired state, the situation in which the organisation intends to be, and serves to give purpose to day-to-day actions and activities at all organisational levels and functions.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
1.1 In your organisation, there is a clear and written vision statement that helps you to understand your organisation's purpose of existence.	1	2	3	4	5
1.2 Your organisation's vision statement is based on what your customers want you to be.	1	2	3	4	5
1.3 You all, employees and senior managers, conduct your daily work activities according to your organisation's vision.	1	2	3	4	5
1.4 All of your organisation's systems and functions work to achieve the corporate vision.	1	2	3	4	5

2 **Mission** refers to a set of objective statements allied to vision to achieve the organisation's future desired objectives.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
2.1 In your organisation, there is a clear and written mission statement that directs you to achieve your organisation's future and desired objectives.	1	2	3	4	5
2.2 The overall aim of your mission statement is to satisfy your customers.	1	2	3	4	5
2.3 Your senior managers are serious and involved personally to ensure that your mission's objectives are met.	1	2	3	4	5

3 **Strategy** is the organisation's future plan that it intending to attain, which is related and tied with the organisation's vision and mission.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
3.1 In your organisation, there is a clear and written strategy.	1	2	3	4	5
3.2 The overall aim of your strategy is to satisfy your customers and produce high quality services with less cost.	1	2	3	4	5
3.3 Your strategy guides you to understand what is required from you in the work place.	1	2	3	4	5

4	Values refer to a set of basic beliefs; they serve as a source of unity and cohesion between organisation employees and management. They also serve as indicators whether or not organisation's actions and activities are meeting customers' requirements.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
4.1	Your organisation is serious to be known as accessible to its customers.	1	2	3	4	5
4.2	Your organisation values the safety of its customers.	1	2	3	4	5
4.3	Your organisation trains its staff to be courteous to its customers.	1	2	3	4	5
4.4	Your organisation communicates with its customers in language that they understand.	1	2	3	4	5
4.5	Your organisation provides its employees with appropriate training to perform their tasks.	1	2	3	4	5
4.6	Your organisation provides its customers with reliable services.	1	2	3	4	5
4.7	The employees in your organisation are responsive to the customer's requirements.	1	2	3	4	5
4.8	The quality of your organisation's services is tangible.	1	2	3	4	5
4.9	The employees in your organisation understand and know the needs and expectations of their customers.	1	2	3	4	5

5	Key issues refer to any factor that result in customer dissatisfaction due to poor quality such as delay in service delivery or long waiting time. They also refer to any issue raised by the customer that may lead to customer satisfaction.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
5.1	In your organisation, you respect your customers' suggestions and deal with them seriously.	1	2	3	4	5
5.2	In your organisation, you deal with poor quality issues raised by your customers seriously and take actions.	1	2	3	4	5
5.3	In your organisation, you believe that the quality issues raised by your customers are your guidelines in your quality improvement initiative.	1	2	3	4	5

6	The customer includes both the **external customer** of the organisation, or the end user of the product or service provided by the organisation (the beneficial of the public provisions in the public sector); and the **internal customer**, or the employees or departments of the organisation.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
6.1	In your department, the employees treat their colleagues as their customers.	1	2	3	4	5
6.2	In dealing with other departments, you feel that you are treated as a customer of these departments.	1	2	3	4	5
6.3	In your department, there is a basic belief that in order to satisfy the external customers, the employees need to be satisfied first.	1	2	3	4	5
6.4	Your department has good and supportive relations with the other departments because it treats the other departments as its customers.	1	2	3	4	5

7	**Customer satisfaction** means meeting and exceeding customers requirements and expectations.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
7.1	Your external customers rarely make complaints about your work.	1	2	3	4	5
7.2	Your external customers are satisfied about the time spent on dealing with the services required by them.	1	2	3	4	5
7.3	Your external customers rarely find errors in your work and services provided to them.	1	2	3	4	5

8	All of those mentioned above must work as a **team** in order to achieve quality.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
8.1	In your department, the employees, as well as management, recognise the importance of teamwork.	1	2	3	4	5
8.2	In your department, the teamwork spirit is recognised as a critical working method.	1	2	3	4	5
8.3	In your department, the employees are trained to work in teams to be creative and able to solve problems.	1	2	3	4	5

9	Also, it should be noted that the quality can be achieved **through people** meaning that the people who make quality.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
9.1	In your department, there is a basic belief that the quality can be achieved through people.	1	2	3	4	5
9.2	In your department, the management recognises the importance of their employees in improving the services.	1	2	3	4	5
9.3	In your department, the employees are recognised and awarded according to their contribution in quality improvement process.	1	2	3	4	5

10	Quality needs to be **on all agendas** of top management and regarded as part of the organisation's culture and structure.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
10.1	Quality is on all Management agendas.	1	2	3	4	5
10.2	In your organisation the quality is regarded as part of your organisation's culture.	1	2	3	4	5
10.3	In your organisation, the management involves the quality factors in all of their decisions.	1	2	3	4	5

11	Also, the improvement initiative needs to be regarded as a **process** rather than a project.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
11.1	In your organisation the process of improvement is regarded as a process that needs appropriate inputs in order to produce appropriate outputs.	1	2	3	4	5
11.2	The employees in your department regard the task of improvement as a process rather than a project.	1	2	3	4	5

12	This process requires top management's complete **commitment** and involvement in the improvement process.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
12.1	The senior managers in your organisation are serious about improving high quality services.	1	2	3	4	5
12.2	The senior managers in your organisation require all employees to improve constantly the quality of their work and the services they are providing.	1	2	3	4	5
12.3	Your senior managers listen to employees and take their suggestions seriously.	1	2	3	4	5

13	The quality improvement also requires **prevention** of errors from the sources from the first time since these costs less than rework and doing things again or correcting errors.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
13.1	Your senior managers encourage and support the employees to produce high quality services from the first time and every time.	1	2	3	4	5
13.2	The tools and techniques are available in your department for producing high quality services and preventing the errors from the sources.	1	2	3	4	5
13.3	The employees are rewarded and recognised when performing the work effectively and producing quality services from the outset.	1	2	3	4	5
13.4	The work procedures and regulations allow you to produce error-free services.	1	2	3	4	5
13.5	The employees in your department consistently receive training to be qualified to produce high quality services.	1	2	3	4	5

14	**Continuous Improvement Cycle** means that the process of improvement is a continuous process that never ends	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
14.1	The employees in your department attend training session to improve constantly.	1	2	3	4	5
14.2	Your senior managers recognise the importance of their employees' participation in the improvement process.	1	2	3	4	5

15	**Measurement** means that the progress of quality improvement must be measured and evaluated in order to identify the achievements gained in quality improvement process	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
15.1	In your department, you question your customers and the departments dealing with you about the quality of services you are providing to them.	1	2	3	4	5
15.2	In your department, you review and measure the progress of work and quality of services through a systemic procedure based on scientific data.	1	2	3	4	5

16	**The customer is king.** Meaning that the overall aim of the organisation's existence must be customer satisfaction.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
16.1	In your department, your goals and objectives are to satisfy your customers.	1	2	3	4	5
16.2	Your senior managers are concerned about satisfying your customers.	1	2	3	4	5
16.3	The senior managers and employees in your department are aware that the quality of your services are judged by the customers.	1	2	3	4	5

17	**Everyone participate** means that everyone in the organisation, from senior managers to employees, the external customers, and the suppliers, must participate in the improvement process for achieving service quality.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
17.1	The employees in your department realise that the success and failure is the responsibility of all, not of individuals.	1	2	3	4	5
17.2	The employees in your department, as well as your customers and suppliers, are participated in the improvement processes.	1	2	3	4	5
17.3	In your department, senior managers listen to employees, customers and suppliers, and seriously take their suggestions and recommendations for work and service improvement.	1	2	3	4	5

18	**Aligned corporate systems** means that quality can be achieved if it is designed in a systemic way and conducted through corporate structures. All parts and systems of the organisation must work together and support each for achieving quality.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
18.1	The communication system of your department is working effectively.	1	2	3	4	5
18.2	There is a high level of co-operation between your department and other departments of the organisation.	1	2	3	4	5
18.3	The organisation structure in your organisation makes the communication process works effectively.	1	2	3	4	5
18.4	The responsibilities and tasks are assigned equally to the employees.	1	2	3	4	5
18.5	The work you are conducting is organised in such a way to be performed effectively and easily.	1	2	3	4	5
18.6	The work received by your department from other departments in form of meeting the requirements and regulations of work.	1	2	3	4	5
18.7	The necessary tools and equipment for conducting the work are made available on time when they are required.	1	2	3	4	5
18.8	The tools and equipment in your organisation are high quality and working effectively.	1	2	3	4	5

19	**Continuous improvement** means that quality improvement process is an on-going process and needs to be carried out on a continuous basis.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
19.1	1The employees in your department are aware that continuous improvement is an important factor for success.	1	2	3	4	5
19.2	Your department takes critical steps for improving work methods.	1	2	3	4	5
19.3	The employees and senior managers in your department share and discuss the quality and performance improvement issues together without restrictions.	1	2	3	4	

20	**Quality measurement** means achieving quality requires that the process of quality improvement needs to evaluated and measured constantly.	Strongly Agree	Agree	Uncertain	Disagree	Strongly disagree
20.1	The senior managers of your department review constantly the quality of the work performed.	1	2	3	4	5
20.2	The senior managers of your department review and evaluate constantly the process of work to ensure that the department achieving its planned goals and objectives.	1	2	3	4	5
20.3	In your department, you distribute written questionnaires to employees to know their opinions and get feedback regarding the performance of work.	1	2	3	4	5

- Any other comments you may would be appreciated.

