THE PERCEPTIONS OF IMPACT OF THE REINVENTION OF

GOVERNMENT PROGRAM ON THE FEDERAL AVIATION

ADMINISTRATION ACADEMY AT THE MIKE

MONRONEY AERONAUTICAL CENTER
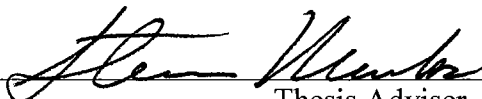
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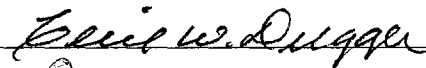University of Central Oklahoma
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INTRODUCTION

This qualitative study is designed to examine perceptions of the impact of the Reinvention of Government program on the Federal Aviation Administration Academy at the Mike Monroney Aeronautical Center (MMAC) in Oklahoma City, Oklahoma. The Reinvention of Government Program began in March 1993 when President Bill Clinton appointed Vice President Al Gore to lead the initiative to produce a set of recommendations. The Government Performance and Results Act of 1993 (GPRA) was the outcome of that initiative and involved the following principles: putting customers first, cutting red tape, empowering employees and cutting back to the basic mission of the organization. As a result of that Act, a series of changes were implemented in federal organizations such as the Federal Aviation Administration (FAA). The impact of those changes have not been examined or evaluated since its inception.

The examination of those changes and the policies that were effective or not effective will help to determine future direction for such organizations as the FAA Academy. There is much to be discovered by examining the perceptions and recommendations of FAA employees and managers.

Statement of the Problem

Numerous changes were made during implementation of the Reinvention of Government program at the FAA Academy of the Mike Monroney Aeronautical Center (MMAC) in Oklahoma City. There has been no review of the Reinvention of Government program on the FAA Academy or the FAA Mike Monroney Aeronautical Center in terms of productivity, efficiency and morale.

Purpose of Study

The purpose of this study was to examine lessons learned from the policy and practices implemented by the FAA Academy during the Reinvention of Government initiative based on perceptions of management and employees of the FAA Academy and selected customers of the Academy at the MMAC. Findings of the study would include recommended changes to work practices that would improve the productivity, efficiency and morale of the FAA Academy.

Research Questions

The following research questions were answered by the study:

Question 1. What are the positive perceptions of the managers and employees concerning the Reinvention of Government program at the FAA Academy?

Question 2. What are the negative perceptions of the managers and employees concerning the Reinvention of Government program at the FAA Academy?

Scope of the Study

The scope of the study was limited to selected managers and employees of the FAA Academy and selected customers at the Mike Monroney Aeronautical Center. Although participants in this study were located at MMAC, the service they provided and the impact of the change initiated by the Reinvention of Government Program were frequently national and even international in scope. As a result, the FAA Academy was a rich source of data for understanding the program and offers some implications regarding the overall impact of the program.

Definitions and Acronyms

ATAPS-Academy Time and Attendance Program, a software tool used by the FAA Academy for recording time and attendance.

ADTS-Activity Data Tracking System, a software program used by the FAA Academy to track time usage on work activities.

AMS-Acquisition Management System.

Core Compensation – a pay program based on performance rather than tenure.

E-Government-Electronic government, primarily the use of electronic mail.

FAA-Federal Aviation Administration.

FAALC-Federal Aviation Administration Logistics Center.

MMAC-Mike Monroney Aeronautical Center.

NATCA-National Air Traffic Controllers Association.

NPR-National Performance Review.

PBO-Performance Based Organization.

GPRA-Government Performance and Results Act of 1993.

SCI-Superior Contribution Increases, a pay raise to base salary based upon particular performance criteria.

CHAPTER II

REVIEW OF LITERATURE

Introduction

Research literature on various organizations within the Federal Aviation

Administration implementing various facets of the Reinvention of Government Program

was abundant (Federal Aviation Administration, 1995, 1997, 2000, 2001 and 2003;

Federal Aviation Administration Logistics Center, 2000; Traylor, 2002). However,

actual studies measuring the effectiveness of the Reinvention of Government Program

within the Federal Aviation Administration Academy were not found.

Assessments of the Reinvention of Government

Program

Many articles existed criticizing the Reinvention of Government program. The

Hannibal Courier-Post (2002) reports:

Seven years after Al Gore smashed an ashtray on TV and vowed to fix an inept

government, there are fewer bureaucratic rules, fewer workers to invoke them and

a bit more common sense. But the federal machinery still misfires. And there's

criticism that the vice president is taking too much credit for a "reinvention" that

5

even he admits isn't finished. While most everyone can find some good in Gore's reinventing government program, in some instances government waste and inefficiency have grown worse. The Reinvention of Government program, which has its own office and staff, helped eliminate 377,000 civilian jobs, cutting the federal work force 17 percent through buyouts and attrition. The remaining employees were urged to devise ways to do their jobs better. But there's growing evidence the disorderly Reinvention of Government downsizing left some employees overburdened. NASA pared 6,500 federal jobs and 47,000 contract workers. But, after losing two Mars probes (in 1997 and 1999) and suffering other failures, administrator Daniel S. Goldin admitted, "We probably cut too tight." NASA is now hiring 2,000 more workers.

In 1993, the Clinton administration launched the National Performance Review (NPR), an interagency task force of federal employees focused on ways to make the government work better and cost less. Vice President Al Gore led the government reinvention effort and directed agencies to streamline the federal workforce, write regulations in plain language, and make government services more accessible to the public via the Internet. The NPR changed the culture of government to be more performance-focused through the 1993 Government Performance and Results Act (GPRA). Radin (1998) explains the GPRA as:

The GPRA legislation has several purposes:

- To improve the confidence of the people in the government by holding agencies accountable for achieving program results.

- To stimulate reform with a series of pilot projects that could be used as examples for others.

- To promote a focus on results, service quality, and public satisfaction.

- To help managers improve service delivery by requiring them to plan for meeting program objectives and providing them with information about program results.

- To improve congressional decision making by providing information on achieving statutory objectives and relative effectiveness of various programs.

- To improve internal management of the federal government.

- The GPRA requirements are built around several processes. The first, a strategic plan, was expected to include a comprehensive mission statement for the agency, a specification of general goals and objectives (including outcome-related goals and objectives) as well as how they will be achieved, the relationship between the goals and objectives and performance goals, identification of key factors that could affect the achievement of the goals and objectives, and a description of the program evaluations used in establishing or revising the goals and objectives.

