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This document describes the Office of General Counsel TOM implementation plan. The Office of General Counsel will continually look at how legal services and support services are provided in order to meet the changing needs of DLA clients. The document discusses TQM concepts and establishes goals for the Office of General Counsel.

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TOTAL QUALITY MANAGEMENT PLAN

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A MESSAGE ON TOTAL QUALITY MANAGEMENT FROM THE GENERAL COUNSEL,
DLA

The Office of General Counsel Total Quality Management Plan is intended to be a dynamic and continually evolving plan. The Plan is intended to create an environment in which all Office of General Counsel personnel will have the opportunity to reach their maximum potential in accomplishing the Office mission of providing the highest quality legal services to the Defense Logistics Agency (DLA).

Total Quality Management embodies a philosophy that each of us takes pride in the fact that we are attorneys or members of the office support staff who have been given a public trust in having the opportunity to provide or assist in providing legal advice and representation to the Government of the United States. The way we think, act, conduct our business, and interact with others should reflect this. The public deserves, and we should continually strive to provide DLA, the best legal services available.

Total Quality Management in the Office of General Counsel means that we continually need to look at how we are providing legal services and support services in order to meet the changing needs of our DLA clients. We must constantly strive to find better ways to do a better job. We need to look inward, and knock down old barriers and find new ways to provide higher quality legal services more quickly and efficiently. Our ability to provide the highest quality legal services depends on our commitment, discipline, and pride in our work; all elements of the philosophy of Total Quality Management.

Each of us needs to become thoroughly familiar with the concept of Total Quality Management and learn to apply it every day in what we do. The Office of General Counsel Total Quality Management Plan is just a beginning. Each of us can make quality happen.

TOTAL QUALITY MANAGEMENT CONCEPTS

TQM

A. TQM in DLA OGC is:

- A systematic continuous process for improving legal services in DLA.

- A structural, disciplined approach to identify and solve problems that limit us in providing high quality legal services.

- A commitment to a participatory work style utilizing the creativity and ideas of all of the employees in the DLA legal system.

- A long term continuous process for improvement practiced by each and every employee in the DLA legal system.

B. TQM strategy is meant to achieve continuous process improvement by focusing on the processes used to provide legal services in DLA. All employees in the DLA Office of General Counsel are empowered to make improvements in the processes that are used to provide legal services. By listening to the suggestions of people who work in the legal system, management can bring about improvements.

C. TQM requires consistency of purpose oriented toward:

- Process Improvement.
- Satisfying our Clients' needs.
- Maintaining Ethical Standards.

The DLA TQM Concept

- DLA supports DoD TQM initiatives for continuous improvement at every level.

- TQM is a philosophy, not a slogan, fad, or buzz word.

- DLA stands to realize major gains from the implementation of TQM throughout the Agency.

- DLA will work towards ensuring that suppliers embrace the principles of TQM.

- The many productive and innovative improvement programs already developed throughout the Agency will not be abandoned.

- The TQM Master Plan and the DLA Strategic Plan complement each other.

- The DLA Plan recognizes the importance of decentralizing TQM planning and execution.

- Major benefits will be accrued at, and by, DLA subordinate activities.

- The DLA plan is based on the following TQM fundamentals:

- o The DLA TQM effort requires clear communications and good understanding between DLA and its suppliers, a close relationship with the services we support and the flexibility to achieve continuous improvement.

- o People are our most important resources. Individuals and activities will be appropriately recognized for contributions to process, quality of work life, and participatory management improvements.

- o Focusing on the processes used to create products and services is fundamental to TQM. Process analysis is a critical component of the DLA TQM effort.

- o Teamwork is the foundation to success.

The DLA Office of General Counsel Total Quality Management Concept

The DLA Office of General Counsel fully supports DLA's TQM initiatives for continuous improvement at every level. Our TQM master plan serves as the basis for the implementation of TQM within the DLA legal system.

In order for us to have an effective TQM program, everyone in the DLA Office of General Counsel must be dedicated to the constancy of purpose of improving our legal system. For us to establish that constancy of purpose, we must examine what we do, so that we can improve the legal services we provide. We must continually improve the processes used to provide legal services to our clients.

