



COMDTINST 5224.8  
26 FEB 1991

COMMANDANT INSTRUCTION 5224.8

SUBJ: Coast Guard Total Quality Management (TQM) Organizational Structure and Training Strategy

Ref: (a)COMDTINST 5224.7

(b)Coast Guard Organization Manual COMDTINST M5400.7C

1. PURPOSE. This instruction identifies the roles and responsibilities of all personnel assigned to TQM overlay positions. It also describes the orientation and training strategy that will prepare all Coast Guard personnel for their upcoming TQM assignments.
2. DISCUSSION.
  - a. This is the second in a series of instructions on TQM. Commandant Instruction 5224.7, the first instruction, identified the philosophical foundations and basic goals of TQM. That instruction specified the organizational overlay structure which links organizational elements together. This linking pin structure ensures horizontal and vertical coordination and process improvement planning.
  - b. This instruction details how the Coast Guard will implement the linking pin structure to facilitate TQM.
  - c. Coast Guard personnel will be prepared to fulfill the roles and responsibilities of the overlay organization by:

- (1) A start-up period of Headquarters funded and supported orientation and training.
  - (2) Immediate application of the principles, methods and tools of TQM by working on Coast Guard processes in need of improvement.
  - (3) Standardized orientation and training to encourage the use of common language and procedures for effective teamwork. Orientation and training will not be effective by itself. However, immediate application of the skills and knowledge including the formation of boards and teams will produce the gains the Coast Guard requires.
- d. Other instructions in this series will address additional policies, procedures, rewards and recognition, funding responsibilities, and measure for improvement.

3. TQM ORGANIZATIONAL OVERLAY.

- a. Introduction. The TQM overlay consists of three parts: Standing Boards, TQM teams and personnel, and the TQM Process. In order to fully understand how the TQM overlay works, it is necessary to realize how each part fits into the larger picture. This section begins with a brief description of the standing boards and covers responsibilities of TQM personnel and teams. It also describes the interaction between a Quality Management Board, guidance Team, and Quality Action Team (QAT).
- b. Headquarters Organization. This subparagraph presents the basic structure for TQM at Headquarters. Reference (a) provided definitions and responsibilities for each entity. See enclosure (1) for a diagram of the Headquarters organization.
  - (1) Coast Guard Quality Council (CGQC). This is the highest level TOM forum within the Coast Guard. Members of this council are the Commandant, Vice Commandant, Area Commanders, and Chief of Staff. The Resource Director/Comptroller serves as an adjunct member.

- (2) Headquarters Executive Steering Committee (HQ ESC). The Chief of Staff chairs the HQ ESC and every HQ Office Chief is a member.
  - (3) Coordinating Council Quality Management Boards (CC QMB). Three HQ coordinating councils will address cross-functional processes. The Chief of Staff chairs each coordinating council QMB. Other members of these coordinating councils are listed in reference (b). These coordinating councils are: (a) Operations Coordinating Council (OCC QMB)
    - (a) Human Relations Coordinating Council (HRC QMB)
    - (c) Systems Coordinating Council (SCC QMB)
  - (4) Office Quality Management Boards (QMB). Each Headquarters Office will have a QMB composed of the Office Chief, Deputy Office Chief, and the Division Chiefs. The commanding officer of each Headquarters unit is also a member of an Office QMB. Enclosure (2) lists each Headquarters Unit and their respective HQ QMB.
  - (5) Other Quality Management Boards. Quality Management Boards below the Office level are optional. Office Chiefs have the authority to form additional QMBs as needed.
- c. Field Organization. Enclosure (3) describes the basic structure for TQM within Coast Guard field units. Area, District and Maintenance and Logistic Commanders should define the structure for their organizations below this first level.
- (1) Area Executive Steering Committee (AESC & PESC). The Area Commander chairs this board, and each District Commander and MLC Commander is a member of the Area ESC. The Area Chief of Staff is also a member of this committee.
  - (2) Area Quality Management Boards (QMB). The Area Chief of Staff chairs this QMB; membership includes the Area Division Chiefs.

