UNIT 15 PARTICIPATIVE MANAGEMENT AND TOTAL QUALITY MANAGEMENT (TQM)

Structure

15.0 OBJECTIVES

After reading this Unit, you will be able to:

- know the meaning, components and applicability of Participative Management in libraries and information centres;
- comprehend the advantages and disadvantages of participative management;
- get yourself acquainted with Total Quality Management (TQM) concept and its various elements;
- perceive the various issues involved in implementing TQM in LIC management; and
- realise the barriers in implementing TQM in library and information centres.

15.1 INTRODUCTION

Decision making is an important management process in any organization. Without decision, nothing can be properly planned or accomplished. Decisions may be simple - and with sufficient foresight - or complex and with lack of foresight. Modern management techniques encourage the use of participative decision making, stressing that productive and efficient results can come out of this decision making process. This management technique allows its employees, individuals or groups to take part in decision making. This is known as participative management.

The availability of information is vital to the decision making process. Involvement of the staff in the decision making process is a major strength of participative management.

Since participative management pushes decision making down to lower levels, the higher level officials need to develop their competence, expertise and experience. It does not believe in punishment as a tool of control. The group is supportive of the individuals/employees comprising it and intended to fulfil the organizational objectives. In the process of decision making, the participation of staff is considered from various aspects such as:

a) What are the systems of participation at present?
b) Are people involved in issues that affect them?
c) Are they being consulted specifically when a vital decision is being taken (e.g.,

Application of Information Technology)?

d) Is involvement early enough or regular enough?

Participative management, being one of the human relations techniques, lays much emphasis on satisfying a greater proportion of people's needs at work. It is considered conducive to high staff morale to provide more delegation, to push decision making lower down the staff hierarchy, and to involve staff in setting their own objectives and in evaluating their achievements. Participative management structures and styles create conditions at work which enable staff to realize their potential, make greater use of their professional training and thus improve the effectiveness of the service offered.

15.2 COMPONENTS OF PARTICIPATIVE MANAGEMENT

The involvement of staff in the decision making process of the organization and having increased awareness of the organization's purpose, depend upon two important factors: (i) Leadership (ii) Organisational Style.

15.2.1 Leadership

Leadership behaviours lead to highly motivated staff. Subordinates rely upon the leadership skills of their superiors to show them how to achieve their needs of motivation, . rewards and ability to perform their allocated tasks. Leaders resolve interpersonal differences. Formal systems are simplified and attempts are made to create a more open, reactive organizational environment. The need for leadership qualities turns more towards the ability to get people to interact. The capacity to mediate is very important, and the ability to plan and analyse feedback is emphasized. The leader's role is not diminished but it is changed in its nature. Participative leadership involves employee participation in management. Subordinates are consulted for their opinions as part of the decision-making process.

15.2.2 Organisational Style

Whether the participative approach can really work depends upon the type of organisation and its' functioning. An open organisation is more likely to encourage participative management than a mechanistic one. The emphasis in organizational communication from top to bottom through informal, group, team and party meetings is laid on self-starting qualities, the capacity of staff to .develop themselves in their own jobs and to grow professionally. The organizational *style* of functioning should encourage that people at work need to satisfy their higher level needs, for success, self respect and self-actualization, as well as their basic needs for material support and security. Participative decision making has its effect on the organization's objectives.

15.3 PARTICIPATIVE MANAGEMENT IN LIBRARIES AND INFORMATION CENTRES

Like most other organizations, libraries and information centres have the dual social responsibility of satisfying the needs of both the employees and the public at large. One of the methods by which this can be achieved is by employee participation in facilitating the accomplishment of the library's goals. Today there is increased emphasis on measuring performance, which usually means efficiency and effectiveness.

Efficiency ensures that the optimum level of service is provided at the lowest possible cost: However the ability to meet the effectiveness criterion is not always easy since the interests of the stakeholder groups are not stable. Stakeholders are those persons who take an interest in the library, or who have the capacity to influence its ability to achieve its objectives. Of course the concept of Participative Management in libraries and information centres has been relatively neglected. Recent theories in management have proved that Participative Management and group decision making appear to have important applications to libraries and to personnel development. It not only affects the quality of decisions but their implications for productivity also. The involvement of library staff in determining the library's objectives and the means to attain these might improve library service.