The effects of the National Performance Review and the Reinvention of Government program were felt across the globe. Attempts to measure the effectiveness of the program were also conducted countries abroad. The United Kingdom Prime Minister's office (2003) reports:

We sought to understand the NPR from an alternate perspective. Instead of assessing the NPR on the basis of its professed objectives, we investigated it as tactical exercise from the point of view of the actors involved. The National Performance Review (NPR) can be analyzed in terms of its ostensible purpose of making government "work better and cost less, "or it can be looked at in terms of

the tactical opportunities it presents to actors in multiple arenas. Evaluation of
the Reinvention of Government Program can be problematic because of the
opposing concepts within the National Performance Review's initiative.
Assessing the NPR's results is difficult because of the radically different goals of
"work better" and "cost less". Disagreements among officials over whether the
primary emphasis should be on making government cost less or on making it
work better. Cutting costs implies a strategy of downsizing and program
elimination; improving service suggests investments in personnel, training, and
technology.

Other criticism existed for the perceived failure for the Reinvention of
Government and the National Performance Review to fully meet its objectives.
Peckenpaugh (2001) stated:

It began with a simple yet ambitious mandate: to create a government that
"works better and costs less." Now, more than seven years after Vice
President Al Gore first issued his call to reinvent government, reinvention
has come to an end. After two phases and multiple slogans, the National
Performance Review (NPR) has closed up shop, ending Gore's long-term
effort to improve government performance by adapting private sector
management techniques. Overall, the Reinvention of Government received
mixed reviews. While experts touted NPR's efforts to streamline
procurement methods, eliminate outdated programs and create
performance-based organizations, Gore's team was criticized for focusing
heavily on cutting federal jobs. But even as NPR shuts its doors, a look at

President Bush's campaign proposals shows government reform is here to stay.

Another criticism for the program was directed toward the lack of attention the then-President Clinton placed upon the program, rather allowing then Vice President Gore to oversee the entire program with little or no involvement from the President. Light (2001) stated reinventing government failed in part because it didn't have President Clinton's attention and as much as Gore worked it to death, it never garnered much attention from Clinton.

Peckenpaugh (2001) further the mentions of the Federal Aviation Administration in an assessment of the Reinvention of Government program during the second half of the nineties:

When Clinton's second term began, Gore pledged to turn several federal offices into performance-based organizations (PBOs), in which executives would receive autonomy from procurement and personnel rules in exchange for meeting tough performance standards. The PBO concept of making agencies operate like private companies won high marks from reinvention watchers, but only three PBOs had been authorized as NPR shut down: the Education Department's Office of Student Financial Assistance (OSFA), the FAA's air traffic control unit, and the Commerce Department's Patent and Trademark Office. As the PBO movement slowly spread, NPR gave itself a makeover. It changed its name to the National Partnership for Reinventing Government and adopted a new mission centered on restoring trust in government. Focusing on 32 "high-impact" agencies, NPR launched employee and customer satisfaction surveys and

tied the evaluation of senior agency leaders to their results. In another effort to improve the government's customer-focus, Gore created "No Gobbledygook" awards to recognize federal workers who rewrote complex regulations in plain language. Despite these efforts to connect the Reinvention of Government program (REGO) to the public, polls showed a majority of Americans were unfamiliar with Gore's reinventing government initiative as he began his presidential bid. And NPR had long since become a lightning rod for congressional criticism. Still, as the Clinton administration concluded, NPR director Morley Winograd could point to $137 billion in government savings achieved through NPR-led initiatives and take credit for changing the government culture to be more performance-based.

Evaluating the FAA on its progress toward meeting the Reinvention of Government Program goals found mixed results. Although the FAA receives praise on certain parameters, other areas do not reflect the progress of creating a streamlined efficient organization. Light (2001) reported:

Vice President Al Gore's reinventing team opened an early Christmas present in December when it released the first-ever government-wide customer satisfaction survey. According to a survey of seven different customer sets (commercial and recreational pilots, airlines, aircraft manufacturers, maintenance firms, union representatives, and frequent fliers) to be released in February by the Pew Research Center for the People and the Press, all of FAA's customer groups mostly agree that the agency is doing an excellent or good job ensuring that airplanes are safe to

fly, regulating air traffic, preventing terrorism and regulating flight procedures. Ratings were only slightly lower for FAA's performance in certifying that air travel workers are well trained and competent. FAA's customers also agree that the agency respects the rights of those it regulates, would never certify something as safe if it was not, and is courteous and professional. So much for the satisfactions. Although they were confident that FAA keeps accurate records, the five groups also said FAA works too slowly, makes rules and forms more complicated than needed, and allows regulation to get bogged down in unnecessary details, losing sight of the big picture. In theory, of course, that is what reinventing government was all about. It was not just to be about the cosmetics of better service but also about slimming down the bureaucracy and getting things done faster.

A research study was found concerning the Reinvention of Government program in the FAA. Coffee (1997) presented an assessment of the Reinvention of Government program within the FAA.

Joseph Coffee, known as an expert in federal agency culture for his 1993 dissertation, "Organization Culture Change in Federal Agencies," noted the FAA shares many cultural attributes with the rest of government, according to Coffee. Government's systems are "hierarchical and exist to control employees and make sure they know their functions," he says. "Employees view the system as protection from responsibility and arbitrary treatment. They are willing to accept limited discretion and narrow jobs in exchange for low risk and low expectations." Government

culture makes customer focus difficult and cooperation nearly impossible.

"It's hard to be customer-focused when your contract is with the boss who

makes the decision on how well you're doing," Coffee notes. "The system

locks people in so they become overly specialized and have a hard time

seeing beyond their immediate organization and function and miss the

impacts of their work on others."

Many assessments and perceptions existed as to the positive and negative results

of the Reinvention of Government program. However, very few evaluated the FAA

specifically and none were found on the effects of the Reinvention of Government

program on the FAA Academy.

Organizational Structure of the Mike Monroney Aeronautical
Center and the FAA Academy

The organizational structure of the Mike Monroney Aeronautical Center

(MMAC) and the FAA Academy will be reviewed. MMAC has many different

organizations located within its structure. As shown on Figure 1, the FAA Academy is

within the scope of command for the Aeronautical Center Director. Figure 1 also shows

the various divisions that exist within the Academy. The Academy consists of 7

divisions.

