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JOINT APPLIED PROJECT

THE RIGORS OF ALIGNING PERFORMANCE

June 2015

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13. ABSTRACT (maximum 200 words)

This Joint Applied Project addresses what can be done within the Naval Facilities Engineering Command Northwest community to better align its goals among competing interests from various stakeholders, while balancing the operational and regulatory constraints that often conflict with stakeholder goals and objectives. As a cross-functional organization, competing interests among the various business lines, support lines, and other stakeholders often result in a "disconnect" between how the command defines success compared to how other stakeholders define success.

Methodology includes a literature review, employee and customer surveys and a Strength, Weaknesses, Opportunities, Threats analysis. It was found that the extent of fit among performance goals aligned with higher Naval and national goals was normal when considering the organization's strategic issue identification process and dissemination. However, the extent of goal accomplishment appeared to be lacking in some areas when bearing in mind customer perceptions.

Recommendations include employee training centered on goal alignment, which is vital to highlight the importance of the organization's goals. To better align the commands goals with departmental goals, setting and continuously communicating goals and goal achievement to every department is needed. Organizational goals would benefit if given the same emphasis the command places on the goal of safety.

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LIST OF ACRONYMS AND ABBREVIATIONS

AOR	Area of Responsibility
ARD	Acoustic Research Detachment
ASN RD&A	Assistant Secretary of the Navy for Research, Development and Acquisition
BMS	Business Management System
BOSC	Base Operating Support Contract
CAR	Corrective Action Report
CERT	Contingency Engineer Response Team
CNIC	Commander Navy Installation Command
CNO	Chief of Naval Operations
CNRNW	Commander Navy Region Northwest
CONOPS	Concept of Operations
CORT	Contracting Officer's Representative Tool
DFARS	Defense Federal Acquisition Regulation Supplement
DOD	Department of Defense
DON	Department of Navy
DTS	Defense Travel System
FAR	Federal Acquisition Regulation
FEC	Facilities Engineering Command
FF&E	Furniture, Fixtures and Equipment
FISC	Fleet Industrial Supply Center
FM	Financial Management
FSC	Facilities Support Contracting
FY	Fiscal Year
IPT	Integrated Product Team
LEED	Leadership in Energy and Environmental Design
MILCON	Military Construction
NASWI	Naval Air Station Whidbey Island
NAVFAC	Naval Facilities Engineering Command

NAVSTA	Naval Station
NFAS	Naval Facilities Acquisition Supplement
NIRIS	Naval Installation Restoration Information Solution
NUWC	Naval Undersea Warfare Center
NW	Northwest
OPNAV	Office of the Chief of Naval Operations
ORM	Operation Risk Management
PSNS & IMF	Puget Sound Naval Shipyard and Intermediate Maintenance Facility
PWO	Public Works Officer
PWD	Public Works Department
REA	Request for Equitable Adjustment
SECNAV	Secretary of the Navy
SME	Subject Matter Expert
SWOT	Strengths, Weaknesses, Opportunities and Threats
SYSCOM	Systems Command
TWMS	Total Workforce Management Services
WAWF	Wide Area Work Flow

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I. INTRODUCTION

A. RESEARCH OBJECTIVES AND EXPECTED BENEFITS

Nutt and Backoff (1992) clearly conclude that goals in the public sector are often vague, ambiguous and even conflicting; and that performance can be a function of stakeholder perception. Public and defense organizations must carefully identify and satisfy the needs and expectations of important stakeholders. This study describes this objective in terms of the Naval Facilities Engineering Command (NAVFAC) Northwest (NW) stakeholder management approach.

The theoretical foundation underlying these questions and this project stem from *systems* theory, which hypothesizes that the "fit" of the variables determines performance (Nadler & Tushman, 1986). The primary research objectives were to assess how NAVFAC goes about its strategic planning process connecting upstream and downstream goals; how it communicates strategic direction to subordinate commands; how its goals appear to "fit" the challenges of its external environment; and how the interrelated stakeholders evaluate goal accomplishment. The expected product from this research was to draw conclusions about the extent of goal achievement at NAVFAC NW and document the findings and recommendations in a professional report. Recommendations are made for ways to increase goal alignment within the command, and therefore improve overall performance.

B. METHODOLOGY

Methodology includes a literature review of NAVFAC NW's Strategic Plan and Concept of Operations to determine the process for defining and communicating goals (2015). Research methodology also involves a literature review of DOD and non-DOD organizational behavior related publications including books, trade journals, Internet articles and policy documents.

An organizational survey is included to determine the extent of goal achievement and alignment at NAVFAC NW. The organizational survey is offered to all NAVFAC NW employees with computer access and will involve short answer and Likert scale

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questions. The data obtained from the survey and information obtained from literature reviews is used to draw conclusions regarding risk management, goal alignment, and areas for improvement or gained efficiencies within the command.

A second survey is offered to the approximately 30 Department of Defense (DOD) customers who regularly require the services of NAVFAC NW. The survey involves short answer and Likert scale questions, which are geared toward assessing the quality of service provided by NAVFAC. Data obtained by the customer surveys and literature reviews is used to draw conclusions about the quality of the contracting process from the perspective of the stakeholder, determine whether goals are conflicting between the procuring agency and the customer, and provide recommendations for improvement with regard to quality of service and goal alignment.

Finally, a Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis is conducted to identify potential areas for improvement within NAVFAC NW. Results of the SWOT analysis and literature reviews is analyzed to assist in providing recommendations for aligning the command's performance goals.

C.   ORGANIZATION OF PAPER

Chapter I consists of an overview of the proposed research to enhance the acquisition process and goal alignment at NAVFAC NW. Chapter I also provides an overview of how the research will be conducted throughout the paper, including research objectives, methodology, and organization of the paper.

Chapter II provides a history of NAVFAC. The literature review involves recent articles, trade magazines, and Internet publications to describe the current culture at NAVFAC, including its history, organizational structure, course of action and operating philosophy, and context for the research.

Chapter III consists of the primary literature review used for the research. The literature reviews include the NAVFAC Strategic plan, Concept of Operations, and DOD and Non-DOD organizational behavior related publications including books, trade journals, Internet articles and policy documents.

Chapter IV summarizes the NAVFAC employee and customer surveys design, focus areas, and processes followed. Chapter IV also provides analysis of the results of both surveys.

Chapter V includes an analysis and literature review and results of the SWOT assessment. Chapter V summarizes research findings, and presents recommendations and areas for further research.

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II.   BACKGROUND

A complete background of NAVAFC is provided in this chapter. The chapter includes a brief history, a description of the organization, outlines the organizational structure and offers a detailed look at the organization's planned course of action and operating philosophy. The goal of the background chapter is to provided context for the purpose of the research and depict the setting in which the research was performed.

A.   HISTORY

Before the Department of the Navy was established in 1798, accountability for the Navy's facilities, yards and dry docks rested with the War Department (Global Security, 2014). In 1842, the Bureau of Naval Yards and Docks was created (later renamed the Bureau of Yards and Docks in 1862).

During World War II, the building of forward deployed bases became critical to the United States success. The Chief of the Bureau of Yards and Docks and Chief of the Civil Engineers, Admiral Ben Moreell suggested a militarized construction force, sailors who could both build and fight (Olsen, 2007). Authority was granted and the construction battalions known as the Seabees were born. Admiral Moreell became known as the "King Bee" (Olsen, 2007).

During war time, the Seabees constructed bases, roadways and airstrips all over the Pacific in World War II, Korea, Vietnam, Iraq and Afghanistan. In peacetime, in the 1970s, the Seabees built the massive Naval Complex on Diego Garcia (U.S. Navy, 2014). The complex can house Navy's ships as well as jets. The project cost $200 million and took 11 years to complete (U.S. Navy, 2014). For over 75 years, in both war and peace, the Seabees have proved their talents as both builders and fighters.

NAVFAC's heritage dates back to 1842 when the Navy Bureau of Yards and Docks was born (Government Archives, 2014). In 1966, the Department of the Navy reorganized and the Bureau of Yards and Docks became known as NAVFAC (Government Archives, 2014). In 2004, NAVFAC began a total rearrangement of its organizational structure and business lines (NAVFAC, 2014). The organization merged

its field activities into regional facilities engineering commands (FECs). Today, FECs provide one-stop shopping for NAVFAC clients. NAVFAC is the oldest of the Navy's system commands. Today, NAVFAC has grown into a global organization with an annual volume of business in excess of $8 billion (Global Security, 2014).

B.   ORGANIZATIONAL STRUCTURE

NAVFAC reports to the Chief of Naval Operations (CNO) (NAVFAC, 2013) (see Appendix A) and receives acquisition authority from the Assistant Secretary of the Navy for Research, Development and Acquisition (ASN RD&A) (CONOPS, 2015). NAVFAC headquarters are located in Washington, DC, at the Navy Yard. NAVFAC oversees 14 component commands scattered throughout the world (NAVFAC, 2013) (see Appendix B) including NAVFAC NW. OPNAV Instruction 5450.348 states that NAVFAC is the "shore facilities systems command (SYSCOM) with Navy acquisition executive and head of contracting agency authority for facility planning, design, construction, services, utilities, facilities maintenance (public works), environmental and real estate" (Bird, 2012, p.1). NAVFAC is charged with the management of the Navy's shore facilities.

As a result of the 2004 organizational restructure, and as defined in the CONOPS, NAVFAC now operates as a matrix organization with integrated "vertical" and "horizontal" roles and responsibilities (2015). The commands comprise the vertical roles, while the business support lines fill the horizontal roles. The horizontal and vertical lines each have a unique set of roles and responsibilities, and share a common set of roles and responsibilities (see Appendix C).

NAVFAC NW is one of the 14 component commands located in Silverdale, Washington. The NAVFAC NW area of responsibility (AOR) currently ranges over six states, including Washington, Oregon, Idaho, Montana, Wyoming and Alaska. It should be noted that NAVFAC Midwest is currently under disestablishment and its locations (Fargo, Minneapolis, Sioux Falls, Omaha, Des Moines and Lamoure) will be transferred to the cognizance of NAVFAC NW. Public Works Department (PWD) Everett will manage the reallocated facilities.

NAVFAC NW is operationally aligned with Commander, Navy Installations Command (CNIC). The Commanding Officer serves as the regional engineer for CNIC. The Public Works Officer (PWO) of each CNIC installation reports to the Commanding Officer. NAVFAC NW includes three public works offices (Everett, Kitsap and Whidbey Island), an Integrated Product Team (IPT) and the following business support lines (see Appendix D):

- Asset Management (Planning, Real Estate, Public Private Ventures)

- Capital Improvements (Design, Construction, Program Management)

- Environmental (Compliance, National Environmental Protection Act, Restoration)

- Public Works (Transportation, Utilities, Sustainment, Services)

- Contingency Engineering

- Acquisition, Financial Management, Counsel, Small Business, Safety.

NAVFAC NW provides services for a diverse group of customers with varying requirements (NAVFAC NW, 2015). Major customers for NAVFAC NW include: Commander, Navy Region NW (CNRNW), Naval Base Kitsap, Puget Sound Naval Shipyard and Intermediate Maintenance Facility (PSNS & IMF), Fleet and Industrial Supply Center (FISC), Naval Undersea Warfare Center Keyport (NUWC), Naval Magazine Indian Island, Manchester Fuel Depot, Naval Air Station Whidbey Island (NASWI), Naval Station (NAVSTA) Everett, Naval Radio Station at Jim Creek, Navy Acoustic Research Detachment (ARD) at Bayview, Idaho and Mountain Home Air Force Base near Boise, Idaho and all of the AOR Navy reserve centers and housing assets (NAVFAC NW, 2015).

C.   COURSE OF ACTION AND OPERATING PHILOSOPHY

The Fiscal Year 2013–2016 NAVFAC Strategic Plan lays out the organization's course of action and includes the mission, vision, focus areas and goals:

"**Mission**–NAVFAC is the Systems Command that builds and maintains sustainable facilities, delivers utilities and services, and provides Navy expeditionary combat force capabilities.

Vision–Our expertise enables mission success.

Focus Areas–Enable the Warfighter: Deliver quality, timely and cost effective products and services to enable the global warfighter. Act Judiciously: Make decisions and execute work based on sound analysis that reinforces fiscal responsibility. Maintain Readiness: Advance the talent and initiative of our highly capable, diverse workforce.

Goals–Forward Presence: Provide capabilities to support changing strategic laydown, surge and contingency environments, and Navy expeditionary forces. Agility: Effectively leverage our global workforce and capabilities to align with changing operational needs of our Supported Commanders. Utilities Systems: Provide and operate efficient, reliable utility systems to support Naval operations. Energy: Deliver energy initiatives that meet SECNAV goals and reduce total ownership costs. Productivity: Provide technical and acquisition proficiency and program management capabilities that leverage best practices to optimize cost, schedule, and performance across the life cycle. Accountability: Take responsibility for our decisions and actions, be transparent, and use business analytics to balance operational requirements with available resources. Culture: Promote a safe, efficient, and supportive culture that fosters agility, accountability, productivity, and diversity" (2013, pp. 5–6).

The strategic plan also describes the organization's operating philosophy and guiding principles:

"**Operating Philosophy**: Focuses operations and maintains constancy of purpose in serving Supported Commands.

- Promote culture of safety

- Make every dollar count

- Incorporate healthy communication and transparency in business operations

- Employ a diverse, competent and empowered workforce

- Use best practices and techniques

- Drive energy and environmental stewardship

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Guiding Principles: How we act as individuals and function in service-oriented NAVFAC Teams.

- Are safe; always, in all ways

- Take ownership; are action oriented and accountable

- Foster collaborative relationships and transparency

- Treat everyone with respect

- Sustain technical competence

- Are trustworthy stewards" (2013, p. 7).

The NAVFAC NW command philosophy as drafted by the prior Commanding Officer, Captain C. S. LaPlatney, reemphasizes the organizations mission as stated in the Fiscal Year 2013–2016 strategic plan. The command philosophy then addresses NAVFAC NW's priorities:

> **"Safety**: To instill a proactive Safety culture, protecting our most valuable resource–our people. We think and act safely at all times by making Operation Risk Management (ORM) a habit and taking responsibility for our environment.

> **Effectiveness**: To deliver quality, timely and cost effective products and services. Our focus is to enable the warfighters and others who support them.

> **Efficiency**: To provide best-value facilities engineering solutions. We make decisions and execute work based on sound analysis that reinforces fiscal responsibility.

> **Transformation**: NAVFAC NW has been, and continues to be a leader in transformation. Our priority is to press initiatives that enhance the talent and drive of our workforce." (LaPlatney, 2014a, p. 1)

The command philosophy concludes with the organization's principles:

> **"People**: Our team consists of a highly capable, diverse workforce. Their safety and professional development are important; a responsibility of every supervisor and leader.

> **Leadership**: We have strong leaders at every level of the organization. Leadership involves character, direction, motivation and ownership. Our success is dependent on our organization and individual leadership.

Be Bold: We play to win. We expect aggressive execution. We are action oriented, are innovative in our approach, and take reasonable risk. We ensure success by being fully accountable for the result and transparent in our actions and decisions.

Unified Team: We remain fully aligned with NAVFAC, CNRNW and CNIC. We are an integral part of the NAVFAC enterprise. We work as a team to leverage worldwide engineer resources for our supported commands throughout the NW Region.

Accomplish the Mission: We "own" the local supported command interface and ensure success. We do not need to own every asset to accomplish the mission. We have an obligation to use all NAVFAC resources when appropriate.

Communication: I expect every individual to be well informed and to have the motivation to seek clarification when in doubt. We are a stronger team when we have a common understanding of our tasks and processes.

Build Pride: We are proud of our work and take pride in our heritage of service as a "World Class" engineering organization. We value and recognize outstanding accomplishments with timely recognition." (LaPlatney, 2014a, p. 1)

The NAVFAC NW 2014 execution goals included:

- "Award 60% of Military Construction (MILCON) projects using design-build

- Zero safety accidents/Proactive involvement and accountability

- 0% unplanned cost and schedule growth

- Turnkey approach with Furniture, Fixtures and Equipment (FF&E)

- LEED Silver

- Implement low impact development

- Meet Navy's small business goals. NAVFAC target for fiscal year 2014:
  - Small Business 46%
  - Hub Zone 9%
  - Service Disabled Veteran Owned Small Business 4%
  - Small Disadvantaged 24%
  - Women Owned 7%" (LaPlatney, 2014b)

D.   RESEARCH CONTEXT

There are various definitions of the word "stakeholder." R. Edward Freeman in *Strategic Management: A Stakeholder Approach*, defined a stakeholder as, "any group or individual who can affect, or is affected by, the achievement of a corporation's purpose" (1984, p. vi). NAVFAC's course of action and operating philosophy clearly emphasize the importance of delivering quality service to its Supported Commands (i.e., its customers). Within the context of Freeman's definition of a stakeholder, the customers are a key stakeholder whose interests are directly affected by the quality of service provided by NAVFAC. A primary objective of this research is to assess the "fit" of NAVFAC NW's goals compared to the interests and objectives its customers as its primary external stakeholder.

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III. LITERATURE REVIEW

Chapter III provides an analysis of the literature pertinent to this project. The analysis will present the ideas and concepts behind the strategic plan, defining strategy, developing an organization's strategy, identifying strategic issues, the congruence model and lastly strategic management within public organizations. The literature review will capture main concepts and put them into context for examining NAVFAC NW's extent of fit among performance goals aligned with higher Naval and national goals, including the extent of goal accomplishment as well as formulate subsidiary research questions.

A. THE STRATEGIC PLAN

Strategic planning defines the route an organization must take for achieving its mission and goals (Rigos, 2006). The stated mission is the organizations fundamental reason for existence; it should answer the question "what business are we in?" Most times this is easier said than done. The strategic goals are the most important goals and must trace back to the mission statement. The mission is transformed into strategic goals that the company will strive for. Strategic plans are typically long term plans with a long planning horizon (Rigos, 2006).

NAVFAC's strategic plan for fiscal years 2013–2016 opens with a very well delivered letter written by NAVFAC's Commander, Admiral Kate Gregory (2013). The letter details NAVFAC's focus areas and provides a brief message to the supported commanders and another message to the NAVFAC employees. The strategic plan then describes who NAVFAC is by providing details of the organizations areas of expertise. Next, the strategic plan spells out the organization's mission, vision, focus areas and goals. The strategic plan then defines the organization's operating philosophy and guiding principles. The plan concludes with several photographs of warfighters and their families under the heading "Who We Support" (2013).

Organizations that effectively incorporate and apply their strategic plan are more motivated, versatile and prosperous than other organizations (Rigos, 2006). These organizations can focus more on the strategy when making decisions. Overall

coordination is improved within the various departments, short term choices become more constant with the longer-term goals of the company. The organization that successfully incorporates and applies its strategic plans are often able to withstand turbulent, challenging conditions. Also, successful strategic planning enables the observance of the specific goals to be achieved (Rigos, 2006).

B.   CONCEPT OF OPERATIONS

A primary objective of this research is to assess how NAVFAC goes about its strategic planning process. The Concept of Operations (CONOPS) is a key tool for communicating strategic planning objectives to the workforce. The current CONOPS covers FY 2015, which states, "This (CONOPS) serves as NAVFAC's official direction for its structural and functional alignment. It is a tool to provide the framework for how NAVFAC operates, maintaining a focus on improving readiness and future capabilities. The CONOPS is updated as needed to incorporate NAVFAC organizational updates, process improvements, and DOD/ Department of Navy (DON) initiatives and priorities" (2015, p. 5).

C.   DEFINING STRATEGY

A good starting point for the review is to understand what strategy is. Porter (1996) describes strategy in part as creating "fit" among the company's various activities. Fit is how the organizations activities interact and reinforce one another. Porter notes that the importance of fit is one of the oldest ideas in strategy but has been replaced by looking at a company's core competencies, critical resources and key success factors rather than the organization as a whole. Fit is essential because an organization's many departments can often affect one another (Porter, 1996). Porter describes three types of fit:

- ▪   First Order Fit: simple consistency between activities

- ▪   Second Order Fit: goes beyond simple consistency; activities are reinforcing

- ▪   Third Order Fit: goes beyond activity reinforcement; optimization of effort (1996)

Organizations with good strategy fit their activities together to complement each other and create value (Porter, 1996). Coordination among activities helps reduce overlap and waste. In all three types of Porter's fit, the whole is more important than the individual parts and pieces. Referring back to the three types of fit, a subsidiary research question to ask then would be:

- How might NAVFAC NW's type of fit best be described?

