

COLLABORATIVE MANAGEMENT PROCESS OF OUTCOME-BASED EVALUATIVE CASE STUDY FRAMEWORK (LEADING FROM THE INTERSECTION OF SOCIAL CAPITAL AND PUBLIC VALUE)

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ALARA Workshop

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Introductions and Overview:

- ▣ My background
 - Military and federal civilian careers, teaching, study lead experience, dissertation
- ▣ What do you expect for this workshop?
 - Name, where you work, what you do, interest in AL/AR, what you'd like to derive from this session
- ▣ Agency mission brief and how AL/AR impacted shared services support



NOAA

SCIENCE. SERVICE. STEWARDSHIP.



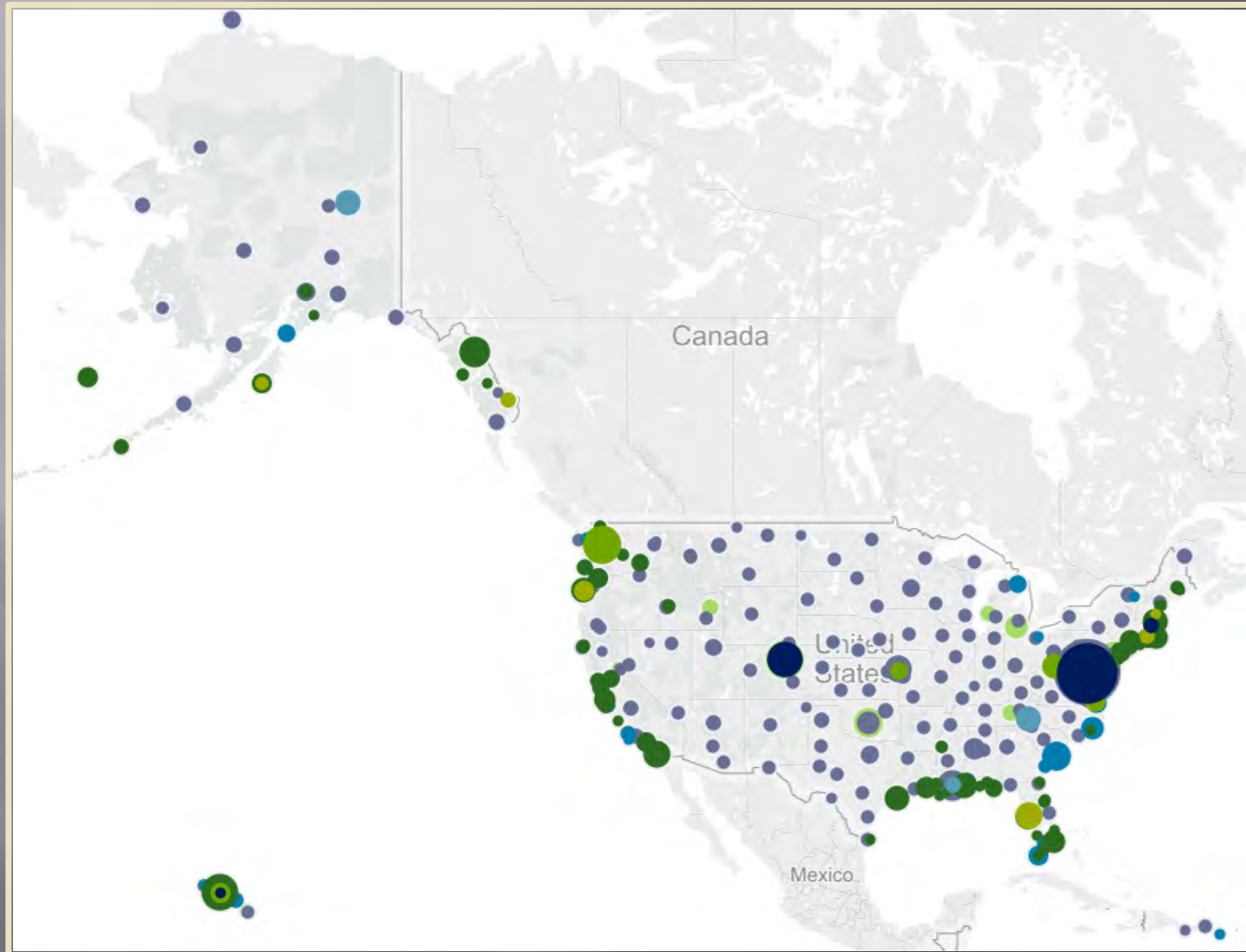
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Office of the Chief Administrative Officer

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Mission

Provide a foundation for NOAA's mission accomplishment through a broad range of agency-level administrative programs and enterprise facilities management

Services the NOAA National Footprint



FACILITIES OPERATIONS DIVISION, BOULDER

Serving the Boulder, Colorado Campus
NOAA David Skaggs Research Center (NOAA) as well
as National Institute of Standards and Technology
(NIST) and the National Telecommunications and
Information Administration (NTIA)



CLIENTS SERVICED

- ▣ NOAA/OAR
- ▣ NOAA/NWS
- ▣ NOAA/NESDIS
- ▣ NIST
- ▣ NTIA

Mission Support - Boulder

- ▣ FOD: Provide mission support operations for Department of Commerce Boulder Labs (DOCBLABS) to ensure common services to the three DOCBLABS agencies (NOAA, NIST, NTIA) via cross-services agreement
- ▣ FOD: Track agency consumption of energy, natural resources, and manufactured materials, and its contributions to greenhouse gas emissions
- ▣ RPMD and SECO: Manage the portfolio of owned and leased facilities by providing capital investment planning, environmental assessments, managing construction, and conducting modernization projects