Strategic Plans for the FAA and the FAA Academy

Before 1995, strategic plans were non-existent within the FAA Academy and the

FAA as a whole. The FAA's first requirement due to the Reinvention of Government
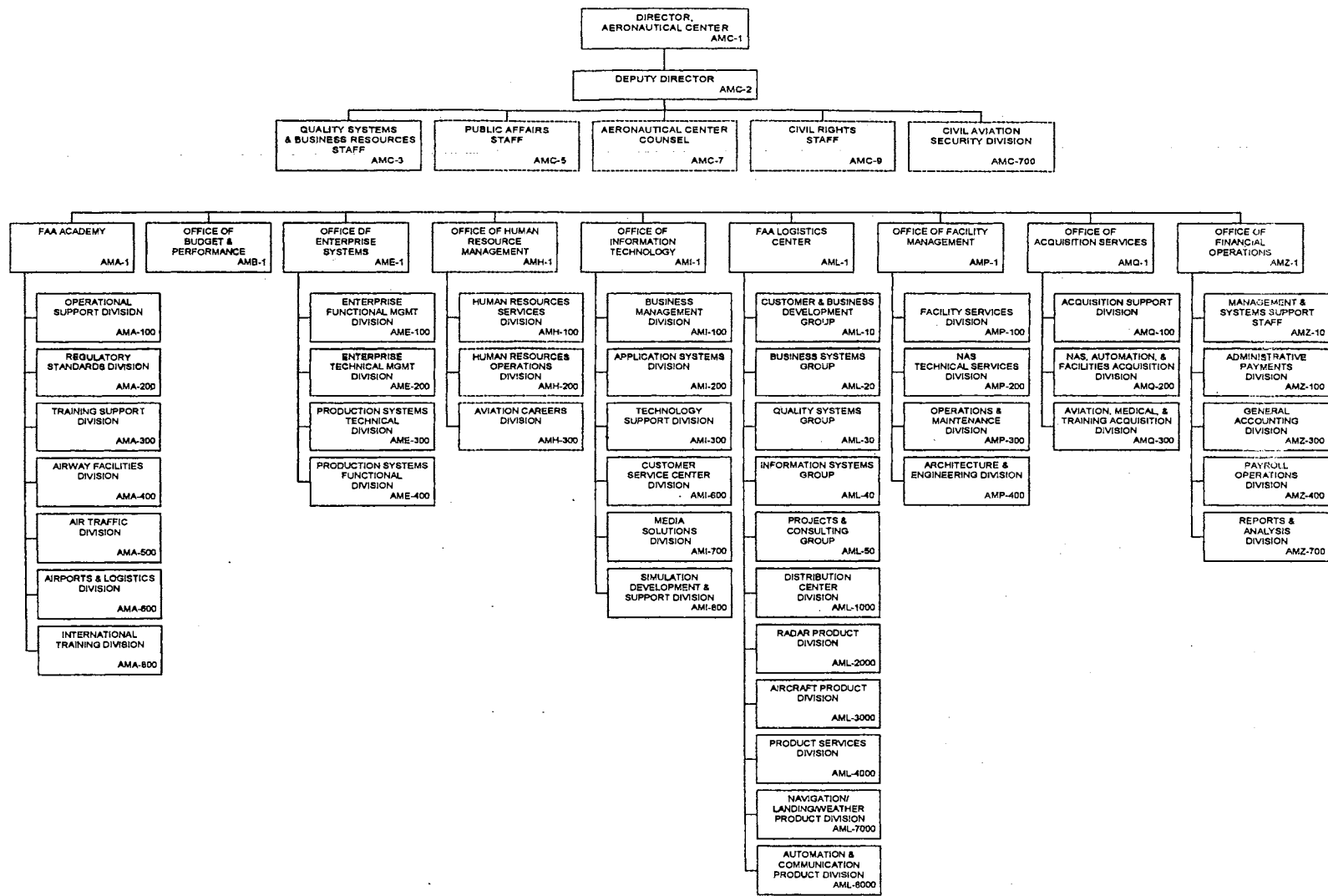
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                          DIRECTOR,
                       AERONAUTICAL CENTER
                              AMC-1