- (3) District Executive Steering Committee (DESC). The District Commander chairs this ESC; other members include the Chief of Staff and the Division Chiefs.
  - (4) Maintenance and Logistics Command Executive Steering Committee (MLC ESC). The MLC Commander chairs this ESC; other members include the Deputy Commander and Division Chiefs.
- d. TQM Coordinator.. TQM Coordinators will support ESCs, flag-level QMBs and large Headquarters units. In addition, other large Coast Guard units will appoint TQM Coordinators. There will be about 100 coordinators (appointed from existing billets at each unit) throughout the Coast Guard. Coordinators should normally be mid- to upper-managers who can effectively advise their commanders on TQM implementation. They will also coordinate the efforts of the ESCs, QMBs, guidance teams, facilitators, and QATS.
  - e. TQM Facilitator. Facilitators should normally be mid-managers or staff resources who can devote a minimum of 20% of their time facilitating and providing TQM training for at least 12 months. Since facilitator training will be expensive and intense, each facilitator should have a team assignment before attending training. Following training, the facilitator should apply the skills and knowledge with a team before time dilutes his or her knowledge base.
  - f. Guidance Team (GT). The Guidance Team is an optional team formed by the QMB to support the QAT's activities. Guidance Team members are normally senior managers with diverse skills and resources. In order to preserve the linking pin structure, the team leader of the QAT is also a member of the guidance team. When there is no Guidance Team, the QMB acts as the Guidance Team.
  - g. Quality Action Team Leader. The team leader is the person who manages the team by conducting meetings, handling or assigning administrative details, orchestrating all team activities, and overseeing the preparation of reports and presentations. Ordinarily, team leaders are supervisors or managers in the area of study. The team leader should consult the QAT facilitator for TQM methods,

(cont'd) practices and principles, as necessary. The team leader should have a vested interest in the project and be competent in working with individuals and groups. Ultimately, it is the team leader's responsibility to create and maintain the environment that will enable the team to achieve its objective.

- h. Quality Action Team Member. The QMB normally appoints team members (including the team leader). The nature of the selected process dictates who will be involved. Team members are normally people who work closely with some aspect of the process under study. They often represent different stages of the process and groups likely to be affected by the results of the project. Team members can be military or civilian members of various ranks, classifications or work areas. If the process under study cuts across division boundaries, so should team membership.
  - i. Matrix of TQM Organization. Enclosure (4) fully covers the TQM organization showing the various boards and membership requirements.
  - j. TOM Process Diagram. Enclosure (5) describes the process showing how QMBs will work with Guidance Teams and Quality Action Teams. QMBs will select processes for OATS to improve based upon data and priorities. If necessary, the QMB will charter a Guidance Team (GT) to assist the QAT. QMBs may need to get field personnel for some Headquarters QATS. On the other hand, field commanders may require Headquarters representation on their QATS.
  - k. Guidelines For Formation of Teams. See Enclosure (6) for a series of guidelines on how to select Protects.
4. 4 TRAINING STRATEGY.
- a. Start-up Phase (first 12 to 18 months). The TQM training and orientation strategy is designed to provide the skills and knowledge for individuals and teams to perform their TQM responsibilities. During start-up, all senior managers will attend TQM orientation. Initially, many of our high-value improvement opportunities will be in staff processes at HQ, Areas, Districts, MLCs, Groups, and HQ units. Therefore, staff coordinators and facilitators at these locations will receive more extensive training

(cont'd) from a contractor. The coordinators will then be able to function as the managers' internal TQM advisor. Senior managers can use the coordinators to facilitate the Executive Steering Committee (ESC) and Quality Management Board (QMB) meetings. Coordinators can use facilitators to lead the QATS and train identified team leaders/members. The start-up orientation and training will provide a sufficient cadre of personnel to begin process improvement in the Coast Guard.

- b. Follow-on Training. TRACEN Petaluma will become the TQM training facility for the CG. During start-up, contractors will assist the Coast Guard in developing this in-house expertise. After start-up, TRACEN Petaluma will deliver training to facilitators and coordinators including field units. They will also develop TQM reference guides for the coast Guard as well as TQM training modules for appropriate Coast Guard schools.
- c. Enclosure (7) lists the minimum performances expected of each TQM position and capabilities which will result from training. In summary the following orientation and training will be scheduled:
  - (1) Flag officers. A half-day briefing will provide information on the roles and responsibilities for implementing TQM.
  - (2) Senior Managers (down to and including Branch Chief level at each organization). Managers will receive an orientation session to introduce them to their roles as QMB, Guidance Team or Quality Action Team leaders/members.
  - (3) Unit Commanding Officer/Officer in Charge. Each CO and OinC will receive an orientation to prepare them to implement TQM at their unit.
  - (4) TQM Coordinators. Each TQM Coordinator will attend a training session which will provide the necessary skills for fulfilling their roles and responsibilities.
  - (5) TQM Facilitators. TQM Facilitators will receive an intense skills training course. During the start-up phase, the contractor will train one facilitator per staff division.