BOULDER SHARED SERVICES SUPPORT PROGRAM (SSSP)

- PERSONAL PROPERTY
- VEHICLE MANAGEMENT
- WAREHOUSE
- STOREROOM
- PRINTING AND
PUBLICATIONS
- BUILDING MANAGEMENT
- MAILROOM
- BADGING
- HEALTH UNIT

VEHICLE MANAGEMENT

- ▣ VEHICLE TOTALS
INCLUDE GSA LEASED
VEHICLES
- ▣ VEHICLE ACTIONS
INCLUDE:
 - MILEAGE REPORTING
 - ACCIDENT
INVESTIGATIONS
 - MAINTENANCE
SCHEDULING

SHIPPING/RECEIVING

- ▣ ON AND OFFSITE
FREIGHT
PICKUP/DELIVER
Y AND EXCESS
PROPERTY PICKUP
- ▣ SCRAP METAL
RECYCLING FOR
SITE
- ▣ OFFICE
RELOCATIONS

TRAFFIC MANAGEMENT

- ▣ PRIMARILY SITE SPECIFIC
- ▣ SHIPS STANDARD AND HAZARDOUS FREIGHT WORLD WIDE
- ▣ PREPARES SHIPPING DOCUMENTS AND GBL'S FOR CLIENTS OUTSIDE OF BOULDER

STOREROOM

- REIMBURSABLE SERVICE
- 2400 LINE ITEMS
- INVENTORY VALUE OF \$275k
- ONE GSA VEHICLE

Administrative and Non-Industrial Services



GRAPHIC DESIGN AND SUPPORT

- ▣ REIMBURSABLE SERVICE
- ▣ COMPUTER GRAPHICS, ILLUSTRATIONS
- ▣ DRAFTING
- ▣ POSTERS AND VIEWGRAPHS
- ▣ PHOTOGRAPHY
- ▣ FRAMING AND PHOTO MOUNTING
- ▣ COORDINATED THROUGH THE GPO OFFICE IN DENVER
- ▣ GPO FAST COPY CONTRACT
- ▣ CONTRACT EDITING SERVICES

MAILROOM

- ▣ MANAGES THE CAMPUS MAIL PROGRAM FOR THE TRI-BUREAU DEPARTMENT OF COMMERCE CAMPUS

BADGING SERVICES

- ▣ DEFENSE BADGING SERVICES FOR:
 - NOAA
 - DOD ACTIVE DUTY
 - MILITARY RETIREES
 - FAMILY MEMBERS
- ▣ ASSIST WITH ACCESS ISSUES

HEALTH MAINTENANCE AND PHYSICAL EXAMS

- ▣ PHYSICAL EXAMS (S4)
- ▣ MEDICAL SURVEILLANCE
- ▣ IMMUNIZATIONS AND FLU SHOTS
- ▣ DRUG SCREENING PROGRAM
- ▣ BLOOD CHEMISTRY
- ▣ LIPID PROFILE
- ▣ CBC & UA
- ▣ VITAL SIGNS
- ▣ PSA
- ▣ MAMMOGRAMS
- ▣ MASSAGE THERAPISTS
- ▣ ANNUAL DOC POLICE EXAMS
- ▣ EAP
- ▣ VISION AND HEARING
- ▣ PULMONARY FUNCTION TEST
- ▣ EKG

HEALTH EDUCATION

- ▣ BROWN BAG LECTURES
 - HEALTHY LIFESTYLES AND FITNESS
- ▣ FIRST AID & CPR
- ▣ SAFETY COMMITTEE ADVISOR/MEMBER
- ▣ COOP PLAN ADVISOR/MEMBER
- ▣ WELLNESS COMMITTEE ADVISOR
- ▣ ONE-ON-ONE COUNSELING
- ▣ HEALTH EDUCATION MATERIALS & VIDEOS
- ▣ TRAVEL HEALTH INFORMATION
- ▣ DISEASE MANAGEMENT INFORMATION
- ▣ SCREENING EXAM FOLLOW-UPS

BUILDING MANAGEMENT

- ▣ SERVICE CONTRACT ADMINISTRATION
- ▣ LIAISON WITH LOCAL TENANTS ON SITE-WIDE ISSUES AND SERVICES
- ▣ LIAISON WITH GSA ON RENT AND BUILDING OPERATIONS ISSUES
- ▣ UTILITIES/ENERGY MANAGEMENT
- ▣ BUDGET SUPPORT

EMERGENCY MANAGEMENT

- ▣ SITE NOAA COOP COORDINATION
- ▣ FEDERAL FACILITIES SECURITY COUNCIL (FSC) COORDINATION
- ▣ COOP AND SIP EXERCISE PLANNING

Summary of Site Services & Programs

- ▣ Publications and Graphics Support
- ▣ Health Unit
- ▣ Emergency Management
- ▣ Management Analysis
- ▣ Administrative Support
- ▣ Retail Sales Storeroom
- ▣ Shipping and Receiving
- ▣ Mailroom
- ▣ Badging

Having Been Introduced to the
SSSP, Now Let's See how Action
Learning and Action Research
Can Improve Mission Support

To begin, let's pose this question: does social capital impact public value?

- ▣ If so, how?
- ▣ Can collaborative action leverage social capital to effect change?
- ▣ If social capital can enhance public value, what implications might there be for public administrators?

Example: patronage of federal mission-support programs (shared services support programs or SSSP)

Market Options:

- ▣ Sometimes the market is faster, better and cheaper

Organic Options:

- ▣ Sometimes internal alternatives are best

Social Capital and Public Value:

- ▣ This case study shows that interpersonal engagement matters

Why Tackle this Issue?