                          DEPUTY DIRECTOR
                              AMC-2

QUALITY SYSTEMS    PUBLIC AFFAIRS    AERONAUTICAL CENTER    CIVIL RIGHTS    CIVIL AVIATION
& BUSINESS RESOURCES    STAFF            COUNSEL              STAFF         SECURITY DIVISION
     STAFF
     AMC-3            AMC-5            AMC-7                 AMC-9          AMC-700
```

FAA ACADEMY AMA-1	OFFICE OF BUDGET & PERFORMANCE AMB-1	OFFICE OF ENTERPRISE SYSTEMS AME-1	OFFICE OF HUMAN RESOURCE MANAGEMENT AMH-1	OFFICE OF INFORMATION TECHNOLOGY AMI-1	FAA LOGISTICS CENTER AML-1	OFFICE OF FACILITY MANAGEMENT AMP-1	OFFICE OF ACQUISITION SERVICES AMQ-1	OFFICE OF FINANCIAL OPERATIONS AMZ-1
OPERATIONAL SUPPORT DIVISION AMA-100		ENTERPRISE FUNCTIONAL MGMT DIVISION AME-100	HUMAN RESOURCES SERVICES DIVISION AMH-100	BUSINESS MANAGEMENT DIVISION AMI-100	CUSTOMER & BUSINESS DEVELOPMENT GROUP AML-10	FACILITY SERVICES DIVISION AMP-100	ACQUISITION SUPPORT DIVISION AMQ-100	MANAGEMENT & SYSTEMS SUPPORT STAFF AMZ-10
REGULATORY STANDARDS DIVISION AMA-200		ENTERPRISE TECHNICAL MGMT DIVISION AME-200	HUMAN RESOURCES OPERATIONS DIVISION AMH-200	APPLICATION SYSTEMS DIVISION AMI-200	BUSINESS SYSTEMS GROUP AML-20	NAS TECHNICAL SERVICES DIVISION AMP-200	NAS, AUTOMATION, & FACILITIES ACQUISITION DIVISION AMQ-200	ADMINISTRATIVE PAYMENTS DIVISION AMZ-100
TRAINING SUPPORT DIVISION AMA-300		PRODUCTION SYSTEMS TECHNICAL DIVISION AME-300	AVIATION CAREERS DIVISION AMH-300	TECHNOLOGY SUPPORT DIVISION AMI-300	QUALITY SYSTEMS GROUP AML-30	OPERATIONS & MAINTENANCE DIVISION AMP-300	AVIATION, MEDICAL, & TRAINING ACQUISITION DIVISION AMQ-300	GENERAL ACCOUNTING DIVISION AMZ-300
AIRWAY FACILITIES DIVISION AMA-400		PRODUCTION SYSTEMS FUNCTIONAL DIVISION AME-400		CUSTOMER SERVICE CENTER DIVISION AMI-600	INFORMATION SYSTEMS GROUP AML-40	ARCHITECTURE & ENGINEERING DIVISION AMP-400		PAYROLL OPERATIONS DIVISION AMZ-400
AIR TRAFFIC DIVISION AMA-500				MEDIA SOLUTIONS DIVISION AMI-700	PROJECTS & CONSULTING GROUP AML-50			REPORTS & ANALYSIS DIVISION AMZ-700
AIRPORTS & LOGISTICS DIVISION AMA-600				SIMULATION DEVELOPMENT & SUPPORT DIVISION AMI-800	DISTRIBUTION CENTER DIVISION AML-1000			
INTERNATIONAL TRAINING DIVISION AMA-800					RADAR PRODUCT DIVISION AML-2000			
					AIRCRAFT PRODUCT DIVISION AML-3000			
					PRODUCT SERVICES DIVISION AML-4000			
					NAVIGATION/ LANDING/WEATHER PRODUCT DIVISION AML-7000			
					AUTOMATION & COMMUNICATION PRODUCT DIVISION AML-8000			

Table 1 Aeronautical Center Organization

program was the establishment of its Corporate Strategic Plan. The United States General Accounting Office (1999) stated all federal agencies were required to present strategic plans by end of Fiscal Year 1996. Strategic plans were intended to be the starting point for performance measurement. The strategic plan was required to create a mission statement, essentially identifying the basic requirement for the existence of the FAA, a set of outcomes expected from implementing the strategic plan and a description as to how the FAA plans to achieve these strategic goals.

The strategic plan developed for the FAA calls for the following overall corporate goals: safety, security and system efficiency. (Federal Aviation Administration, 2001). The strategic plan states the FAA's mission as:

> To provide the safest, most efficient and responsive aerospace system in the world and to be the best Federal employer, continuously improving service to customers and employees, promote an efficient global aerospace system that contributes to national security and the promotion of US aerospace safety.

Reform is mentioned in three areas of supporting goals for FAA strategic plan: Acquisition, Personnel and Financial. The FAA management emphasis was expected to be more performance based and the personnel system was designed to provide increased flexibility in hiring, pay and placement. The procurement process was also to be streamlined and rid of bureaucracy.

The FAA Academy strategic plan was to support and help the FAA as a whole achieve the goals specified in FAA corporate strategic plan. This upward linkage between the strategic plans ensured the proper use of valuable resources. (Traylor, 2002) Traylor detailed the Academy strategic plan as consisting of the following four critical success factors:

- Manage and improve the organizational climate – This area places emphasis on our workplace environment, employee development opportunities, safety, and related issues.

- Respond quickly to the needs of our customers and provide for those needs in such a way that we continuously improve customer satisfaction – We need to be focused on continuous improvement of the quality of our training products and services. To do this we have established measurable goals related to training quality for all of our training activities. Responsiveness and quality is directly related to the way every Academy employee responds to "customers" and how serious our efforts are to improve our services, especially based on feedback.

- Manage and improve the efficiency of Academy products and services – Cost and efficiency is a critical aspect of our strategic mission. This covers many areas including the unit cost of our training, use of space, energy conservation, and the use of new technology in our training.

- Stabilize the utilization of Academy resources through new and existing markets.

Growing, dynamic organizations must be mindful of the need to expand their services to new "customers." This means working to provide training to organizations external to FAA including international. However, marketing the quality of our services to other FAA organizations is also essential to our success in this area.

Franchising of the FAA Logistics Center

Franchising within Federal agencies was a movement to explore new markets, obtain fee for service, rely less on appropriated funds and become fiscally self sufficient from the collection of properly set fees. Burman (1999) explains government franchising as:

> What is a franchise? Simply put, it's one part of an agency selling its
> services to another or to multiple agencies. While the label may be new,
> the practice is neither new nor revolutionary. Government agencies have
> been providing administrative support to other agencies for years under
> interservice support agreements or cross-servicing arrangements. Why
> duplicate a function if another agency has the staff and the capability to
> meet your needs? In this vein, the Agriculture Department's National
> Finance Center in New Orleans provides payroll services to much of the
> federal government.

The Federal Aviation Administration Logistics Center (FAALC) in Oklahoma City underwent a transformation by reinventing their standard business practices. The FAALC improved their strategic plan by incorporating input from the employees to form realistic performance goals. The FAALC (2000) stated genuine performance goals created the forward push needed for true improvement of services. The original FAALC strategic plan developed in response to the GPRA was so broad in the definition of goals; it was not useful for implementation. The FAALC (2000) stated:

> Strategies such as "work better" and/or "cost less" were difficult to focus specific
> change initiatives. The updated plan contained a few key strategies that narrowed
> the focus for the entire organization but still allowed each division of the

organization to be innovative and creative individually.

Franchising of government agencies existed at other organizations at the Mike

Monroney Aeronautical Center. For example, the payroll and printing offices

transitioned into franchised organizations providing services to not only internal FAA

customers but to also other Federal organizations.

Measuring Organizational Performance

Since the Reinvention of Government Program mission is improving the efficiency

and productivity of Federal organizations, an analysis of permormance measurement of

Federal Aviation Administration organizations was beneficial for this study. The FAA

Center for Management Development delivers course 01254, Measuring Organizational

Performance. This course delivered training to FAA managers on the basic concepts of

organizational performance measurement. The FAA Center for Management

Development (2001) stated:

> Make the important measurement, not the measurement important. What happens
>
> quite often is what gets measured is what gets done. It is crucial for an
>
> organization to make the measurements on a few parameters that are indeed
>
> important for the organization to succeed at in order to meet its strategic goals.
>
> An organization should only consider a few important performance goals rather
>
> many. It is easy to become overwhelmed in considering many parameters.