A process is a collection of activities by which specific things get done. Emphasis on the improvement of those processes increases the quality of legal services, reduces mistakes, eliminates the waste of time, and reduces the need for people and materials thereby increasing productivity and output with less effort and less cost.

During this process of continuing improvement, we must recognize the opportunity for improvement, test the theory on which the improvement is based, observe the results, and then act on that opportunity for improvement.

We need to review the management and operating procedures of the DLA legal system to determine if it supports or inhibits continuing improvement in those processes used to provide legal services.

Periodically, we need to put ourselves in our client's place to see how well we are providing legal services. We should be able to understand the client's expectations and then match our legal services to the needs of our clients.

In summary, TQM does have an application to the DLA legal system and should become a part of our daily thought process in providing legal services to our clients.

TOTAL QUALITY MANAGEMENT METHODOLOGY

The DLA TQM Structure

Developing a Total Quality Management way of life in support of the DLA overall plan will require the DLA Office of General Counsel to establish a TQM structure, identify responsibilities, and establish goals for the continuous improvement of the DLA legal system.

The DLA Office of General Counsel TQM goals will result in improved legal services throughout DLA as a result of the continuous use of process improvements. These process improvements will require us to:

- Identify the various work processes associated with a legal office.
- Identify relevant points for measuring progress.
- Identify various opportunities to improve on how we provide legal services and prioritize them so that we get the maximum return on our effort.
- Implement the best solutions for providing improved legal services.
- Measure the effectiveness of this process on our ability to provide legal services.

A Special Process Action Review Committee (SPARC) will be established and will focus on process improvement. The SPARC will effect process improvement in the DLA Office of General Counsel and will coordinate with other functional elements when there are multi-functional processes involved.

The DLA Office of General Counsel TQM Structure will be organized as follows:

General Counsel, DLA

Deputy General Counsel, DLA

SPARC

HQ DLA OGC and PLFA Office of Counsel

TQM Responsibilities in the DLA Office of General Counsel

The overall responsibility of the DLA Legal System TQM effort will reside in the SPARC headed by the TQM Executive who will report directly to the General Counsel, DLA. The SPARC will:

- A. Advise the General Counsel and Deputy General Counsel on the status of the TQM program.
- B. Establish broad DLA OGC TQM goals.
- C. Provide guidance and direction for TQM implementation to the PLFA legal office TQM structures.
- D. Oversee TQM in the DLA legal system.
- E. The SPARC will communicate creative TQM approaches throughout the DLA legal system.

The SPARC will meet at the call of the chairman to formulate, review, and refine TQM policy as it applies to the DLA legal system.

The PLFA legal offices will implement their own TQM plan using the Office of General Counsel TQM plan as a guide. The PLFA legal offices will prepare TQM implementing plans which incorporate the methodology and goals established by the SPARC. The PLFA plans will include the following five sections: Concept, Methodology, Goals, Execution, and Appendices. A copy of each PLFA legal office implementation plan will be provided to the DLA TQM Executive.

DLA-G TOTAL QUALITY MANAGEMENT GOALS

The TQM goals are necessary for successful integration of TQM throughout the DLA legal system. Field legal offices should customize these goals to coincide with the quality plans and objectives of their particular activity.

Commitment to Training

The General Counsel, Deputy General Counsels, and Associate General Counsels, DLA and field Counsel should receive TQM training through attendance at courses, seminars, and similar activities. Staff attorneys and administrative support personnel should receive similar TQM training. A TQM facilitator who has received TQM training will be appointed to coordinate TQM training within each DLA Office of Counsel, to serve as a point of contact for the Headquarters Office of General Counsel TQM facilitator, and to assist the PLFA field activities in implementing their own and the DLA Office of General Counsel TQM plans.

TQM training should be integrated with continuing legal education programs for DLA attorneys, so the attorneys can be more productive and properly trained to accomplish our mission.