- (6) Team Leaders. Initially, there will not be a separate team leader's course. Team leaders will frequently be senior managers and receive the senior management training session. (See paragraph 4.c.(2) above.) TQM facilitators should be capable of providing other team leaders (not senior managers) with the necessary training to prepare them to lead a team.
  - (7) Team Members. Local facilitators will provide the necessary training to individuals identified to be team members on a specific quality action team.
- d. In both cases above, operational commanders should procure additional training/expertise at their own discretion and with their own funds.
5. RESPONSIBILITIES.
- a. Commandant (G-CPE) is the TQM Coordinator for the Coast Guard. They shall provide a plan to execute the training strategy.
  - b. Initially, there may be instances where more extensively trained and experienced practitioners will be needed to assist with improvement efforts. There are also those cases where operational commanders will require more coordinators and facilitators. Unit commanders may seek additional or follow on training and orientation if necessary to augment what Headquarters will coordinate. In these cases, unit commanders must ensure that any supplemental training provides the skills and knowledge listed in enclosure (7). COMDT (G-CPE) can be contacted for further guidance. Unit commanders will fund any additional training and ensure that the training is aggressively followed up with application.
  - c. Area and District Commanders, MLC, Commanders Headquarters Office Chiefs, and commanding officers of Headquarters units shall develop the organizational overlay structure for their subordinate commands.
  - d. Commanding officers of Headquarters units refer to enclosure (2) to identify your respective Headquarters QMB.

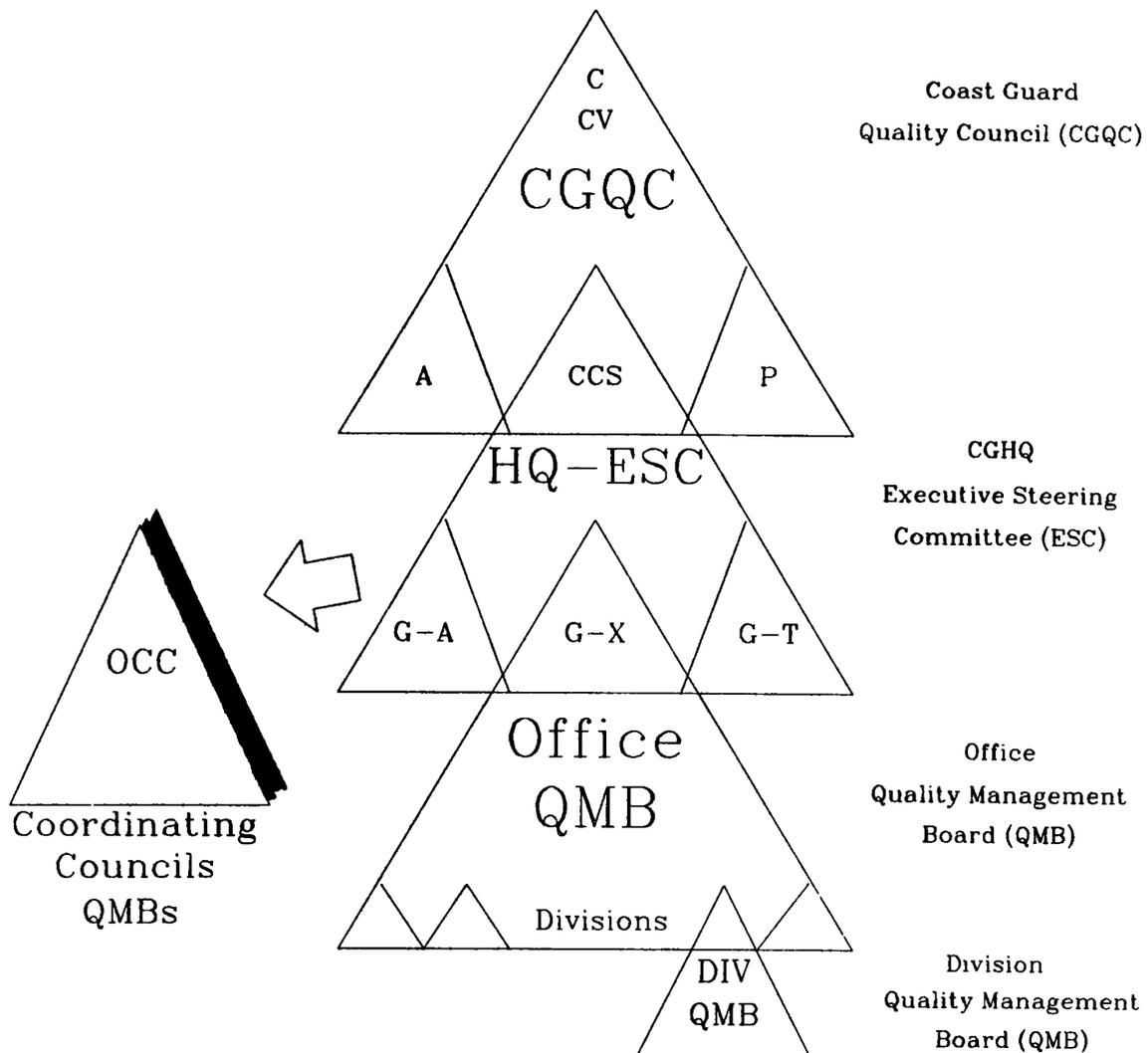
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6. ACTION. Area and district commanders; commanders of maintenance and logistics commands; unit commanding officers; and Commander, Coast Guard Activities Europe shall comply with this instruction.