Do you think the following factors would inhibit the implementation of TQM in the Ministry?

FACTORS		
I. Factors related to senior management	**Yes**	**No**
1 No long-term vision.	☐	☐
2 No constancy of purpose.	☐	☐
3 Unwilling to take risk.	☐	☐
4 Quality management efforts failed elsewhere.	☐	☐
5 Our customers are happy.	☐	☐
6 Comfortable with the status quo.	☐	☐
7 Comfortable with reactive management.	☐	☐
8 Not fully committed to quality management.	☐	☐
9 There are No major problems or survival issues.	☐	☐
10 Failure to learn the cost of poor quality.	☐	☐
II. Factors related to management system	**Yes**	**No**
1 Too short-term.	☐	☐
2 Too many changes.	☐	☐
3 Too reactive.	☐	☐
4 Product-driven not market-driven.	☐	☐
5 Inflexible to change.	☐	☐
6 Doesn't offer a specific direction (i.e. mission or vision).	☐	☐
III. Factors related to work methods	**Yes**	**No**
1 Not enough top-down communication.	☐	☐
2 No bottom-up communication.	☐	☐
3 Encourage tampering.	☐	☐
4 Insufficient training.	☐	☐
5 Don't provide a good environment for creativity.	☐	☐
6 Induce fear of anxiety.	☐	☐
7 Punitive.	☐	☐

IV. Factors related to work force	Yes	No
1 Low morale.	☐	☐
2 Low commitment to quality management.	☐	☐
3 Distrust of management.	☐	☐
4 Won't offer opinion on how to implement quality management or improve quality.	☐	☐
5 Cynical of management's programmes	☐	☐
6 Doesn't understand processes.	☐	☐
7 Doesn't offer suggestions.	☐	☐
8 Apathetic.	☐	☐

Others (please specify)

....

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....

Do you think the following factors would facilitate the implementation of TQM in the Ministry?

FACTORS	Yes	No
1 A great emphasis in the government on improving the quality of public services.	☐	☐
2 A great emphasis in the government on improving the performance of public organisations.	☐	☐
3 A great need for reducing the operational costs and increasing the productivity of public organisations.	☐	☐
4 An increased and rapid changing demands from the public (customers) for quality and better public services.	☐	☐
5 The need for implementing new management philosophies in the public sector in order to improve their efficiencies and effectiveness.	☐	☐
6 An assumption that TQM implementation would contribute to reduce the costs and improve the quality of processes and services.	☐	☐
7 The government's policies of privatisation.	☐	☐
8 Meeting the requirements demanded by the changes (i. e. economic, social, etc) occurred in the world markets at both national and international levels.	☐	☐

Others (please specify)

....

....

....

General Information

1. Indicate your level of education.

☐ Elementary school ☐ Intermediate school

☐ High school ☐ University.

☐ Master & Doctorate ☐ Other, indicate ....

2. Have you been educated abroad? ☐ Yeas ☐ No

　2.1. If yeas please specify where: ....

3. What is your occupation?

☐ Technician ☐ Administrative

4. What is your occupation level?

☐ Employee ☐ Supervisory management

☐ Middle management ☐ Top management

☐ Other (please specify): ....

- Any other comments you may have would be appreciated.

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Thank you very much for your help and co-operation, we are extremely grateful.

أخي الفاضل :

السلام عليكم ورحمة الله وبركاته

هذا الاستبيان جزء من بحث علمي لنيل درجة الدكتوراه في مجال إدارة الجودة الشــاملة (TQM) بجامعة شفيلد هالام في المملكة المتحدة . يهدف هذا البحث إلى دراسة مـــدى إمكانيــة تطبيق منهج إدارة الجودة الشاملة في القطاع العام بالمملكة .

إضافة إلى الهدف الأكاديمي لهذا البحث فإن أهميته تعود إلى محاولة إلقاء الضوء علــى مفهوم إدارة الجودة الشاملة كمنهج حديث في علم الإدارة حيث لم يحظ بــالكثير مــن البحــث والاهتمام من قبل الباحثين في المملكة . هذا المنهج له مبادئ ومتطلبات لابد من توفرها عنــد الرغبة في تحسين الأداء والرفع من مستوى جودة الخدمات بصفة مستمرة . وقد ثبت نجاح هذا المنهج في كثير من الدول المتقدمة عند تطبيقه بالشكل الصحيح .

في هذه الدراسة سيتم التعرف على إمكانية نجاح تطبيق هذا المنهج في القطاع العــام بالمملكــة وبالتحديد في وزارة الداخلية . تحقيق أهداف هذا البحث يعتمد على مدى اهتمــامكم بالإجابــة على جميع أسئلة الاستبيان . كما أن إجاباتكم ستستخدم لأغراض هذا البحث فقط .

المرجو إعادة الاستبيان بعد إكماله إلى مكتب :

أو إرساله إلى العنوان الموضح أدناه .

شاكراً لكم تعاونكم وتفضلكم بالإجابة .

الباحث

إبراهيم محمد العمير
ص.ب: 25129
الرياض 11466

	غير مهم إطلاقاً	غير مهم	غير متأكد	مهم	مهم جداً		
	5	4	3	2	1	لابد أن يكون للوزارة رؤية مستقبلية واضحة ومحددة ومكتوبة ، مبنية على تحقيق رضى المتعاملين مع الوزارة .	1
	5	4	3	2	1	لابد أن تكون الأعمال والواجبات التي تقوم بها إدارات الوزارة مكتوبةً وواضحةً للجميع وتسعى لتحقيق الرؤية المستقبلية للوزارة .	2
	5	4	3	2	1	الوزارة لابد أن تطبق استراتيجيةً واضحةً وبعيدة المدى للتطوير مبنية على تحقيق الأهداف والسياسات العامة للوزارة .	3
	5	4	3	2	1	لابد أن تكون القيم والمبادئ السائدة داخل الوزارة مبنية على التعامل بالأخلاق الحسنة لكسب رضى العاملين والمتعاملين مع الوزارة.	4
	5	4	3	2	1	لتطوير وتحسين جودة الخدمات في الوزارة يجب مراعاة جميع الأمور التي تهم المتعاملين معها والأخذ بمقترحاتهم وتجنب الأمور التي تؤدي إلى عدم رضاهم وتذمرهم .	5
	5	4	3	2	1	لكسب رضى المتعاملين مع الوزارة وتقديم خدمات بجودة عالية لهم لابد أولاً من كسب رضى العاملين في الوزارة عن طريق ترسيخ مبدأ التعاون بينهم وتقديم الحوافز المناسبة لهم.	6
	5	4	3	2	1	يجب أن يدرك العاملون في إدارتكم أهمية رضى المتعاملين معهم وأن يعملوا على تحقيق رضاهم من خلال تلبية متطلباتهم والوصول إلى تحقيق ما يتوقعون منكم تحقيقه .	7
	5	4	3	2	1	لتحسين الأداء وتقديم خدمات ذات جودة عالية لابد من تطبيق أسلوب العمل كفريق واحد أي العمل الجماعي بين الإدارة والعاملين .	8
	5	4	3	2	1	الإدارة لابد أن تدرك أن تطوير جودة الخدمات تتحقق من خلال العاملين وليس من خلال الأجهزة أو الإجراءات فقط .	9
	5	4	3	2	1	الأمور المتعلقة بتطوير جودة الخدمات وتحسين أداء العمل لابد أن يتم التركيز عليها في جميع اجتماعات وأنشطة المسؤلين بالوزارة .	10
	5	4	3	2	1	لابد أن يدرك الجميع أن الأعمال في الوزارة عبارة عن عمليات مستمرة لها مدخلات ومخرجات ولكي نحصل على نتائج إيجابية (مخرجات) لابد من توفر المدخلات المناسبة .	11

برأيك ما مدى أهمية كل من المبادئ التالية في تطوير جودة الخدمات وتحسين أداء العمل بالوزارة

(فضلاً ضع علامة [✓] داخل المربع المناسب)