Strategic fit is necessary for sustainability (Porter, 1996). When fit is strong, unsatisfactory results in one department will damage the results of another; the opposite also is true where outstanding results in one department will compensate in another. The strength of the organization's fit among departments supports its identity. What is strategy? According to Porter (1996), strategy is creating fit across the organization. Without fit, there is no strategy and without strategy there is no sustainability.

D.   DEVELOPING STRATEGY

Mintzenberg (1987) developed the five Ps of strategy to help think about different approaches when developing strategy:

- Planning: strategy must be developed with a purpose and in advance

- Pattern: strategy can surface from past successful organizational behavior

- Position: how does the organization relate to its environment and understand the bigger picture as compared to external factors

- Perspective: decisions a company makes about its strategy

- Ploy: intentionally using the organization's influence as part of its strategy

Through Mintzenberg's five Ps, problems can be uncovered before they damage the execution of the strategy (1987). Mintzenberg's "fallacy of detachment" described the trials behind executing strategy. Mintzenberg concluded that if the thinkers are detached from the doers, execution of strategy can fail. The wider the gap of detachment, the more probable failure will be (1987).

Understanding and using Mintzenberg's principles and theories can help in developing and implementing a practical and achievable strategy. To put Mintzenberg's theories into context, a few subsidiary research questions can be formed:

- How are NAVFAC NW's strategies implemented?

- What is NAVFAC NW's "detachment" level between the thinkers and doers?

Mintzenberg (1987) contended that it is difficult to get strategy right. There is no sense in developing strategy without considering the whole picture. Many of the five Ps can overlap from element to element but they should be considered from a variety of perspectives in order to develop a practical and achievable strategy. Implementing the strategy presents another challenge, the detachment between thinkers and doers must be limited to an acceptable level (Mintzenberg, 1987).

E.   IDENTIFYING STRATEGIC ISSUES

Identifying strategic issues is at the heart of strategic planning and often times within many public sector defense organizations there is no clear bottom line with which to align goals to measure success (Bryson, 1996). According to Bryson, strategic issues can be categorized as a central policy question or an acute trial facing the organization. Many times, an organization's culture determines which strategic issues do and do not get consideration. The prerequisite to modify the culture can often become a strategic issue in of itself. Most strategic issues contain struggles over the who, what, where, when and why of the issue; however, these struggles can be necessary to help spell out the issue (Bryson, 1996).

Bryson (1996) believes when describing a strategic issue it is important to:

- Form the issue into a question that the organization can do something about and has more than one solution

- Confer what makes the issue strategic

- Communicate what the penalties are of not addressing the issue

After the issue has been set, the organization can then determine how strategic the issue really is. A sample litmus test worksheet for identifying strategic issues is provided as Appendix E.

As Bryson (1996) has stated, identifying strategic issues is at that heart of strategic planning. For NAVFAC NW, relevant subsidiary research questions to ask are:

- How does the organization identify strategic issues?

- Does the organization's culture shade itself from the important issues?

During the identification phase it is important to remember the desired outcome is to produce the organization's strategic issue agenda. Bryson (1996) suggests that many benefits accrue from identifying strategic issues:

- Attention is steered toward what is important

- Attention is placed on the issue, not the solution

- Creates beneficial struggles to encourage organizational change

- Provides a vision for ways the issue can be corrected

- Makes the strategic planning process real

Identifying strategic issues is important to any organization because issues should play a main part of decision making. The decision making process starts by identifying the issues facing the organization (Bryson, 1996).

F.   THE CONGRUENCE MODEL

The congruence model hypothesizes that the fit of the variables determines performance (Nadler & Tushman, 1986). The greater the congruence among the variables, the better the performance will be. The model (see Appendix F) is formed around the idea that organizational performance is a resultant of four main variables:

- Tasks: what work is done? How is it processed?

- People: who/what types of people are doing the work?

- Organization Structure: how is the company structured?

- Culture: what is the organization's motivation, beliefs, attitudes and values? (Nadler & Tushman, 1986)

Problems form when there is inadequate fit between the variables (Nadler & Tushman, 1986). The model places the most importance on the progression of change that occurs between inputs and outputs (strategy and performance).

Directors must have a deep knowledge of their business. The congruence model aids in this knowledge by providing a structure for investigating the organizations problems. A subsidiary research question for NAVFAC NW would then be:

- Are there gaps between inputs and outputs (strategy and performance)?

- How would the fit between variables be described?

Organizations are most effective when the variables fit together; congruence versus incongruence (Nadler & Tushman, 1986).

The congruence model helps one think about the organizations problems. According to Nadler and Tushman (1986), the model does not subscribe to any one particular managerial approach, only that a fit between variables exists. When the variables are in harmony, the organization will function proficiently. However, when just one variable is out of tune, tension is caused and the organization is in disharmony (Nadler & Tushman, 1986).

G.   STRATEGIC MANAGEMENT IN PUBLIC ORGANIZATIONS

Nutt and Backoff (1992) clearly conclude that goals in the public sector are often vague, ambiguous and even conflicting and performance can be a function of stakeholder perception. Public organizations should be cautious of implementing private sector strategic management type approaches as in the public sector, many of the approaches are not effective. Differences in public and private organizations are often discounted. The distinctive requirements of a public organization can hamper the usefulness of private sector strategic management approaches (Nutt & Backoff, 1992).

Strategic management in a public organization must consider and work closely with its many stakeholders; this can be very different from the private sector where

owners are the investors or family members (Nutt & Backoff, 1992). For NAVFAC NW, a subsidiary research question emerges:

- How well does NAVFAC NW determine stakeholder viewpoints?

In public organizations there is no bottom line in which to measure success against. Goals are often vague, unclear and inconsistent (Nutt & Backoff, 1992). Another question to examine could then be:

- How well does NAVFAC NW find a substitute for goals to overcome vagueness, confusion and inconsistencies?

In public organizations, the ideas and approaches used in private organizations strategic management are not appropriate (Nutt & Backoff, 1992). Public organizations face a surplus of stakeholders and in most cases there is no bottom line to gauge the success of meeting the organizations goals. Strategic management in public organizations must account for the demands and requirements of its many stakeholders. Goals in the public sector organization can be deceptive, other methods must be found to establish meaningful targets. According to Nutt and Backoff, strategies should be sought that enhance both cooperation and collaboration (1992).

H.   LITERATURE SUMMARY

In summary, Chapter III was provided to give the reader an overview of the literature applicable to this study. The literature review included:

- NAVFAC Strategic Plan Fiscal Year 2013 -2016

- NAVFAC CONOPS Fiscal Year 2015

- What is Strategy? (Porter, 1996)

- Five Ps of Strategy (Mintzenberg, 1987)

- Identifying Strategic Issues Facing the Organization (Bryson, 1996)

- The Congruence Model (Nadler & Tushman, 1986)

- Why Strategic Management is Different in Public and Third Sector Organizations (Nutt & Backoff, 1992)

The basic ideas and concepts behind the strategic plan, defining strategy, developing an organization's strategy, identifying strategic issues, the congruence model and strategic management within public organizations were presented so as to build a foundation for the study as well as to outline the research and subsidiary research questions.

IV. SURVEYS

Chapter IV provides a detailed summary of the survey design and focus areas, the survey process and, lastly, the survey results. The survey methodology included collecting information about both employee and customer perceptions in regard to what extent NAVFAC NW goals are being met. The survey questions were formulated directly from the NAVFAC FY 2013–2016 Strategic Plan, including the Admiral Gregory message, the focus areas, the strategic goals, the operating philosophy and the guiding principles. The survey results were analyzed to determine any gaps in perceptions regarding organizational performance.

A. SURVEY DESIGN AND FOCUS AREAS

The employee survey was conducted to determine the cultural characteristics of the workforce and to obtain a better understanding of perceived performance views within the command. The employee survey was offered to all NAVFAC NW employees with computer access (874 employees) and contained 23 questions in total; one question to identify the employee's position, 18 Likert scale questions and four short-answer questions. Completed surveys were returned by 171 employees and equals an overall response rate of approximately 24 percent. The results obtained from the survey are used to draw conclusions regarding risk management, goal alignment, and areas for improvement or gained efficiencies within Acquisition and other areas within the command.

A second survey was also offered to 31 DOD customers who regularly require the services of NAVFAC NW. The customer survey included a total of 16 questions; ten Likert scale questions and six short-answer questions. The customer survey was geared toward assessing the quality of service provided by NAVFAC. Completed surveys were returned by eight customers and yielded an overall response rate of approximately 26 percent. Information obtained from the customer survey was used to draw conclusions about the quality of the contracting process from the perspective of the stakeholder, determine whether goals are conflicting between the procuring agency and the customer,

and provide recommendations for improvement with regard to quality of service and goal alignment.

B.   SURVEY PROCESS

The survey was administered through the Naval Postgraduate School survey enterprise, LimeSurvey website. All prospective participants were required to have a government email account and all invitations to participate in the survey were sent via email. Both surveys were made available for 18 days and participants had the ability to save partially completed surveys and return at a later time to complete their responses if desired. Each survey was expected to take no more than 20 minutes of time to complete. No compensation was given for participation and was strictly voluntary. If participants changed their mind at any time they were allowed to withdraw from the study. All information that was obtained during the survey was kept confidential to the fullest extent permitted by law.

C.   SURVEY RESULTS

1.   NAVFAC NW Employee Survey

The NAVFAC NW employee survey was administered to 871 employees at NAVFAC NW. A total of 171 responses were received. A summary of the responses to the Likert scale questions is provided in Figure 1. The Likert scale and short-answer questions and responses are summarized further in this section.

QUESTION	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGREE
In thinking of your experience as an employee of NAVFAC NW, the organization's operations are efficient	1.17%	22.22%	21.05%	41.52%	12.28%
In thinking of your experience as an employee of NAVFAC NW, the organization's operations are innovative	1.17%	16.37%	32.16%	38.01%	11.70%
In thinking of your experience as an employee of NAVFAC NW, the organization delivers quality products and/or services	8.19%	57.31%	23.39%	7.02%	2.82%
In thinking of your experience as an employee of NAVFAC NW, the organization delivers timely products and/or services	2.34%	40.94%	23.39%	24.56%	7.02%
In thinking of your experience as an employee of NAVFAC NW, the organization delivers cost effective products and/or services	2.92%	35.09%	29.24%	22.22%	8.19%
In thinking of your experience as an employee of NAVFAC NW, the organization takes responsibility for its decisions and actions	6.43%	49.12%	21.64%	13.45%	7.02%
In thinking of your experience as an employee of NAVFAC NW, the organization promotes a culture of safety	42.11%	45.61%	8.77%	1.75%	0.58%
In thinking of your experience as an employee of NAVFAC NW, the organization incorporates healthy communications and is transparent in its business operations	5.85%	32.75%	31.58%	16.37%	12.28%
In thinking of your experience as an employee of NAVFAC NW, the organization takes ownership; is action oriented and accountable	7.60%	40.94%	26.32%	15.20%	7.60%
In thinking of your experience as an employee of NAVFAC NW, the organization's goals are consistent throughout every department	2.34%	11.70%	29.24%	39.77%	15.20%
In thinking of your experience as an employee of NAVFAC NW, your group or team's goals are consistent with the organization's mission	15.20%	61.99%	16.96%	2.34%	1.17%
In thinking of your experience as an employee of NAVFAC NW, your group or team's goals conflict with the goals of other departments within the organization	5.85%	25.73%	29.24%	31.58%	5.85%
In thinking of your experience as an employee of NAVFAC NW, the organization's goals are consistent with all laws, regulations and/ or directives	20.47%	49.71%	16.37%	7.02%	4.68%
In thinking of your experience as an employee of NAVFAC NW, the acquisition workforce is too risk averse	16.37%	19.88%	43.27%	17.54%	1.17%
In thinking of your experience as an employee of NAVFAC NW, the acquisition department provides added value to the contracting process	11.11%	38.01%	37.43%	9.94%	2.92%
In thinking of your experience as an employee of NAVFAC NW, the organization exposes itself to unnecessary risk	5.26%	10.53%	18.71%	51.46%	12.28%
In thinking of your experience as an employee of NAVFAC NW, you are sometimes directed to perform tasks that put the command at risk	3.51%	10.53%	15.79%	39.77%	26.90%
In thinking of your experience as an employee of NAVFAC NW, the organization achieves a balance between cost, schedule and performance on its contracts	1.17%	28.07%	35.09%	28.07%	6.43%

Figure 1.   NAVFAC NW employee survey responses
to Likert Scale questions.

Question 1: In thinking of your experience as an employee of NAVFAC NW, the organization's operations are efficient.

The questions addresses whether the organization operates efficiently. Overall, 1.17 percent of NAVFAC employees strongly agreed that the organization operated efficiently, 22.22 percent agreed, 21.05 percent neither agreed nor disagreed, 41.52 percent disagreed, 12.28 percent strongly disagreed, and 1.75 percent declined to answer (See Figure 2, and Table 1). In summary, 92 responses were unfavorable, 36 were neutral, and 40 were favorable; indicating a strong perception of organizational inefficiency exists.
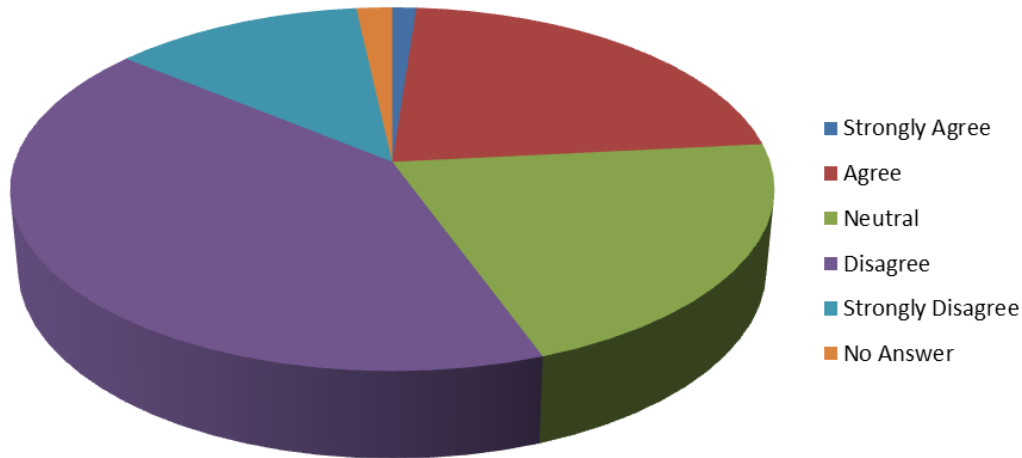
Figure 2.   Employee responses regarding whether NAVFAC NW's operations are efficient.

Table 1.   Frequency and percentage of employee responses regarding whether NAVFAC NW's operations are efficient

Response	Frequency	Percent
Strongly Agree	2	1.17
Agree	38	22.22
Neutral	36	21.05
Disagree	71	41.52
Strongly Disagree	21	12.28
No Answer	3	1.75
Total	171	100

Question 2: In thinking of your experience as an employee of NAVFAC NW, the organization's operations are innovative:

The question addressed whether NAVFAC's organization's operations were innovative. Overall, 1.17 percent strongly agreed, 16.37 percent agreed, 32.16 percent neither agreed nor disagreed, 38.01 percent disagreed, 11.70 percent strongly disagreed, and 0.58 percent declined to answer (See Figure 3, and Table 2). In summary, 85 of the 171 responses were unfavorable, 55 were neutral, and 30 were positive; indicating a strong perception that the organization's operations are not innovative.
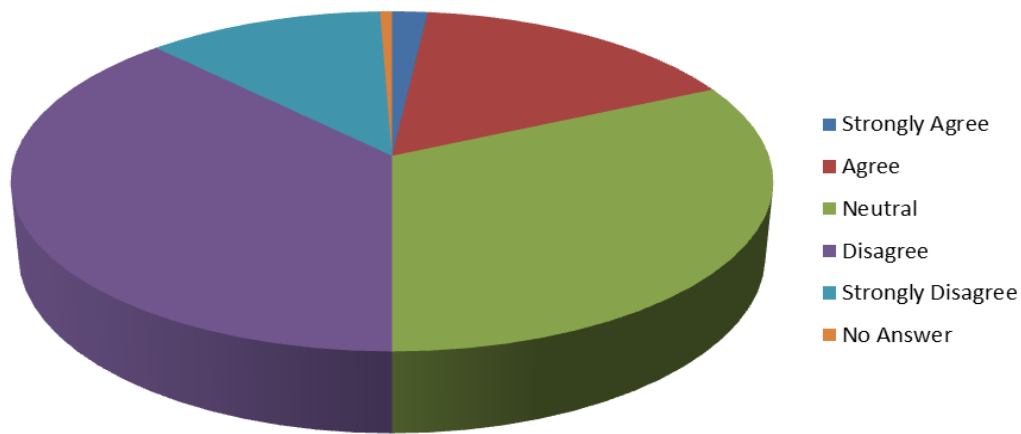
Figure 3.   Employee responses regarding whether NAVFAC NW's operations are innovative.

Table 2.   Frequency and percentage of employee responses regarding whether NAVFAC NW's operations are innovative.

Response	Frequency	Percent
Strongly Agree	2	1.17
Agree	28	16.37
Neutral	55	32.16
Disagree	65	38.01
Strongly Disagree	20	11.70
No Answer	1	0.58
Total	171	100

Question 3: In thinking of your experience as an employee of NAVFAC NW, the organization delivers quality products and/or services:

The question addressed whether NAVFAC NW delivers quality products and/or services. Overall, 8.19 percent strongly agreed, 57.31 percent agreed, 23.39 percent neither agreed nor disagreed, 7.02 percent disagreed, 2.82 percent strongly disagreed, and 1.17 percent declined to answer the question (See Figure 4, and Table 3). In summary, 112 responses were favorable, 40 were neutral, and 17 were unfavorable, indicating a strong perception that NAVFAC NW does provide quality products/ and or services.
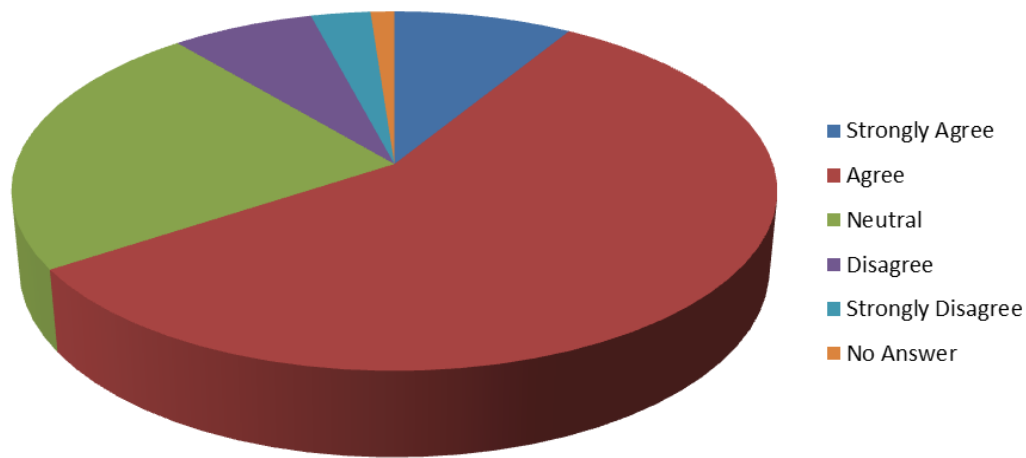
Figure 4.   Employee responses regarding whether NAVFAC NW delivers quality products and/or services.

Table 3.   Frequency and percentage of employee responses regarding whether NAVFAC NW delivers quality products and/or services.