Personal Reasons

- ▣ Process owner
- ▣ Program or service delivery excellence

Professional Reasons

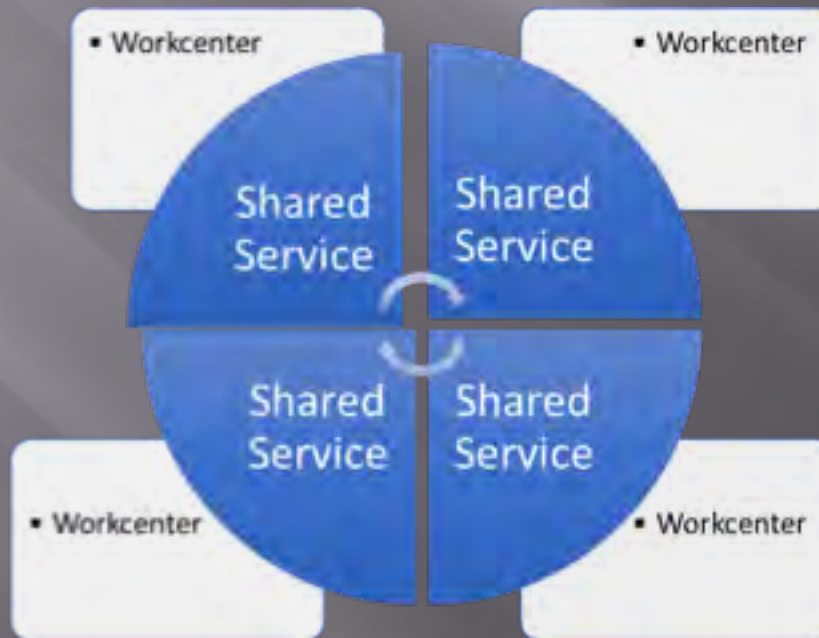
- ▣ Enhancement of programs which support the agency's primary science mission
- ▣ Public good as defined by the benefit to taxpayer – leveraging more public value with with fewer resources via social capital

Discussion: how do you think that social capital can impact value in your sphere of influence?

- ▣ Examples in your job, community, etc.?
- ▣ Have you seen how collaborative action can leverage social capital to effect change?
- ▣ In an age of resource challenges, how do you envision that social capital can enhance public value? What implications might there be for industry or community leaders?

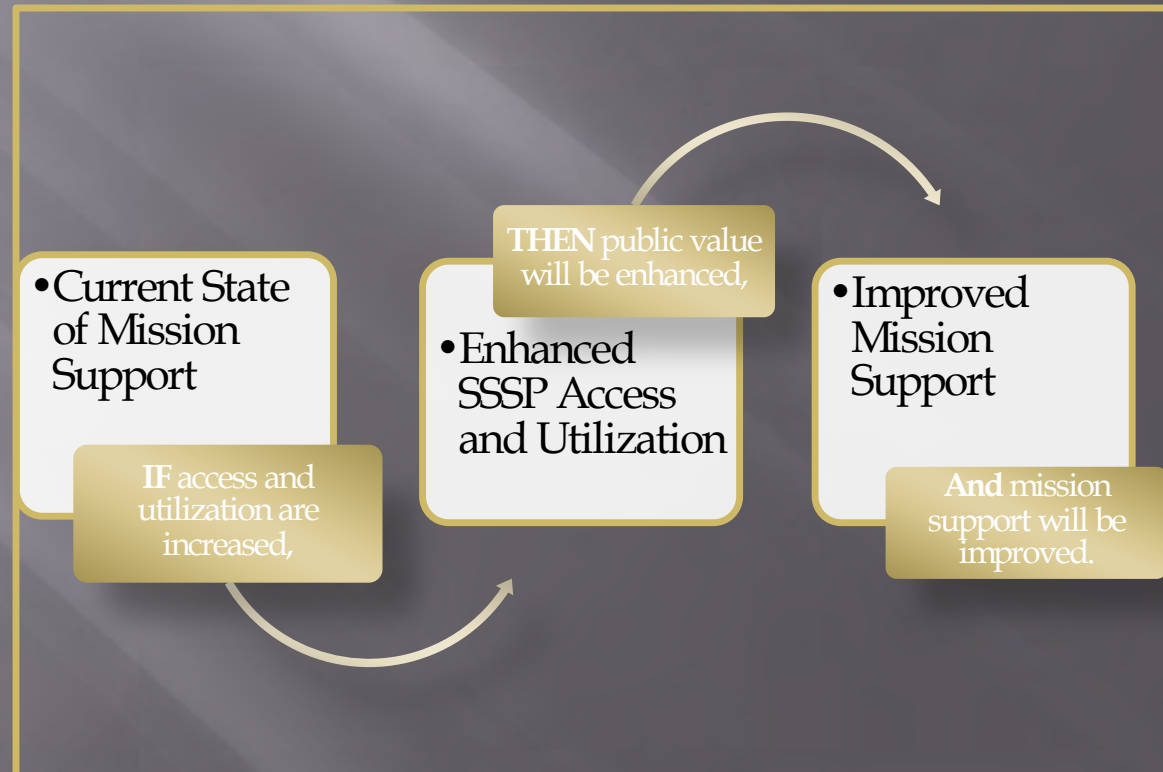
Additional Factors- 1

- ▣ Following a needs assessment, shared services were perceived to be facing a challenging problem because of reductions in budget, manpower and other resources



Additional Factors -2

- Failure to improve the federal campus support services posed a serious problem to the dissemination of its service delivery systems



Additional Factors – 3

- ❑ Lack of knowledge on effective service delivery including attitudes and behaviors related to the availability or efficiency of federal campus support programs
- ❑ Client stakeholders may not patron campus support programs, may duplicate services themselves or use commercial services simply because they do not know or understand the scope of support programs availability



Additional Factors - 4

- ▣ Concerns regarding confidence in the support programs' options available along with support program range, scope, quality, costs, service distribution, and location of services
- ▣ Marketing, relationship development, automation, innovation, training and support programs feedback

Who Cares?