غير مهم إطلاقاً	غير مهم	غير متأكد	مهم	مهم جداً		
5	4	3	2	1	لتطوير جودة الخدمات وتحسين أداء العمل في الوزارة لابد من التزام الإدارة العليا بالوزارة بعملية التطوير ، أي تقديم الدعم والتأييد والمشاركة المستمرة .	12
5	4	3	2	1	الإدارة والعاملون لابد أن يدركوا أن القضاء على الأسباب التي تؤدي للمشاكل أو الأخطاء يكلف أقل من تصحيح الأخطاء بعد وقوعها أو إعادة العمل مرة أخرى .	13
5	4	3	2	1	عملية تطوير جودة الخدمات التي تقدمها الوزارة لابد أن تعامل على أنها عملية مستمرة لا تتوقف عند تحقيق بعض النجاح ، بل تستمر إلى ما لا نهاية .	14
5	4	3	2	1	الإدارة والعاملون لا بد أن يدركوا أهمية التقييم المستمر للأداء من أجل الوصول إلى تقديم خدمات ذات جودة عالية .	15
5	4	3	2	1	الوزارة لابد أن تعامل المراجع كحكم على جودة الخدمات ، أي أن المراجع هو الذي يحدد ما إذا كانت الخدمة المقدمة له جيدة أو رديئة .	16
5	4	3	2	1	لتحقيق أهداف التطوير يجب أن يشترك الجميع (العاملون والمسئولون والمراجعون والموردون) في عملية تطوير الخدمات .	17
5	4	3	2	1	التنظيمات والإجراءات المعمول بها في الوزارة يجب أن تكون مصممة بالشكل الذي يؤدي إلى تحقيق أهدافها وتلبية رغبات وتطلعات المتعاملين معها .	18
5	4	3	2	1	تطوير جودة الخدمات في الوزارة يجب أن تستمر بلا انقطاع وأن يدرك الجميع أن التطوير وتحسين الأداء عبارة عن عمل دائم لا ينتهي أبداً .	19
5	4	3	2	1	عملية تطوير جودة الخدمات لا بد أن تخضع للقياس والتقييم المستمر للتأكد من مدى تحقيقها للأهداف الموضوعة .	20

فيما يلي بعض العبارات المتعلقة بمبادئ إدارة الجودة الشاملة (TQM) فضلاً حدد مدى اتفاقكم أو عدم اتفاقكم حول درجة تطبيق إدارتكم لتلك المبادئ

(ضع علامة [✓] في المربع المناسب)

					1 تطوير وتحسين جودة الخدمات يتطلب وجود رؤية مستقبلية للمنشأة تحدد الهدف الذي تسعى هذه المنشأة للوصول إليه من خلال نشاطاتها المختلفة .
لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	
5	4	3	2	1	1.1 في الوزارة هناك رؤية مستقبلية واضحة ومكتوبة تبين لكم الأهداف التي تسعون لتحقيقها .
5	4	3	2	1	2.1 الرؤية المستقبلية للوزارة مبنية على تحقيق احتياجات وتوقعات المتعاملين معها .
5	4	3	2	1	3.1 أنتم جميعاً الإدارة والعاملون تقومون بأعمالكم اليومية بناءً على الرؤية المستقبلية للوزارة .
5	4	3	2	1	4.1 إجراءات العمل والوظائف والأنظمة في الوزارة تعمل لتحقيق رؤيتها المستقبلية .

					2 تطوير وتحسين جودة الخدمات يتطلب وضع مهام (واجبات) محددة يتم القيام بها للوصول إلى تحقيق الرؤية المستقبلية للمنشأة ، هذه المهام تمثل الإطار الذي يربط أجزاء المنشأة ببعضها .
لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	
5	4	3	2	1	1.2 في إدارتكم لديكم مهام واضحة ومكتوبة تقودكم لتنفيذ الأهداف المستقبلية للوزارة .
5	4	3	2	1	2.2 الأعمال التي تقومون بها تهدف دائماً إلى تحقيق رضى المتعاملين معكم .
5	4	3	2	1	3.2 الإدارة تؤكد دائماً على إنجاز الأعمال حسب الأهداف المحددة .

					3 تطوير وتحسين جودة الخدمات يتطلب وضع إستراتيجية متكاملة للمنشأة ، أي التخطيط للمستقبل بناءً على المهام التي تؤديها والتطلعات المستقبلية لها .
لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	
5	4	3	2	1	1.3 في إدارتكم تؤدون أعمالكم بناءً على إستراتيجية محددة وواضحة ومكتوبة .
5	4	3	2	1	2.3 الإستراتيجية المطبقة في إدارتكم تؤدي إلى رضى المتعاملين معكم من خدماتكم وبتكلفة أقل .
5	4	3	2	1	3.3 إستراتيجيتكم ترشدكم إلى فهم ما يجب أن تحققونه حالياً وما يجب أن تكونوا عليه في المستقبل.

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	تطوير وتحسين جودة الخدمات يعتمد على القيم والمبادئ التي تحكم المنشأة ، وقيم المنشأة أو مبادئها هي معتقداتها الأساسية وسماتها الثقافية التي تشكل إطارها العام وتميزها عن باقي المنشآت .	4
5	4	3	2	1	إدارتكم تتميز بسمعة جيدة فالمتعاملون معكم يحصلون على ما يريدون بكل سهوله .	1.4
5	4	3	2	1	القيم والمبادئ التي تتعاملون بها هي السبب في ثقة المتعاملين معكم .	2.4
5	4	3	2	1	يتلقى العاملون توجيهات مستمرة تؤكد على التعامل مع الآخرين بأسلوب مهذب .	3.4
5	4	3	2	1	تتجنبون التعقيد وسوء الفهم عند التعامل مع بعضكم و كذلك مع المتعاملين معكم .	4.4
5	4	3	2	1	الإدارة تحرص على تزويد العاملين بالدورات المناسبة للرفع من كفاءتهم في أداء أعمالهم.	5.4
5	4	3	2	1	المتعاملون معكم يثقون في جودة الخدمة التي تقدمونها لهم .	6.4
5	4	3	2	1	يتميز العاملون في إدارتكم بسرعة الاستجابة لاستفسارات ومتطلبات المتعاملين معكم .	7.4
5	4	3	2	1	المتعاملون مع إدارتكم يدركون مقدار الجهد الذي تبذلونه في عملكم لخدمتهم .	8.4
5	4	3	2	1	في إدارتكم لديكم معرفة باحتياجات المتعاملين معكم وفهم لما يتوقعون منكم أن تقدموه لهم .	9.4

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	لتطوير وتحسين جودة الخدمات في المنشأة يجب مراعاة جميع الأمور التي تهم المتعاملين معها ، وتجنب الأمور التي تؤدي إلى عدم رضاهم وتذمرهم .	5
5	4	3	2	1	مقترحات المتعاملين معكم واستفساراتهم تتعاملون معها بكل جدية واحترام .	1.5
5	4	3	2	1	تتعاملون مع المشاكل التي تواجه المتعاملين معكم بكل جدية وتعملون على عدم تكرارها .	2.5
5	4	3	2	1	مقترحات واستفسارات المتعاملين معكم هي المحرك الأساسي للتطوير في إدارتكم .	3.5