Response	Frequency	Percent
Strongly Agree	14	8.19
Agree	98	57.31
Neutral	40	23.39
Disagree	12	7.02
Strongly Disagree	5	2.82
No Answer	2	1.17
Total	171	100

Question 4: In thinking of your experience as an employee of NAVFAC NW, the organization delivers timely products and/or services:

The question addressed whether the organization delivers timely products and/or services. Overall 2.34 percent strongly agreed, 40.94 percent agreed, 23.39 percent neither agreed nor disagreed, 24.56 percent disagreed, 7.02 percent strongly disagreed, and 1.75 percent declined to respond (see Figure 5, and Table 4). A total of 74 of the 171 responses were favorable, 40 were neutral, and 54 responses were unfavorable. The responses indicate a strong perception that the organization does delivery timely products and/or services.
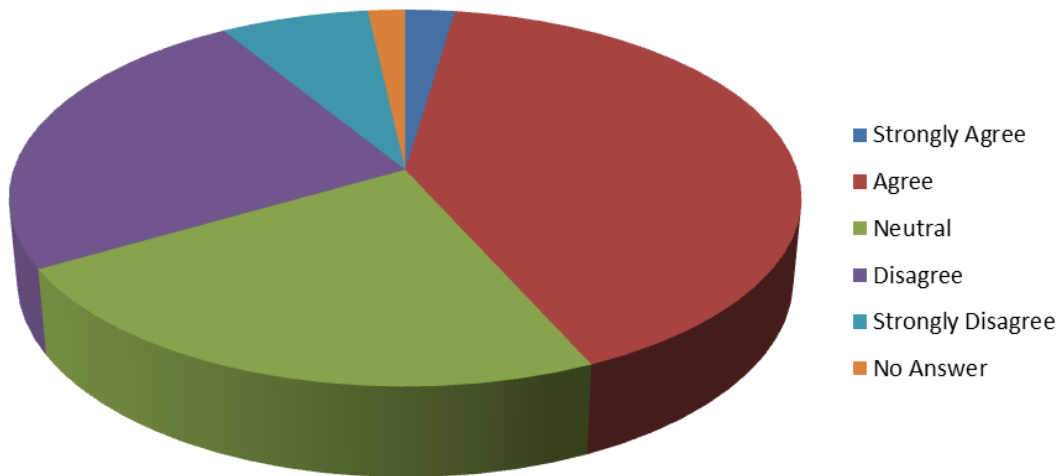
Figure 5.   Employee responses regarding whether NAVFAC NW
delivers timely products and/ or services.

Table 4.   Frequency and percentage of employee responses regarding whether NAVFAC NW delivers timely products and/ or services.

Response	Frequency	Percent
Strongly Agree	4	2.34
Agree	70	40.94
Neutral	40	23.39
Disagree	42	24.56
Strongly Disagree	12	7.02
No Answer	3	1.75
Total	171	100

Question 5: In thinking of your experience as an employee of NAVFAC NW, the organization delivers cost effective products and/or services:

The question addressed whether NAVFAC NW delivers cost effective product and/or services. Overall, 2.92 percent of respondents strongly agreed, 35.09 percent agreed, 29.24 percent neither agreed nor disagreed, 22.22 percent disagrees, 8.19 percent strongly disagreed, and 2.34 percent declined to respond (see Figure 6, and Table 5). A total of 65 of the 171 responses were favorable, 52 were unfavorable, and 50 were neutral. The responses indicated a neutral to a slight positive perception that NAVFAC NW delivers cost effective products/ and or services.
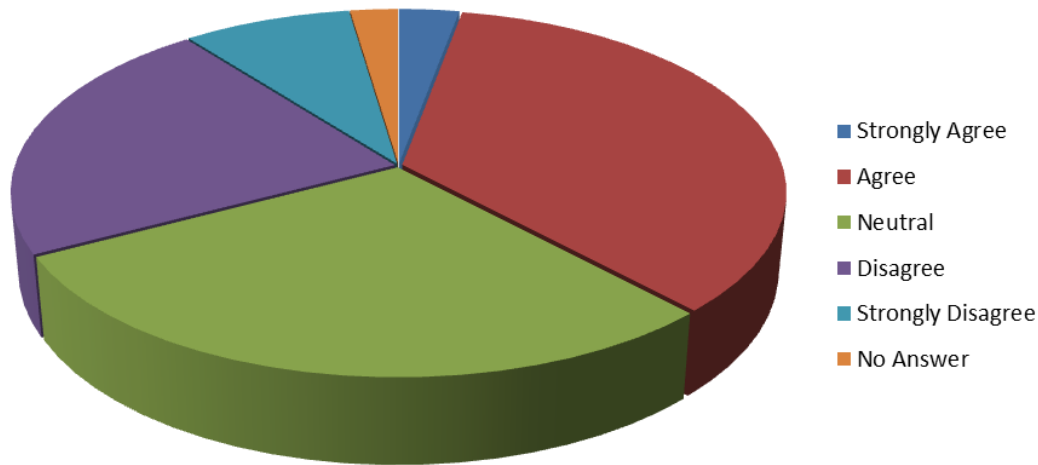
Figure 6.   Employee responses regarding whether NAVFAC NW
delivers cost effective products and/or services.

Table 5.   Frequency and percentage of employee responses regarding
whether NAVFAC NW delivers cost effective products
and/or services

Response	Frequency	Percent
Strongly Agree	5	2.92
Agree	60	35.09
Neutral	50	29.24
Disagree	38	22.22
Strongly Disagree	14	8.19
No Answer	4	2.34
Total	171	100

Question 6: In thinking of your experience as an employee of NAVFAC NW, the organization takes responsibility for its decisions and actions:

The question addressed whether NAVFAC NW takes responsibility for its decisions and actions. Overall, 6.43 percent of respondents strongly agreed, 29.12 percent agreed, 21.64 percent neither agreed nor disagreed, 13.45 percent disagreed, 7.02 percent strongly disagreed, and 2.34 percent declined to respond (see Figure 7, and Table 6). A total of 95 of the 171 responses were favorable, 35 were unfavorable, and 37 were neutral. The responses indicated a strong perception that NAVFAC NW takes responsibility for its decisions and actions.
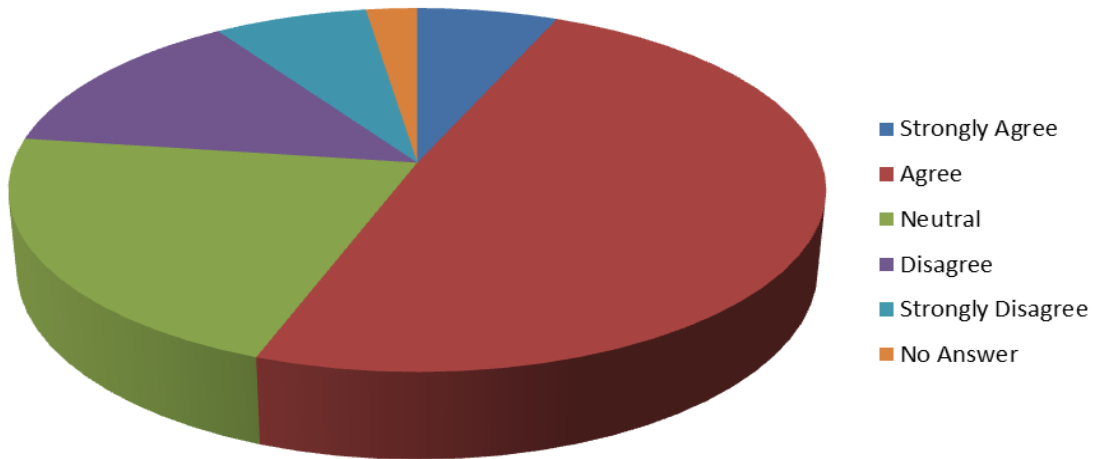
Figure 7.   Employee responses regarding whether NAVFAC NW takes responsibility for its decisions and actions

Table 6.   Frequency and percentage of employee responses regarding whether NAVFAC NW takes responsibility for its decisions and actions

Response	Frequency	Percent
Strongly Agree	11	6.43
Agree	84	49.12
Neutral	37	21.64
Disagree	23	13.45
Strongly Disagree	12	7.02
No Answer	4	2.34
Total	171	100

Question 7: In thinking of your experience as an employee of NAVFAC NW, the organization promotes a culture of safety:

The question addressed whether NAVFAC NW promotes a culture of safety. Overall, 42.11 percent of respondents strongly agreed, 45.61 percent agreed, 8.77 percent neither agreed nor disagreed, 1.75 percent disagreed, 0.58 percent strongly disagreed, and 1.17 percent declined to respond (see Figure 8, and Table 7). A total of 147 of the 171 responses were favorable, 4 were unfavorable, and 15 were neutral. The responses indicated a very strong perception that NAVFACNW promotes a culture of safety.
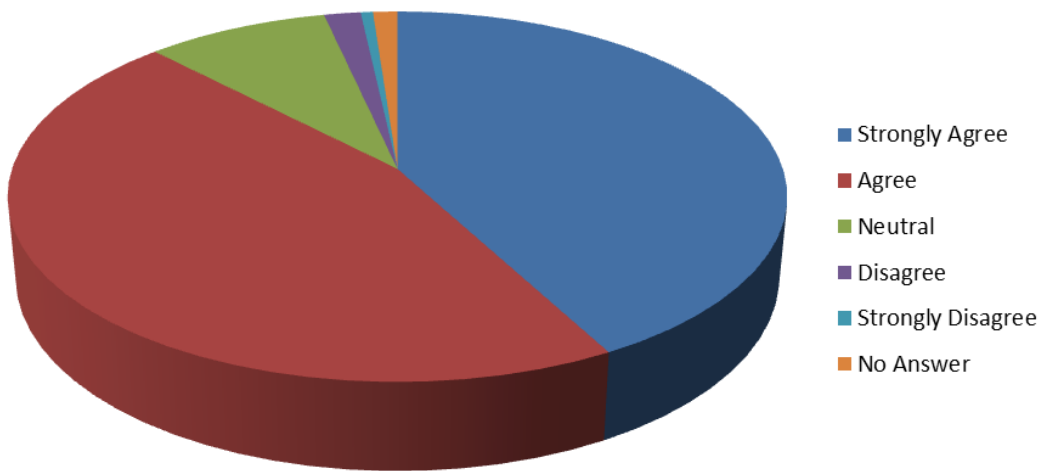
Figure 8.   Employee responses regarding whether NAVFAC NW
promotes a culture of safety

Table 7.   Frequency and percentage of employee responses regarding
whether NAVFAC NW promotes a culture of safety

Response	Frequency	Percent
Strongly Agree	72	42.11
Agree	78	45.61
Neutral	15	8.77
Disagree	3	1.75
Strongly Disagree	1	0.58
No Answer	2	1.17
Total	171	100

Question 8: In thinking of your experience as an employee of NAVFAC NW, the organization incorporates healthy communications and is transparent in its business operations:

The question addressed whether NAVFAC NW incorporates healthy communications and is transparent in its business operations. Overall, 5.85 percent of respondents strongly agreed, 32.75 percent agreed, 31.58 percent neither agreed nor disagreed, 16.37 percent disagreed, 12.28 percent strongly disagreed, and 1.17 percent declined to respond (see Figure 9, and Table 8). A total of 66 of the 171 responses were favorable, 49 were unfavorable, and 54 were neutral. The responses indicated a neutral perception to a slightly positive perception that NAVFAC NW incorporates healthy communications and is transparent in its business operations.
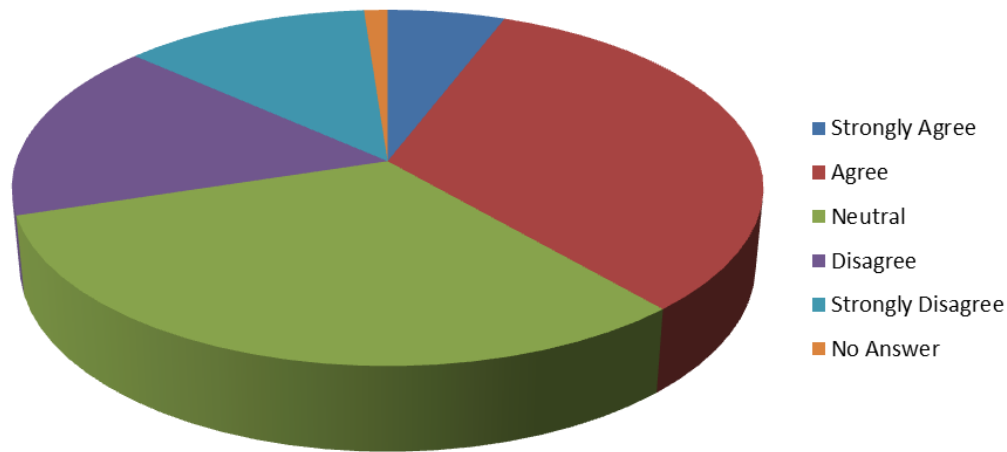
Figure 9.   Employee responses regarding whether NAVFAC NW incorporates healthy communications and is transparent in its business operations

Table 8.   Frequency and percentage of employee responses regarding whether NAVFAC NW incorporates healthy communications and is transparent in its business operations

Response	Frequency	Percent
Strongly Agree	10	5.85
Agree	56	32.75
Neutral	54	31.58
Disagree	28	16.37
Strongly Disagree	21	12.28
No Answer	2	1.17
Total	171	100

Question 9: In thinking of your experience as an employee of NAVFAC NW, the organization takes ownership; is action oriented and accountable:

The question addressed whether NAVFAC NW takes ownership; is action oriented and accountable. Overall, 7.60 percent of respondents strongly agreed, 40.94 percent agreed, 26.32 percent neither agreed nor disagreed, 15.20 percent disagreed, 7.60 percent strongly disagreed, and 2.34 percent declined to respond (see Figure 10, and Table 9). A total of 83 of the 171 responses were favorable, 39 were unfavorable, and 45 were neutral. The responses indicated a positive perception that NAVFAC NW takes ownership; is action oriented and accountable.
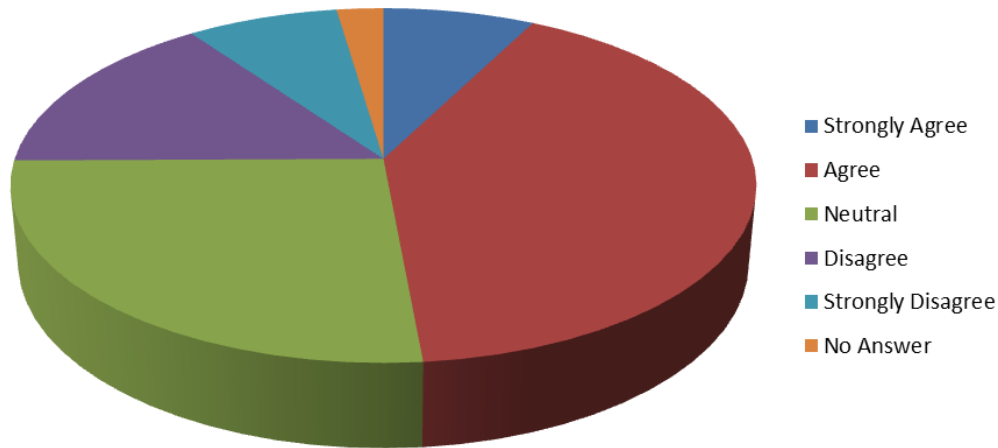
Figure 10.   Employee responses regarding whether NAVFAC NW takes ownership; is action oriented and accountable

Table 9.   Frequency and percentage of employee responses regarding whether NAVFAC NW takes ownership; is action oriented and accountable

Response	Frequency	Percent
Strongly Agree	13	7.60
Agree	70	40.94
Neutral	45	26.32
Disagree	26	15.20
Strongly Disagree	13	7.60
No Answer	4	2.34
Total	171	100

Question 10: In thinking of your experience as an employee of NAVFAC NW, the organization's goals are consistent throughout every department:

The question addressed whether NAVFAC NW's goals were consistent throughout every department. Overall, 2.34 percent of respondents strongly agreed, 11.70 percent agreed, 29.24 percent neither agreed nor disagreed, 39.77 percent disagreed, 15.20 percent strongly disagreed, and 1.75 percent declined to respond (see Figure 11, and Table 10). A total of 24 of the 171 responses were favorable, 94 were unfavorable, and 50 were neutral. The responses indicated a negative perception that goals are consistent throughout every department of NAVFAC NW.
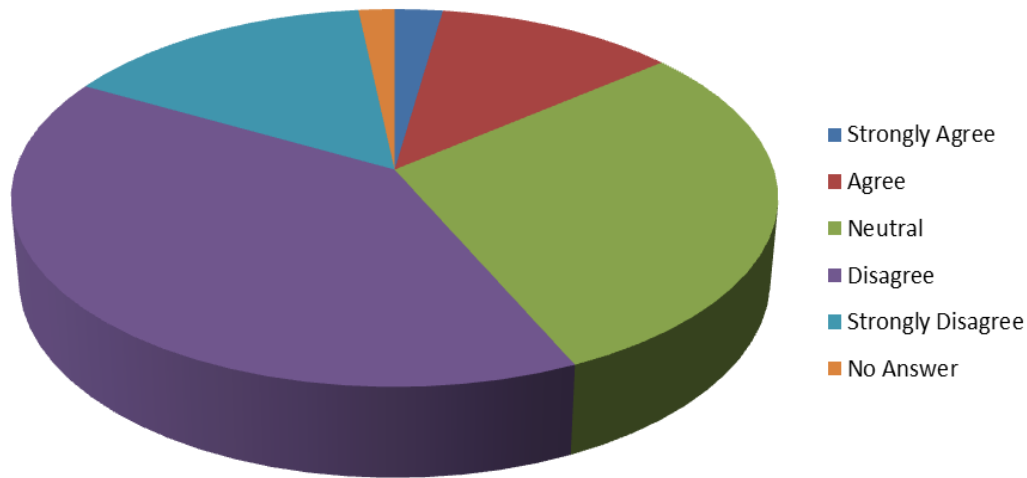
Figure 11.   Employee responses regarding whether NAVFAC NW's goals are consistent throughout every department

Table 10.   Frequency and percentage of employee responses regarding whether NAVFAC NW's goals are consistent throughout every department

Response	Frequency	Percent
Strongly Agree	4	2.34
Agree	20	11.70
Neutral	50	29.24
Disagree	68	39.77
Strongly Disagree	26	15.20
No Answer	3	1.75
Total	171	100

Question 11: In thinking of your experience as an employee of NAVFAC NW, your group or team's goals are consistent with the organization's mission:

The question addressed whether each respondent's group or team's goals are consistent with the organization's mission. Overall, 15.20 percent of respondents strongly agreed, 61.99 percent agreed, 16.96 percent neither agreed nor disagreed, 2.34 percent disagreed, 1.17 percent strongly disagreed, and 2.34 percent declined to respond (see Figure 12, and Table 11). A total of 132 of the 171 responses were favorable, 6 were unfavorable, and 29 were neutral. The responses indicated a strong positive perception that individual group or team goals are consistent with the organization's mission.
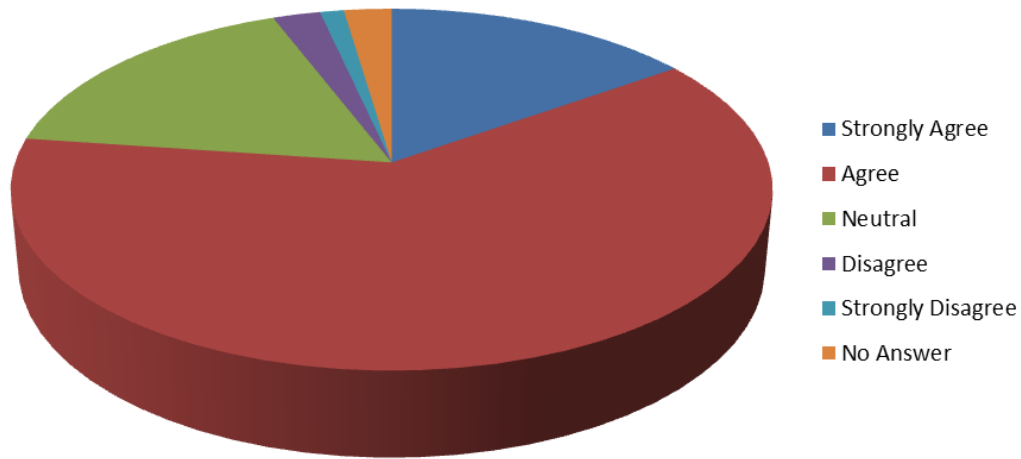
Figure 12. Employee responses regarding whether their group or team's goals are consistent with the NAVFAC NW mission