- ▣ Enhanced service delivery
- ▣ Potential cost savings to taxpayers
- ▣ Stakeholder engagement
 - Participatory action research aided commitment needed for customers and process owners to effect positive change in knowledge, attitudes, and behaviors throughout cycles of transformation.

Discussion:

How might you approach this in your work center, community?

- ▣ How would you conduct a needs assessment?
- ▣ What are your risks to doing nothing?
- ▣ How could you identify your stakeholders?
- ▣ What would stakeholder engagement look like for you?
- ▣ Describe how this might look: stakeholder commitment, positive change in knowledge, attitudes, and behaviors throughout cycles of transformation.

The Problem and Approach

- ▣ Participatory Action Research (PAR) was used as an approach to address the improvement of specific mission support programs that aid federal research and development campus.

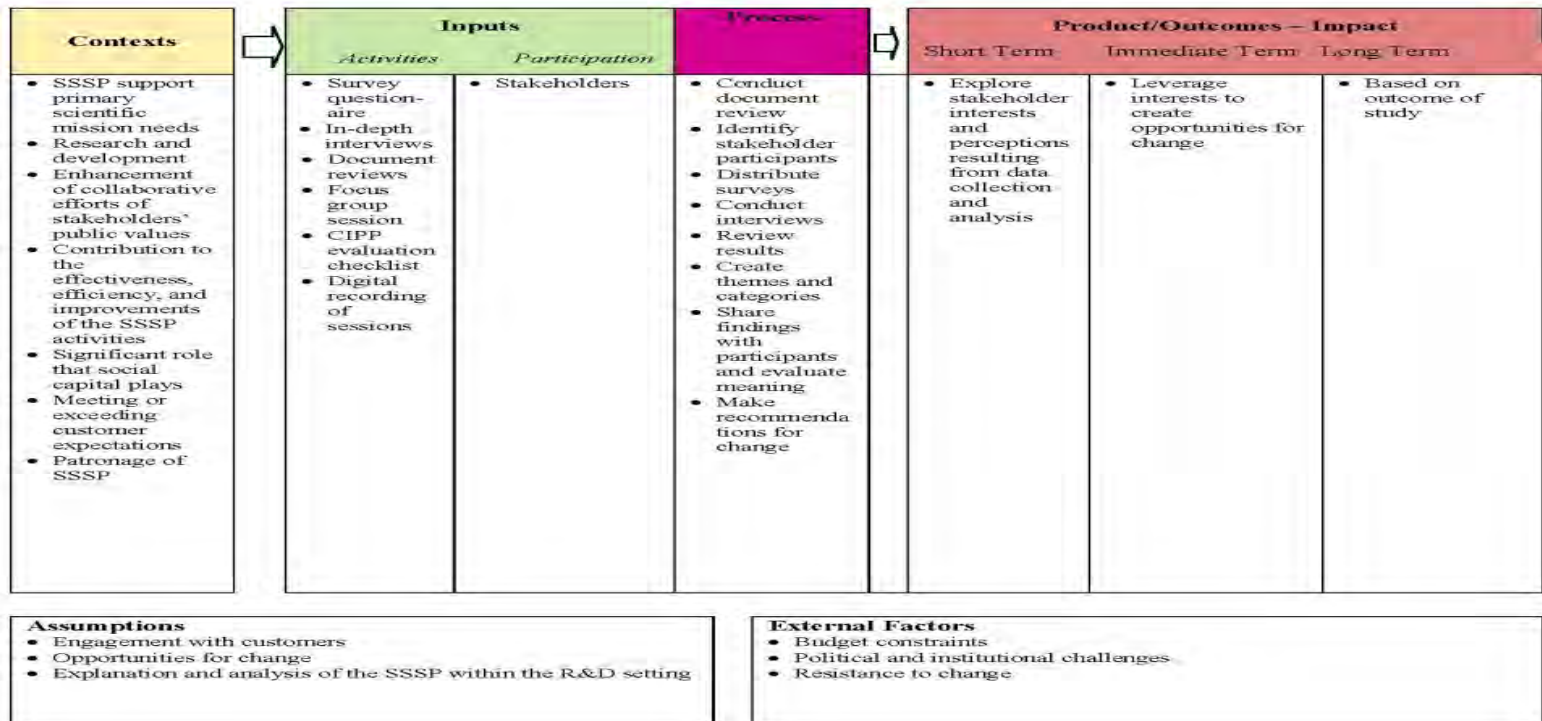
- ▣ Using PAR and the Look-Think-Act (LTA) model (Stringer, 2014) program improvement initiatives may:
 - Drive changes to organizational structure
 - Establish a culture of collaboration between agencies providing services and agencies receiving services

Research Questions

- ▣ How well do mission support functions support primary scientific mission needs pertaining to research and development?
- ▣ How or in what ways can the collaborative efforts of stakeholders' public values be enhanced so as to better contribute to the effectiveness, efficiency, and improvements of support activities?
- ▣ In what ways does social capital play a significant role in meeting or exceeding customer expectations leading to patronage of support programs?