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة		6 كما أنه من المهم إرضاء العميل الخارجي وهو المستفيد النهائي من الخدمات أو المنتجات أيضاً من المهم جداً إرضاء العميل الداخلي وهم العاملون أنفسهم أو الأقسام الأخرى داخل الإدارة ، مثلاً يعتبر كل موظف أو قسم عميلاً للموظف أو القسم الذي قبله .
5	4	3	2	1	1.6	العاملون في إدارتكم يتعاملون مع زملائهم كزبائن لهم ويسعون إلى كسب رضاهم .
5	4	3	2	1	2.6	في إدارتكم تتعاملون مع الإدارات الأخرى كزبائن لكم .
5	4	3	2	1	3.6	في إدارتكم تعتقدون أنه لكي يتم إرضاء المتعاملون معكم يجب أولاً إرضاء العاملين أنفسهم .
5	4	3	2	1	4.6	إدارتكم لديها علاقة جيدة مع الإدارات الأخرى داخل الوزارة .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة		7 رضى العميل يعني القيام بتلبية جميع احتياجاته وتوقعاته
5	4	3	2	1	1.7	تقومون بأداء عملكم بشكل جيد ولا تواجهون أي تذمر أو شكوى من المتعاملين معكم.
5	4	3	2	1	2.7	المتعاملون معكم راضون عن الوقت الذي تستغرقونه لإنهاء معاملاتهم .
5	4	3	2	1	3.7	المتعاملون معكم لا يجدون أخطاءً في أعمالكم .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة		8 العمل الجماعي بين مختلف المستويات الإدارية يؤدي إلى تحقيق الأداء المتميز والتطوير المستمر ، كذلك التعرف على احتياجات الآخرين وتحقيقها
5	4	3	2	1	1.8	في إدارتكم العاملون والإدارة يدركون أهمية العمل الجماعي .
5	4	3	2	1	2.8	تسود في إدارتكم روح التعاون والعمل كفريق للوصول إلى أداء متميز .
5	4	3	2	1	3.8	العاملين في إدارتكم يتم تدريبهم للعمل كفريق لحل المشكلات المتعلقة بالعمل .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	9 من مبادئ إدارة الجودة الشاملة أن العنصر البشري هـو الأسـاس في النجاح ، فالإنسان هو الذي يصنع الجودة وليسـت الأجـهـزة أو المعدات .
5	4	3	2	1	1.9 هناك اعتقاد في إدارتكم أن الجودة يصنعها العاملون وليست الأجهزة .
5	4	3	2	1	2.9 المسؤولون في إدارتكم يدرِ كون كون أهمية العاملين في تطوير الخدمات التي تؤدونها .
5	4	3	2	1	3.9 في إدارتكم يتم مكافأة العاملين الذين يسهمون في تحسين أداء العمل .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	10 لتطوير وتحسين الأداء يجب أن تكون الجودة هي محور الاهتمـام الرئيسي للإدارة العليا واعتبارها جزءاً من ثقافة المنشأة .
5	4	3	2	1	1.10 تحسين جودة أداء العمل هو محور الاهتمام الرئيسي في جميع أعمال الإدارة .
5	4	3	2	1	2.10 في إدارتكم تهتمون كثيراً بأداء العمل بشكل متميز .
5	4	3	2	1	3.10 الإدارة تهتم بجميع العوامل المؤدية لتحسين الأداء والتطوير عند اتخاذ قراراتها .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	11 التطوير و تحسين الأداء عبارة عن عملية لها مدخلات (قوى عامله-مواد-تجهيزات-معلومات-أموال وغيره) ومخرجات (خدمات-معلومات-منتجات وغيره) ولكي نحصل على المخرجات المناسبة لابد من توفر المدخلات المناسبة
5	4	3	2	1	1.11 إدارتكم تسعى دائماً إلى استخدام المدخلات المناسبة للحصول على النتائج المرغوبة .
5	4	3	2	1	2.11 العاملون في إدارتكم يتعاملون مع التطوير وتحسين الأداء كعملية لها مدخلات ومخرجات .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	12 عملية التطوير المستمر تتطلب التزاماً كاملاً (دعماً وتأييداً ومشاركة) من الإدارة العليا في المنشأة .
5	4	3	2	1	1.12 الإدارة ملتزمة بشكل جدي بتحسين أداء العمل وتقديم خدمات بجودة عالية .
5	4	3	2	1	2.12 الإدارة تحث العاملين على تحسين أدائهم للعمل وتدعم بقوة جهود التطوير .
5	4	3	2	1	3.12 الإدارة تستمع إلى أراء العاملين وتتعامل مع اقتراحاتهم بجدية .

13 التطوير المستمر يتطلب الوقاية من الأخطاء ، فإجراءات الوقاية من البداية تكلف أقل بكثير من القيام بالعمل مرة أخرى أو تَصحيح الأخطاء بعد وقوعها .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	
5	4	3	2	1	**1.13** الإدارة تؤكد على أداء العمل بشكل صحيح من أول مرة ودائماً .
5	4	3	2	1	**2.13** الأدوات والتقنية الحديثة متوفرة لديكم للمساعدة على أداء العمل وتجنب الأخطاء .
5	4	3	2	1	**3.13** هناك مكافآت مجزية للعاملين الذين يؤدون أعمالهم بشكل متميز وبدون أخطاء .
5	4	3	2	1	**4.13** التعليمات وإجراءات العمل في إدارتكم غير معقدة وتساعد على أداء العمل بدون أخطاء.
5	4	3	2	1	**5.13** العاملون في إدارتكم يتلقون باستمرار دورات تدريبية للرفع من مستوى أدائهم للعمل .

14 التطوير المستمر يعني أن جهود التطوير عبارة عن عمليات مستمرة بشكل دائم ولا تتوقف أبداً .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	
5	4	3	2	1	**1.14** يتم عقد دورات تدريبية للعاملين تتعلق بكيفية معالجة مشاكل العمل وتحسين الأداء .
5	4	3	2	1	**2.14** الإدارة تدرك أهمية مشاركة العاملين في عملية التطوير .

15 القياس والتقييم يعني أن الجهود المبذولة لتطوير جودة الخدمات يجب أن تقاس وتُقيم باستمرار لكي يتم التأكد من أنها تُحقق الأهداف المرجوة .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	
5	4	3	2	1	**3.15** يتم سؤال المراجعين والإدارات الأخرى عن مدى رضاهم عن جودة العمل المقدم لهم .
5	4	3	2	1	**5.15** الإدارة تستخدم وسائل قياس حديثة لمعرفة مستوى جودة العمل .

16 من مبادئ إدارة الجودة الشاملة أن العميل (المراجع أو الإدارات الأخرى) دائماً هو الحكم على جودة الخدمة أو الإنتاج وأن الهدف الرئيسي من وجود المنشأة هو إرضاء ذلك العميل .

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة	
5	4	3	2	1	**1.16** في عملكم تهدفون إلى جعل جميع المتعاملين معكم راضين عن مستوى الخدمة المقدمة لهم .
5	4	3	2	1	**2.16** الإدارة تهتم كثيراً برضى المتعاملين معكم .
5	4	3	2	1	**3.16** الإدارة والعاملون في إدارتكم يدر كون أن المتعاملين معكم هم الذين يحكمون على جودة الخدمات التي تقدمونها.

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة		
					من مبادئ إدارة الجودة الشاملة أن الجميع في المنشأة (الإدارة العليا والعاملون والعملاء والموردون) لابد أن يشتركوا في عملية التطوير للوصول إلى تقديم خدمة ذات جودة عالية .	17
5	4	3	2	1	في إدارتكم تبدو كون أن نجاح أو فشل الإدارة في أداء عملها هي مسئولة الجميع وليس العاملين فقط .	1.17
5	4	3	2	1	العاملين في إدارتكم والمتعاملون معكم كون يشترك جميعاً في تطوير الخدمات التي تقدمونها .	2.17
5	4	3	2	1	اقتراحاتكم واقتراحات المتعاملين معكم تتعامل معها الإدارة بجدية لتطوير أداء العمل .	3.17

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة		
					تطوير وتحسين الأداء يتطلب وجود نظام متكامل للمنشأة تتعاون جميع أجزائه وأدواته مع بعضها لتقديم خدمات ذات جودة عالية .	18
5	4	3	2	1	توجد قنوات اتصال فعّالة في إدارتكم ويتم تبادل المعلومات بسهولة .	1.18
5	4	3	2	1	هناك تفاهم وتنسيق متكامل بين إدارتكم و الإدارات الأخرى داخل الوزارة .	2.18
5	4	3	2	1	التسلسل الإداري في الوزارة يسهل عملية الاتصال وتبادل المعلومات بين العاملين .	3.18
5	4	3	2	1	توزيع الوظائف والمهام على العاملين يتم بشكل عادل ومتوازن .	4.18
5	4	3	2	1	العمل في إدارتكم منظم بطريقة تضمن أداء العمل بفعالية وسهولة .	5.18
5	4	3	2	1	تصلكم المعاملات من الأقسام الأخرى بشكل متكامل ومن غير نقص .	6.18
5	4	3	2	1	الأدوات والتجهيزات التي تحتاجونها في عملكم يتم تأمينها في الوقت المحدد عند طلبها .	7.18
5	4	3	2	1	الأدوات والتجهيزات التي تستخدمونها في عملكم ذات جودة عالية وتعمل بشكل فعال .	8.18

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة		
					التطوير المستمر من أهم مبادئ إدارة الجودة الشاملة فهو يــؤدي إلى تحقيق التميز وتحسين الأداء باستمرار ، وذلك عـــن طريــق إيجاد الحلول المناسبة للمشكلات المتعلقة بالعمل وتصحيح الأخطاء بصفة دائمة .	19
5	4	3	2	1	العاملون في إدارتكم يدركون أن التحسين المستمر أمر ضروري للنجاح .	1.19
5	4	3	2	1	تبذل إدارتكم جهوداً كبيرة من أجل تحديث وتحسين وسائل وطرق أداء العمل .	3.19
5	4	3	2	1	العاملون في إدارتكم يناقشون مواضيع تحسين الأداء مع رؤسائهم بدون أي عوائق .	4.19

لا أوافق بشدة	لا أوافق	غير متأكد	موافق	أوافق بشدة		
					قياس وتقييم جودة الأداء من أهم عوامل نجاح عمليـــة التطويـــر المستمر ، فمن خلال عملية القياس يمكن تحديــد مستوى الأداء الحالي ومن ثم تحديد الأعمال التي تحتاج للتحسين .	20
5	4	3	2	1	الإدارة تقوم باستمرار بقياس وتقييم أداء العاملين بغرض تحسين جودة الخدمات .	1.20
5	4	3	2	1	الإدارة تراجع وتقيّم إجراءات العمل للتأكد من أن تلك الإجراءات تحقق أهدافها .	2.20
5	4	3	2	1	تقوم الإدارة بتوزيع استبيان على العاملين للتعرف على آرائهم حول تحسين أداء العمل .	4.20

الرجاء التكرم بذكر أي ملاحظات أو اقتراحات تودون إضافتها :

....