Since the performance goal will essentially drive every function within an

organization, it is crucial to consider criteria for effective performance measures. The

performance goal for an organization should be linked to the performance goal for each

individual. In the early stages of developing a performance-based organization, even a small increment of improvement toward a performance goal is important for morale (Federal Aviation Administration Logistics Center, 2000).

Balanced Scorecard Method for Measuring

Organizational Performance

A methodology for performance management used by Federal agencies is the Balanced Scorecard. The Balanced Scorecard is a framework and management methodology developed as a result of the research performed by Dr. Robert Kaplan. Kaplan (2001) reported:

The Balanced Scorecard focused on a belief that traditional management analysis tools were obsolete and actually hinders organizational growth. Many private and non-profit organizations have embraced the concepts of the Balanced Scorecard and have experienced gains in productivity. The Balanced Scorecard is a conceptual framework for interpreting an organization's strategic goals into a set of ideally four performance perspectives as follows: Financial, Customer, Internal Business, Learning and Growth. Through the Balanced Scorecard, an organization can monitor the current progress toward strategic goals while receiving information on its efforts to meet the challenges of future.

The Department of Energy incorporated a Balanced Scorecard approach to the management of a personal property system. Each perspective measured the organization's ability and progress of managing its personal property with respect to federal regulations governing personal property. The objectives and corresponding

performance measures for the four Balanced Scorecard perspectives from the Department of Energy (2001) were:

1. Financial Perspective:

The objective of the Financial Perspective is to strive for optimum fiscal efficiency in the federal personal property management program. This perspective is important because optimizing the cost efficiency of the federal personal property management program ensures that the maximum amount of funds are available for accomplishing the primary missions of the Department and its field organizations.

2. Financial Perspective Performance Measures:

- Net proceeds from the sale of surplus assets as a percent of asset acquisition cost.

- Dollar value of site-generated excess property reutilized internally at the site.

- Dollar value of externally generated excess property utilized by the site.

3. Customer Perspective Objective:

The Customer Perspective enables organizations to align the core measure of customer satisfaction of targeted customers.

4. Customer Perspective Performance Measurement:

- Percent accuracy of key property data elements where customers maintain or update databases.

5. Internal Business Processes Perspective Objective:

The objectives in the Internal Business Processes Perspective collectively assure that an effective federal personal property management program is established to provide efficient life cycle management of direct operations personal property and maintain oversight of entities that have federal personal property management program.

6. Internal Business Processes Perspective Performance Measurement:

- Number of property system processes re-engineered during period.

- Percent and/or value (acquisition cost) of personal property items lost, damaged, destroyed, and/or stolen during the period.

- Value (acquisition cost) of personal property items found during the period.

- Percent of scheduled property management reviews conducted during period.

- Percent of scheduled management walk-throughs completed during period.

- Percent of excess or surplus property shipped within XX days of receipt of requisitions or transfer orders.

- Percent of usable property with sale value sold within XX days after completion of required screening.

- Extent to which reliable property, administrative, and financial systems are in place and integrated.

- Percent of Government equipment issues resolved in a timely (defined locally) fashion.

7. Learning and Growth Perspective Objective:

The objective of the Learning and Growth Perspective is to promote organizational and individual growth that will provide long-term benefits to the federal personal property management program.

8. Learning and Growth Performance Measures:

- Number of classes/training sessions provided to personal property custodians/representatives during the period.

- Percent of personal property custodians/representatives who have been trained regarding their property management responsibilities.

- Percent of professional personal property employees who have attended a basic property administration course.

- Percent of professional personal property employees who have attended property management related training .

- Number of employee suggestions that were adopted during the period.

- Percent of personal property professional staff with professional certifications. '

The Balanced Scorecard method specified each perspective to have a specific performance goal and sources of data identified. The performance goal must be empirically measurable and be relevant to actual goal of the perspective objective. The performance goal cannot be established properly without the identification of baseline data initially. The target goal is for each performance perspective must be aligned with the organizational strategic plan. The Balanced Scorecard method facilitates an organization to spend resources only in areas that will help to achieve the organization's performance goals. (Kaplan, 2001)

Summary

Much debate exists concerning the effectiveness of the Reinvention of Government program. The program affected nearly every federal agency. However, very little data was discovered in the actual evaluation of the Program. Furthermore, no data was found on an assessment of the Program for FAA Academy. Much of the literature was reviewed was from a global governmental view of the program and methodologies to assess organizational performance.

Many different methodologies existed for Federal agencies in their attempts of becoming more efficient and productive. The Government Performance and Results Act of 1993 required federal agencies to develop strategic plans and associated goals. This requirement was to direct resources toward maximum results and ensure accountability.

The strategic plans of the FAA and the FAA Academy were presented. The upward linkage between the FAA Academy strategic goals and the FAA corporate goals helped to ensure the mission of the Academy was validated and proper in its usage of resources.

Franchising was presented as a program requirement for the FAA. This methodology of Federal organizations using a fee for service concept and relying less on appropriated funds, year after year has been implemented by selected organizations. There are other benefits franchised organizations have experienced. FAALC (2002) has stated franchising as being the prime reason for the motivation of its employees.

The Balanced Scorecard, as used by the Department of Energy, established particular performance goals and measures for the four perspectives prescribed by Kaplan (2001): Financial, Customer, Internal Business Processes and Learning/Growth. This tool allows the analysis of data from different perspectives within the organization and facilitates for better decision-making by policy makers for maximum use of resources.

CHAPTER III

METHODOLOGY

Introduction

Chapter III explains the methodology of the study to describe the effects of the Reinvention of Government program on the FAA Academy. This chapter will also describe the statement of the problem, purpose of the study, population, research objectives, research design, variables in the study, subject selection, instrumentation, validity and reliability of instruments, data collection methods and data analysis methods.

Statement of the Problem

Numerous changes were made during implementation of the Reinvention of Government program at the FAA Academy of the Mike Monroney Aeronautical Center (MMAC) in Oklahoma City. There has been no review of the Reinvention of Government program on the FAA Academy or the FAA Mike Monroney Aeronautical Center in terms of productivity, efficiency and morale.

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The following research questions were answered by the study:

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The scope of the study was limited to selected managers and employees of the FAA Academy and selected customers at the Mike Monroney Aeronautical Center. Although participants in this study were located at MMAC, the service they provided and the impact of the change initiated by the Reinvention of Government program were frequently national and even international in scope. As a result, the FAA Academy was a rich source of data for understanding the program and offers some implications regarding the overall impact of the program.

Research Design

This research study was based on a fourth generation constructivist evaluation, as prescribed by Guba and Lincoln (1989). This research was based on relativism. Guba and Lincoln (2001) described relativism as the human ability to organize experience and to render a reality comprehensible. Different views of reality were formed in each research participant. There was no one objective reality sought, as in a positivist perspective. Guba and Lincoln (2001) stated reality is dependent on the meaning sets or information and the degree of sophistication possessed by participants. Merriam (2001) also found that multiple realities are constructed socially by individuals.

Guba and Lincoln (1989) defined the merit of a program as the extrinsic usefulness or applicability of the program in a concrete setting. This research was concerned about the merit of the Reinvention of Government program in a particular setting, the FAA Academy and selected customers of the Academy.

Another research design parameter utilized for this research study was the concept of utilization focused evaluation as defined by Patton. Patton (1990) described a uutilization-focused evaluation as an evaluation focused on the intended use of a program by the intended users. This type of evaluation measures the actual use of the program in meeting the needs of the stakeholders in the program. The direct stakeholders of this study are the managers and employees of the FAA Academy. The crux of this study is to analyze the usefulness of the Reinvention of Government program on it's intended users, the managers and employees of the FAA Academy.

Qualitative interviews were employed to gather the data from the participants from the study. Kvale (1996) defines qualitative interviews as attempts to understand

the world from the subject's point of view, to unfold the meanings of people's experiences.

Sewell (2001) explains qualitative interviews are:

Most useful for evaluating programs that are aimed at individual outcomes, capturing and describing program processes, exploring individual differences between participant's experiences and outcomes, evaluating programs that are seen as dynamic or evolving, understanding the meaning of a program to its participants.

The decision of employing qualitative interviews, rather than quantitative methods such as surveys, was based on the higher probability of collecting more descriptive and comprehensive data.

Variables

A major variable considered for this research is whether the participant was an employee or a manager. The dichotomy, which existed in the FAA between labor and management, cannot be ignored in this research. In the analysis of the data, comparisons between employee and manager responses were made to the same research questions.

Another variable to be considered is whether the participant was an actual employee or manager from the FAA Academy. Other employees and managers from other FAA organizations were also interviewed. The responses were compared for similarities and differences since this variable was not included in the research questions but rather in the selection of participants and corresponding data.

Subject Selection

The subjects were selected in a manner to gather the most comprehensive data concerning the Reinvention of Government program. A wide range of employees were selected, from experienced employees who had worked at the FAA Academy for over fifteen years to employees who had just began their first tour of duty at the Academy. First level and division managers from the Academy and up to the senior management officials of the Aeronautical Center were selected. To ensure the data was encompassing all branches in the FAA Academy, at least one manager and one employee from every branch in the FAA Academy were included. Labor officials were also sought to capture the union's point of view concerning the Reinvention of Government program.

Instrumentation

The primary instrument used for the qualitative interviews was the researcher. This use of the researcher as the primary instrument for gathering data required a great deal of internal introspection in order to be aware of the researcher's own biases. The qualitative interviews were based on the two research objectives. Each interview had it's own particular characteristics. The researcher was attentive to the concerns of the participants and allowed the participants to elaborate.

Patton (1990) stated:

The validity and reliability of qualitative data depend to a great extent on methodological skill, sensitivity, and integrity of the researcher. Systematic and rigorous observation involves far more than just being present and looking around. Skillful interviewing requires more than just asking questions. Content

analysis requires considerably more than just reading to see what's there.
Generating useful and credible qualitative findings through observation,
interviewing and content analysis requires discipline, knowledge, training,
practice, creativity and hard work. (pg 123)

The researcher found flexibility to be quite valuable when conducting the
qualitative interviews.

Validity and Reliability of the Instrument

Since the researcher currently is serving as a manager in the FAA Academy, the
researcher acted as a participant-observer in the data collection. The integration of
serving as a manager and data collector in the same program led to biased data. This is
one of fallacies of the participant observation technique pointed out by Guba and Lincoln
(1981):

The method leans heavily on personal interpretation; direct experience with or
involvement in the situation necessarily leads to one to experience in a setting in a
biased manner – the extreme form of "going native" as anthropologists like to
say; direct involvement leads to self-deception on the part of the investigator;
involvement will cause the investigator to take meanings for granted and thus
make it impossible for him observe or report them. (pg 99)

Recognition and consideration of the researcher's own biases and feelings toward
the reinvention of Government Program was crucial in order to produce valid and
credible findings. Triangulation was utilized in gathering data from employees and
managers from other FAA organizations thus validating the data collected from the FAA
Academy personnel. The participants were informed at the conclusion of their interviews

of the major points they provided, thus introducing a degree of accuracy of the participant's own data.

All interviews were taped and transcribed. Detailed records were made of whether the interviewee was a manager or employee or worked in a non FAA Academy organization. The transcriptions were analyzed and common themes were identified. Positive recommendations and perceptions were gathered. Negative perceptions and recommendations were also grouped. The process of analyzing the commonness and differences between managers and employees was performed. The last process was the grouping responses from the FAA Academy participants and the grouping of responses from the non FAA Academy participants. This systematic process of transcribing and analyzing exact quotes from the participants ensures the reliability of the study. The reliability of this study is the extent to which an external audit of the raw data would lead to similar findings of this study.

The interviews were all conducted in a standard format to ensure the maximum validity. The research script and consent form was initially presented to the participant. The signature of the participant was attained before the data collection began. The research questions were then presented in the same order, research question 1 and followed by research question 2. The researcher made notes on the main points presented by the participant.

Data Collection Procedures

Sixteen employees and eleven managers from the FAA Academy were interviewed. There were also nine other managers and four other employees from other FAA organizations interviewed. The identities of the participants were not revealed to

each other. The interviews were conducted in the participant's offices or the researcher's office. In a naturalistic manner, the data was allowed to develop and materialize within the course of the interview. Topics that have emerged from previous interviews were used as suggested topics for discussion and thus facilitated further data collection. Data for the two research questions were gathered in all interviews.