A. The Associate General Counsel (Ethics and Personnel) in coordination with the DLA OGC TQM Executive will develop a training plan for DLA attorneys to assure a properly trained legal staff providing quality legal advice. The training should be developed to provide new attorneys with basic required courses. Each Office of Counsel must develop TQM training for office administrative personnel.

1. As attorneys progress, they should receive advanced subject matter training.

2. Legal and management, including personnel management, training courses should be integrated so as to assure an ability to assume greater responsibility as the attorney's career progresses. Senior executive training should be the ultimate career progression for senior level DLA attorneys.

B. A peer advisory committee has been appointed to review attorney training needs and to determine what training will be most effective in accomplishing our mission. The Committee is to make recommendations to the General Counsel, DLA. This Committee's recommendations should serve as a basis for formulating and implementing a training plan covering the entire DLA Office of General Counsel.

Harmonize Directives

To assure that existing regulations and directives properly reflect requirements and are in accordance with the statutory authority upon which they are based, each person responsible for maintaining a regulation or directive will review it to assure compliance with this objective. Conflicts or contradictions between the statutory and regulatory guidance will be reconciled and regulatory requirements will be reviewed to assure they are indeed necessary. This can be accomplished in the following manner.

A. Identify the problems, inconsistencies or barriers to successfully harmonize the law and the regulatory guidance.

B. Develop a method for eliminating these problems through recommended legislative changes or changes to the regulatory guidance.

Review the regulatory guidance applicable to the way in which we provide legal services to determine if such requirements are still valid or necessary.

Integrate Existing Initiatives

Identify, review and integrate existing DLA-G initiatives into the overall TQM program as part of the continuous process improvement. We do not want to eliminate effective initiatives and start anew. Some of the current DLA-G initiatives, which are further discussed in the appendices section of this plan, include the following:

DLA/DLSA Procedural Pamphlets covering such major areas of the law as litigation, bid protests and contract remedies.

Fraud and Integrity training (FAIT)

DLA-wide automated legal system

Legislation program

Team building procedures

Peer reviews at various levels

Attorney's desk books.

These initiatives are not meant to cover the total universe of the DLA legal system, but are provided as examples of how our existing initiatives can be absorbed into the TQM plan and help to improve the processes utilized in providing legal services to our clients.

Sensitize Industry to TQM

Provide legal assistance to functional elements at DLA and the PLFAs in a manner which furthers DLA acquisition goals and enhances industry operations.

Whenever possible, utilize available forums to provide information to industry, emphasize the TQM philosophy, and how TQM works in the DLA legal system, while embracing a practical business approach. This may be accomplished by demonstrating that TQM should reduce the costs of doing business with the Government.

- o Administrative techniques include alternative disputes resolution, equitable settlement of litigation, fraud awareness and integrity programs, contractor improvement programs, and removing poor performers from the system.

- o The outreach program can be utilized during oral and written communications with contractor personnel and attorneys through conferences, negotiations, public relations visits with contractors, and speaking at professional and industry association meetings.

Demonstrate an Uncompromising Commitment to Providing the Highest Quality Legal Services

DLA-G needs to have the best attorneys available. This may be accomplished through intensive recruitment programs to acquire the best qualified attorneys to fill attorney positions. Attorneys may be recruited from law schools, other government agencies, and the private sector. Emphasis must be placed on identifying and hiring qualified minority applicants.

High quality legal services can be achieved by providing timely, accurate, and easily understood legal advice and counsel to clients. Frequent client contact to determine the needs, goals, and policies of the client is necessary to accomplish this objective. Legal advice and opinions should, to the extent the law permits, support the policies, goals, and objectives of the client. If a proposed course of action cannot be accomplished lawfully in the manner proposed, alternative methods of accomplishing the objective need to be proposed to the client.

Attorneys should maintain professional knowledge of all areas of law within their assigned areas of responsibility, keep abreast of new or developing areas of law, and provide advice on the law's impact on their assigned client's mission and function. In order to provide timely legal advice, attorneys should prioritize work

to meet clients' needs, and use productivity enhancing equipment for legal research, workload processing, records and case management.