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من وجهة نظرك ، ما هي العقبات التي قد تحول دون تطبيق منهج إدارة الجودة الشاملة في الوزارة

(فضلاً ضع علامة [✓] أمام اختيارك)

لا	نعم	أ- عقبات متعلقة بالإدارة	
☐	☐	عدم وجود رؤية بعيدة المدى .	1
☐	☐	عدم وجود أهداف ثابتة .	2
☐	☐	عدم الرغبة في المخاطرة (الخوف من خوض التجارب الجديدة) .	3
☐	☐	محاولة تطبيق إدارة الجودة الشاملة فشلت في مؤسسات أخرى .	4
☐	☐	المتعاملون معنا راضون عن الخدمات التي نقدمها لهم ولا داعي للتغيير .	5
☐	☐	الرضى الكامل بالوضع الراهن .	6
☐	☐	القناعة بالمنهج التقليدي في الإدارة .	7
☐	☐	عدم الالتزام الكامل بإدارة الجودة الشاملة .	8
☐	☐	لا يوجد لدينا مشاكل حقيقية أو كبيرة تستحق المراجعة .	9
☐	☐	عدم الإدراك أو الوعي بالخسائر الناجمة عن تقديم خدمات رديئة .	10

لا	نعم	ب- عقبات متعلقة بالنظام الإداري في الوزارة	
☐	☐	تخطيط قصير المدى .	1
☐	☐	هناك الكثير من التغيُّرات التي يمر بها النظام الإداري ولا مجال لتغيير آخر .	2
☐	☐	تطبيق مبادئ الإدارة التقليدية القديمة .	3
☐	☐	التركيز على تقديم الخدمة دون معرفة الاحتياج الحقيقي للمتعاملين مع الوزارة .	4
☐	☐	عدم تقبل التغيير .	5
☐	☐	عدم وجود أهداف واضحة ومحددة .	6

لا	نعم	ج- عقبات متعلقة بأسلوب أو طريقة العمل	
☐	☐	عدم وجود قنوات اتصال فعّالة بين الإدارة العليا والعاملين .	1
☐	☐	أصوات العاملين لا تصل إلى الإدارة العليا .	2
☐	☐	شيوع التلاعب والتهاون بين العاملين .	3
☐	☐	عدم وجود برامج تدريبية فعّالة .	4
☐	☐	عدم توفر بيئة مناسبة للإبداع والابتكار .	5
☐	☐	عدم الإحساس بالأمن الوظيفي .	6
☐	☐	الخوف من العقاب .	7

لا	نعم	د- عقبات متعلقة بالقوى العاملة	
⬜	⬜	انخفاض الروح المعنوية .	1
⬜	⬜	عدم الالتزام الكامل بإدارة الجودة الشاملة .	2
⬜	⬜	عدم الثقة بالإدارة .	3
⬜	⬜	عدم تقديم أي رأي حول إمكانية تغيير أسلوب العمل .	4
⬜	⬜	السخرية من القرارات الإدارية .	5
⬜	⬜	عدم فهم عمليات التطوير .	6
⬜	⬜	عدم تقديم أي مقترحات للتطوير .	7
⬜	⬜	يغلب عليهم الأسلوب الغير مبالي بالعمل .	8

أخرى فضلاً أذكرها :

	من وجهة نظرك ، ما هي العوامل التي قد تساعد على تطبيق إدارة الجودة الشاملة في الوزارة (فضلاً ضع علامة [✓] أمام اختيارك)

لا	نعم		
⬜	⬜	توجه الحكومة الكامل نحو تطوير خدمات القطاع العام .	1
⬜	⬜	التزام الحكومة الكامل نحو تحسين أداء العمل في الإدارات الحكومية .	2
⬜	⬜	قناعة المسؤولين بضرورة خفض المصروفات في القطاع العام مع رفع مستوى الخدمات .	3
⬜	⬜	إصرار المتعاملين مع القطاع العام (أفراد ومؤسسات) على الحصول على خدمات ذات جودة عالية .	4
⬜	⬜	القناعة بضرورة تطبيق منهج حديث بالإدارة في القطاع العام .	5
⬜	⬜	القناعة بضرورة تغيير الأسلوب التقليدي بالإدارة في القطاع العام إلى أسلوب حديث يضمن زيادة فعالية وكفاءة هذا القطاع .	6
⬜	⬜	الاعتقاد بأن تطبيق منهج إدارة الجودة الشاملة سيسهم في تقليل المصروفات في القطاع العام مع رفع مستوى جودة الخدمات .	7
⬜	⬜	في حالة تخصيص بعض القطاعات الحكومية فإن إدارة الجودة الشاملة يمكن تطبيقها في القطاعات التي يتم تخصيصها فقط .	8
⬜	⬜	مواجهة المتغيرات الاقتصادية والاجتماعية على المستوى الإقليمي والعالمي وما يترتب عليه من ضرورة تلبية متطلبات التغيير .	9

أخرى فضلاً أذكرها :

معلومات عامة

1. المستوى التعليمي :

ابتدائي ☐   متوسط ☐   ثانوي ☐   جامعي ☐

درجة الماجستير أو الدكتوراه ☐   غير ذلك فضلاً أذكرها : ....

2. هل حصلت على أي درجة علمية من خارج المملكة ؟   نعم ☐   لا ☐

2.1. إذا كانت الإجابة (نعم) فضلاً حدد في أي دولة : ....

3. طبيعة العمل الذي تقوم به :   إداري ☐   فني ☐

4. ما هو مستواك الإداري ؟

موظف ☐   إدارة إشرافية (رئيس قسم – مساعد رئيس قسم) ☐

إدارة متوسطة (مدير إدارة – مساعد مدير إدارة) ☐

إدارة عليا (مدير عام – مساعد مدير عام) ☐

أخرى فضلاً حدد : .... ☐

إذا كان هناك أي ملاحظات أو اقتراحات ترى أنها ستساهم في تحسين أداء العمل وتطوير وتحسين جودة الخدمات في الوزارة ، الرجاء التكرم بذكرها :

شاكرين ومقدرين لكم حسن تعاونكم واهتمامكم

Background to Saudi Arabia

Introduction

This appendix aims to provide a background the Saudi Arabia and its public sector. The first section provides a background to Saudi Arabia in terms of its location and population, government system, and economy. The section provides a background to the administrative developments in the Saudi public sector.

Location and Population

The Kingdom of Saudi Arabia is situated in South-West Asia, occupying almost 80% of the Arabian Peninsula, covering an area of about 2,250,000 square kilometres (868,500 square miles) which is nearly six times the area of British Isles. Saudi Arabia is bordered to the north by Jordan, Iraq and Kuwait; to the east by the Arabian Gulf, Bahrain, Qatar and United Arab Emirates; to the south by the Sultanate of Oman and Yemen Arab Republic; and to the west by the Red Sea.

Geographically, Saudi Arabia is divided into four major geographical regions: the Central Region, the Western Region, the Southern Region, and the Eastern Region.

The population of Saudi Arabia (the Saudis) is relatively homogeneous as the people share the same religion (Islam), the same language (Arabic), and the same cultural heritage. The total population of Saudi Arabia, according to the 1992 population and housing census, is 16,948,388. The number of Saudis is 12,310,053 (representing 72.6% of total population), while that of non-Saudis, is 4,638,335 (representing 27.4% of total population). The number of Saudi males is 6,215,793, representing 50.5% of the Saudi population, and the number of Saudi females is 6,094,260, representing 49.5% of the Saudi population (Ministry of Planning, 1996). Table (A.1) illustrates the population aspects of Saudi Arabia.

It should be noted from Table (A.1) that the number of Saudis aged under 25 represent (68.5%) of the total population. This segment of the population requires education and, in the long-term, employment. Due to the limited employment opportunities in the Saudi private sector, most of this segment of the population will be employed in the public sector, meaning that the Saudi public sector is still, and will continue to be, the major sector of employment, and the main provider of services in the country. The importance of the public sector, as the main sector of the economy, can be noted in the second basic strategic principle of the current five-year plan (the Sixth

Five-Year Plan, 1995-2000), which asserted a commitment to "Concentrate on improving the economic and productive standards of the services, utilities and products which the government provides for citizens -- both directly (such as education and security systems) and indirectly (such as electricity, transportation and basic commodities).