Table 11. Frequency and percentage of employee responses regarding whether their group or team's goals are consistent with the NAVFAC NW mission

Response	Frequency	Percent
Strongly Agree	26	15.20
Agree	106	61.99
Neutral	29	16.96
Disagree	4	2.34
Strongly Disagree	2	1.17
No Answer	4	2.34
Total	171	100

Question 12: In thinking of your experience as an employee of NAVFAC NW, your group or team's goals conflict with the goals of other departments within the organization:

The question addressed whether each respondent's group or team's goals conflict with the goals of other departments in the organization. Overall, 5.85 percent of respondents strongly agreed, 25.73 percent agreed, 29.24 percent neither agreed nor disagreed, 31.58 percent disagreed, 5.85 percent strongly disagreed, and 1.75 percent declined to respond (see Figure 13, and Table 12). A total of 54 of the 171 responses were favorable, 64 were unfavorable, and 50 were neutral. The responses indicated a neutral to slight negative perception that individual group or team goals conflict with the goals of other departments in the organization.
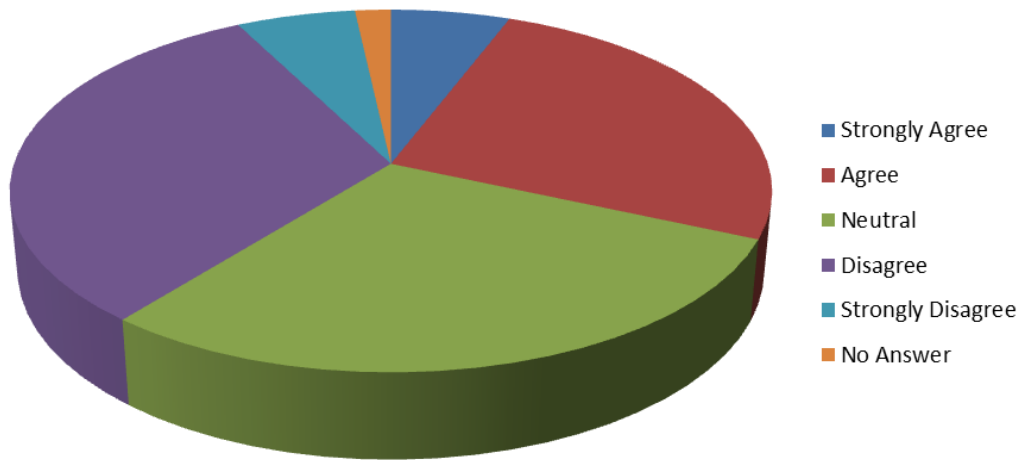
Figure 13. Employee responses regarding whether their group or team's goals conflict with the goals of other departments within NAVFAC NW

Table 12. Frequency and percentage of employee responses regarding whether their group or team's goals conflict with the goals of other departments within NAVFAC NW

Response	Frequency	Percent
Strongly Agree	10	5.85
Agree	44	25.73
Neutral	50	29.24
Disagree	54	31.58
Strongly Disagree	10	5.85
No Answer	3	1.75
Total	171	100

Question 13: In thinking of your experience as an employee of NAVFAC NW, the organization's goals are consistent with all laws, regulations and/ or directives:

The question addressed whether NAVFAC NW's goals are consistent with all laws, regulations, and/ or directives. Overall, 20.47 percent of respondents strongly agreed, 49.71 percent agreed, 16.37 percent neither agreed nor disagreed, 7.02 percent disagreed, 4.68 percent strongly disagreed, and 1.75 percent declined to respond (see Figure 14, and Table 13). A total of 120 of the 171 responses were favorable, 20 were unfavorable, and 28 were neutral. The responses indicated a strong positive perception that NAVFAC NW's goals are consistent with all laws, regulations, and/ or directives.
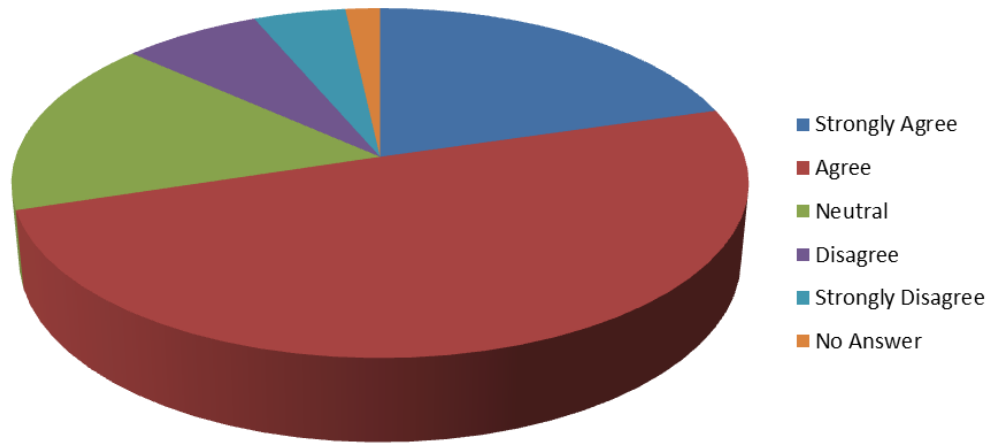
Figure 14.   Employee responses whether NAVFAC NW's goals are consistent with all laws, regulations and/ or directives

Table 13.   Frequency and percentage of employee responses whether NAVFAC NW's goals are consistent with all laws, regulations and/ or directives

Response	Frequency	Percent
Strongly Agree	35	20.47
Agree	85	49.71
Neutral	28	16.37
Disagree	12	7.02
Strongly Disagree	8	4.68
No Answer	3	1.75
Total	171	100

Question 14: In thinking of your experience as an employee of NAVFAC NW, the acquisition workforce is too risk averse:

The question addressed whether the acquisition workforce at NAVFAC NW is too risk averse. Overall, 16.37 percent of respondents strongly agreed, 19.88 percent agreed, 43.27 percent neither agreed nor disagreed, 17.54 percent disagreed, 1.17 percent strongly disagreed, and 1.75 percent declined to respond (see Figure 15, and Table 14). A total of 62 of the 171 responses were favorable, 32 were unfavorable, and 74 were neutral. The responses indicated a neutral perception to a slight positive perception that NAVFAC NW acquisition is too risk averse.
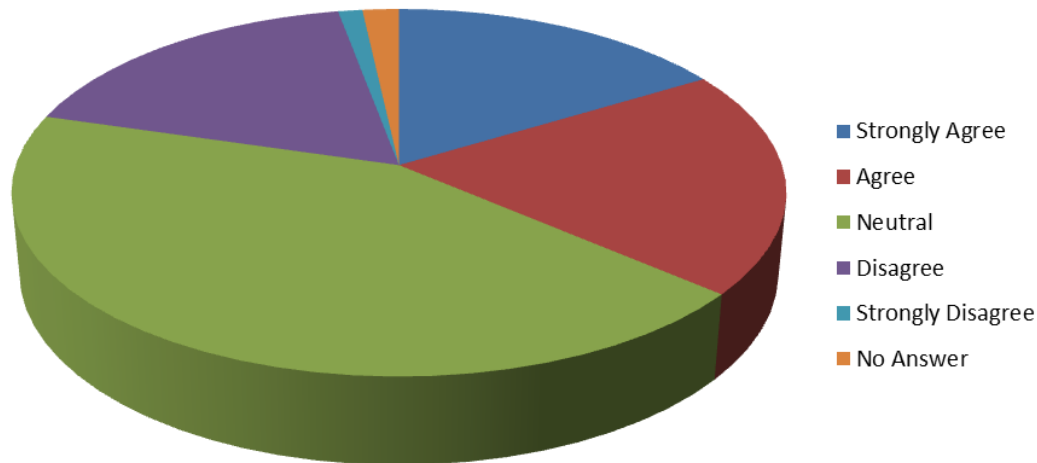
Figure 15.   Employee responses regarding whether the acquisition workforce at NAVFAC NW is too risk averse

Table 14.   Frequency and percentage of employee responses regarding whether the acquisition workforce at NAVFAC NW is too risk averse

Response	Frequency	Percent
Strongly Agree	28	16.37
Agree	34	19.88
Neutral	74	43.27
Disagree	30	17.54
Strongly Disagree	2	1.17
No Answer	3	1.75
Total	171	100

Question 15: In thinking of your experience as an employee of NAVFAC NW, the acquisition department provides added value to the contracting process:

The question addressed whether the acquisition department at NAVFAC NW provides added value to the contracting process. Overall, 11.11 percent of respondents strongly agreed, 38.01 percent agreed, 37.43 percent neither agreed nor disagreed, 9.94 percent disagreed, 2.92 percent strongly disagreed, and 0.58 percent declined to respond (see Figure 16, and Table 15). A total of 84 of the 171 responses were favorable, 22 were unfavorable, and 64 were neutral. The responses indicated a neutral slight perception to a positive perception that the acquisition department at NAVFAC NW provides added value to the contracting process.
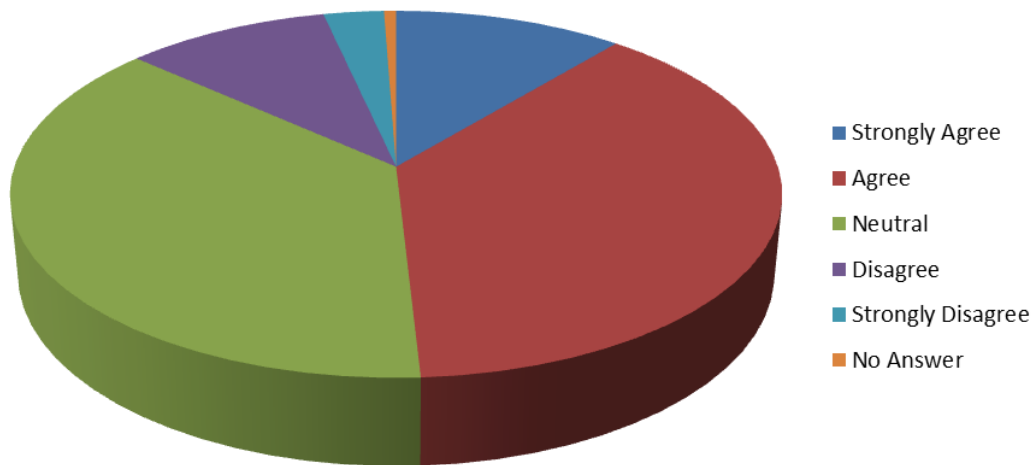
Figure 16.   Employee responses regarding whether the acquisition department at NAVFAC NW provides added value to the contracting process

Table 15.   Frequency and percentage of employee responses regarding whether the acquisition department at NAVFAC NW provides added value to the contracting process

Response	Frequency	Percent
Strongly Agree	19	11.11
Agree	65	38.01
Neutral	64	37.43
Disagree	17	9.94
Strongly Disagree	5	2.92
No Answer	1	0.58
Total	171	100

Question 16: In thinking of your experience as an employee of NAVFAC NW, the organization exposes itself to unnecessary risk:

The question addressed whether NAVFAC NW exposes itself to unnecessary risk. Overall, 5.26 percent of respondents strongly agreed, 10.53 percent agreed, 18.71 percent neither agreed nor disagreed, 51.46 percent disagreed, 12.28 percent strongly disagreed, and 1.75 percent declined to respond (see Figure 17, and Table 16). Twenty-seven of the 171 responses were favorable, 109 were unfavorable, and 32 were neutral. The responses indicated a strong negative perception that NAVFAC NW exposes itself to unnecessary risk.
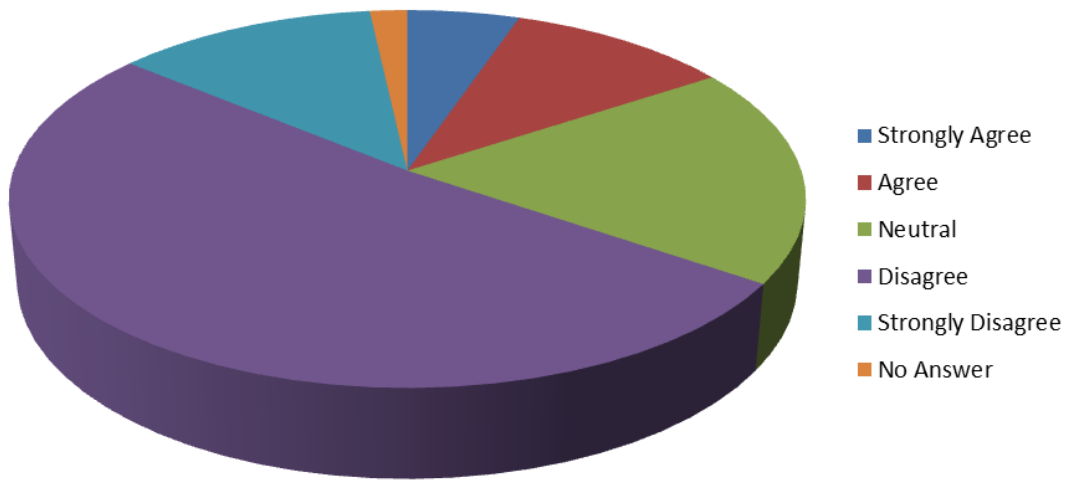
Figure 17.   Employee responses regarding whether NAVFAC NW exposes itself to unnecessary risk

Table 16.   Frequency and percentage of employee responses regarding whether NAVFAC NW exposes itself to unnecessary risk

Response	Frequency	Percent
Strongly Agree	9	5.26
Agree	18	10.53
Neutral	32	18.71
Disagree	88	51.46
Strongly Disagree	21	12.28
No Answer	3	1.75
Total	171	100

Question 17: In thinking of your experience as an employee of NAVFAC NW, you are sometimes directed to perform tasks that put the command at risk:

The question addressed whether respondents were directed to perform tasks that put the command at risk. Overall, 3.51 percent of respondents strongly agreed, 10.53 percent agreed, 15.79 percent neither agreed nor disagreed, 39.77 percent disagreed, 26.90 percent strongly disagreed, and 3.51 percent declined to respond (see Figure 18, and Table 17). In total, 24 of the 171 responses were favorable, 114 were unfavorable, and 27 were neutral. The responses indicated a strong negative perception that individuals are directed to perform tasks that put the command at risk.
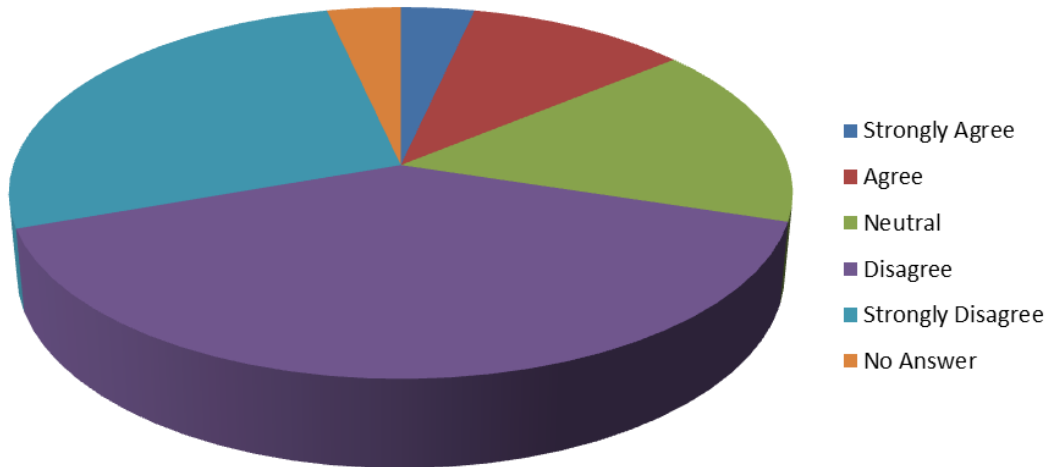
Figure 18.   Employee responses regarding whether individuals are sometimes directed to perform tasks that put NAVFAC NW at risk

Table 17.   Frequency and percentage of employee responses regarding whether individuals are sometimes directed to perform tasks that put NAVFAC NW at risk

Response	Frequency	Percent
Strongly Agree	6	3.51
Agree	18	10.53
Neutral	27	15.79
Disagree	68	39.77
Strongly Disagree	46	26.90
No Answer	6	3.51
Total	171	100

Question 18: In thinking of your experience as an employee of NAVFAC NW, the organization achieves a balance between cost, schedule and performance on its contracts:

The question addressed whether NAVFAC NW achieves a balance between cost, schedule, and performance on its contracts. Overall, 1.17 percent of respondents strongly agreed, 28.07 percent agreed, 35.09 percent neither agreed nor disagreed, 28.07 percent disagreed, 6.43 percent strongly disagreed, and 1.17 percent declined to respond (see Figure 19, and Table 18). A total of 50 of the 171 responses were favorable, 59 were unfavorable, and 60 were neutral. The responses indicated a neutral perception NAVFAC NW achieves a balance between cost, schedule and performance on its contracts.
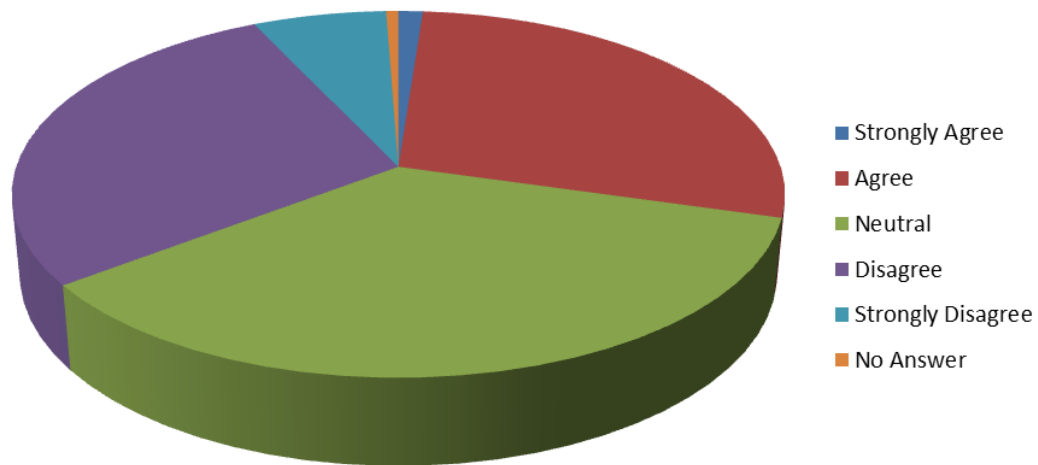
Figure 19. Employee responses regarding whether NAVFAC NW achieves a balance between cost, schedule and performance on its contracts

Table 18. Frequency and percentage of employee responses regarding whether NAVFAC NW achieves a balance between cost, schedule and performance on its contracts

Response	Frequency	Percent
Strongly Agree	2	1.17
Agree	48	28.07
Neutral	60	35.09
Disagree	48	28.07
Strongly Disagree	11	6.43
No Answer	1	1.17
Total	171	100

Question 19: Recall a successful NAVFAC project that you were involved with. What about that project do you think contributed to success?

The question engaged each respondent to recall a successful project they were involved with, and to identify contributing factors that could be attributed to project success. The question was designed to allow direct feedback from the respondents in an effort to identify characteristics that might be common among the most successful projects at NAVFAC NW. Overall the responses varied in level of detail, but a common set of contributing factors were identified based on the responses provided. The primary common characteristics for a successful project included teamwork and communication, the general expertise of all parties involved, acquisition planning, and effective management. The analysis of the responses to this question indicated that these primary common characteristics may not be isolated, but are often interrelated and can all contribute to a successful project.

Common Characteristic: Teamwork and Communication

The most common response for a successful project at NAVFAC NW was related to teamwork and communication. In many instances, respondents attributed the identification of a common understanding, or common set of goals in the early stages of a project. The successful projects at NAVFAC NW often included a commitment from key members (e.g., project managers, construction managers, acquisition, contractors), and willingness to participate in various stages of the project.