/s/ ROBERT T. NELSON  
Chief of Staff

- Encl: (1) Linkage Between CGQC, ESC and QMBs at HQ  
(2) Headquarters Units and QMB Designations  
(3) Linkage Between CGQC and Field  
(4) TQM Organization Matrix  
(5) Generic Model of TQM Process  
(6) Project Selection Checklist  
(7) Coast Guard Performance Requirements

# Linkage Between CGQC, ESC, & QMBs (HQ)

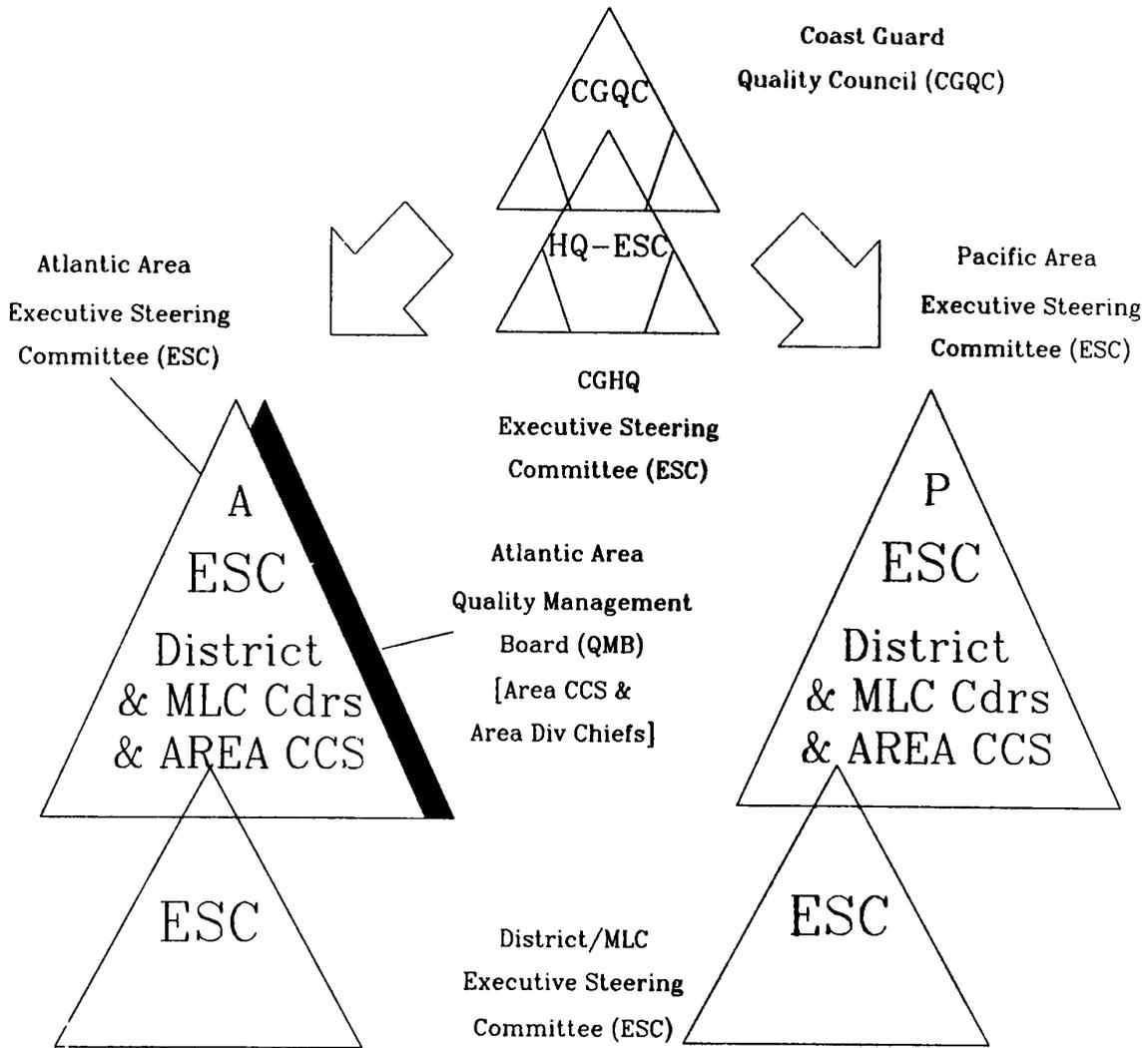


Encl: (2) to COMDTINST 5224.8

HEADQUARTERS UNITS AND QMB DESIGNATIONS

HEADQUARTERS UNIT	QMB
Coast Guard Academy, New London, CT	G-P
Coast Guard Yard, Baltimore, MD	G-E
Coast Guard Training Center, Cape May, NJ	G-P
Coast Guard Supply Center, Brooklyn, NY	G-E
Coast Guard Institute, Oklahoma City, OK	G-P
Coast Guard Aircraft Repair & Supply Center, Elizabeth City, NC	G-E
Coast Guard Aviation Training Center, Mobile, AL	G-O
Coast Guard Information Systems Center, Alexandria, VA	G-T
Coast Guard Reserve Training Center, Yorktown, VA	G-P
Coast Guard Research & Development Center, Groton, CT	G-E
Coast Guard Operations Computer Center, New York, NY	G-T
Coast Guard Activities, Europe	G-N
Coast Guard Training Center, Petaluma, CA	G-P
Coast Guard Electronics Engineering Center, Wildwood, NJ	G-T
Coast Guard Finance Center, Chesapeake, VA	G-CRC
Coast Guard Aviation Technical Training Center, Elizabeth City, NC	G-P
Coast Guard Omega Navigation System Center, Alexandria, VA	G-N
Coast Guard Pay & Personnel Center, Topeka, KS	G-P
Coast Guard Intelligence Coordination Center, Washington, DC	G-O
Coast Guard Comdac Support Facility, Portsmouth, VA	G-T