Government System

On the 15th January 1902 King Abbdulaziz succeeded in regaining his heritage by capturing the capital Riyadh. Thus restoring the rule of Al-Saud to a region where the family had ruled two kingdoms, that stretched over vast areas of the Arabian Peninsula and beyond. The Founder spent the next thirty-one years in a single-minded quest to bring together a divided, chaotic and troublesome land. After he completed the unification of a divided country and proclaimed a Kingdom ruled by the tenets of Islam in 23 September 1932 King Abdulaziz spent the last two decades of his life laying the foundation of a modern, peaceful state at ease with itself. He passed away on 9 November 1953 and the Founder's mantle was passed on to his sons, King Saud then King Faisal then King Khalid, who passed away in 1982. Their times saw the Kingdom undergo an all encompassing far reaching transformation fuelled by oil revenues wisely used. A Kingdom with a strong and dynamic economy, taking its rightful place in the community of nations. Upon the death of King Khalid, the people and the ruling family pledged allegiance to Crown Prince Fahd as King of Saudi Arabia and Prince Abdullah as Crown Prince. That was on Sunday 13 June 1982. King Fahd has been at the helm of the Kingdom's achievements. His Promulgation of four new laws has qualitatively transformed the system of government in the Kingdom. These are:

- The Basic Law of Government.
- The Shura Council Statute.
- Regional Administration Statute.
- The Statute of the Council of Ministers.

The Basic Law of Government details the Mechanics of ruling the Kingdom and method of succession. It sets out the relationship between the ruler and the ruled and the system governing the judicial, executive and administrative branches of government. It sets out the rights of the state and its responsibilities and the rights of

the citizen. Other statutes have been promulgated to modernise old systems in keeping with the tremendous developments taking place in the Kingdom in all fields.

The Basic Law states in Article 1 that *"The Kingdom of Saudi Arabia is an Arab and Islamic sovereign state; its religion is Islam and its constitution is the Holy Qur'an and the Prophet's Sunnah. Its language is Arabic and its capital is Riyadh"*. Thus, the government in Saudi Arabia derives power from the Holy Qur'an and the Sunnah of the Prophet: by which all systems and laws are judged. Justice, consultation and equality according to the tenets of Islam are the basis of governance. These, with others, are the provisions of the Basic Law of Government, decreed together with the Shura Council and Regional Administration Statues on 1 March 1993.

The Shura Council

Shura, meaning consultation, which was enjoined by Islam, is one of the basic props on which the Kingdom of Saudi Arabia was built. In Islam, the principle of Shura means that consensus is reached through joint consultation. Shura is not a political doctrine, but a principle of Muslim society. The Shura Council of Saudi Arabia is formed from a President, Vice President, Secretary General and sixty members, chosen for their high qualification, experience and ability. Eight specialised committees have been formed, dealing with Islamic affairs; foreign affairs; financial and economic affairs; social and health affairs; services and facilities; regulations and administration affairs; security affairs; and educational, cultural and information affairs. These committees are supported by a comprehensive administrative structure with specialised management staffed with competent and experienced nationals. One the chairman, deputy and members of each committee had been named, the Council proceeded to study matters within its remit. These, as set out in Article Fifteen of the basic law of the Shura Council, are to:

- Discuss and express an opinion on the general plan of economic and social development.
- Study international laws, charters, treaties and agreements, and concessions and make appropriate suggestions regarding them.
- Interpret laws.
- Discuss annual reports submitted by ministers and other government bodies, and make appropriate suggestions regarding them.

The Council of Ministers

The Council of Ministers (see Figure A.1) plans the internal, external, financial, economic, educational and defence policies and all the public affairs of the state, and oversees their implementation. It also examines the decisions of the Shura Council. It has executive power and is the point of reference for financial and administrative affairs in all ministries and other government bodies. The tenure of office of ministers and those of high rank, appointed by royal order, is limited to four years. The structure of the Council of Ministers includes the office of the chairman of the Council, the general secretariat of the Council, and the panel of experts. The King is the Prime Minister. He directs the overall policy of the state and ensures the proper direction, co-ordination and co-operation between the various departments of state. The King is the guarantor of continuity and unity in the working of the Council of Ministers, the overall supervisor of the Council, ministries and all other governmental bodies and overseer of laws and regulations.

Figure A.1: The Saudi Council of Ministers

King's Diwan ————

President: HM the King

First Deputy President HRH Crown Prince

HRH Second Deputy Pres.

———— Council Cabinet

Military Section

Bureau of the Presidency of the Council of Ministers

Secretariat General of the Council of Ministers

Experts Division

Agency for Technical Cooperation

Royal Commission For Jubail & Yanbu

Ports Authorities

Planning

Justice

Interior

Labor & Social Affairs

Pilgrimage

Foreign Affairs

Commerce

Defence & Aviation

Islamic Affairs

Health

Municipal & Rural Affairs

Agriculture

Housing & Public Works

Communication

Information

Education

Post, Telegraphs & Telephones

Petroleum & Mineral Resources

Industry & Electricity

State Ministers (6)

Finance & National Economy

Higher Education

Source: Al-Farsy (1997)

The Council of the Ministers consists of: the Prime Minister (the King), the Deputy Prime Minister, the Second Deputy Prime Minister, Minister of Agriculture and Water, Minister of Commerce, Minister of Communications, Minister of Education, Minister of Finance and National Economy, Minister of Foreign Affairs, Minister of Health, Minister of Higher Education, Minister of Industry and Electricity, Minister of Information, Minister of Interior, Minister for Islamic Affairs, Minister of Justice, Minister of Labour and Social Affairs, Minister of Municipal and Rural Affairs, Minister of Petroleum and Mineral Resources, Minister of Pilgrimage, Minister of Planning, Minister of Public Works and Housing, Post, Minister of Telegraph and Telephone(PTT), and six ministers of State without portfolio (Al-Farsy, 1997).

Regional Administration Statute

For administrative purposes, Saudi Arabia is divided into thirteen regions: Riyadh Region; Makkah Region; Madina Region; Qassim Region; Eastern Region; Assir Region; Tabuk Region; Ha'il Region; Northern Frontier Region; Jazan Region; Najran Region; Al-Baha Region; and Al-Jawf Region. For every region there is an Emir with the rank of minister, who administers the region within the framework of state policy, and as defined in the Statute. The Emir and his deputy are appointed by royal decree, and subject to the jurisdiction of the Minister of Interior, who recommends their appointment or removal. In each emirate there is a regional council, which is presided over by the Emir of the region with his deputy as Vice President. Membership of the council includes the Emir's assistant, the heads of governmental bodies of the region, appointed by the Prime Minister on the recommendation of the Minister of Interior and citizens of the region whose number shall not be less than ten. The citizens, who shall be men of knowledge, experience and specialisation, are appointed by the Prime Minister on the recommendation of the region's Emir, and the approval of the Minister of Interior. Membership is for four years, and is subject to renewal.

The introduction of the new laws has opened the door to constant renewal, by limiting the tenure of office, in the executive and administrative structures of government, to four years. The system of government and administration in the Kingdom has undergone a qualitative change, as exemplified by the formation of the new Council of Ministers announced by King Fahd in August 1995. It is also exemplified by the new blood appointed to many of the Kingdom's institutions such as the universities and public commissions, clear evidence of the King's insistence on

ensuring that participation is on the widest base and of the highest standard (Ministry of Information, 1996).

Economy

The Kingdom of Saudi Arabia is a developing country whose economy is mainly based on oil revenues, with limited other natural resources, and as a result it is affected by prices in the world oil market. For example, during the oil boom in the 1970s, the country witnessed a rapid growth in the national economy. Following the peak years of oil revenues in the 1980s and 1990s, it became necessary to re-consider the economic policies and to undertake considerable downward adjustment to the government's level of expenditure. According to the Ministry of Planning (see Achievements of the Development Plans, 1998) the buoyant conditions in the world oil market during the first (1970 – 1974) and second (1975 – 1979) plans resulted in raising total Government revenues, from both oil and other sources. The average annual growth rate of revenues during the first and second plans reached 77.6% and 16.1% respectively.

During the third plan period (1980 – 1984), the world oil market witnessed significant changes which adversely affected both the price and quantity of oil produced by the Kingdom, thus resulting in significant decline in total government revenues. The average annual growth rate of government revenues during this period declined to – 4.1%, and continued to decline during the fourth plan period (1985 – 1989). However, revenues started improving during the fifth (1990 – 1994) and sixth plan periods (1995 – 1999).

Because of the Government's commitment to improve housing, education, health, transportation and communication facilities and develop the agriculture and industrial sectors, the level of Government expenditures increased continuously to accelerate the pace of development in the Kingdom. The average annual growth rates of government expenditures during the first, second and third plans reached 39.4%, 42.5% and 2.8% respectively.

During the fourth plan period, the level of Government expenditure experienced a steady decline. This trend occurred not only due to the decline in Government revenues but more importantly because of the completion of major infrastructure projects, thus diminishing the need for maintaining high levels of development expenditures. Saudi Arabia has become well equipped with modern infrastructure such

as transport and communications, education, health, housing, agricultural and industrial facilities.

The rise and decline of the oil prices and their effects on the government's revenues and expenditures can be noted in Table (A.2).

For a better understanding of the Saudi government's economic and development policies and strategies, it would be useful to discuss its long-term strategic development plans. In the following sections the discussion will be focused on the Sixth Five-Year plan that runs from 1995-2000. Since the main target of this research is the Saudi public, the discussion will be focused on the plan's objectives relating to the development of the public sector, as the other objectives of the plan focus on other development issues.