CIPP Logic Model (Support Programs, SSSP, Improvement)

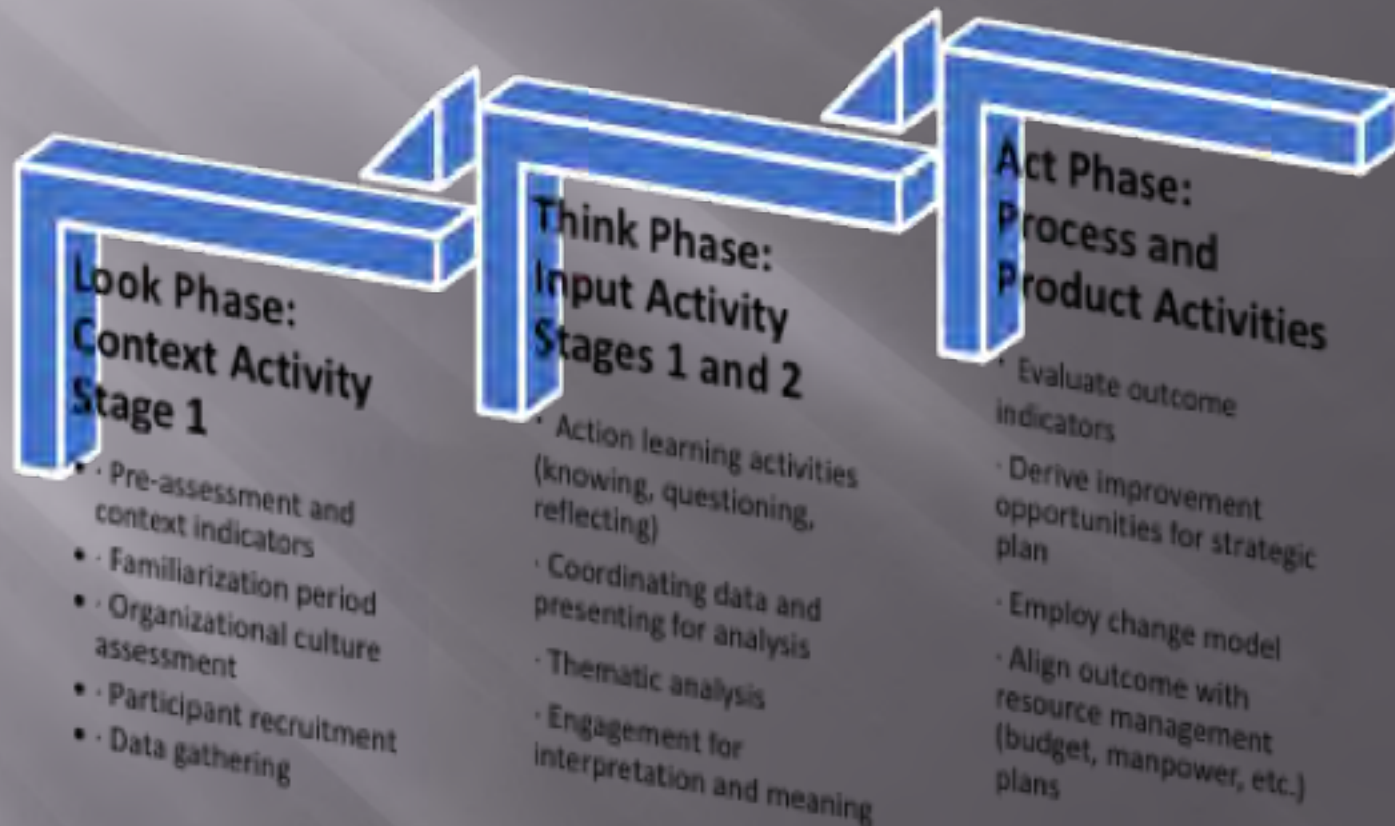
CIPP Logic Model



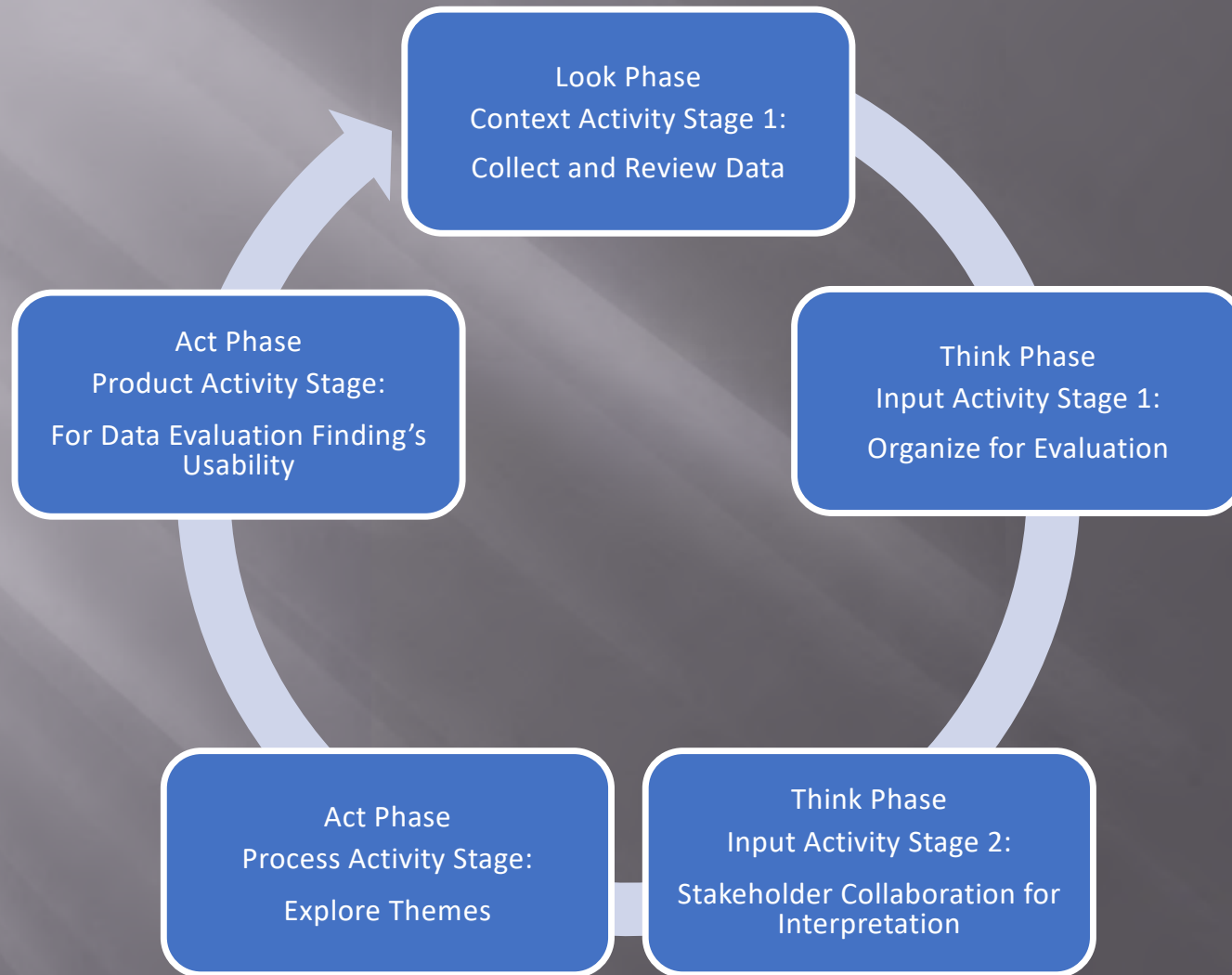
Methodology

- ▣ The approach utilized the relevant aspects of Schalock's (2001) outcome-based evaluation (OBE) approach in triangulation with the logic of the case study design as described by Merriam (1998, 2002), Stake (1995), and Yin (2003)
- ▣ Stringer's (2014) "Look, Think, and Act (LTA) Model"
- ▣ The Context, Input, Process, and Product (CIPP) Evaluation model was used for reviewing relevant documents and then collecting context-based narrative data through surveys and interviews (Mertler, 2013; Stufflebeam, 2004).

Methodology - Continued



Triangulated Methodology: Stringer, Schalock, Stufflebeam



Key Assumptions

- ▣ Theoretical Assumptions
 - ▣ Theoretical assumptions relate to the service delivery support programs meeting the mission requirements or legitimate needs of the organization; consequently, existing programs should be scrutinized within the framework of shared services theory, public value theory and social capital theory.

- ▣ Methodological Assumptions