The availability of information is vital to the decision-making process. The information required to make decisions about an activity within a library system differs from that required to make decisions about a total system, both in degree of

detail and comprehensiveness. Library and information professionals often possess relevant, practical information relating

to library operations which is not available to senior official because they do not perform the same task. Library staff acquire a lot of information and share it in the decision making process. At the operational level this will result in a more practical solution. This leads to greater creativity in finding a solution. Professionals who have been involved (irrespective of their status) in the decision making process are more likely than others to be motivated to ensure that the proposals are carried out as there is a feeling of commitment to the decisions. This sense of involvement also leads to increased awareness of the library's goals after participating in the decision making process.

15.4 ADVANTAGES AND DISADVANTAGES OF PARTICIPATIVE MANAGEMENT

Advantages: For improving the library and information service, the management follows the technique of participatory decision making which has got the following advantages.

1) **High Productivity:** Participative Management assures high productivity in the sense that involvement of staff in the decision making process provides one and all good working condition, motivation, and ability to work and introduce the desired result in time. The outcome of the decisions is always target oriented to meet the goals and objectives of the organisation. It taps the talents, the ideas, the knowledge and the skills of individuals who might not otherwise be included in the decision making process.

2) **Superior Quality:** Participative Management stresses that higher quality decisions and quality of library services often result from these practices. Decisions are found to be superior especially if the group is composed of individuals of different areas of expertise with a common need for a solution.

3) **Wider Acceptability :** Group decisions tend to be more readily accepted by the group. Participative decision making is also useful for resolving differences among group members. The decisions are acceptable to all groups or individuals.

Disadvantages : There are also disadvantages to participative decision-making.

1) Implementation of the tough decisions taken by the management through participative decision-making sometimes stalls the entire activities taking the problem from one committee to another committee.

2) Group decision-making can be expensive in terms of staff time. A group decision normally takes more time than an executive action. In order to estimate the full cost of participative decision-making the decision-making time should be multiplied by the number of people attending the group meeting.

3) Lower quality decisions are also expected through participative decision-making which is not truly effective. If superiors are present or if one member has a dominant personality, the decision of the group may in reality not be a group decision. This can have a lowering effect on group morale and of a negative factor for motivation making for feelings of frustration and uselessness.

Self Check Exercises

1) What is participative management and how it works in a library or information centre?

2) What are the merits and demerits of participative management in a library setting?

Note: i) Write your answers in the space given below.

ii) Check your answers with the answers given at the end of this Unit.

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15.5 TOTAL QUALITY MANAGEMENT (TQM)

Total Quality Management (TQM) is focussed on the requirements of the customer. A library patron or user is a customer. He or she is demanding a service and expects that service. Total Quality Management offers an approach for an organisation to design processes, policies, and jobs so that they are the best, most effective methods for serving users' needs, eliminating inefficiencies and assuring quality service. TQM is an important strategic management tool and a systematic approach with strong internal and external customer orientation. "Quality as a management tool especially for non-profit organisations like libraries". The service is defined by library users in the TQM context. Since users' need will continue to change, quality service will require a continuous improvement process. Libraries will continue to :

- identify customers' - who matters ?
- identify customer expectations or needs - what do they want ?
- translate customers expectations into operational processes - what do we need to do to meet users' expectations ?
- decide on how to measure services - how will we know how we are doing ?
- conduct evaluation of services based on established performance measures - what processes should we continue or change ?

Simply defined, TQM is "a system of continuous improvement employing participative management and centred on the needs of customers".