The second basic strategic principle of the sixth plan is to "Concentrate on improving the economic and productive standards of the services, utilities and products which the government provides for citizens -- both directly (such as education and security systems) and indirectly (such as electricity, transportation and basic commodities". Economic Improvement under this principle, the plan notes, may be improved by means of:

1. Reducing production costs of public services and utilities.

2. Ensuring that services are appropriate and not excessive: for example, by confining specifications for construction or operation of projects to what is actually required.

3. Utilising advanced technology in all public service sectors through mechanisation and the use of advanced methods.

4. Concentrating on those technologies that are relevant for the needs of the national economy such as automation, use of saline water in agriculture, and other methods.

5. Assessing the economic feasibility of projects of all types by considering not only construction costs, but also operational and maintenance, as well as management costs.

6. Encouraging and providing incentives for the public to invest in feasible and worthwhile industries dependent on local raw materials, and relying on production methods which require minimum labour and minimum quantities of critical natural resources such as water.

7. Emphasising diversification of the productive base of agriculture, by encouraging investment in large-scale feasible agricultural projects, which depend on renewable water resources and the use of modern irrigation methods which entail the use of

minimal quantities of water; and encouraging investors to establish companies while continuing to encourage individual investment therein.

8. Supporting the trend to invest in projects applying new technologies which will bring the Kingdom economic advantages or which are badly needed, such as solar energy projects, modern irrigation methods and the use of greenhouses.

9. Supporting centres and programmes for applied research.

10. Projects must include provisions for necessary maintenance and operational programs and annual cost. During project design, consideration must be given to minimising maintenance requirements.

11. Incorporating in maintenance schedules preventive maintenance programmes based on the life-span of the unit or its rate of operation.

12. Standardising the technical specifications of projects to facilitate the reduction of maintenance operations and their costs.

13. Developing training programmes for machine operation, thereby reducing operational errors.

14. Including general principles of maintenance as part of the educational curricula for the post-elementary stages, to enable individuals to carry out simple maintenance tasks and understand general safety principles.

15. Encouraging the private sector to invest in maintenance projects.

16. Continuing the development of appropriate administrative and financial organisations to serve the new needs of the community.

The fourth basic strategic principle emphasises rationalising the system of direct and indirect subsidies provided by the State on many goods and services through:

1. Studying the system of subsidies granted by the government for goods and services and suggesting the means of rationalising the consumption thereof without jeopardising the status of low-income strata of society.

2. Ensuring that all government departments which administer public services make economic efficiency fundamental to their operations by adopting two basic principles: first, the cost of producing such services to the Saudi community should be reduced; second, the prices of such services should not be less than their production costs, except in rare cases and with the provision that they should be periodically reviewed.

The eighth basic strategic principle focuses specifically on the development of Saudi society. It emphasises the provision of social welfare and healthcare, and the need to encourage society's participation in implementing the programmes of the Development

Plan, as well as in reaping the benefits of development. It is therefore, according to the principle, necessary to:

1. Inculcate in Saudi citizens an awareness of the objectives and requirements of development and of how best to handle tools.

This calls for:

• Strengthening information activities and developing the ways and means thereof.

• The dissemination of culture by encouraging literary authorship, translation, the spread of public libraries, the establishment of museums and the preservation of historical and archaeological sites.

2. Provide enhanced care for children in all fields and at all levels, e.g. by:

• Giving attention to mothers, and their enlightenment, including the elimination of illiteracy among them.

• Developing care programmes for juvenile delinquents.

• Stressing the importance of "mother and child" health care; and pursuing the complete coverage of child immunisation against infectious diseases.

• Providing space in public libraries for children.

3. Increase attention for the handicapped and introduce national programmes for their rehabilitation and welfare.

4. Introduce compulsory military service.

5. Introduce some basic military principles into the secondary school curriculum.

6. Combat, and ultimately eliminate, illiteracy in accordance with a scheduled plan.

7. Give more attention to local community programmes based on the effective participation of citizens in the planning and implementation of local projects.

8. Give attention to primary health care, preventive medicine and health education; increase the effectiveness of preventive and curative institutions in protecting the citizens; and widen the scope of health programmes.

9. Improve the capabilities of individuals by increasing their income, thereby promoting greater social balance.

10. Pay greater attention to social care programmes in all fields and induce private sector participation by encouraging the establishment of yet more private benevolent societies.

11. Encourage the contribution of citizens to urban improvement, landscaping, and the establishment of parks.

12. Pay greater attention to youth welfare programmes, to developing capabilities of young people, and to enabling them to gain mental and physical skills in the fields of culture, science and sports.

13. Give due care to matters of industrial safety and occupational health in both public and private sectors.

The eleventh basic strategic principle emphasises the adoption of a fiscal policy which allows a level of expenditure commensurate with government revenues during the entire Sixth Development Plan period; through the following:

1. Studying the optimum ways and means to increase government revenues and reduce the expenditure thereof - with the provision that such ways and means will not cause undesirable social and economic effects. Due emphasis shall be laid on:

- Raising performance standards in government agencies in a manner conducive to the reduction of government spending without affecting the scope and quality of services offered to citizens.

- Setting up rules and regulations for financing sundry development programmes and projects by the private sector acting under state supervision.

- Developing privatisation programmes concerning certain government projects which could be carried out by the private sector; and specifying various activities in the fields of utilities and services, as well as other projects that could be implemented by the private sector.

- Studying the rules and regulations pertaining to non-oil revenues with the object of considering further development of such rules and regulations.

2. Abiding by the development plan objectives and strategic principles when giving approval to the implementation of programmes and projects.

3. Approving the implementation of projects - taking into consideration their costs of operation, maintenance, replacement and management throughout the life span of each project.

4. Continuing to adopt policies aimed at keeping inflation rates at the lowest possible level.

It is obvious from the above principles that although the government has given great attention to the private sector, the public sector is still playing the leading role in the country, and the government is anxious to raise the performance standards of public agencies without affecting the standard and quality of public services.

Table (A.1) Population Census by Nationality, Sex and Age-group at the Kingdom of Saudi conducted in 27 / 9 / 1992

Age group	Saudi			Non Saudi			Total		
	Male	Female	Total	Male	Female	Total	Male	Female	Total
Less than one year	223025	213981	437006	39320	35724	76844	262345	251505	513850
1 - 4	873488	845523	1719011	163996	157368	321364	1037484	1002891	2040375
5 – 9	1061429	1046203	2107632	182545	179478	362023	1243974	1225681	2469655
10 – 14	913956	883052	1797008	129577	125665	255242	1043533	1008717	2052250
15 – 19	660372	674584	1334956	80154	80695	160849	740526	755279	1495805
20 – 24	525534	516615	1042149	259179	101744	360923	784713	618359	1403072
25 – 29	415443	455358	870801	612593	156401	768994	1028036	611759	1639795
30 – 34	326933	320143	647076	633639	226368	860003	960572	546507	1507079
35 – 39	264540	283492	548032	499700	143272	642972	764240	426764	1191004
40 – 44	180207	186672	366879	320615	72340	392955	500822	259012	759834
45 – 49	153967	161226	315194	171716	36619	208335	325684	197845	523529
50 – 54	143948	147998	291946	92104	23011	115115	236052	171009	407061
55 – 59	117397	92678	210075	39890	10313	50203	157287	102991	260278
60 – 64	127584	92843	220427	20711	9488	30199	148295	102331	250626
65 – 69	71059	48789	119848	7939	4280	12219	78998	53069	132067
70 – 74	65096	52577	117673	5200	4534	9734	70296	57111	127407
75 – 79	33012	23705	56717	2058	1715	3773	35070	25420	60490
80 year plus	58802	48821	107623	3244	3344	6588	62046	52165	114211
Total	6215793	6094260	12310053	3264180	1374155	4638335	9479973	7468415	16948388

Source Kingdom of Saudi Arabia, Ministry of Planing Statistical Yearbook, (1996).

Table (A.2) Government Revenues and Expenditures (Actual)

- Million Saudi Riyals -

	1969	1974	1979	1984	1985	1986	1987	1988	1989	1990	1991	1992	1993	1994	1995	1996
a. Revenues																
Oil revenue	5,119	94,190	189,295	121,348	88,425	42,464	67,405	48,400	75,900	118,142	..	127,027	106,000	95,460	105,700	136,000
Other revenue	549	5,913	21,901	50,161	45,140	34,034	36,406	36,200	38,700	36,579	..	38,373	35,500	33,540	40,800	43,100
Total Revenues:	5,668	100,103	211,196	171,509	133,565	76,498	103,811	84,600	114,600	154,721	161,879	165,400	141,500	129,000	146,500	179,100
b. Expenditures																
Total Expenditures:	6,079	32,038	188,363	216,363	184,004	137,422	173,526	134,850	149,500	210,430	266,370	232,500	205,500	163,800	173,900	198,100
c. Surplus/Deficit																
Balance (a-b)	(411)	68,065	22,833	(44,854)	(50,439)	(60,924)	(69,715)	(50,250)	(34,900)	(55,709)	(104,491)	(67,100)	(64,000)	(34,800)	(27,400)	(19,000)

Note: Ten-month fiscal period from March to December 1986

Source: Kingdom of Saudi Arabia, Ministry of Planing, Achievements of the Development Plans (1998)P.218

The Administrative Development: An Overview

Prior to 1952 there had been no strong reasons that could push the Saudi Government to get involved in handling a central administrative system. There had been little expenditure, few resources and limited services offered to the citizens in a very simple form. At that time, two forms of system were available (Jad 1989:11):

- A simple administrative system in Al-Hejaz, which was basically meant for serving the pilgrims, who represented the main source of income to the Kingdom.
- A primitive system controlling the rest of the Kingdom (Najd, Ihsa, Aseer), mainly meant for collecting Zakat (alms), settling disputes and keeping peace and security among the people.