 - ▣ Methodological assumptions for this proposed study would require broad engagement with support program customers throughout the organization served in order to enable action leading to change and improve programs within the context of the environment in which they operate (Baum, et. al., 2006). Likewise, the approach included a holistic explanation and analysis of the programs within the setting of the federal R&D campus (Yin, Merriam & Stake, 2015).

Challenges and Case Study Limitations

- ▣ Data Collection
 - Recruitment, follow-up and buy-in

- ▣ Political and Institutional Processes
 - Careful coordination with on-site directors

- ▣ Resistance to Change
 - Coordination with line-office management constitutes a vertical component to the study's execution while key stakeholder or customer coordination constitutes a horizontal component in an effort to position the study for a successful outcome.

Discussion:

What challenges and limitations might you face in your organization?

- ▣ Would you have issues with data collection?
 - How would you approach recruitment, follow-up and buy-in

- ▣ Are there political and institutional processes to navigate?
 - How might you coordinate permission to proceed?

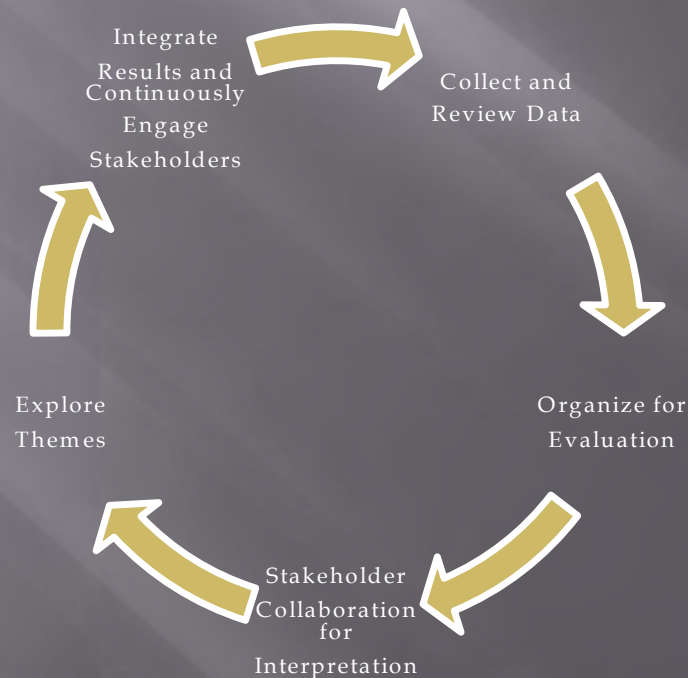
- ▣ How about resistance to change?
 - How can you reduce barriers to change in your organization?