The interviews were taped for ease of transcription. The tape recorder, at times seemed to bias the data gathering. Participants seemed to speak in a "public" voice or made proclamations during the early portion of the interview. However, all participants became more natural as the interview proceeded to the point of seemingly ignoring the tape recorder as the conclusion of the interview. In two interviews, the participants spoke so softly; the transcription was made only possible by connecting the output of the tape recorder to an amplifier and the volume turned up to the maximum. Regardless of these challenges, the tape recorder did provide an effective means of gathering the data.

After the data was transcribed, major concepts were identified from each interview. The paper transcriptions were then cut out and similar ideas were stacked. This allowed for manual manipulation of the data. Stacks that were consequential in size (at least 3-4 transcriptions from different interviews) were regarded as notable data. The data was arranged with respect to the size of the data. This manual manipulation was beneficial and efficient. The stacks were also arranged in separate stacks from the managers and the employees.

Data Analysis Method

The responses were coded as to whether the response was from a manager or an employee. Because of the dichotomy, which existed between managers and employees in the FAA, it was productive to differentiate between the employee and manager answers. The data was also coded as to whether the participant worked for the FAA Academy or not. This gave the researcher the opportunity to compare the responses and make conclusions on the commonness or differences in the responses. The data was then coded in terms of the major topics brought out in participant's responses to the research questions. The responses were tabulated in separate areas for managers and employees. The FAA Academy responses were compared with the non FAA Academy data. Significant areas of similarities and differences were identified. Common perceptions and recommendations were then identified.

Summary

This chapter presented a description of the statement of the problem, purpose of the study, population, research objectives, research design, variables in the study, subject selection, instrumentation, validity and reliability of instruments, data collection methods and data analysis methods.

CHAPTER IV

FINDINGS

Introduction

Chapter IV presents the research findings of this study to describe the effects of the Reinvention of Government program at the FAA Academy. Results of this study are presented by the research objectives.

Statement of the Problem

Numerous changes were made during implementation of the Reinvention of Government program at the FAA Academy of the Mike Monroney Aeronautical Center (MMAC) in Oklahoma City. There has been no review of the Reinvention of Government program on the FAA Academy or the FAA Mike Monroney Aeronautical Center in terms of productivity, efficiency and morale.

Purpose of Study

The purpose of this study was to examine lessons learned from the policy and practices implemented by the FAA Academy during the Reinvention of Government initiative based on perceptions of management and employees of the FAA Academy and

selected customers of the Academy at the MMAC. Findings of the study would include recommended changes to work practices that would improve the productivity, efficiency and morale of the FAA Academy.

Research Questions

The following research questions were answered by the study:

Question 1. What are the positive perceptions of the managers and employees concerning the Reinvention of Government program at the FAA Academy?

Question 2. What are the negative perceptions of the managers and employees concerning the Reinvention of Government program at the FAA Academy?

Scope of the Study

The scope of the study was limited to selected managers and employees of the FAA Academy and selected customers at the Mike Monroney Aeronautical Center. Although participants in this study were located at MMAC, the service they provided and the impact of the change initiated by the Reinvention of Government Program were frequently national and even international in scope. As a result, the FAA Academy was a rich source of data for understanding the program and offers some implications regarding the overall impact of the program.

Findings

Sixteen employees and eleven managers from the FAA Academy were interviewed. There were also nine other managers and four other employees from other

FAA organizations interviewed. The remainder of the participants worked for other FAA organizations at the Mike Monroney Aeronautical Center. Their responses to the research questions were analyzed. The answers were coded in terms of whether the participant was a manager or an employee. Positive and negative perceptions were grouped for each research objective. The data was collated into data pertaining to particular concepts.

The data is presented with input from the managers first and then the employees comments. The significant concepts or specifically the concepts with the most data are presented first. The positive comments will be presented first with the negative statements following. Synopses of major concepts from the data are presented.

<center>Management Responses to Research Question One</center>

What are the positive perceptions of the Reinvention of Government program at the FAA Academy?

- There is an increase in the awareness of the Academy strategic plan among employees. Before the Reinvention of Government Program, the concept of a Strategic plan did not exist at all. While not every employee can recite the Academy Strategic plan, the knowledge of the strategic plan is much more widespread than before the Reinvention of Government Program.

- The employees are much more cost conscious than before the program.

- The employees also have an increased emphasis on improving quality of the training and the level of customer service.

- Procurement processes that used to be lengthy have been replaced by procurements now purchased by government credit cards. This allowed for

quicker delivery of products needed for the delivery of training. In the past, it was typical for months to pass from the beginning of a procurement action to delivery. There were many instances where the delivered item was not right type or model actually ordered.

- Franchising such as in the printing and payroll sections of Aeronautical Center has been a positive result from the Reinvention of Government program. By operating as a fee for service organization, both the printing and payroll offices performed work for and received funds from other Federal organizations rather than the Federal Aviation Administration (FAA). In this manner, the printing and payroll offices relied on less FAA funds for operating costs and allowed more use of FAA funds for the National Air Space System (NAS).

- The use of E-Government has been a major factor in increasing the communication efficiency. Memos that years ago would take weeks to travel up and down the chain of command now take seconds.

- Deployments of major systems in the NAS are much quicker than in the past. In the past, deployment of replacement systems in support of the NAS would take years and many times, the systems were technically obsolete when by the time the deployment was completed.

- Overall there have been more beneficial items than bad, which have, came from the Reinvention of Government Program.

- The Reinvention of Government Program has made many employees and managers aware of the costs involved in conducting business. There are many more cost conscious decisions being made today as a result from the Program.

- Although the Bush Administration revoked all labor-management partnerships in 2000, the Reinvention of Government did increase the communication between the union and management.

- Keep the components that make good business sense such as emphasizing on quality of products and customer service.

- Have Instructional System Specialists monitor Academy instructors to ensure educational soundness.

Summary of the Management Responses to

Research Question One

The data contained awareness of costs, awareness of the Strategic plan and communications being increased by the program. The communications increase specifically applied to the use of E-mail and the relationship between labor and management. Quicker delivery of products through procurement existed in the data. Franchising of the payroll and printing offices were also mentioned in the data.

Management Responses to Research Question Two

What are the negative perceptions of the Reinvention of Government program at the FAA Academy?