Coast Guard Marine Safety Center, Washington, DC	G-M
National Response Unit	G-M

# Linkage Between CGQC and Field



# TQM ORGANIZATION MATRIX

Coverage	Coast Guard Quality Council [CGQC]	Executive Steering Committee [ESC]	Quality Management Board [QMB]	Guidance Team [GT]	Quality Action Team [QAT]	Natural Work Groups [NWG]
Coast Guard wide	C. CV LANT, PAC CCS	The Quality Council is the highest level forum within the Coast Guard to address total quality improvement policies and strategy. There is only one Quality Council in the Coast Guard. Linkage to all other TQM entities is through the membership on the council.				
Coast Guard Headquarters	n/a	CCS All Office Chiefs	The Executive Steering Committee is the top level group within the command (in this case, CGHQs) charged with developing implementation policies and charting the strategic course to TQM for the command. There is only one Executive Steering Committee per major command. The committee membership forms linkage to the coordinating and office-level QMBs			
CGHQ Coordinating Councils	n/a	n/a	CCS & Coordinating Council mbrs. ..... Each Coord. Council is a separate QMB.	QMB member who "owns" the process under study. QAT tem leader one or more customer reps.	Cross-funct-ional membership from within QMB's organizational infrastructure	Basic TQM organizational element...works within own organizational infrastructure uses same tools as QATs.
CGHQ Office	n/a	n/a	Office Chief Deputy, Div Chiefs & HQU COs	- do -	- do -	- do -