15.6 ELEMENTS OF TOTAL QUALITY MANAGEMENT (TQM)

The philosophy of Total Quality Management is based on understanding customer needs and improving customer service and satisfaction. There are many elements of TQM addressed to different areas for change. Some of the main elements are depicted in fig. l and discussed below:
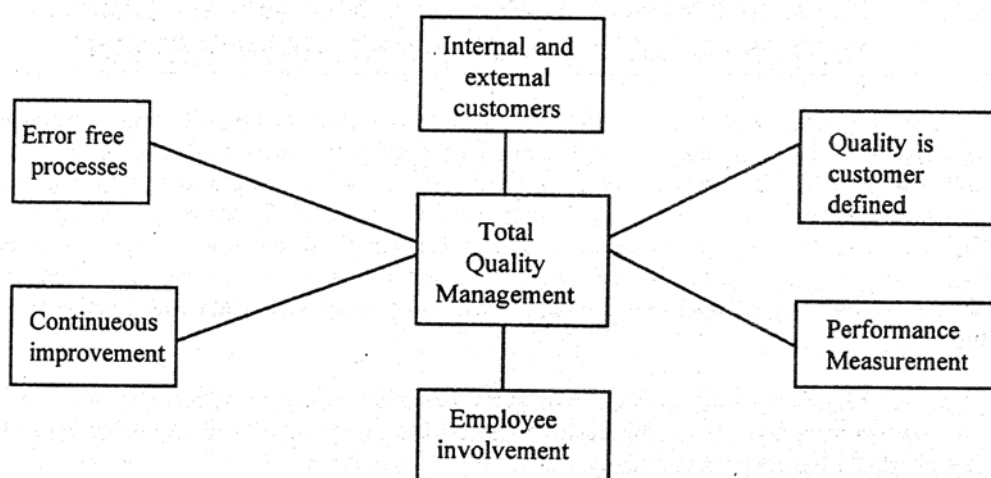

Figure 1: The main elements of TQM

1) **Quality is customer defined -** Quality of service or service excellence is a desire to maintain or strengthen the commitment to the library's philosophy of service to users. Quality is defined as the gap between a customer's expectations and perceptions. Such customer focus requires not only an attention to internal processes but also an awareness of the external marketplace. Only a match between the requirements of the marketplace and the internal processes and operations will lead to quality service.

2) **Internal and external customers -** The library shall be functioning as a "learning and resource centre" in its efforts to stay abreast of changes in its internal and external environment and to increase the training and skills building programmes for revitalization and renewal. The library should have direct contact with internal and external customers and to encourage each employee to identify those to whom he provides a service and to view such people as the library's internal customers. In this way the customer orientation can spread into the organization.

3) **Employee involvement -** Employee involvement and team building helps in fostering collaboration, trust, open, honest communication and more structured and consistent approach to teamwork and problem-solving. Employee involvement means that each individual must take the initiative and not rely upon someone else. Everyone must understand the contributes equally and can only succeed through co-operation and support.

4) **Error-free process -** The objective of TQM is to prevent waste, reduce costs and achieve more effective, efficient and error-free processes. The processes should provide a way to gain more knowledge to whole processes and to keep them open to critical analysis and evaluation:

5) **Performance measurement -** Performance measurement needs to be based upon timely measures of, and feedback on, performance. It provides information on today's service and gives an indication of the level of improvement compared with the previous feedback. An appropriate questionnaire should be designed for the purpose so as to analyse and measure progress and understand perceived strengths and weaknesses.

6) **Continuous improvement -** The library should set goals for continuous improvement. To develop this a focus on training, education, communication, recognition of achievements and team work are very essential. Management should fulfil its responsibilities to motivate and train all employees at all levels to improve all areas of operation. Statistical surveys and techniques may be applied if necessary to collect data about customers, employees, technology and equipment that are required. Charts and diagrams should be used to identify problems, map workflow, show progress and point to solutions. Graphical techniques can show an organisation how its processes work, what its baselines are, where the variations lie, the relative importance of problems to be solved, and whether changes made have had the desired impact. Continuous improvement rests on the simple premise that a structured, problem solving process produces better results than an unstructured one : Instead of just trying to "do better" in an undefined, intuitive way, the problem solving person should be based on quantitative performance indicators and monitor progress towards these goals.

## 15.7 IMPLEMENTING TQM TECHNIQUES IN LIBRARY AND INFORMATION CENTRE MANAGEMENT

Total Quality Management (TQM) as a management tool needs to radically rethink the way in which a library is organised and performs its functions. With its emphasis on meeting users' needs, TQM is seen as a commitment to service with a flexible and future-oriented approach to management. Susan and Barnard presents a model for the implementation of TQM in the library setting. It outlines a ten-step process divided into four stages shown at fig:2. The approach is a flexible one that can be applied in different ways to a variety of situations depending on the level of support for implementing TQM both within and outside the library.