The use of post-award kickoff meetings, partnering meetings, and charrettes were generally sited as value added processes that contributed to project success by identifying potential issues early in the project, communicating common goals to various stakeholders, and defining expectations. The idea of a collaborative environment, and the ability to accept new ideas or processes was also attributed to individual project success.

Common Characteristic: Individual Expertise

The second most common response was that a successful project could be a function of the general expertise of all parties involved. Individual motivation was cited as a key contributing factor. General experience and knowledge with processes, policy,

and the like were also identified as contributing success factors. Other elements related to government workforce expertise were indicated, including having a good working relationship with other groups (e.g., acquisition and technical), a diverse workforce, the use of Subject Matter Experts (SMEs) at various stages, and the flexibility of the workforce to adapt to evolving requirements. Successful projects also contained an element of accountability, have little or no turnover, and a strong customer-service oriented mentality.

The expertise of the contracting workforce was also a strong indicator of project success. Generally, an experienced contractor with the right skillset for the particular project was a key for success. Successful projects included strong communication and teamwork with the government staff and/or external stakeholders. Trustworthiness, and a mutual agreement or understanding of contract expectations such as quality were also indicative of successful projects.

Common Characteristic: Acquisition Planning

A sound acquisition strategy was also a positive indicator on numerous responses to the question. A primary related topic regarding planning was identified, where generally successful projects often were planned up front, resulting in clear specifications, fewer unforeseen conditions and regulatory delays, and better overall communication. When acquisition planning was made a priority, goals were clearly articulated and understood among stakeholders. Additionally, projects that were allowed a realistic acquisition schedule were considered to be more successful based on the responses.

Specific acquisition planning topics were also addressed in the responses, including the ability to leverage the most efficient contract vehicle (e.g., using an Indefinite-Delivery Indefinite-Quantity contract versus full and open competition). Another topic addressed in multiple instances was that projects for which pre- and post-award functions were managed at the same office (e.g., PWD) generally involved fewer issues because the staff was more knowledgeable of post-award issues that were common to the office and could account for the issues earlier in the process. These responses

indicate a potential lack of communication or gap between the IPT handling some of the pre-award functions that are turned over to the field offices such as Public Works for post-award contract administration. Similarly, successful projects that involved the IPT in the pre-award stage and Public Works in the post-award stage involved early communication between both teams.

Common Characteristic: Strong Management

Finally, responses to the question indicate a common characteristic among successful projects at NAVFAC NW related to positive management influence. In successful projects, management was readily available and decisive when issues were present. Many responses indicated a limited bureaucracy, including enabling staff level employees to exercise more discretion with decision making and limited additional guidance that was not driven by regulation.

Successful projects also involved prioritization, acceptance of reasonable risk (e.g., environmental or acquisition), and providing an adequate staffing levels for a project. Effective recognition and incentives provided for employees also contributed to successful projects.

Question 20: Recall a failed or problematic NAVFAC project that you were involved with. What about the project could have contributed to failures or problems?

The question asked each respondent to recall a failed or problematic project, and to identify contributing factors for such failures or project. Like the previous question, the question was designed to allow direct feedback from the respondents in an effort to identify characteristics that might be common among failed or problematic projects at NAVFAC NW. Despite varying levels of detail in each response, a group of common characteristics were identified based on the responses. The primary common characteristics for the question included issues with process or regulatory constraints, a general lack of expertise of various parties involved, management related issues, and lack of teamwork and communication. Much like the previous question, the analysis of the responses indicated that many of the recurring problems are often interrelated and likely to negatively impact a project.

Common Characteristic: Process or Regulatory Constraints

The most recurring response to the question indicated issues with process or regulatory constraints that can negatively impact a project. Locally, within NAVFAC NW, schedule-related issues were a common theme. Examples included delays with various reviews and approvals internally such as acquisition approvals, or externally from external stakeholders such as regulators who may have self-serving interests and are not necessarily invested in the overall success of a project.

Other schedule issues cited included unrealistic project schedules at project initiation, which can negatively affect quality (e.g., technical subject matter experts not given adequate time to perform analysis). In some cases, the schedule requirements may override cost and quality consideration, which may negatively impact schedule in the long run and result in increased costs and administrative burden due to the increased complexity associated with meeting deadlines. Failed projects were also likely when executing contract actions at the end of the fiscal year, where the compressed schedule resulted in lower-quality specifications, poor decisions, cost increases, and schedule delays.

Acquisition related processes were also identified as a potential barrier to a successful project. Specifically, the approval processes were perceived to be too onerous and cumbersome, making it difficult to a maintain schedule based on the command's standard established scheduling metrics. While in many cases such reviews are driven by regulation or policy (e.g., higher level contracting officer reviews per Naval Facilities Acquisition Supplement [NFAS] requirements), but responses also indicated that certain document reviews may be a result of the contracting officer's discretion, which was perceived to be unnecessarily burdensome.

Common Characteristic: Lack of Expertise

The previous question related to characteristics of successful projects at NAVFAC indicated that general expertise of all parties involved with a project may have a significant impact on project success. Similarly, responses to this question indicated that lack of expertise for the individuals involved is a major contributing factor to

problematic of failed projects. In some cases, the competence of the workforce was not necessarily the key determinant for project failure, but rather a result of inadequate staffing levels. For example, at the PWD level it was noted that the workload often prevented employees from being fully engaged in contract administration, leading to contract modifications for additional time and/or money, poor quality, and customer dissatisfaction.

Survey responses also attributed individual traits as a barrier to success. Issues cited included lack of training, individual commitment, risk aversion, general work aversion and a focus on specific or individual duties rather than organizational goals. Specific examples included poorly written specification, government estimates, and technical analysis of contractor proposals. These issues often resulted in award delays and rework.

Pre-award planning was also noted as an issue that either did not receive the consideration required for success. Unwillingness to participate in acquisition planning, especially market research, often resulted in reduced quality. One example noted that source selection evaluation factors were not being developed adequately, resulting in difficulty defending protests, and numerous post-award issues such as not selecting qualified contractors, post-award disputes, requests for equitable adjustment (REA), claims, and lower overall customer satisfaction.

Responses also indicated a lack of expertise on behalf of customers and the contractors performing the projects. Issues cited included customers often failed to understand the contracting process, had trouble clearly defining requirements, and included extraneous requirements that were inadequately funded. Responses indicated that contractors were often overworked, inexperienced and, in some cases, unethical. The government staff indicated the inability to hold contractors accountable for poor performance.

Common Characteristic: Management Issues

Similar to the previous question, the survey responses indicated various managerial related issues that were considered determinant in the outcome of a project.

Responses related directly to the performance of managers included lack of overall support, indecisiveness, lack of clear expectations, and aversion to change. It was also indicated that decisions to move forward with a specific aspect of a project were based primarily on meeting deadlines at the expense of quality of cost considerations. A general trend was that certain groups may be understaffed for reasons such as hiring freezes and an onerous hiring process. Responses also indicated that the focus on schedule were not always supported by an adequate staff to keep up with managerial expectations.

Responses to the question also addressed issues related to the culture of NAVFAC NW. In multiple instances, it was noted that there are conflicting goals between the various departments within the organization (e.g., goals of the environmental group often conflict with the goals of the PWD). While conflicting goals are potentially unavoidable, responses suggested a need for more consistency for goal alignment based on statute, regulation and/or Navy policy.

Common Characteristic: Lack of Teamwork and Communication

In the previous question teamwork and communication were cited as a primary attribute of successful projects. Expectedly, responses to this question also indicated that lack of teamwork and communication were often present in problematic projects. Internally, problems stemmed from not involving SMEs early in the acquisition process. Problems also arose when groups or departments within the organization did not communicate effectively (e.g., communication with NAVFAC Headquarters). Similarly, an issue with the BMS was noted with regard to role delineation between the IPT and PWD: when issues arose, it was unclear which group or individual was responsible for addressing problems. Communication issues with contractors and customers was also noted to be an issue on problematic projects.

Question 21: Please elaborate on the questions above as you feel necessary.

This question allowed survey respondents to elaborate on any of the Likert scale questions or subjective response questions as necessary. The goal of the question was to obtain feedback about NAVFAC NW that was not specifically addressed in the question sets. In most cases, the feedback echoed or reinforced the thoughts and attitudes

expressed in the previous survey questions. However; some responses highlighted cultural characteristics that were not previously identified. The analysis of the responses to this question focused primarily on new cultural characteristics or ideas that were not previously discussed or with minimal detail.

Although some of the ideas or attitudes overlap areas for improvement previously discussed, a primary theme or trend emerged regarding responses to this question related to the organizational culture of NAVFAC NW. Responses ranged from general suggestions for improvement to highlighting organizational characteristics such as goal misalignment within the command. A general feeling regarding the structure of the workforce is the department structure is too compartmentalized, which inhibits communication. The responses indicated the structure is bureaucratic and institutionalized, and noted that it appears that resources are not shared or aligned between departments, which results in lost efficiency, waste, or duplication of effort.

A general feeling from responses was that NAVFAC NW is too risk averse as a command. Reasons cited included a general culture of looking for roadblocks rather than innovative solutions, lack of synergy, cohesion, and morale. A root cause for such risk aversion may be a fear of reprimand, or it may be not having enough strong leaders who are willing to lead by example.

Additionally, in many cases it was noted that goals are not the same within the organization, particularly between NAVFAC NW headquarters level (e.g., IPT, management), and the installation level (e.g., PWD). For example, while the installation level workforce is primarily responsible for contract administration, the NAVFAC NW headquarters level has responsibilities or goals that may conflict with contract administration and execution such as working with regulators. In many cases, the general PWD level employees noted a lack of confidence with NAVFAC NW headquarters, noting a lack of support and goals that conflict with the Navy's mission. Such hindrances may result in stagnant decision making, longer lead times, delayed contract execution and inferior products or services.

Question 22: Please provide feedback as to how the organization can become more efficient or innovative.

The question allowed respondents to provide ideas or suggestions for NAVFAC NW to become more efficient or innovative in its operations. The previous questions addressed potential root causes or systemic characteristics that affected the agency. The analysis of the question focused on practical examples or suggestions that could be applied to increase the effectiveness of NAVFAC NW. Many of the same recurring themes were identified as potential areas for improvement, but an analysis of the responses resulted in some ideas that could be implemented or undertaken by the command to increase efficiency and innovation within the command.

Ideas for Improvement: Interdepartmental Recurring Meetings to Increase Communication

Responses indicated the need for developing better communication among the business lines, support lines, and the PWDs. One suggestion was to hold recurring (e.g., quarterly, bi-annually) meetings between different departments (e.g., Acquisition, Capital Improvements, and the PWD) to create better lines of communication and create a bridge for sharing process efficiencies and develop more standardized processes. Meetings would help understand what drives daily operations among the other groups and the common issues, allowing the NAVFAC NW headquarters staff to focus more on the support of the staff at the installation level, and to allow the installation level employees to gain a better understanding of the operational constraints on the higher visibility projects at the NAVFAC NW headquarters level. Recurring meetings would also allow each group to focus on collaboration and avoid the pitfalls of an "us versus them" mentality and foster a common understanding among various departments.

Ideas for Improvement: Organizational Analysis

Daily operational constraints appear to inhibit effectiveness in most groups within the organization. Many responses indicated that NAVFAC NW has the opportunity to increase efficiency by eliminating unnecessary layers of review or procedures that are not driven by a regulation or policy. While complying with federal regulation such as the

FAR is critical, the workforce noted that there may be too many internal controls or self-imposed policies that may affect quality without providing added benefit to the command or the customer. Another area of redundancy or potential waste is in the areas of internal reporting and/ or data calls. For example, it was noted that the management of contract execution and schedule may be overly scrutinized which can divert attention to quality and customer satisfaction.

It was also noted that process improvements were difficult to implement, or when implemented, a lack of thorough analysis is performed. Rather than assessing a root cause and designing and implementing a solution, it appears that fixes are executed without performing a root-cause analysis to implement the best fix. For example, process changes or implementations to systems like Contracting Officers Representative Tool (CORT), Defense Travel System (DTS), Wide Area Workflow (WAWF), Total Workforce Management System (TWMS), Naval Installation Restoration Information Solution (NIRIS), etc., often appear to have been implemented without analyzing for efficiency or added value.

The responses clearly indicate that areas for improvement exist to eliminate unnecessary procedures, reviews, and internal reporting. Based on the perceived inefficiencies, it is noted that an organizational analysis at every level may be a useful exercise to eliminate potential waste and divert time and energy to meet the command's core goals and satisfy customer requirements.

Ideas for Improvement: Training Opportunities

Finally, a potential idea for improvement focused on training. With regard to goals, it was noted that employees are unclear on organizational goals and that goals could be better communicated. The idea of setting or refining, and communicating goals to every department may better align the commands overarching goals with departmental goals. Training focused on goal alignment may be beneficial to reinforce the importance of the command's goals to the workforce and promote a more unified culture committed to meeting goals.

Other areas for improvement related to training involved cross training groups from different departments (e.g., Capital Improvements cross-trained at PWD). The added experience or understanding of a different department may facilitate more efficient communication and problem solving across business lines. Cross-training may also enable management to absorb workload fluctuations by staffing groups adequately based on demand. It may also provide valuable skills and understanding between groups to enhance efficiency within the organization.

2.   NAVFAC NW Customer Surveys

The NAVFAC NW customer survey was administered to 31 of the primary customers who receive the services performed by NAVFAC NW. In total, eight responses were received. Responses to the Likert scale questions are highlighted in Figure 20. The Likert scale and short-answer questions and responses are summarized further in this section.

QUESTION	STRONGLY AGREE	AGREE	NEUTRAL	DISAGREE	STRONGLY DISAGREE
In thinking of your most recent experience with NAVFAC NW, the organization's response to your needs was efficient	0.00%	12.50%	37.50%	37.50%	12.50%
In thinking of your most recent experience with NAVFAC NW, the organization's response to your needs was innovative	0.00%	37.50%	12.50%	37.50%	12.50%
In thinking of your most recent experience with NAVFAC NW, the organization's response to your needs provided	12.50%	25.00%	25.00%	25.00%	12.50%
In thinking of your most recent experience with NAVFAC NW, the organization delivered quality products and/or services	12.50%	50.00%	25.00%	0.00%	12.50%
In thinking of your most recent experience with NAVFAC NW, the organization delivered timely products and/or services	0.00%	12.50%	12.50%	62.50%	12.50%
In thinking of your most recent experience with NAVFAC NW, the organization delivered cost effective products	0.00%	37.50%	25.00%	12.50%	25.00%
NW, the organization took responsibility for its decisions and actions	12.50%	37.50%	37.50%	0.00%	12.50%
In thinking of your most recent experience with NAVFAC NW, the organization promoted a culture of safety	12.50%	50.00%	25.00%	0.00%	12.50%
In thinking of your most recent experience with NAVFAC NW, the organization incorporated healthy communications and was transparent in its business operations	0.00%	12.50%	25.00%	50.00%	12.50%
In thinking of your most recent experience with NAVFAC NW, the organization took ownership; was action oriented and accountable	0.00%	25.00%	50.00%	12.50%	12.50%

Figure 20.   NAVFAC NW customer survey responses to Likert Scale questions

Question 1: In thinking of your most recent experience with NAVFAC NW, the organization's response to your needs was efficient:

The question addresses how efficient NAVFAC NW is at responding to the customer's needs. In summary, 37.5 percent of respondents disagreed that the organization was efficient, 37.5 percent neither agreed nor disagreed, 12.5 percent strongly disagreed that the organization was efficient and 12.5 percent agreed that the organization was efficient in meeting their needs (see Figure 21, and Table 19). Overall, four of the eight responses were unfavorable, whereas one was favorable, indicating the existence of a perception of organizational inefficiency.

Figure 21.   Customer responses regarding whether NAVFAC NW's response to their needs was efficient

Table 19.   Frequency and percentage of customer responses regarding whether NAVFAC NW's response to their needs was efficient

Response	Frequency	Percent
Strongly Agree	0	0
Agree	1	12.5
Neutral	3	37.5
Disagree	3	37.5
Strongly Disagree	1	12.5
Total	8	100

Question 2: In thinking of your most recent experience with NAVFAC NW, the organization's response to your needs was innovative:

The question pertains to how innovative NAVFAC NW is at responding to the customer's needs. In summary, 37.5 percent of respondents disagreed that the organization was innovative, 37.5 percent agreed that the organization was innovative, 12. 5 percent neither agreed nor disagreed and 12.5 percent strongly disagreed (see Figure 22, and Table 20). Four of the eight responses were unfavorable and three were favorable, indicating some customer perception that the organization lacks innovation.
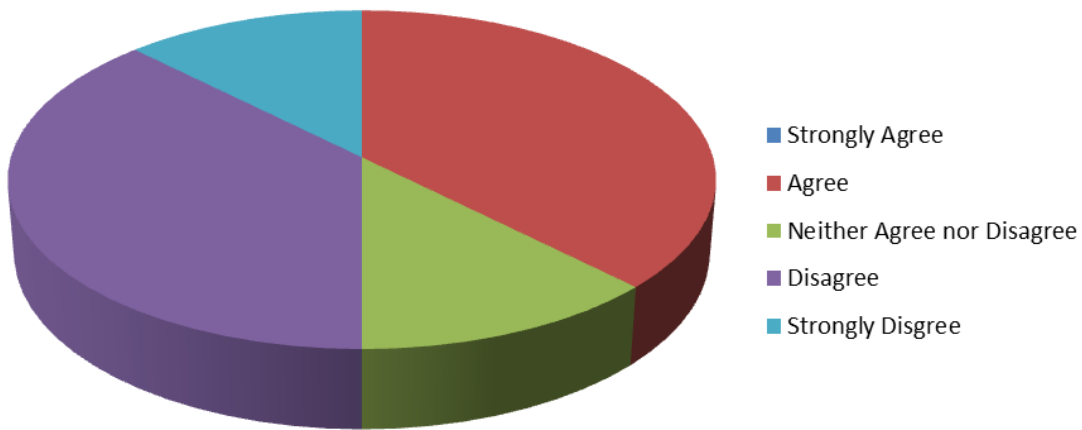
Figure 22.   Customer responses regarding whether NAVFAC NW's response to their needs was innovative.

Table 20.   Frequency and percentage of customer responses regarding whether NAVFAC NW's response to their needs was innovative.