For the Dissertation Case Study, Here's How Data Collection Worked

- ▣ Records review initiated focus on patronage history
- ▣ Key Stakeholders were identified and recruited
- ▣ Deployed survey questionnaire, conducted in-depth interviews, focus group session, utilized CIPP evaluation checklist

Discussion of Cycle

- ▣ Using PAR, the cycle of review, analysis, interpretation continues
 - Data collection and analysis is not a one-time activity
 - ▣ Note how collection, review, organization, stakeholder involvement and interpretation is repeating

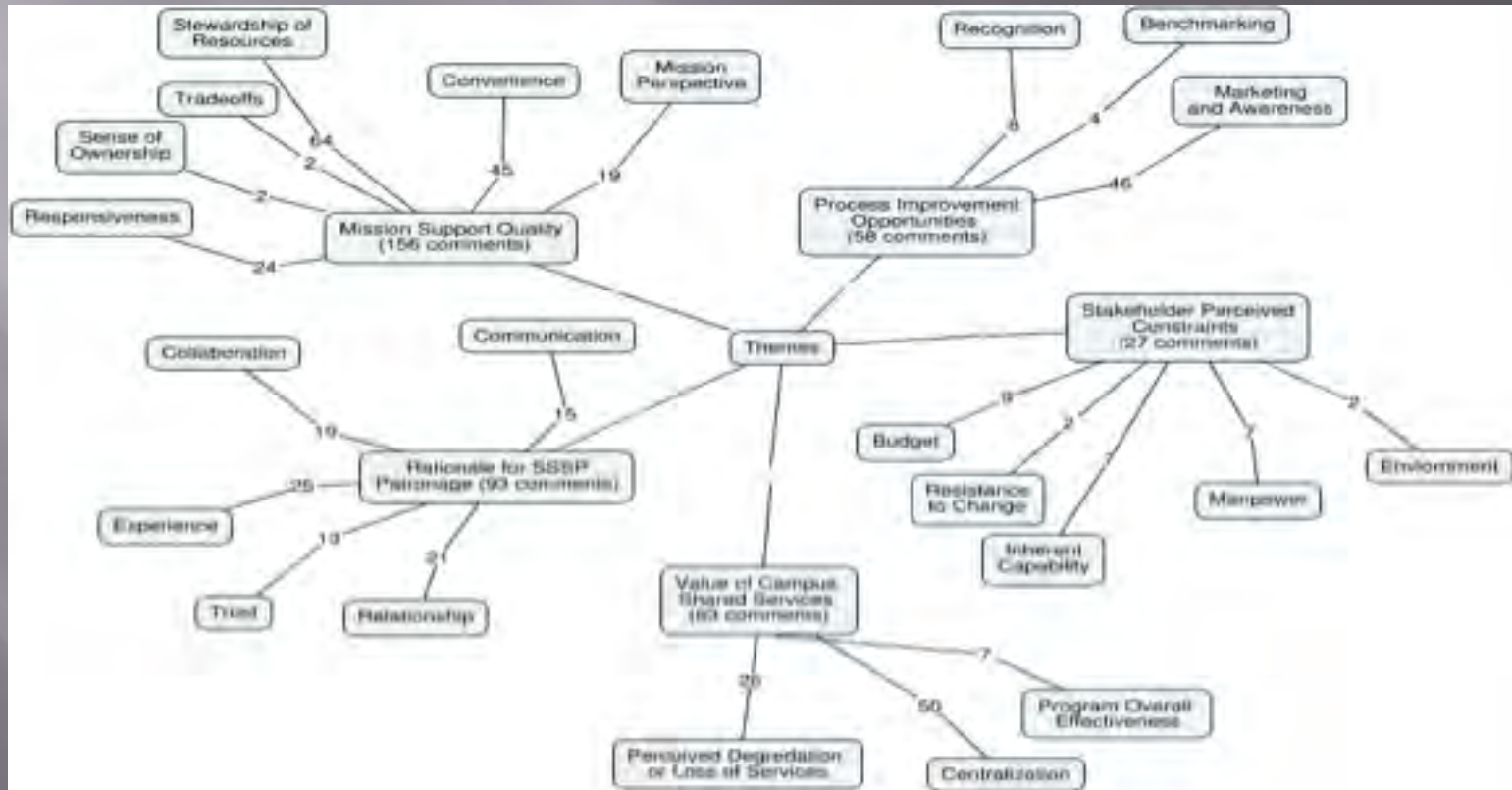


Helpful Tools

- ▣ Dedoose
 - Online application aids with organization of transcript data, helps with thematic analysis, etc.
- ▣ Survey results
 - Both qualitative and quantitative data collected
- ▣ Mindmaps
- ▣ Tables
- ▣ Other qualitative and quantitative tools
 - Microsoft Word, Excel, PowerPoint

Findings

After 30 surveys, 12 interviews and one 9-person focus group: 417 comments were coded in Dedoose for qualitative data analysis. The 23 themes emerged in five categories. Stakeholder interpretation validated results and led to process improvement recommendations.



Let's Take a Closer Look at Mission Support Quality

- Key stakeholders participated in reflection meetings that guided the interpretation of the emergence of themes and provided meaning within the context of their experience.
- This major theme highlights the means by which the SSSP enhanced scientific mission support and was thus by far the most important theme to clients, as it pertained to the following minor themes mission perspective, SSSP convenience, stewardship of public resources, and overall responsiveness to the needs of the customer.