Representation of clients should be accomplished by assuring that positions and arguments made on their behalf reflect sound research and analysis of relevant factual, legal, and policy issues and precedents. Oral and written advocacy and representations should be clear and concise. Arguments and legal positions should be consistent with and in accordance with the policies and procedures established by the Office of General Counsel and DLA.

Fraud and ethics programs should be established and designed to assure that clients are aware of applicable laws, rules, and regulations through annual briefings. Attorneys should highlight for clients items of special concern and initiate special reminders to clients in areas of special interest. Particular attention should be given to providing advice to clients concerning negotiating for employment and post employment restrictions.

Attorneys within the DLA legal system have an obligation to keep fully informed concerning changes to laws, regulations, and policies. Automated legal research, networking, newsletters and E-Mail should be used to accomplish this objective. In addition, legal conferences (e.g. The Counsel Seminar, The Chief Counsels Meeting, DCASR Chief Counsel Conference, and Fraud Counsel Conference) provide necessary forums to discuss the interpretation and impact of new laws, regulations, and policies impacting the DLA mission. Peer reviews, senior advisory groups, and special task groups can also be utilized to address major new initiatives such as TQM.

Enhance the DLA Recognition and Award System

In addition to concentrating on TQM improvements, we must continue with but improve utilization of the incentive awards program; recognize accomplishments of the DLA legal systems TQM concepts and program; publish these success stories in the OGC Monthly Newsletter; and provide rewards for significant contributors to improving the system.

We should select high performers for further recognition such as senior executive training programs, special schooling or training, or selection to work on specialized programs or assignments that should only be given to outstanding personnel.

Develop a Feedback and Communications System

Enhance existing methods of communication and develop effective feedback systems currently used in the DLA legal system to provide immediate mechanisms for capturing and sharing benefits resulting

from our TQM implementation programs. Some of the communication systems currently utilized are:

- A. Monthly Newsletter.
- B. Electronic Mail.
- C. Annual Reports.
- D. Seminars and Conferences.
- E. Special Subject Pamphlets (DLA/DLSA Pamphlets).

Establish methods and procedure for quantifying and disseminating the results of our TQM improvements.

Develop a method and plan for obtaining feedback from our clients so that we know how well we are accomplishing our mission. This plan can be implemented in a variety of ways.

- A. Hold breakfast or luncheon meetings and discussions with our clients.
- B. Lawyer-client discussions at staff meetings or similar meetings set up for that purpose.
- C. Team building conferences with our clients.
- D. Periodic assessment discussions between counsel and their clients to see how well we are doing, if there is anything more we can do, or what we can do better.

Institutionalize TQM

Until TQM becomes an integral part of our daily thought process instead of a program, we must continue to accomplish the following items throughout the DLA legal system.

- A. Provide continuing TQM training.
- B. Continue with our commitments and goals as established under the DLA-G TQM plan.
- C. Recognize and report on continuing improvements through the use of the Monthly Newsletter, annual reports, and special presentations or awards so that this philosophy is recognized as part of our daily efforts to accomplish our mission.

TQM is a two way street. It requires each person to embrace the TQM philosophy and work at it continuously. It requires loyalty and dedication to improving the DLA legal system. By the same token, each person must be confident that the DLA legal system is the means by which he or she can achieve one's professional goals.

The DLA Office of General Counsel TQM Plan is a means of making the goals of the DLA legal system, and the professional goals of each person who makes up this system, coincide to the maximum extent practicable.

We must strive to ultimately incorporate TQM into our long range strategic planning. When this kind of thought process is used as the basis for our long range strategic plans and the philosophy is embedded in those plans, there should no longer be a need for a specific TQM plan.