# TQM ORGANIZATION MATRIX - (con't)

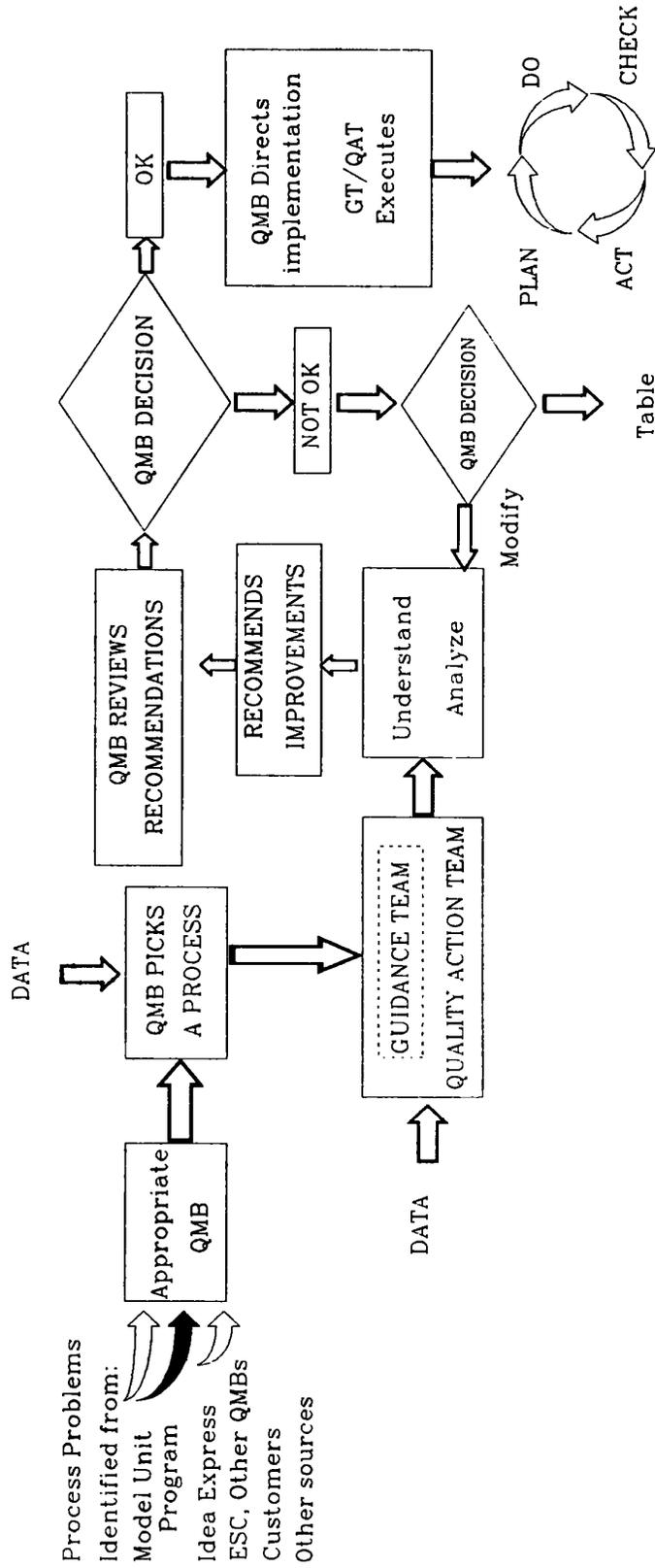
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Coverage	Coast Guard Quality Council [CGQC]	Executive Steering Committee [ESC]	Quality Management Board [QMB]	Guidance Team [GT]	Quality Action Team [QAT]	Natural Work Groups [NWG]
Area	n/a	Area Commander District & MLC Commanders Area CCS	Area CCS Division Chiefs	- do -	- do -	- do -
Districts & MLCs	n/a	Commander DCS Division chiefs	DCS Division Chiefs	- do -	- do -	- do -
Area District & MLC staffs	n/a	n/a	Division Chief Assistant, & Branch Chiefs	- do -	- do -	- do -
Major Field Units	n/a	n/a	CO, XO, & Division Chiefs	- do -	- do -	- do -