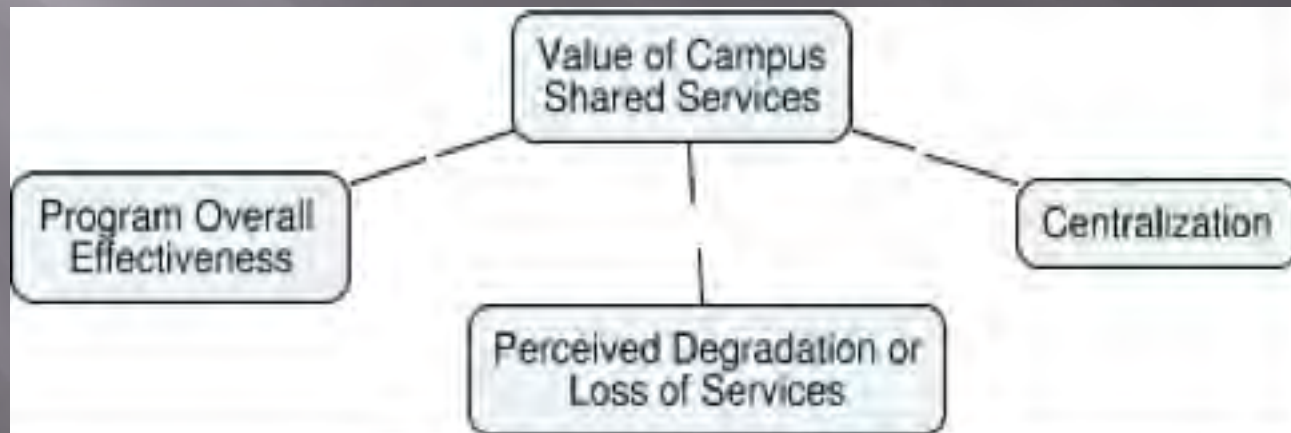
Let's Take a Closer Look at the Rationale for SSSP Patronage

- Participant stakeholders believed that communication between clients and service providers constituted a characteristic of social capital that was significant to the quality of interaction.
- SSSP service provider experience was noted as more important as a reason for obtaining site services over commercially available off site. Trust built over time was also cited as value-added to their choice to patron the program as was also relationship development.



Let's Take a Closer Look at the Perceived Value of Shared Services

- Excerpts regarding shared services emerged as a theme pertinent to the success of mission support.
- As a concept, shared services is important to mission support success when considering the issues that emerged such as program centralization, perceived degradation or loss of services, and overall SSSP effectiveness. Participants inferred meaning from the data in terms of overall SSSP effectiveness and centralization while weighing concerns about some SSSP degradation over the years. While they maintained that the SSSP is valuable to mission support, they acknowledged that resource challenges posed a threat to preservation of service levels.



Let's Take a Closer Look at SSSP Improvement Factors

- Stakeholder participants ranked marketing and awareness highest with 46 excerpts.
- Recognition programs and benchmarking totaled 12 excerpts together.



Let's Take a Closer Look at SSSP Constraining Factors

- I was believed that reorganization of mission-support functions reduced the size of budget and manpower resources. Advances in technology created new capabilities inherent with clients heretofore residing mostly, if not exclusively, with SSSP service providers. Environmental factors to include organizational culture and resistance to change posed additional concerns for SSSP effectiveness.



Coding, Analysis and Themes

Themes	Descriptors	Coding Occurrences
Mission Support Quality (Relates to public value theory)	Stewardship of resources	64
	Convenience	45
	Responsiveness	24
	Mission perspective	19
	Tradeoffs	2
	Sense of ownership	2
Rationale for SSSP Patronage (Relates to social capital theory)	Experience	25
	Relationship	21
	Collaboration	19
	Communication	15
	Trust	13
Value of Shared Services (Relates to Shared Services Theory)		50
	Centralization	
	Perceived degradation or loss of services	26
Process Improvement Opportunities	Program effectiveness	7
	Marketing and awareness	46
	Recognition	8
Constraints or Challenges	Benchmarking	4
	Budget	9
	Inherent capability	7
	Manpower	7
	Environment	2
	Resistance to change	2

Critical Reflection and Critical Activity

- Prior to this case study, stakeholders had formed impressions regarding the role of the SSSP and the program's overall effectiveness.
- However, they noted that their involvement in the dialogue, data collection, analysis, and interpretation provided rich insight into the nature of the program and its support of the primary science mission.
- These activities promoted new thinking and the growth of new ideas with transformational prospective building leading to change.
- This methodology engendered critical reflection and the challenging of previously held assumptions, thus enabling the creation of new knowledge and the development of process improvement initiatives.
- The reflective process was instrumental in promoting stakeholder participant collaboration. A new and broader understanding of the SSSP was readily evident, along with a deeper comprehension of the relationship between the program and the primary science mission.

Collaborative Action for Change

Task	Responsibilities	Impact	Dates
Establish SSSP improvement team	Study leader and key stakeholders	Increased buy-in	Winter-Spring 2018 and continuing
Institute customer service council	Key stakeholders	Enhanced patronage	Winter-Spring 2018 and continuing
Integrate customers and service providers	Key stakeholders and service providers	Improved recognition and ownership	Winter-Spring 2018 and continuing
Schedule public event (open house, etc.)	Key stakeholders	Improved program awareness	Winter-Spring 2018 and continuing
Deploy marketing strategies	Key stakeholders	Augmented Communication	Winter-Spring 2018 and continuing
Adopt technological solutions for self-service capabilities	Key stakeholders and service providers	Reduced barriers to customer service effectiveness	Winter-Spring 2018 and continuing

Conclusion

- ▣ The results of the study illustrated the value of the specific mission support programs for aiding scientific R&D operations at a federal campus.
- ▣ While adding to the body of knowledge, study results also confirm theories regarding shared services in addition to understanding how social capital impacts public value.
- ▣ The study also engaged participant stakeholders using an outcome-based evaluation in an action research setting thereby greatly enhancing study results while generating energy and enthusiasm for change.

Questions?