The activities covered in Phase one are quite useful to arrange a seminar exploring the implications of current technological developments and other societal changes that enhance the growth of the library community.

Phase two gives emphasis on organising quality once the commitment to TQM and the decision on the TQM methodology "and structure is made. Quality/service awareness, various aspects of library automation training should be given to all employees.

Phase three involves an extensive evaluation of current work processes and the relationship of these processes to customer needs and expectations. Laying heavy emphasis on team activity, team members will need extensive training on the customer service dimension of the quality process including how customers judge services (e.g., reliability, responsiveness; assurance).

In the process of expansion and integration (Phase four), training can be extensive. Some employees even may need training even in new job skills as a result of changed work processes particularly when a manual library is being converted into an automated library.
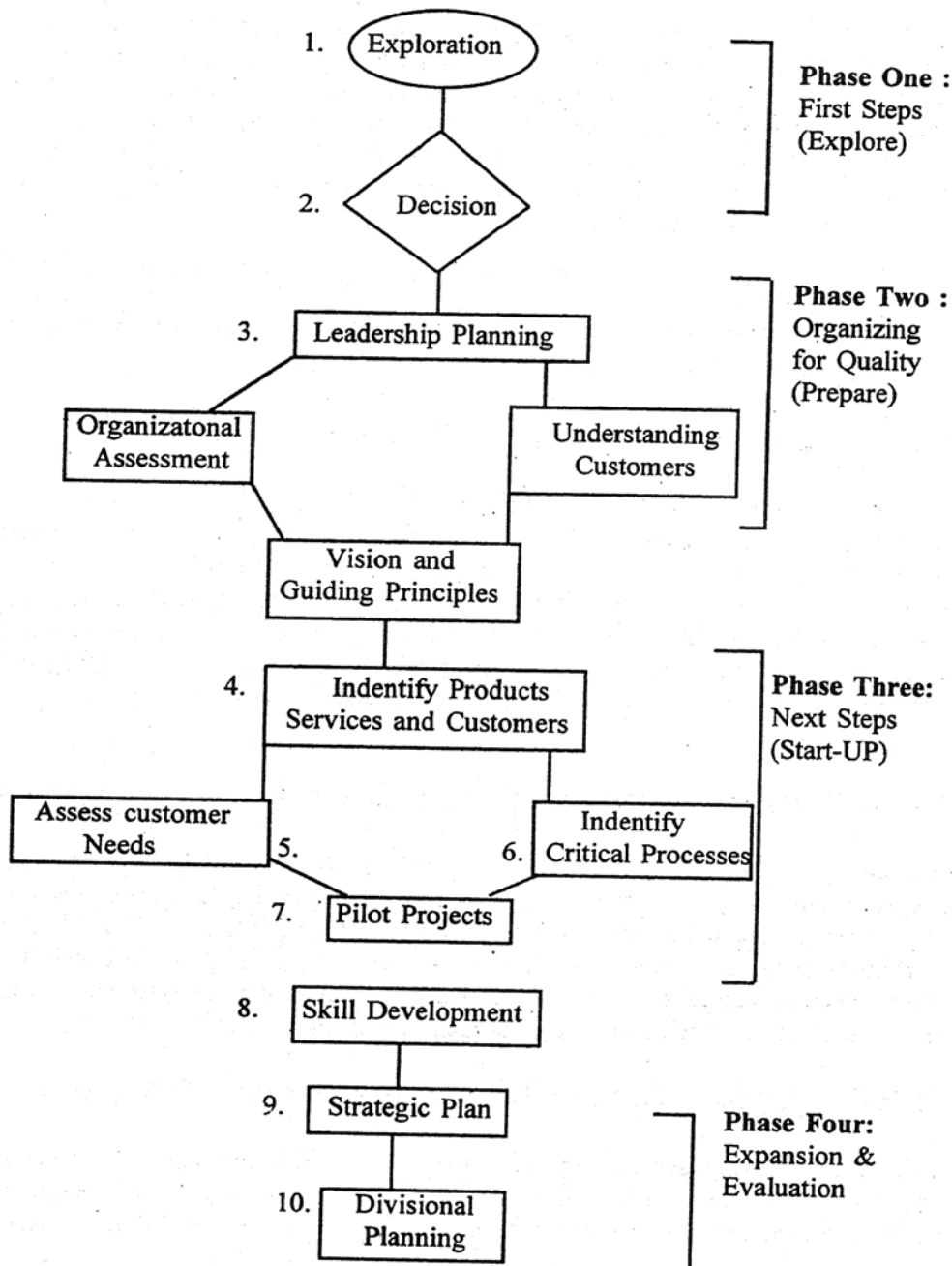
Figure 2 : Total Quality Management
Library Implementation Model