Response	Frequency	Percent
Strongly Agree	0	0
Agree	3	37.5
Neutral	1	12.5
Disagree	3	37.5
Strongly Disagree	1	12.5
Total	8	100

Question 3: In thinking of your most recent experience with NAVFAC NW, the organization's response to your needs provided a solution:

The question relates to NAVFAC NW's ability at providing solutions when responding to the customer's needs. In summary, 25 percent of respondents disagreed that the organization provided solutions, 25 percent agreed, 25 percent neither agreed nor disagreed and 12.5 percent strongly disagreed as did strongly agreed (see Figure 23, and Table 21). The mix of responses was equal; three of the eight responses were unfavorable and three were favorable; indicating a neutral perception exists in regard to the organization's ability to provide solutions to the customer's needs.
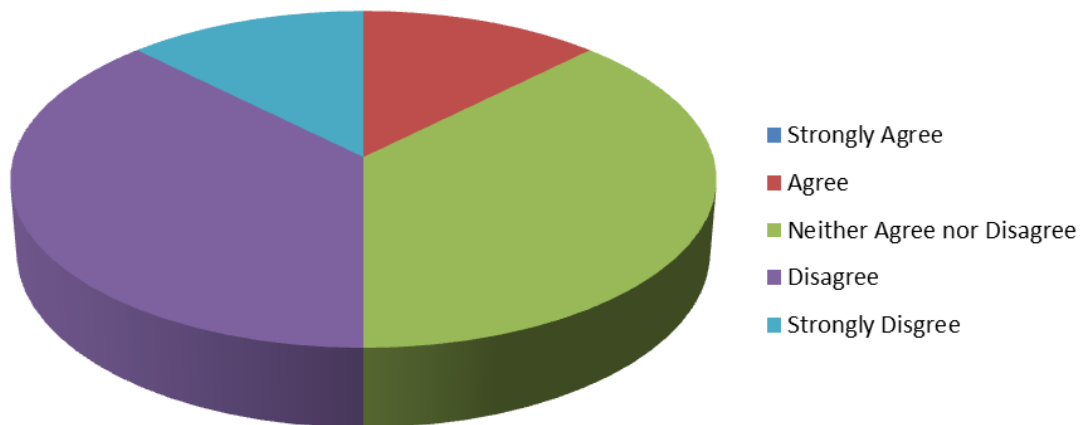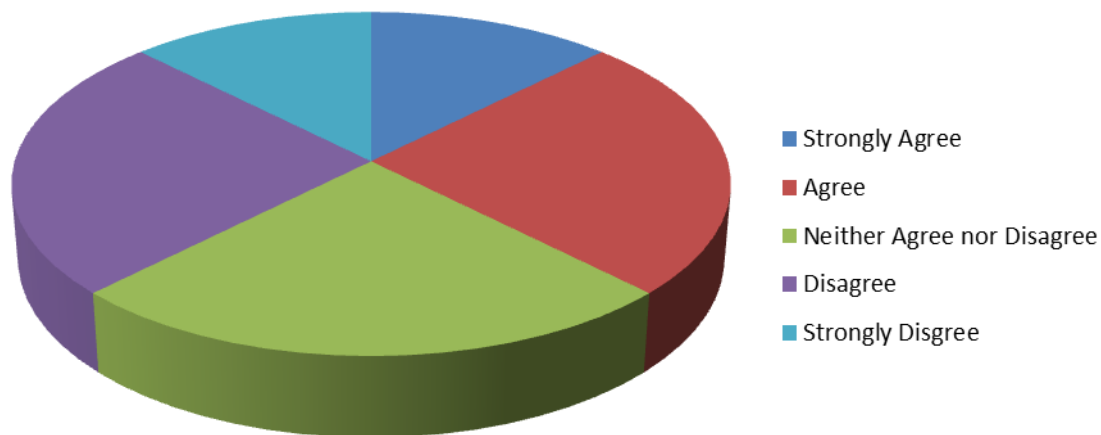
Figure 23.   Customer responses regarding whether NAVFAC NW's response to their needs provided a solution

Table 21.   Frequency and percentage of customer responses regarding whether NAVFAC NW's response to their needs provided a solution

Response	Frequency	Percent
Strongly Agree	1	12.5
Agree	2	25.0
Neutral	2	25.0
Disagree	2	25.0
Strongly Disagree	1	12.5
Total	8	100

Question 4: In thinking of your most recent experience with NAVFAC NW, the organization delivered quality products and/or services:

The question addresses NAVFAC NW's delivering of quality products and/or services. In summary, 50 percent of respondents agreed that the organization delivered quality products and/or services, 25 percent neither agreed nor disagreed and 12.5 percent strongly disagreed as did strongly agreed (see Figure 24, and Table 22). Five of the eight responses were favorable and just one was unfavorable; indicating a strong customer perception that the organization delivers quality products and/or services.

Figure 24.   Customer responses regarding whether NAVFAC NW delivered
quality products and/or services

Table 22.   Frequency and percentage of customer responses regarding
whether NAVFAC NW delivered quality products and/or
services

Response	Frequency	Percent
Strongly Agree	1	12.5
Agree	4	50.0
Neutral	2	25.0
Disagree	0	0
Strongly Disagree	1	12.5
Total	8	100

Question 5: In thinking of your most recent experience with NAVFAC NW, the organization delivered timely products and/or services:

The question focuses on NAVFAC NW's delivering of timely products and/or services. In summary, 62.5 percent of respondents disagreed that the organization delivered timely products and/or services, 12.5 percent neither agreed nor disagreed, 12.5 percent agreed and 12.5 percent strongly disagreed (see Figure 25, and Table 23). Six of the eight responses were unfavorable and just one was favorable; indicating a strong customer perception that the organization fails at delivering timely products and/or services.

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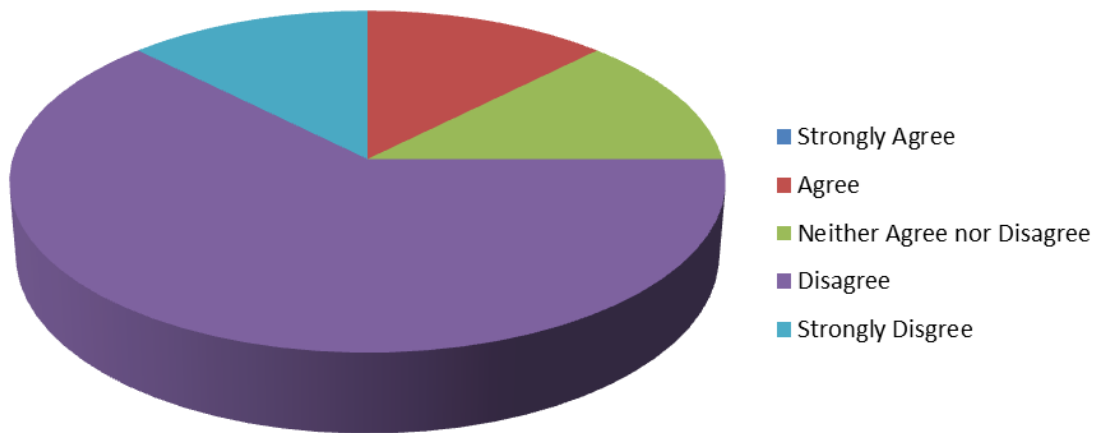
Figure 25.   Customer responses regarding whether NAVFAC NW delivered timely products and/or services

Table 23.   Frequency and percentage of customer responses regarding whether NAVFAC NW delivered timely products and/or services

Response	Frequency	Percent
Strongly Agree	0	0
Agree	1	12.5
Neutral	1	12.5
Disagree	5	62.5
Strongly Disagree	1	12.5
Total	8	100

Question 6: In thinking of your most recent experience with NAVFAC NW, the organization delivered cost effective products and/or services:

The question assesses NAVFAC NW's delivering of cost effective products and/or services. In summary, 37.5 percent of respondents agreed that the organization delivered cost effective products and/or services, 25 percent neither agreed nor disagreed, 25 percent strongly disagreed and 12.5 percent disagreed (see Figure 26, and Table 24). Three of the eight responses were unfavorable and three were favorable; however, of the three unfavorable responses, two were "strongly" disagree. The mixed response indicates a neutral perception to a slight negative perception that the organization does not deliver cost effective products and/or services.
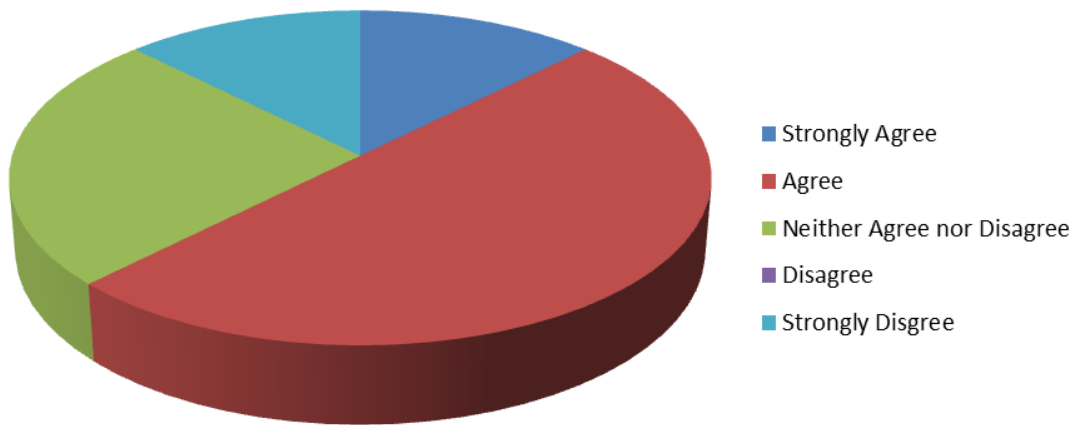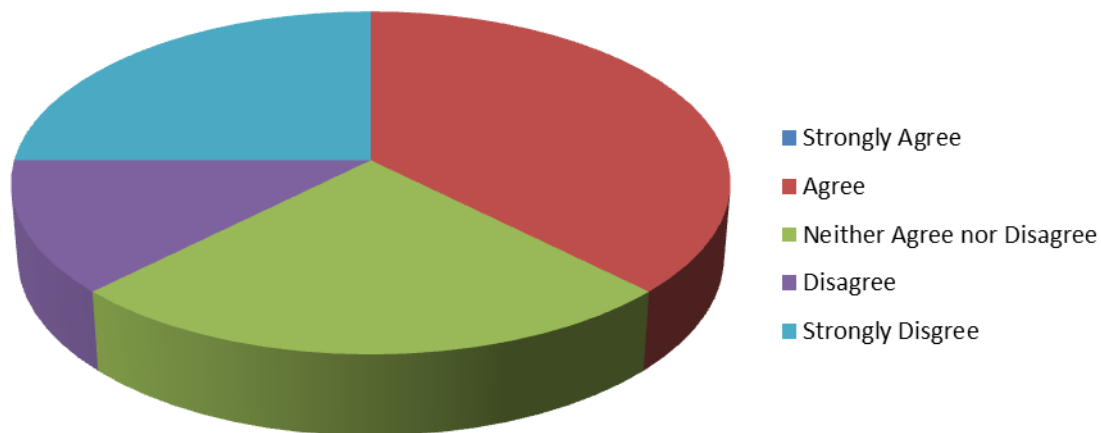
Figure 26.   Customer responses regarding whether NAVFAC NW delivered cost effective products and/or services

Table 24.   Frequency and percentage of customer responses regarding whether NAVFAC NW delivered cost effective products and/or services

Response	Frequency	Percent
Strongly Agree	0	0
Agree	3	37.5
Neutral	2	25.0
Disagree	1	12.5
Strongly Disagree	2	25.0
Total	8	100

Question 7: In thinking of your most recent experience with NAVFAC NW, the organization took responsibility for its decisions and actions:

The question addresses NAVFAC NW's taking responsibility for its decisions and actions. In summary, 37.5 percent of respondents agreed that the organization took responsibility for its decisions and actions, 37.5 percent neither agreed nor disagreed, 12.5 percent strongly agreed and 12.5 percent strongly disagreed (see Figure 27, and Table 25). Four of the eight responses were favorable to just one unfavorable; indicating a strong customer perception that the organization does take responsibility for its decisions and actions.
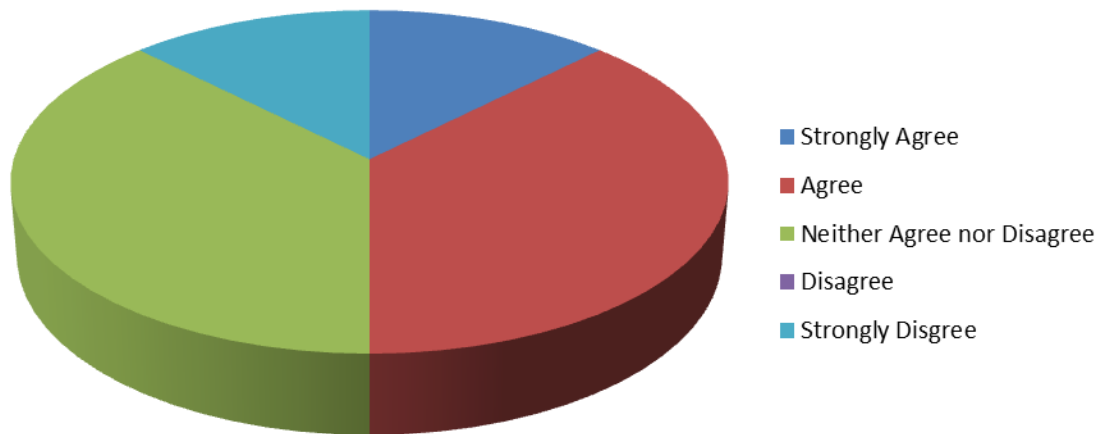
Figure 27.   Customer responses regarding whether NAVFAC NW took responsibility for its decisions and actions

Table 25.   Frequency and percentage of customer responses regarding whether NAVFAC NW took responsibility for its decisions and actions

Response	Frequency	Percent
Strongly Agree	1	12.5
Agree	3	37.5
Neutral	3	37.5
Disagree	0	0
Strongly Disagree	1	12.5
Total	8	100

Question 8: In thinking of your most recent experience with NAVFAC NW, the organization promoted a culture of safety:

The question pertains to NAVFAC NW's promoting a culture of safety. In summary, 50 percent of respondents agreed that the organization promoted a culture of safety, 25 percent neither agreed nor disagreed, 12.5 percent strongly agreed and 12.5 percent strongly disagreed (see Figure 28, and Table 26). Five of the eight responses were favorable to just one unfavorable; indicating a strong customer perception that the organization does promote a culture of safety.
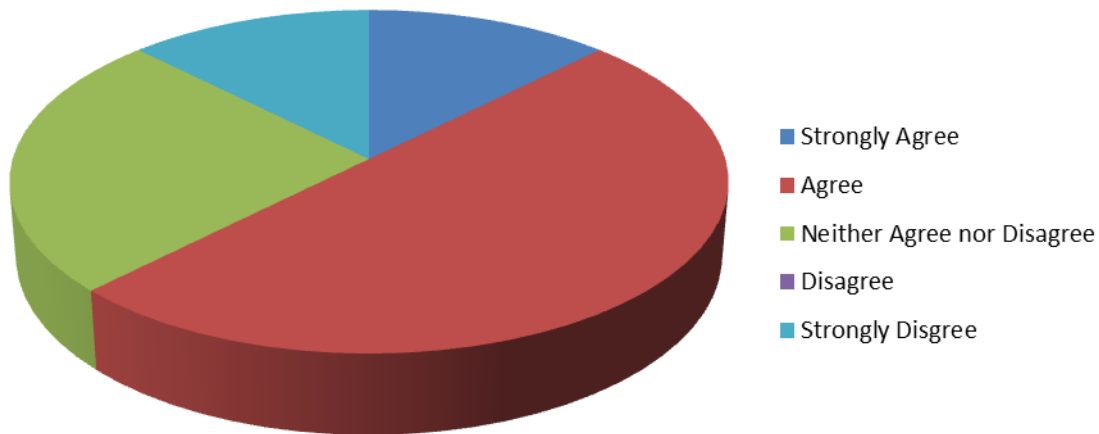
Figure 28.   Customer responses regarding whether NAVFAC NW promoted a culture of safety

Table 26.   Frequency and percentage of customer responses regarding whether NAVFAC NW promoted a culture of safety

Response	Frequency	Percent
Strongly Agree	1	12.5
Agree	4	50.0
Neutral	2	25.0
Disagree	0	0
Strongly Disagree	1	12.5
Total	8	100

Question 9: In thinking of your most recent experience with NAVFAC NW, the organization incorporated healthy communications and was transparent in its business operations:

The question relates to NAVFAC NW's incorporating healthy communications and transparency in its business operations. In summary, 50 percent of respondents disagreed that the organization incorporated healthy communications and was transparent in its business operations, 25 percent neither agreed nor disagreed, 12.5 percent agreed and 12.5 percent strongly disagreed (see Figure 29, and Table 27). Five of the eight responses were unfavorable to just one favorable; indicating a strong customer perception that the organization does not incorporate healthy communications and is transparent in its business operations.
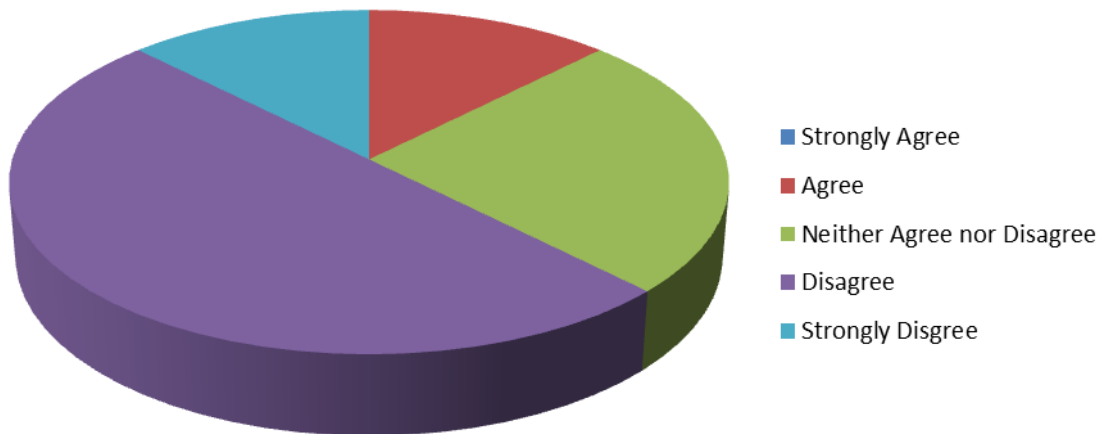
Figure 29. Customer responses regarding whether NAVFAC NW incorporated healthy communications and was transparent in its business operations

Table 27. Frequency and percentage of customer responses regarding whether NAVFAC NW incorporated healthy communications and was transparent in its business operations

Response	Frequency	Percent
Strongly Agree	0	0
Agree	1	12.5
Neutral	2	25.0
Disagree	4	50.0
Strongly Disagree	1	12.5
Total	8	100

Question 10: In thinking of your most recent experience with NAVFAC NW, the organization took ownership; was action oriented and accountable:

The question focuses on NAVFAC NW taking ownership, being action oriented and accountable. In summary, 50 percent of respondents neither agreed nor disagreed that the organization took ownership, was action oriented and accountable, 25 percent agreed, 12.5 percent disagreed and 12.5 percent strongly disagreed (see Figure 30, and Table 28). Four of the eight responses were neutral, two unfavorable and two favorable; indicating a neutral customer perception that the organization takes ownership, is action oriented and accountable.

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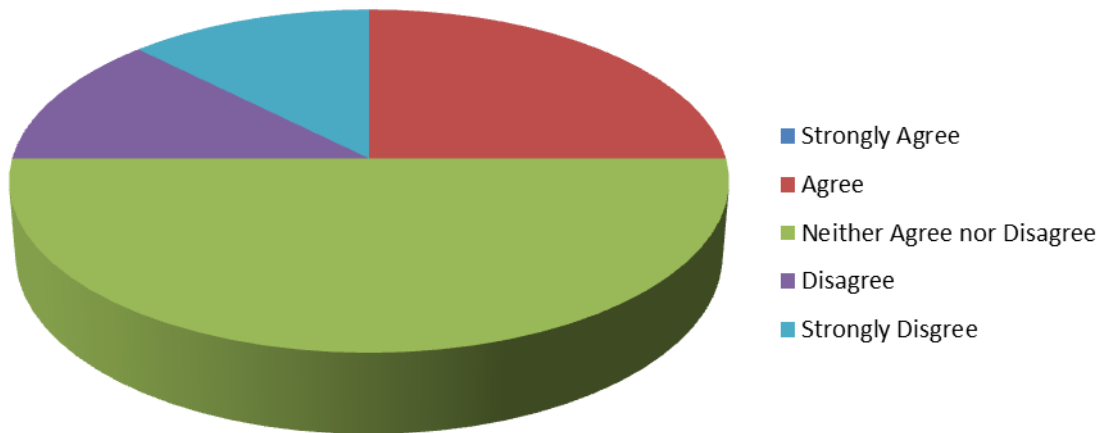
Figure 30. Customer responses regarding whether NAVFAC NW took ownership; was action oriented and accountable

Table 28. Frequency and percentage of customer responses regarding whether NAVFAC NW took ownership; was action oriented and accountable

Response	Frequency	Percent
Strongly Agree	0	0
Agree	2	25.0
Neutral	4	50.0
Disagree	1	12.5
Strongly Disagree	1	12.5
Total	8	100

Question 11: Do you have any suggestions for improvement?

The question focus area is on recommendations or ideas for improvement from a customer perspective. The question was designed to allow direct feedback from customers in an effort to identify improvement suggestions. The responses varied in detail but a few common reoccurring themes surfaced. The primary common suggestions for improvement included timely/efficient acquisition processes and better communications. The analysis of the responses to this question indicated that these recommendations may not be isolated, but are often reoccurring.