# Generic Model of TQM Process

## Interaction Between QMB, GT & QAT

Encl: (5) to COMDTINST 5224.8



### PROJECT SELECTION CHECKLIST

If you have selected and defined an appropriate project, you should be able to check most, if not all, items listed below. If you can't check all of these items, you may want to reevaluate your choice.

- \_\_\_\_\_ 1. The process or project is related to key business issues.
- \_\_\_\_\_ 2. The process targeted for improvement has direct impact on the Coast Guard's internal or external customers.
- \_\_\_\_\_ 3. The process or work area has high visibility within the appropriate level of the organization.
- \_\_\_\_\_ 4. The managers concerned with this process -- at the appropriate level of the organization -- agree that it is important to study and improve this process.
- \_\_\_\_\_ 5. Enough managers, supervisors, and operators in this area will cooperate to make this project a success.
- \_\_\_\_\_ 6. This process is not currently being changed in any way, nor is it scheduled to be overhauled in the near future. (This criterion does not apply if the project team is being commissioned to study how the change might occur.)
- \_\_\_\_\_ 7. The project's scope is limited to one clearly defined process that has easily identified starting and ending points.
- \_\_\_\_\_ 8. This process is not being studied by any other group.
- \_\_\_\_\_ 9. One cycle of the process is completed each day or two. (That is, there is quick turnaround time. Again, this is most important when selecting initial projects. Once a team has some experience, it can tackle longer, more complex processes.)
- \_\_\_\_\_ 10. The charter (mission statement) for this team describes a problem to be studied, or an improvement opportunity to be tried.
- \_\_\_\_\_ 11. We have adequate representation from appropriate parts of the organization with this process. The customer is represented.

(NOTE: Text taken from THE TEAM HANDBOOK, by Peter Scholtes, page 3-4.)

Encl: (6) to COMDTINST 5224.8

#### COMMON ERRORS IN SELECTING PROJECTS

1. Selecting a desired solution, instead of a process.
2. Selecting a process that no one is really interested in.
3. Selecting a process in transition.
4. Selecting a system (includes multiple processes) to study, not a process.

(NOTE: Text taken from THE TEAM HANDBOOK, by Peter Scholtes, page 3-2.)

Performance Responsibilities of CG TQM Overlay Positions  
 (this chart identifies the knowledge & skills which will  
 result from training & be utilized in performing TQM roles)

Role Responsibility	Coast Guard Quality Council [CGQC]	Executive Steering Committee [ESC]	Quality Management Board [QMB]	Guidance Team [GT]	Quality Action Team [QAT]	Natural Work Groups [NWG]	Total Quality Management Coordinator [TQMC]	Facilitator
Communicate	X	X	X				X	X
Provide Training								X
Support Teams (method,tools)			X	X			X	X
Monitor Teams (process/results)		X	X	X			X	X
Provide Data			X	X			X	
Provide Recognition	X	X	X					
Document TQM Implementation		X					X	
Use PI Method/Tools •	X	X	X	X	X	X	X	X
Monitor Impact	X	X	X		X	X	X	
Implement Changes	X	X	X	X	X	X	X	
Remove Barriers	X	X	X	X			X	
Review Recommendations	X	X	X	X			X	
Assign Process Owner		X	X					
Develop Quality Indicators		X	X	X	X	X		
ID Customers/Suppliers	X	X	X	X	X	X		
ID Work Processes	X	X	X	X		X		
Scope Targets		X	X	X				
Know TQM Plan/Status	X	X	X	X			X	
Know PI/PS Method •	X	X	X	X	X	X	X	X
Know TQM Measures	X	X	X				X	
Know Overlay	X	X	X				X	X
Know Vision Goals	X	X	X	X	X	X	X	X
Know TQM Principles/Policies	X	X	X	X	X	X	X	X
Know TQM Language	X	X	X	X	X	X	X	X

• PI = process improvement  
 PS = problem solving