While implementing TQM in library services, a different set of skills is required of the staff. Training is a key component in TQM which upgrades the =skills of the staff.- Implementation of TQM provides a library organisation with the opportunity to update and enhance the abilities of the staff to work effectively and collectively. Of course there are many factors or issues that need to be addressed on the road to a successful implementation of TQM. These include:

15.7.1 Identification of Customers

Who are the external and internal customers? Can customers be segmented either on the basis of the service that they require, or their attitudes to effective service delivery? This will no doubt bring out different opinions from different groups. As a starting point, libraries should focus their efforts on identifying the customers and determining their expectations. The objective is to provide excellent service to existing customers. Satisfied customers bring new customers, dissatisfied customers discourage new and existing customers. Of course improved customer service and satisfaction is a long-term strategic initiative. It requires commitment from the head of the organization, staff, funds and time. Identification of customers, and 'providing customer service and satisfaction work as effective management tools to help libraries accomplish their mission.

15.7.2   Standardization of Work Processes

The interrelated processes of an organization need to be standardized which help to determine how work is organized and how customer needs are met. A process is a "flow of work that progresses from one person or one activity to another." A critical process is "an important process, defined by customer need, that is a major part of the mission of the organization. Identifying and evaluating the critical processes that drive an organization are vital to the continuous improvement of systems fundamental to TQM. In selecting processes for pilot projects, consideration should be given to:

*   importance of the process to primary customers,

*   whether the process is experiencing difficulty and is recognised as needing attention, and

*   likelihood of eliminating waste (by saving money, staff time, etc.).

15.7.3   Quality Measurement Procedure

Quality as a strategic issue implies (i) acceptance of the importance of customer requirements throughout the organization, (ii) the identification of continuous improvement as a key organizational objective, and (iii) the introduction of meaningful performance indicators. There are a number of different approaches to measuring quality such as (I) complaints from customers (ii) customer surveys (iii) benchmarking or comparing the organization with its competitors, (iv) employee surveys and suggestion boxes. None of this will work without top management commitment which is vital for the credibility, continuity and longevity of the TQM initiative.

15.7.4   Improvement in Internal Organization Management

If Total Quality Management is to be successful it requires a culture that actively promotes customer requirements, continuous improvement, creative problem solving and a team ethos. Organizations considering the implementation of TQM need to identify and take into account their organisational cultures. Internal organisational culture is associated with the philosophy and values which create a common understanding amongst organisational members concerning the organisation's mission and how its members should behave.

15.7.5   Improvement of Human Resources Management

Total Quality Management is very much a people centred approach to management. A central concern is employee commitment. Successful TQM depends upon employee commitment. De Cotiis and Summers have identified a number of processes which impact upon commitment:

*   Leader behaviour in relation to subordinates;

*   Social involvement (with other members);

*   The challenge, responsibility, and influence offered by the job;

*   Participation in decision making; and

*   Open communications.

In implementing TQM in a library and information service environment, it is necessary to establish some basic definitions by answering questions such as "what is quality?" "who are our customers?" "how can quality be measured". The establishment of quality as a strategic issue is central to successful implementation and top management commitment will be necessary. Full employee commitment will only be achieved by appropriate human resource management structures.