Common Characteristic: Timeliness/Efficiency

The most common response was related to timeliness and efficiency. In several instances, respondents suggested more streamlined acquisition processes for routine acquisitions, in particular contract modifications. A common theme was that the NAVFAC process works but takes too long. One recommendation was made for NAVFAC could to share its processes with the customer who may benefit as well as both parties are typically on parallel paths.

Common Characteristic: Better Communication

A second reoccurring response was related to communication. Several customers responded that the NAVFAC NW organization communication process is inconsistent from one location to another. Also, responses indicated a perceived lack of partnering with the customer as a result of poor communication. Lastly, a customer commented that nine out of ten problems encountered typically could be avoided if NAVFAC would listen to the customer's staff early in the project.

Question 12: When you hear the NAVFAC NW name, what main idea comes to mind?

The question focus area is on the reputation associated with the organization. The question was intended to allow feedback from customers to identify their thoughts on the NAVFAC brand name. The responses were mixed but the principal replies were slow and inefficiency; however, a second reoccurring response did recognize that the organization is made up of good people but are working in a cumbersome system.

Common Characteristic: Slow/Inefficiency

The most common idea that came to customer's minds when they heard the NAVFAC NW name was slow and inefficient. Several respondents used words like "cumbersome" and "bureaucratic" to describe their idea of the organization. A shared common response was that the organization was slow, not dependable and not efficient.

Common Characteristic: Good People

A second common idea that came to customer's minds when they heard the NAVFAC NW name was good people. It was commented that organization is made up of good people with good intentions but are working in a cumbersome system. Also, a customer noted that the NAVFAC people try hard to meet the customer's needs and generally find ways to get things done but are working within the framework of a fairly formidable bureaucracy.

Question 13: What does your organization want most from NAVFAC NW?

The question emphasis is on determining the customer's most significant needs. The question was aimed at gathering viewpoints directly from the customer to identify their wants from NAVFAC NW. The chief want from customers was for timely and efficient processing of their requirements. A second common theme was that of communicating, which encompassed partnering, transparency, consistency and early notification of problems.

Common Characteristic: Timeliness/Efficiency

The most reoccurring response was related to timeliness and efficiency. One customer stated: "Responsiveness to executing requirements—not requiring extensive preplanning to out year execution" while another response was stated as: "Timely processing of customer requirements." One customer wanted timely and predictable delivery of services. Lastly, a customer's need was to have their contracts award in a timely manner or at a minimum have an anticipated award date.

Common Characteristic: Better Communication

A second common response was related to communication. Several customers responded that what they want most from NAVFAC NW is communication. The responses ranged from wants such as partnering, transparency and consistency. One customer responded that they wanted early notification if a contract is not going to be awarded, not at the last month of the fiscal year.

Question 14: Recall a successful NAVFAC project that you were involved with. What about that project do you think contributed to success?

The question attention area is on what factors the customer considers as contributing to a successful NAVFAC project. The question was proposed so as to allow customers to identify their opinions on what contributes to a successful project. The most common characteristic was overwhelmingly one sided and was focused on communications.

Common Characteristic: Communications

The majority response from customers in regard to what contributes to a project's success was communications. Comments ranged in detail but the underlying theme constantly led back to communications. One customer noted that the project's status was continuously passed on while another commented that communications were always ongoing between all of the involved parties from NAVFAC to the customer and other stakeholders. Other customers simply noted "open communications" or "constant communications." Lastly, one customer made the statement that communications always contributes to their success.

Question 15: Recall a failed or problematic NAVFAC project that you were involved with. What about that project could have contributed to failures or problems?

The question focus area is on what contributes to failures or problems of a project from a customer perspective. The question was designed to allow direct feedback from customers in an effort to identify contributing factors of failed or problematic projects. As was true for question number 14 above, the majority response dealt with communications. From a customer perspective, the gap between a successful project and a failed or problematic project is easily identifiable, communications.

Common Characteristic: Communications

The popular answer from customers in regard to what contributes to a project's failure or problems was communications. Comments to the question were for the most part of the same thought and idea. One customer complained that the lack of communication and lack of partnership with the customer combined with the lack of

process management within NAVFAC causes most of the projects to become very expensive. Another customer responded that projects fail as result of a lack of communication between the customer and NAVFAC. Another comment was that failure is usually the result of poor communications of project issues and that the project manager is typically unaware of them. Sadly, one customer conceded that they simply had to give up on a project that NAVFAC wanted to proceed with even though the customer had tried communicated that it was not ready for procurement.

Question 16: Please elaborate on the questions above as you feel necessary.

The question was intended to allow customers a sort of "one last chance" to provide any explanation of their previous comments. No reoccurring theme was noted in the responses. The comments ranged from communications to understaffing to inefficiency. One customer noted that "project execution relies too heavily upon informal communication, to the point that if the informal communication doesn't happen, the project often goes off track." Another comment provided was that "the FM function appears to be understaffed and the ability to execute work is limited." While another customer noted that NAVFAC "is not efficient, plain and simple." A positive response was given that stated NAVFAC has gotten better in the last two years; however, there is still room for improvement.

V. CONCLUSIONS AND RECOMMENDATIONS

Chapter V provides a SWOT analysis, a summary of findings to both the subsidiary and primary research questions, offers recommendations to the organization and also contributes some ideas for further research. The study of NAVFAC NW provides a stimulating look at the difficulties of achieving goal alignment within a public sector organization while trying to adequately satisfy competing and collaborating interests among internal and external stakeholders. The purpose of the study is to draw conclusions about the extent of goal achievement at NAVFAC NW, with the goal of assessing the extent to which NAVFAC NW is achieving its goals, and whether the command is well-postured to achieve its mission.

A. SWOT ANALYSIS

For long term success, an organization's plan must consider all of its parts and how they fit together. A SWOT examination of the business can assist in clarifying the mission and in turn lead to long term objectives (Rigos, 2006). The ease of and insight from a SWOT analysis has made it very popular for both private and public organizations. The chief argument against the SWOT analysis is that it is too dependent on subjective conclusions, that objective measurement is nearly impossible (Hindle, 2009). However, a main benefit is in the actual development of the analysis, it forces planners to look at strategy.

1. Strengths

A look at strengths requires an assessment of the areas where the organization enjoys an advantage (Rigos, 2006). It assesses the state of the company. The evaluation of strengths helps answer the question: what factors enhance the organization's ability to achieve its objectives? Strengths are of an internal origin.

- According to the Fiscal Year 2013–2016 NAVFAC Strategic Plan, NAVFAC's people are dedicated and committed to the organization's

mission. Extensive expertise ranges from architects and engineers to journeyman builders. The workforce is highly capable and diverse (2013).

- NAVFAC's reputation, presence and reach is wide-ranging. NAVFAC is well known around the world for managing the design and construction of United States Navy shore facilities. NAVFAC provides the Navy with the support and bases they need when they are not out at sea (2015). NAVFAC also deploys Contingency Engineer Response Teams (CERTs) to worldwide locations to help installations respond to disasters such as earthquakes or tsunamis.

- NAVFAC is well experienced and knowledgeable in facilities engineering solutions. For 170 years NAVFAC has aided the Navy and Marine Corps. According to the NAVFAC FY 2013–2016 Strategic Plan: "NAVFAC's unique combination of skill sets define our contribution to our Nation's defense." (2013, p. 3)

- NAVFAC has a well-established set of standard operating procedures to guide daily business operations called the Business Management System (BMS). The BMS was implemented via NAVFAC Instruction 5200.38 (2006), which established a structured process for maintaining standard business practices. The BMS links high value work processes to applicable laws, policies, forms, and other information, and provides ready access to the primary work processes of each Business Line, Support Line, and Functional Area of the NAVFAC organization (2015). The BMS was implemented using an iterative system for maintaining and overseeing standard processes including controlled process changes, internal process audits, and management oversight (Department of Navy, 2006). The iterative maintenance process allows flexibility to adapt to evolving requirements and quickly implement process improvements. A key feature of the iterative update process is enabling every employee to submit a Corrective Action Report (CAR) for suggested process improvements.

- Quality products are another factor that should be included in the organization's portfolio of strengths. The quality of NAVFAC NW products increases the organization's capacity to achieve its focus area of enabling the warfighter. Survey responses from both an employee and customer perspective support this finding. When asked if NAVFAC NW delivers quality products and/or services, over 65 percent of employee responses were favorable and nearly 63 percent of customer responses were favorable as well.

2. Weaknesses

Weaknesses are the opposite of strengths. The survey of weaknesses looks at areas where the organization is at a disadvantage (Rigos, 2006). Weaknesses already exist. The evaluation of weaknesses helps answer the question: what factors inhibit the organization's ability to achieve its objectives? Weaknesses are of an internal origin (Rigos, 2006).

- As talented and committed as the NAVFAC workforce is they cannot overcompensate for the understaffing problem. Based on data obtained from the NAVFAC NW Asset Management office, the organization faces a 17.9 percent vacancy rate; of the 1,042 approved civilian billets, 186 are unfilled. The vacancy rate is reduced to 14.3 percent when NAVFAC NW employees working overseas with return rights are factored into the equation. The command has set an aggressive goal to reduce the vacancy rate even further to 8.6 percent by the end of FY 2015. The recovery from sequestration and furloughs has begun and the organization has been working hard to fill the vacancies; however, the recovery process has been slow. Productivity and quality suffer when not enough people are available to perform the work effectively. *According to Human Resources Management* by Patricia Buhler, Ph.D., who is a professor and specializes in management issues: "Human resource planning assists the organization in meetings it strategic objectives. By projecting the firm's human

resource needs, the appropriate people can be identified, hired, promoted, transferred, and/or trained. As a result, the right people will be in the right job at the right time." (2002, p. 75)

- NAVFAC information technology is not evolved. NAVFAC employs numerous different systems; many are old and antiquated, sometimes the systems mesh together other times they do not. Training is lacking on the various systems.

- Communication was the number one inadequacy noted in the customer survey. Communications appear to be ad hoc and rarely articulate vision. There is not a business line champion to promote and coordinate who the work interfaces with. In a time where information is crucial, organizations must maintain open lines of communication both upwards and downwards as well as across with various stakeholders.

- After communication, timeliness was the second most noted shortcoming found in the customer survey. A total of 75 percent of customer responses regarding whether NAVFAC NW delivered timely products and/or services were unfavorable. Indeed, when asked what comes to mind when hearing the NAVFAC NW name, one customer's response was slow and progressing requirements to award in a timely manner is not efficient; that too many projects fall behind schedule even when ample time is allotted. The weakness of untimeliness is a flaw in the organization that increases the risk of failing to achieve its goals.

3. Opportunities

Opportunities are external features and are focused on the organizations future performance (Rigos, 2006). The assessment of opportunities includes comparing the organization's position to the external environment. Opportunities exist just on the horizon (Rigos, 2006).

- NAVFAC exists to serve its supported commanders (2013). The NAVFAC NW client list is impressive; however, opportunities always exist to forge stronger partnerships. NAVFAC NW's future success will depend on establishing and nurturing these partnerships with its clients. The organization has taken a step in the right direction with regard to partnering with the clients. A customer feedback initiative was recently implemented by the NAVFAC NW Operations Department. The quarterly feedback request will be solicited to obtain customer's opinions on how NAVFAC NW is doing in the areas of timeliness, communications, cost, and quality.

- While NAVFAC's reach and presence is wide-ranging; are there other DOD markets available? Are there areas where NAVFAC can build new partnerships?

- NAVFAC serves the interest of various external stakeholders. Major stakeholders include OPNAV, CNIC, communities, redevelopment agencies, regulatory agencies. Currently there is no official guidance or process for stakeholder management within NAVFAC. NAVFAC Instruction 11013.40A (2004) promulgates policy for partnering on all NAVFAC construction and Facilities Support Contracting (FSC) service contracts. The partnering policy focuses on a "shared culture" between two or more organizations to achieve common goals and client success. The policy establishes three levels of partnering based on the unique characteristics of the project, and requires a commitment of all parties in the form of a signed Partnering Charter after contract award (Department of Navy, 2004). An opportunity may exist to expand the scope of this policy to contracts other than construction and FSC, such as Architect-Engineering contracts and Utility Services contracts.

- A second opportunity related to the current partnering policy may exist regarding stakeholder management and assessment. While the established partnering processes foster a positive working relationship between the

contractor, government, and installation, the primary focus is on post-award contract administration. There is currently not a standardized policy or process to assess pre-award stakeholder management with regard to key external stakeholders such as communities, regulatory agencies. With the increasing complexity of acquisitions and the varying degree of involvement from various stakeholders, a structured stakeholder assessment at the conception of a project may prove beneficial to meeting goals of all stakeholders involved in each project.

- Unwarranted aversion to risk was another area determined to be a possibility for improving future performance. Department of Navy level FAR and DFARS interpretation could be breeding a risk adverse culture that stifles innovation and hurts the organization's competiveness. Employee responses were relatively neutral regarding whether the acquisition workforce at NAVFAC NW are too risk averse; however, when asked if the organization exposes itself to unnecessary risk, the general consensus among employees (almost 64 percent) was either to disagree or to strongly disagree. Based on employee survey comments, an atmosphere of looking for problems rather than solutions coupled with the threat of reproof may be the underlying cause.

4. Threats

Threats are external factors that can arise out of the organizations environment (Rigos, 2006). Attention is given to the critical issues facing the organization. The assessment of threats looks at which external factors are likely to negatively affect future performance (Rigos, 2006).

- Budget uncertainty will continue to present challenges to the organization's planning efforts. The shore infrastructure budget is considered fungible and under sequestration is typically one of the first items to get cut. The probability of an all-inclusive agreement to remove the sequestration limitations is small. Even if some form of an agreement

is reached, the DOD will most likely be required to recalculate their spend plan. Continuing resolutions, sequestration, furloughs, etc., have become a budgetary reality. It is the uncertainty that is the threat.

▪ The surge of retirement eligible employees that started two years ago may continue to cause inadequate staffing levels. According to a Government Accountability Office report conducted in 2013, estimates showed that 30 percent of the federal workforce would be eligible to retire in the next three years. Many of these "baby boomers" hung on to their jobs to get through the past recession (Liberto, 2013). The possible brain drain could threaten the organization's ability to accomplish its mission. Based on analysis done internally by the NAVFAC NW Human Resources office, the feeling is the risk associated with a forecasted surge of retiring employees can be mitigated with proper planning.

B.   SUMMARY OF FINDINGS

1.   Subsidiary Research Questions

A combined analysis of subsidiary research questions is provided here so as to lay the foundation for resolving the primary research question:

▪ How might NAVFAC NW's type of fit best be described?

Porter (1996) describes three types of fit: First Order Fit (simple consistency between activities); Second Order Fit (goes beyond simple consistency; activities are reinforcing); and, Third Order Fit (goes beyond activity reinforcement; optimization of effort). In both the employee and customer surveys, some concerns over consistency were noted. In many cases it was noted that goals are not the same within the organization, particularly between NAVFAC NW headquarters level and at the installation level. Several customer responses indicated that the NAVFAC NW communication process is inconsistent from one activity to another. Based on Porter's three orders of fit, the research findings support describing NAVFAC NWs type of "fit" as no more than First Order Fit or simple consistency between activities.

- How are NAVFAC NW's strategies implemented?

Mintzenberg (1987) wrote that it is difficult to get strategy right and that implementing the strategy presents a whole other challenge. Findings suggest NAVFAC strategies are implemented at the top, through the strategic plan and flow to the CONOPS and then outward both vertically and horizontally from there. The strategic plan as well as the CONOPS are significant vehicles for communicating strategic objectives to the employees.

- What is NAVFAC NW's "detachment" level between the thinkers and doers?

Mintzenberg's (1987) "fallacy of detachment" established that if the thinkers within an organization are detached from the doers, the execution of strategy could be jeopardized. The bigger the spread of detachment, the more likely failure will be (Mintzenberg, 1987). The employee survey data revealed some negative perception that goals are consistent throughout every department of NAVFAC NW. 39.77 percent of respondents disagreed and 15.20 percent strongly disagreed to the following statement: "In thinking of your experience as an employee of NAVFAC NW, the organization's goals are consistent throughout every department." It was noted in the survey that the installation level workforce is primarily responsible for contract administration, the NAVFAC NW headquarters level has responsibilities or goals that may conflict with contract administration. For example, a comment from the survey stated that the goals of the environmental group often conflict with the goals of the PWD. Research findings suggest there is some spread of detachment between the thinkers and doers of the organization. Given the overall large size of the organization, some detachment between thinkers and doers should be expected.

- How does the organization identify strategic issues?

The decision making process starts by identifying the issues facing the organization (Bryson, 1996). A research of NAVFAC literature indicates strategic issues are identified and dealt with at the top of the organization through the strategic planning process. There appears to be strong processes in place for identifying strategic issues as

evidenced by relevant and timely issue identification in the strategic plan. The current strategic plan covers a period of four years. The NAVFAC strategic plan defines the organization's mission, vision, focus areas and goals. The strategic plan lays out the operating philosophy and guiding principles for the organization. Identifying strategic issues is important to any organization because issues should play a main part of the strategic decision making (Bryson, 1996).

- Does the organization's culture shade itself from the important issues?

According to Bryson (1996), an organization's culture can often determine which strategic issues get consideration and which ones do not. As stated above, NAVFAC strategic issues are identified at the top of the chain of command and are broadcast outward through the strategic plan. A great example of important issues identified in the current strategic plan is the description of the organization's focus areas: "Enable the Warfighter: Deliver quality, timely and cost effective products and services to enable the global warfighter. Act Judiciously: Make decisions and execute work based on sound analysis that reinforces fiscal responsibility. Maintain Readiness: Advance the talent and initiative of our highly capable, diverse workforce" (2013, p. 6). Each of the three defined focus areas deals with highly important and relevant strategic issues. The research findings do not indicate an organization culture that is biased against the important issues.

- Are there gaps between inputs and outputs (strategy and performance)?

Nadler and Tushman's (1986) Congruence Model places high significance on the progression of change that occurs between inputs and outputs (strategy and performance). The customer survey questions were developed directly from the NAVFAC strategic plan. An analysis of the customer survey data provides some insight into the relationship between the organization's strategy and performance. Based on the customer responses to the ten Likert type survey questions, four were unfavorable and three were neutral. The four questions that resulted in unfavorable responses included the strategic areas of efficiency, innovativeness, timeliness and communications/transparency. The research results show there are some gaps between NAVFAC NW's strategy and performance.

A primary example of the gap between strategy and performance is found in the area of timeliness. The strategic plan details several focus areas, one of which includes enabling the Warfighter, through (in part) timely products and services. Yet, the customer survey responses indicate that the organization struggles in this area. One customer provided an example of routine acquisition taking too long where a request to replace a small area of office carpet took over nine months from the time of requirement identification until completion. The customer added that if the action had been handled through a routine Navy Supply purchase, it would have been completed in less than a month.

- How would the fit between variables be described?

The Congruence Model is shaped around the notion that an organization's performance is a product of four variables: tasks, people, organization structure and culture (Nadler & Tushman, 1986). According to both the employee and customer surveys, two variables were rated as favorable (people and culture) for NAVFAC NW, while two were seen as unfavorable (tasks and organization structure). Analysis of the survey responses indicated that the finished product is not typically a problem; rather, it is how it is processed and actually getting to a finished product. For example, one customer noted that at some locations it is a chore to submit a service request. Contract modifications, particularly Base Operating Support Contract (BOSC) modifications, take too long and there are inconsistencies in the organization's structure from one office to the next. The customer is relied upon to submit modifications for maintenance of their facilities via the NAVFAC BOSC contract and that new equipment has been known to go for long periods without maintenance until the modifications are processed. The unfavorable perception of how the work is processed and how the organization is structured indicates some level of incongruence in the fit between variables. Organizations are most effective when all four variables are in agreement (Nadler & Tushman, 1986).

- How well does NAVFAC NW determine stakeholder viewpoints?

Strategic management in a public organization must consider and work closely with its many stakeholders so as to guarantee satisfaction; this idea is especially important as there is no profit or stock price to measure success against (Nutt & Backoff, 1992). Of all the challenges facing NAVFAC NW, this one may be one of the greatest. The customer survey pointed out some interesting insights. Again, of the ten Likert type customer survey questions, four were unfavorable and three were neutral. The most informative survey result in regard to this subsidiary research question springs from the question: "In thinking of your most recent experience with NAVFAC NW, the organization incorporated healthy communications and was transparent in its business operations." A total of 50 percent of the customers who responded disagreed that the organization incorporated healthy communications and was transparent in its business operations, 25 percent neither agreed nor disagreed, 12.5 percent strongly disagreed and only 12.5 percent agreed.