Following World War II, and due to the rapid progress in oil production, the revenues of the Kingdom increased rapidly, causing a great development in the services offered to the citizens. While the budget of the Kingdom allocated for the fiscal year of 1945 was SR 172.925.312, the budget was expanded to SR 1,355,000,000 for the fiscal year of 1954. This drastic change, along with the foundation of new governmental agencies (assuming new roles and tasks) resulted in the emergence of the problem of governmental officials' failure in performing the duties with which they were charged. The failure of the officials was a result of the lack of qualified manpower that could run these new agencies and achieve planned objectives (Al-Tawail, 1995).

The absence of proper auditing of the national revenues and expenditure, and lack of an accurate system for preparing the national budgets, led to the occurrence of dramatic financial problems in 1956, while the currency coverage at the SAMA (Saudi Arabian Monetary Fund) fell to only SR 10,200,000 in the second quarter of 1957. At this time, the Government was indebted to SAMA for an amount of SR 700,000,000, a problem that resulted in loss of trust in the Saudi Riyal. The value of the Saudi Riyal in the international markets dropped from SR 3.75 per American Dollar to SR 6.25 per Dollar. (Walpole, 1966)

This financial crisis drove the government to realise the great need to reconsider its organisational status and the importance of adopting new administrative and systematic

methods. The government has, since then, launched many attempts to achieving administrative reform, through the following bodies:

International Monetary Fund Mission

At the request of the Saudi Government, the International Monetary Fund sent a mission of 6 economic experts in 1957 to help solve the financial crisis of the Kingdom. After studying the situation, the group presented a report including a number of recommendations that would overcome the financial deficit and apply the proper audit on expenditures. The Kingdom strictly adopted these recommendations, especially the ones related to the annual budget and the techniques of auditing the national revenues and expenditures. A new law was issued for SAMA on the recommendation of the International Monetary Fund, and two experts of the Fund were selected to be appointed as Consultants of the King in monetary policy affairs, and, at the same time, undertake supervision over SAMA (Al-Tawail, 1995).

This step led to the adoption of the budget technique as a means of systemising, for the first time, the financial affairs in the Kingdom. This resulted in the allocation of the increasing national oil revenues for economic and social development purposes.

Along with these developments, there had been a need for qualified manpower capable of performing the administrative tasks and duties of the governmental agencies. At this time, there were no higher educational institutions (i.e. colleges and universities) and only 1000 graduates (Jad, 1989). This circumstance brought to the surface the issue of developing the administrative system at the governmental agencies, and the Saudi government requested the International Bank for Reconstruction and Development for assistance.

Mission of International Bank for Reconstruction and Development

The report submitted by the International Monetary Fund Mission recommended that (see report no. As-82a of the International Monetary Fund Mission - 1960): *"An economic plan should be laid out for the sake of diversifying the income sources instead of relying merely on oil revenues"*. In pursuit of this recommendation, the government in 1960 submitted a request for the International Bank for Reconstruction and

Development for assistance in this field. The Bank sent a mission of three experts to the Kingdom. After a six-month study, the experts presented their report in November 1960, including a number of recommendations. Among them were (Al-Tawail, 1995: 18):

1- Founding a central planning organisation that works in connection with the Presidency of the Royal Cabinet. Its tasks include laying out economic developmental plans and supervising the process of executing these plans.
2- Considering the great need of reorganising and developing the governmental institutions.
3- Considering the necessity of providing qualified manpower that can work in the governmental agencies.

In the light of these recommendations, the Supreme Council of Planning was founded in 4 January 1961. Furthermore, the mission recommended seeking the assistance of the United Nations to study the administrative situation in the governmental departments in order to develop it.

UN Experts

In pursuit of the recommendations of the International Bank for Reconstruction and Development Mission, the Kingdom requested the Technical Co-operation Committee of the United Nations to send an expert to study the administrative situation in the Kingdom and submit recommendations in this regard. The United Nations responded to the Saudi request and sent its representative in 1961.

The UN expert submitted his report including a number of recommendations for developing the public administration. The recommendations included the following (Al-Tawail, 1995):

1- the importance of reorganising all the governmental agencies and departments with the aim of:
   a) consolidating all similar agencies in one organisation;
   b) providing more authority for lower administrative levels in the job hierarchy;

c) Amending the financial auditing system, the financial representatives systems in the Ministry of Finance and the civil service system.

2- Founding the Institute of Public Administration to train government employees.

3- Launching a study mission in order to get specialised categories in the administrative fields.

4- Simplifying the governmental procedures, especially in the field of purchasing and inventory.

In virtue of these recommendations, the Institute of Public Administration was founded in April 1961; this will be discussed later on in the coming sections.

Experts of FORD Corporation

In 1963, in an attempt to take a practical step in adopting the recommendations and suggestions presented by the above missions and to provide solutions for the problems facing the governmental agencies, the Royal Cabinet requested the Ministry of Finance and National Economy to contract with the American Ford Corp. for assistance in developing the administrative organisations in the Kingdom. The Ford experts were to conduct a study on the administrative status in the Kingdom before handling their main jobs.

The group conducted the study during the months of July and August 1963 and provided its report in September 1963. The Saudi Government approved the suggestions of the group and signed a contract with Ford Corp., for handling the administrative reforms in October 1963 (Al-Siniady, 1997). Early in 1964, five groups from the Ford mission started the reform project (Al-Tawail, 1995). Each group was charged with a specific part of the whole task, as follows (Jumper, 1970):

1- Personnel Affairs Group:
Its job was to study the organisational framework of the civil service and develop its system. Between 1964 and 1965 the group prepared 4 reports as follows: the first report discussed the reorganisation of the General Bureau of Employees; the

second report suggested amending the General System of Employees; the third report proposed a system for classifying jobs; and the fourth report recommended a new system for salaries and reward payment.

2- *The Organisation and Administration Group:*

This group was tasked with reorganising the governmental agencies as well as simplifying the work procedures in these agencies. Between 1964 and 1968 this group carried out a comprehensive study for reorganising most of the Ministries and governmental departments. It suggested founding administration and organisation sections in each ministry or governmental agency.

3- *The Financial Affairs Group:*

This was in charge of studying the budget, accounts, purchases, warehouses systems, and other financial procedures. The group carried out 4 studies between 1964 and 1966. The first study included a project for improving the budget system and method of budget preparation and execution. The second study discussed the amendment of the accounting system. The third study suggested a new system for the Auditing Bureau and its duties. The fourth and last study recommended the foundation of a Central Administration for governmental purchases.

4- *The Manpower and Training Group:*

The tasks of this group focused on assisting the Institute of Public Administration in designing its training programmes, a task which was performed between 1964 and 1965.

5- *The Public Works Group:*

This group suggested founding a central authority of public works.

The results that these groups reached were the bases on which the Kingdom started building its administrative organisations, and completing the foundation of the institutions that were to undertake reform and development of these organisations. Since 1970s, the Saudi Government has been building up its organisational and administrative structure. Al-Taweel (1995) stated that the 1970s are considered the threshold of an era of actual development after establishing the central administration and the governmental

institutions that were able to plan and execute the development projects. He added that the main factors that helped administrative development achieve success are:

1- Accomplishment of the administrative development institutions.

2- Issue of many laws and regulations aimed at improving performance and activating administration rules.

3- Providing manpower qualified to take jobs in the governmental agencies, through the great educational expansion in all fields and stages, increasing post-graduates missions and expanding training programmes.

4- The issue of the first five-year-plan in the history of the kingdom in 1970, which has been followed with another five plans till the present time.

5- The improvement of work performance in the governmental agencies and the implementation of the administrative machinery.

6- Establishing many new ministries, governmental agencies and public institutions.

7- Issue of new laws by the Royal Cabinet, the Shura Council and the Regional Councils (Local Government).

8- The availability of substantial revenues due to the increase in oil production and continuous rise in its prices – mainly in the first years of this period – which helped very much to establish the infrastructure of the governmental departments.

Administrative reform has continued, and many institutions have been founded to undertake administrative development in the Kingdom. This will be discussed in detail in the following section.