Self Check Exercises

3)   What do you mean by TQM and what are its basic elements?

4)   How TQM is implemented in a Library and Information Centre management?

Note: i)   Write your answers in the space given below.

ii)   Check your answers with the answers given at the end of this Unit.

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15.9 BARRIERS TO IMPLEMENTING TQM

The implementation of TQM in library organisations provides an opportunity to update and enhance the abilities of the staff to work effectively, yet it is still not free from some barriers. These could be listed as under:

- **The vocabulary barrier :** The words "total", "quality" and "management" imply that standards are not already being observed, nor is quality work valued.

- **The commitment barrier :** TQM requires tong-term commitment, perhaps even longer in the service sectors like libraries and information centres. Cultural change which can not be accomplished over night or in a year, may be positive changes, particularly in staff attitudes and learning, but they should occur early in the process.

- **The process barrier :** Sometimes the process merely represents a desire to postpone decision making or reluctance to resolve the issue. We should learn to define problems better at the outset and then give them the kind of systematic analysis which can lead to lasting solutions.

- **The professional barrier :** The higher the degree of professionalisation within an organization, the greater the resistance to certain elements of TQM, particularly its customer focus. Professionals simply are mystified by, if not fearful of, the consequences of what they think could mean turning over their services and practices, which are based on tradition, standards and respected bodies of knowledge, to the uninformed whims of customers.

Self Check Exercises
3)   What are the major obstacles to implementing TQM?
Note: i)   Write your answers in the space given below.
         ii) Check your answers with the answers given at the end of this Unit.

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15.9 SUMMARY

Participative Management and Total Quality Management (TQM) in libraries appear well suited for each other. Both are "two systems of continuous improvement and centred on the needs of customers". In participative management individuals or employees share in the vision making process and arrive at decisions. The structures- and styles of participative management create conditions at work which enable staff to realize their potential, make greater use of their professional training and thus improve the effectiveness of the service Bred. But Total Quality Management is a process which focuses on understanding customer needs and improving customer service and satisfaction. The TQM approach shifts the focus continuous improvement in systems and processes. Its motto could be "continue to improve it even if it aren't broke." Continuous improvement rests on the simple premise that a structured, problem-solving process produces better results than an unstructured one. Instead of just trying to "do better" in an undefined, intuitive way, continuous improvement can enable libraries to set measurable goals based on quantitative performance indicators, and to monitor progress towards those goals.

15.10   ANSWERS TO SELF CHECK EXERCISES

1) A management technique which allows its employees, individuals or groups into the decision making process is known as participative management. Such a technique improves the efficiency and effectiveness of the staff to meet the objectives of library information centres.

2) Participative management leads to high productivity, superior quality and wider acceptability. This also sometimes gives rise *to* delay in taking decisions, and expensive and low quality decisions.

3) Total Quality Management (TQM) is an important strategic management tool and a systematic approach with strong internal and external customer orientation. The basic elements of TQM include: i) quality is customer defined, ii) internal and external customers, iii) employee involvement, iv) error-free process, v) performance measurement, and vi) continuous improvement.

4) The successful implementation of TQM in libraries and information centres requires: i) identification of customers, ii) standardisation of work processes, iii) quality measurement procedure, iv) improvement in internal organization management, and v) human resource management.

5) The main obstacles to implementing TQM in any library/information centre are vocabulary barrier, commitment barrier, process barrier, and professional barrier.

15.11   KEY WORDS

Mechanistic	:	Operational activities are based within the framework of procedural rules and directives, designed to deal with a specified range of situations.
Process	:	In organization development, the way in which people in groups behave and interact when they are setting objectives, solving problems or introducing changes.
Self-actualisation	:	A persons characterized states of maturity, independence self-understanding and a positive attitude toward developing and integrating his capabilities, talents and aspirations in terms of the opportunities within his environment.
Stake Holders	:	Persons who take an interest in the library, *or who* have the capacity to influence its ability to achieve its objectives.
Standardization	:	A means of achieving economy of production.
Strategy	:	The skill or process of planning, organizing and directing all available resources, personnel or course of action toward reaching certain objectives.

15.12   REFERENCES AND FURTHER READING

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