MILESTONE CHARTS FOR DLA-G'S TOTAL QUALITY MANAGEMENT EXECUTION PLAN

1. Commitment to Training
2. Harmonize Directives
3. Integrate Existing Initiatives
4. Sensitize Industry to TQM
5. Commitment to Legal
6. Enhance DLA Recognition and Award System
7. Develop Communication System
8. Develop Feedback System
9. Institutionalize TQM

1. MILESTONE CHART FOR DLA-GS TOTAL QUALITY MANAGEMENT EXECUTION

Subject		TRAINING															
Objective No.	METHOD	Fiscal Year	89	90													
			Qtr.	1	2	3	4	1	2	3	4	1	2	3	4		
	1) Appoint TQM Facilitators.		▽														
	2) Develop Training Plans.		▽	△													
	3) Train				▽			△									
	4) Measure Effectiveness								▽								

Subject HARMONIZE DIRECTIVES.													
Objective No. 2	METHOD	Fiscal Year	89	90					91				
		Qtr.	4	1	2	3	4	1	2	3	4	1	2
1)	Review Directives or regulations which DLA OGC is responsible for maintaining.		▽		△							92	
2)	Review statutory or regulatory guidance applicable to providing legal services, and identify needed changes.		▽		△								
3)	Initiate changes.					▽						△	
4)	Measure progress.			▽								△	
Remarks													
Legend	▽ Start	△ Projected	Projected Completion		▼ Started	▲ Completed	○ Delayed						

Subject SENSITIZE INDUSTRY TO TQM																		
Objective No. 4	Fiscal Year	89				90				91				92				
		Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4	Qtr. 1	Qtr. 2	Qtr. 3	Qtr. 4					
1) Support DLA Acquisition Goals.		Δ																
2) Facilitate Government/ Industry Cooperation		Δ																
3) Provide guidance on Alternative Disputes Resolution			Δ															
4) Provide Guidance on Settlement of Litigation.			Δ															
5) Public Speaking		Δ																
6) Develop Method of Measuring Progress		Δ																
7) Develop Method of Measuring Effectiveness		Δ																
Remarks																		
Legend	▽ Start	△ Projected	△ Completion	▽ Projected Completion	▽ Started	△ Completed	○ Delayed											

MILESTONE CHART FOR DIA-GS TOTAL QUALITY MANAGEMENT EXECUTION

Subject COMMITMENT TO HIGH QUALITY LEGAL SERVICES													
Objective No. 5.	METHOD												
		Fiscal Year		89		90		91		92			
		Qtr.		4	1	2	3	4	1	2	3	4	
	1) Expand Recruitment												
	2) Improve Timeliness of Legal Advice			▽									
	3) Improve Trial Advisory Skills												
	4) Conduct FAIT			▽									
	5) Automate Legal Services			▽									
	6) Develop Plans Measure Progress												
	7) Develop Plans to Measure Effectiveness												
Remarks													

Legend	Proj. Start	Proj. Completion	Started	Completed	Delayed
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MILESTONE CHART FOR DIA-GS TOTAL QUALITY MANAGEMENT EXECUTION ...

Subject		IMPROVE COMMUNICATION SYSTEM															
Objective No..7	METHOD	Fiscal Year	89	90							91						
		Qtr..	4	1	2	3	4	1	2	3	4	1	2	3	4		
		1) OCC Newsletter.		▽			△										
2) Electronic Mail		▲															
3) Annual Reports			▽		△												
4) OGC Seminars			▽		△												
5) OGC Pamphlets										△							
6) Develop method of measuring progress			▽			△											
7) Develop method of measuring effectiveness			▽			△											
Remarks																	
Legend	▽ Projected Start	△ Projected Completion	▼ Started	▲ Completed	○ Delayed												

MILESTONE CHART FOR DLA-GS TOTAL QUALITY MANAGEMENT EXECUTION

Subject		DEVELOP FEEDBACK SYSTEM											
Objective No.	8	METHOD	Fiscal Year	89	90								
			Qtr.	4	1	2	3	4	1	2	3	4	
		1) Breakfast or luncheons.		▲									
		2) Improve Lawyer/Client Relations			▽								
		3) Conduct Team Building.			▽								
		4) Develop Plan to Measure Progress.			▽								
		5) Develop plan to Measure effectiveness.			▽								
Remarks													
Legend		▽	Projected Start	▲	Projected Completion	▼	Started	▲	Completed	○	Delayed		

APPENDICES

DLA-G TOTAL QUALITY MANAGEMENT INITIATIVES

Peer Reviews

DLA-G established a peer review process whereby a group of several senior Chief Counsels initially visited each DLA legal office to discuss how legal services were provided, resourcing, and any other subject concerning the management of the legal offices. This frank exchange of ideas was kept confidential between the Chief Counsel and the Peer Review Group. Currently, each new Chief Counsel undergoes a Peer Review discussion approximately six months after they assume their new position. This permits the new Chief Counsel to draw upon the experience and ideas of the senior counsels in order to ease their transition into their new positions. This proved so successful with the Chief Counsel positions that the Peer Review concept was also extended to cover the Fraud Counsels.