Customer survey short-answer responses also indicated a perceived lack of partnering with the customer as a result of poor communication. One customer noted that nine out of ten problems encountered typically could be avoided if NAVFAC would listen to the customer's staff early in the project. The research analysis supports that NAVFAC NW does not do well at determining stakeholder viewpoints.

- How well does NAVFAC NW find a substitute for goals to overcome vagueness, confusion and inconsistencies?

In public organizations there is no bottom line in which to measure success against. Goals are often vague, unclear and inconsistent (Nutt & Backoff, 1992). NAVFAC NW does not appear to be unique in this aspect. From the employee survey result findings, it does appear there are perceived inconsistencies and unclear goal alignment within the organization. Of the four Likert type employee survey questions that pertained to the organization's goals, two were found to have negative perceptions. The responses indicated a negative perception that goals are consistent throughout every department of NAVFAC NW and responses indicated a neutral to slight negative

perception that individual group or team goals conflict with the goals of other departments in the organization. From an optimistic viewpoint, responses did indicate a strong positive perception that individual group or team goals are consistent with the organization's mission as well as responses indicated a strong positive perception that NAVFAC NW's goals are consistent with all laws, regulations, and/ or directives. The study results point toward NAVFAC NW as typical for a public organization at finding substitutes for goals to overcome vagueness, confusion and inconsistencies.

2.   Primary Research Question

Through the combined analysis of subsidiary research questions (formed out of the literature review), supporting NAVFAC documents and responses from both the employee and customer surveys, a clearer picture begins to emerge in response to the primary research question:

- What conclusions are to be drawn about the extent of fit among performance goals aligned with higher Naval and national goals, including the extent of goal accomplishment at NAVFAC NW?

The primary research question can be satisfied through a review of the answers to the subsidiary research questions:

- NAVFAC NWs type of "fit" can be described as no more than First Order Fit which is simple consistency between activities.

- NAVFAC strategies are implemented at the top through the strategic plan and flow to the CONOPS and then outward both vertically and horizontally.

- There is some level of detachment between the thinkers and doers of the organization with regard to strategy execution.

- Strategic issues are identified at the top of the chain of command through the strategic planning process. There is evidence of solid processes for identifying strategic issues.

- The organization's culture does not shade itself from the important issues.

- There are some gaps between NAVFAC NW's strategy and performance.

- There is a level of incongruence in the fit between variables (tasks, people, organization structure and culture).

- NAVFAC NW is challenged at determining stakeholder viewpoints.

According to Nutt and Backoff's (1992) Why Strategic Management is Different in Public and Third Sector Organizations, NAVFAC NW is considered normal when finding substitutes for goals to overcome vagueness, conduction, and inconsistencies.

Therefore, the extent of fit among performance goals aligned with higher Naval and national goals could be thought of as normal when considering the organization's strategic issue identification process and dissemination through the strategic plan and CONOPS. However, the extent of goal accomplishment appears to be lacking in some areas when bearing in mind the customer's acuities. Nutt and Backoff (1992) emphasized that goals in the public sector are typically vague, ambiguous and conflicting. Goal achievement can be a function of stakeholder perception.

C.   RECOMMENDATIONS

The following section provides recommendations based on the data obtained during the study. Recommendations will be presented for ways to improve alignment between NAVFAC NW and stakeholder's goals, and therefore increase overall performance. Recommendations will also contain ideas on how to align better with competing interests within the command as well as how to improve efficiency without increasing risk or better defining risk or risk range.

1.   Training

While training may not always the remedy for problem solving, in this circumstance it is determined to be a very sensible recommendation. Training centered on goal and goal alignment will emphasize the significance of the organization's goals to the employees and encourage as well as strengthen a culture committed to the organization's goals. Given the feedback received in the customer surveys, it is recommended to include

key stakeholders in the training. Stakeholder inclusion would help foster the sense of partnering they desire.

An additional recommended training area would include cross training groups or internal rotations; for example, Capital Improvements cross-trained at a field office. The added knowledge gained from seeing a different department or level within the department first hand, will help smooth the path for more efficient and timely problem solving processes across the command. Cross-training and internal rotations will also permit offices to counter workload fluctuations through having the ability to staff according to forecasted demand.

2. Communication

When looking at goals and goal alignment, the employees felt the organizational goals were unclear and that goals could be better communicated. A recommendation could be made for setting and continuously communicating goals and goal achievement to each and every NAVFAC NW department; while this may seem as lofty or noble concept, the benefits will better align the commands overarching goals with departmental goals and in turn help achieve the coveted goal congruence. By communicating and sharing the organization's goals with employees, the employees may come to find a better sense of being a part of a team as well as feeling like an essential part of the business.

The customers also felt the organization failed at communicating. Communication was the customer's most frequent short-answer response. Lack of communication between organizations usually results in disharmony. It could then be recommended to ally with the customer in a sort of goal sharing quest. By continuously communicating goals and sharing in the rewards of goal achievement with the customer, a culture of partnership will be developed and fostered.

3. Safety as a Benchmark

Through research collected in the NAVFAC literature reviews and both employee and customer surveys, it was found that NAVFAC NW is extremely strong in its safety

consciousness. From the operating philosophy of the current strategic plan which states to: "promote a culture of safety" to the guiding principles which urges NAVFAC teams to be "safe; always, in all ways" the topic of safety is usually on the fore front and the survey results show. 147 of the 171 responses from NAVFAC NW employees were favorable in regard to the survey question which addressed whether NAVFAC NW promotes a culture of safety. The NAVFAC NW customers shared the same perspective on the identical question; 62.5 percent of the responses were favorable.

What would the NAVFAC NW organization look like if it took the same approach to its goals and their "fit" as it does to safety? With placing an emphasis on the organization's goals, similar to safety, recommendations could include forming a goal committee, a reoccurring organizational goal climate meeting as well as an entire page on the command's intranet devoted entirely to the organization's goals. While it is understood that the concept of goal setting, communication and alignment is not considered a "life and death" topic as safety is; should not it be? If one is to subscribe to Nadler and Tushman's (1986) Congruence Model hypothesis that the fit of the variables determines performance and the greater the congruence among the variables, the better the performance will be, and considering the mission as stated in the strategic plan: "NAVFAC is the Systems Command that builds and maintains sustainable facilities, delivers utilities and services, and provides Navy expeditionary combat force capabilities" (2013, p. 5) and focus area "Enable the Warfighter: Deliver quality, timely and cost effective products and services to enable the global warfighter" (2013, p. 6), then a case should be made for escalating the organization's goals to as of a high of a priority as safety is considered.

D. FURTHER RESEARCH

NAVFAC NW is a strong and very talented organization that offers some interesting ideas for further investigation. The general scope of this study could not encompass all of the dynamics of such a large organization. Ideas for further research are presented below.

1. Interviews

The scope of this project originally was to include several interviews with various DOD contracting activities but ran into coordination difficulties as well as time constraints. Interviews with external agencies would facilitate insights into any innovative acquisition related business practices employed. The interviews could also reveal important lessons learned by the contracting activities that could be shared with NAVFAC NW.

The interviews could certainly be expanded to include key internal and external stakeholders to gain perceptions regarding organizational performance. The interview results could be used to help make a determination if various best practices, not currently employed by NAVFAC NW, are viable, with the ultimate objective of a strengthened alignment between performance goals of acquisition and other departments within the organization.

2. Before and After Surveys

The majority of survey questions presented in this study lend themselves nicely to a follow-up survey. If recommendations presented earlier in this chapter are implemented, a "before/after" follow-up survey could be piloted. The "before" survey could be set as the baseline and compared and contrasted to the "after" survey in order to examine the effects the recommendations are having. Depending on the results of the "after" survey, further recommendations could then be determined and executed.

3. Organizational Analysis

As noted in Chapter II, NAVFAC underwent a total rearrangement of its organizational structure and business lines back in 2004. An interesting research study would be to gather as much information about the organization's goals and performance prior to the restructure. A comparison to today's NAVFAC could then be undertaken to provide an understanding of the reorganization change process and its effects on goals and performance and aligning the two.

Also, a study of the current NAVFAC organizational structure could prove beneficial. Further research could be commissioned to determine which operational constraints impede effectiveness the most and what are the underlying root causes from a structure standpoint. Numerous survey responses pointed out that NAVFAC NW has the opportunity to increase efficiency by eliminating unnecessary layers bureaucracy. Based on the perceived inefficiencies, an organizational analysis at every level would prove worthwhile to remove potential waste and rekindle the new found time and energy toward meeting the organization's goals and satisfying the stakeholder.

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APPENDIX A. NAVFAC COMMAND HEADQUARTERS STRUCTURE
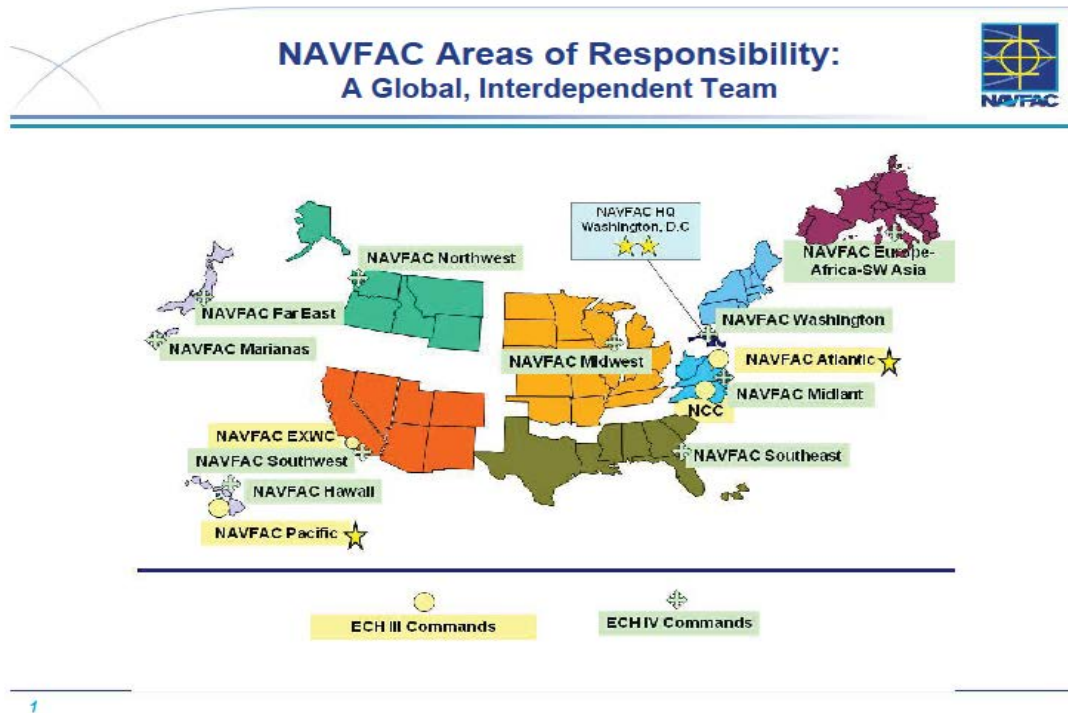

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Echelon II
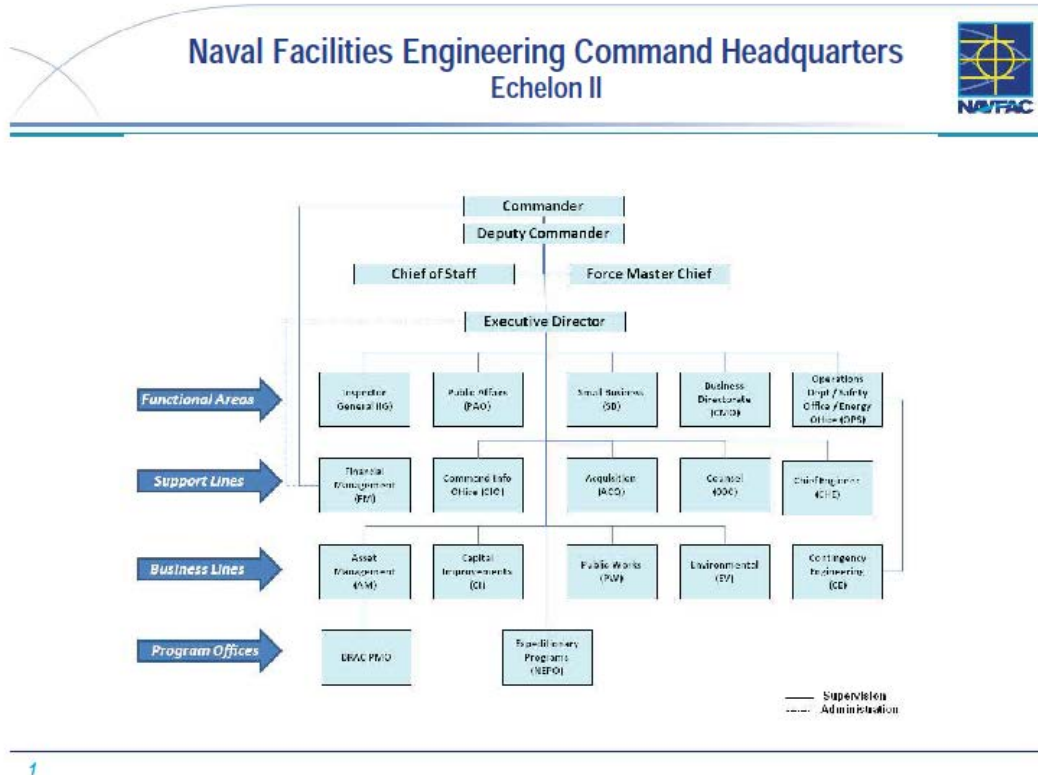
www.navfac.navy.mil

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APPENDIX B. NAVFAC AREA OF RESPONSIBILITY

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APPENDIX C. NAVFAC HORIZONTAL AND VERTICAL ROLES AND RESPONSIBILITIES

Horizontal Roles/Responsibilities (BL/SL/FA Management and Community Management)
- BL/SL/FA policy development
- Strategic process improvement: processes in BMS and improve corporate performance
- Budget management and resource allocation
- Community management / workforce shaping
- BL/SL/FA personnel allocation and management across the enterprise to ensure mission execution
- Future workload forecasting
- Technical/acquisition authority, training, and guidance across enterprise
- NAVFAC centralized program management and oversight
- Business metrics oversight

Vertical Roles/Responsibilities (Command and Execution)
- Execution leadership and management
- Mission accountability
- Supported Command interaction and satisfaction
- Execution of projects/products/services IAW BMS processes
- Identify process deficiencies or improvement opportunities and communicate to the applicable BL/SL/FA
- Performance assessment using command metrics
- Component Command execution planning and guidance
- Execution metrics oversight

Integration (Horizontal and Vertical)
- Business Directorate ensures horizontal functions support short-term and long-term execution goals
- OPS Office ensures vertical execution follows horizontal process and resource guidance
- Command leadership ensures horizontal/vertical integration

(2015, p.13)

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APPENDIX D. NAVFAC FUNCTIONAL ALIGNMENT
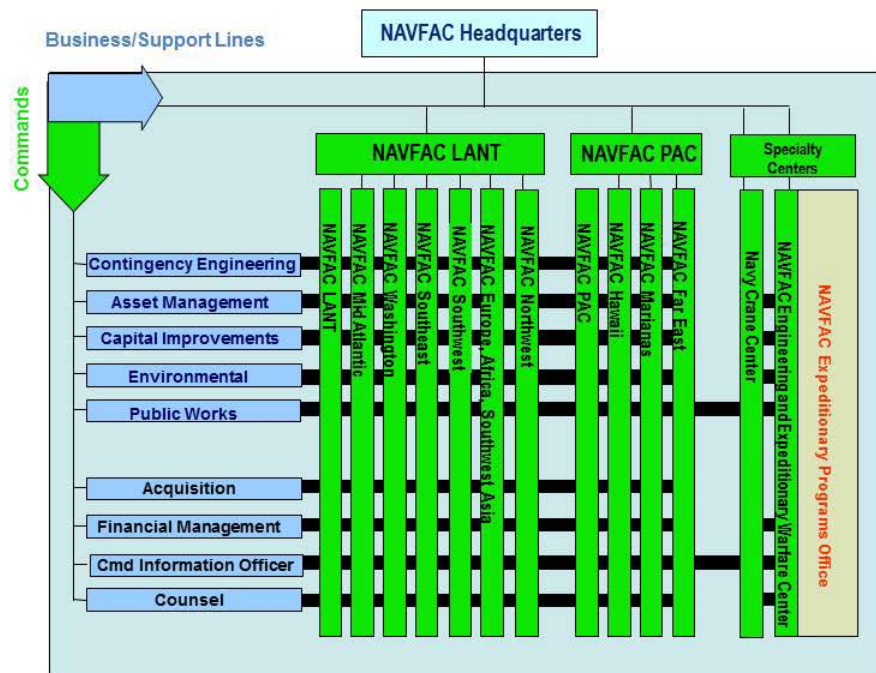
(2015, p. 12)

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APPENDIX E. LITMUS TEST FOR STRATEGIC ISSUES

LITMUS TEST FOR STRATEGIC ISSUES
(BRYSON, 1996)

Issue: Issue is: primarily operational OR
primarily strategic?

Operational Strategic			
1. Is the issue on the agenda of the organization 's policy board (whether elected or appointed)?	No		Yes
2. Is the issue on the agenda of the organization's chief executive (whether elected or appointed)?	No		Yes
3. When will the strategic issues challenge or opportu nity confront you?	Right now	Next yea r	Two or more yea rs from now
4. How broad an impact will the issue have on you r department?	Single unit or division		Entire organization
5. How large is your department's financial risk/financial opportu nity	Minor (less than $250,000, or 10% of budget)	Moderate ($250,000-$l ,000,000 or 10–15% of budget)	Major ($l ,000,000·plus or greater than 25% of budget)
6. Will strategies for issue resolution likely require a. Development of new service goals and programs?	No		Yes
b. Significant cha nges in tax sources or amounts?	No		Yes
c. Significant amendments in federal or state statutes or regulations?	No		Yes
d. Major facility additions or modifications?	No		Yes
e. Significant staff expansion	No		Yes
7. How apparent is the best approach for issue resolution?	Obvious, ready to implement	Broad parameters , few details	Wide open
8. What is the lowest level of management that can decide how to deal with this issue?	Division head	Division head	Department head

9. What are the probable conseq uences of not addressing this issue?	Inconvenience, inefficiency	Significant service disruption, financial losses	Major long-term service disruption and large costs/ revenue setbacks
10. How many other departments are affected by this issue a nd must be involved in resol ution?	None	1–3	4 or more
11. How sensitive or "charged" is the issue relative to community, social, political, religious, and cultu ral values?	Benign	Touchy	Dynamite

APPENDIX F. THE CONGRUENCE MODEL

APPENDIX F–THE CONGRUENCE MODEL (NADLER & TUSHMAN, 1986)
(WWW.MINDTOOLS.COM)

Figure 1: The Congruence Model
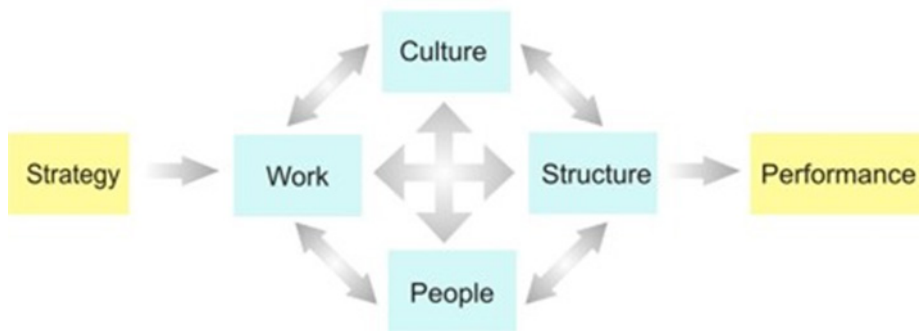
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