Fraud and Integrity Training (FAIT)

The operation of the DLA Fraud program is decentralized and the management responsibilities of the day-to-day operations has been delegated to the PLFA Counsel. One of the key elements of our program is to provide fraud and integrity training to DLA employees. In order to assure consistency in this training, we created a FAIT handbook and provided a copy to each Fraud Counsel at the PLFAs. This is a four volume set of binders and a desk book containing information necessary to conduct a successful training program since this kind of training is an annual requirement. Another initiative in this area was the recent publication of Ethics pamphlets which are being provided to each of our employees. The pamphlets are an easy to read encapsulation of the guidelines on relationships between government employees and contractor employees. We continue to provide instructors for the White Collar Crime Course at the Federal Law Enforcement Training Center in Glynco, GA. Our newest training initiative involved working with the DoD Inspector General's office to provide fraud awareness and integrity training for DoD personnel involved with special access programs. These FAIT training initiatives are part of our overall program for combating fraud in DLA operations.

Legislative Recommendations

One of our newer initiatives which totally embraces the TQM concept, has been in the area of recommended legislative changes. In addition to our normal requirements for providing comments to DoD on proposed legislation, our Associate General Counsel for Fiscal and Legislation has initiated an effort to have PLFA Counsel review their varying types of operations to determine if legislative changes are needed to enable us to better perform the DLA mission. Based on that review, legislative changes should be

recommended from the field activities and forwarded up the chain of command as opposed to the usual proposed legislative changes which are processed from the upper levels of DoD down to the agencies. These proposed changes could encompass any subject and are not necessarily limited to procurement issues.

Fully Integrated DLA-G Automated Data Processing Systems

Since 1985, DLA-G has been utilizing a main frame computer system at the Headquarters office and each attorney and all of the administrative support personnel have their own terminals. This DLA-G initiative involves expanding this automated system to all of the DLA legal offices so that we will have a totally integrated ADP system. Currently, another system is being installed at DCASR Philadelphia as a test at the field activities. If this test is successful, action will be initiated to fully automate the entire DLA legal system.

Utilization of Attorney Desk Books and Subject Matter Pamphlets

In order to assist each attorney to be more productive DLA-G embarked on an effort to provide attorney desk books on various subjects. These desk books include statutory authorities, regulatory authorities and policies and procedures. They are in binders so that changes can be made and there is room for additional materials if necessary. Some of the desk books provided to date cover such subjects as Ethics, Environmental Law, and Suspension and Debarments. Additional topics to be covered by future desk books include Personnel Law and Bankruptcies. These desk books cover subjects applicable to all of the DLA legal offices whether they are Centers, Depots, or DCASRs.

Another facet of DLA-G's initiative for providing uniform guidance to the attorneys, that can be kept right at their desk, is the distribution of the DLA-G/DLSA Pamphlets. These controlled, numbered pamphlets contain the DLA-G policies and procedures pertaining to that particular subject. Pamphlets already issued cover such topics as Bid Protest Procedures, Court Litigation Procedures, Fraud Program Procedures, A Guide to Remedies in Contracts, and the Internal Management Control Program. As appropriate topics arise in the future, they too will become the subject of a DLA-G/DLSA pamphlet.

Team Building

TQM requires that at all times, each of us work to find better ways to do a better job. This means that each DLA attorney should be provided the means and the opportunity to make a substantive contribution to the success of the DLA legal system. Participatory management is a method of accomplishing this initiative. The processes to achieve this objective include peer review groups, attorney personnel committees, special ad hoc groups, and team building sessions with senior attorneys