- Labor-management relations have suffered. The National Air Traffic Controller's Association (NATCA) recently was awarded with large increases in pay. There is a lack of funding caused by this pay raise that has impacted operations throughout the FAA. The NATCA pay hike was made possible at

the cost of other organizational initiatives and has made the negotiations for ongoing unions very difficult. With security concerns in the sky and with less air travelers, the FAA has not received users fees comparable to before September 11, 2001. This NATCA pay raise has made FAA management unable to fund other labor organizations with comparable raises. There exists a large pay disparity between Air traffic controllers in the field compared to Academy Air Traffic instructors and managers. The union that represents the FAA Academy instructors and Academy management has yet to agree to a new contract.

- During the advent of the Reinvention of Government Program, the Clinton Administration embraced unions. Partnerships were created and fostered. Input from unions was sought for almost every issue. This let to time consuming efforts because of all the necessary buy in from unions that must occur before a management initiative could be undertaken. Now with the Bush Administration action of denouncing partnerships, labor-management relations have markedly shifted to the right. Unions are adversaries with different agendas than management.

- One of the major components of the Reinvention of Government Program is the introduction of pay for performance. This pay for performance exists for managers. The system is a ranking system where 20% of individuals in an area would receive a raise, 45% would receive a smaller raise and the remaining 35% would receive no raise at all. The selection of the recipients is based on performance criteria and then evaluated by their managers. There is no linkage between the criteria for the pay raises and overall Academy goals.

- There is always a "Flavor of the Month" and the bandwagon of slogans and term. We have all been exposed to countless initiatives on improving performance. From Total Quality Management to Management by Objectives, the never ending bantering that a particular management method is the proven method to increase performance of on organization is tiring. Desensitization to the various components of the Reinvention of Government program exists.

- The downsizing of the workforce to an approximate ratio of 15 employees to one manager is a direct result from the Reinvention of Government Program. This concept was implemented in areas where further thought would have provided a more sensible transition. Where a single job classification existed within the employees, this allowed for a higher probability that reorganization would be successful. The mandatory requirement of all organizations to having a minimum 15 to 1 ratio during the Reinvention of Government Program caused some groups to suffer from a lack of managerial visibility and direction. Groups of larger than the 15:1 ratio have now come to existence.

- The manager and supervisor functions now reside in a single job. Due to the mandatory downsizing, many middle layer managers were eliminated. This event caused the first line supervisor to take on managerial tasks as well. Overseeing employee's performance and conduct, assigning tasks and ensuring proper time and attendance is now mixed with program oversight, budgetary considerations and interfacing with Division leaders. These additional duties have made a first line supervisor job overly challenging.

- The reorganization allowed personal agendas to surface and dictate decisions. During the negotiations of the reorganization, workgroups consisting of union

members and managers worked on the restructuring of the Academy to meet the Reinvention of Government Program requirement of the ratio of 15 employees to one manager. There were accounts of workgroup members shuffling the staff and programs into areas of preference of the workgroup members themselves. Thus, personal agendas overrode the sensibilities that should have presided over the reorganization effort.

- There is no union accountability for results. Inspired by the NATCA pay raise, many unions within the FAA renegotiated pay agreements with the FAA. Whether the FAA can fund these pay raises is not a concern for the unions. The accountability for all results is solely on the managers and not the union who dictate many of the decisions.

- Pricing of training products is virtually unknown. The determination of a baseline price for a unit of training is difficult to obtain. There exists no baseline costs for training.

- The present measurements for the quality of training are not indicative of the overall Academy's performance.

- The program was a failure, another program with good intentions but no funding to fully implement the initiatives

- Change for change sake was implemented, not clearly analyzing the latent changes that associated within the overt changes brought upon by the Reinvention of Government program.

- The program has lost its validity.

- Discard slogans; buzz words and repackaged programs with already familiar concepts of improving performance

Summary of the Management Responses to

Research Question Two

Labor-management communications have suffered due to the program. Lack of accountability of the union existed within the data. The data also contained concerns about pay for performance, the increased scope of the management official and measure of training costs and quality. Resistance to change was also brought forth in the data.

Employee Responses to Research Question One

What are the positive perceptions of the Reinvention of Government program at the FAA Academy?

- Instructors are focused more on delivering training than in the past before the Reinvention of Government Program. Several employees mentioned it was their perception that fellow instructors are now more concerned about the quality of training and helping the students to achieve their training objectives.

- Instructors are more aware of costs and are working to be more efficient.

- The procurement process is much quicker and more efficient than before. The inputs of the instructors are now considered when considering what items shall be purchased. The use of the government credit cards have facilitated for much quicker delivery of procured items.

- The increased communication between labor and management has been overall positive. The inclusion of the unions during the nineties was beneficial in allowing for employee's concerns heard by management.

- The implementation of the 15:1 ratio between employees and management allowed for more interfacing between manager and the associated employees.

- The advent of the Alternate Work Schedule (AWS) was beneficial for employees and allowed for flexible use of productive time. The use of credit hours has increased the level of trust between managers and employees.

- Allowing instructor's approval on print requests for printing course materials is good. In the past the signature approval for a print request had to be at the branch manager level. This improvement of a business process is a positive example of the Reinvention of Government program.

- It was suggested by one participant that it would be good to modify the current program but don't reinvent again and start all over. Improve the processes and practices that are effective. Discard the practices that do not work.

Summary of the Employee's Responses to

Research Question One

The increase in communication between labor and management, the improvement of the procurement and printing processes was presented in the data. The subject of the manager's scope also existed in the data. The resistant to change was presented in the last segment of the data. The existence of the data indicates an awareness of the program.

Employee's Responses to Research Question Two

What are the negative perceptions of the Reinvention of Government program at the FAA Academy?

- Managers dictate rather than lead. Managers do not know the real sense of bringing down costs. Managers do not use employee input despite the Reinvention of Government program's principle of inclusion.

- The program is just another management program that missed the mark.

- The entire Reinvention of Government program was a falsification of intent. Behind the grand slogans of efficiency was the true agenda of saving money in an unproductive manner. By just cutting staffing and reorganizing and not implementing the necessary changes in the administrative and budgetary areas, the program was doomed to fail.

- Managers are not accountable for results. There has been no reduction of pay or an instance of a firing of a manager due to the failure of a program.

- The personnel reform is not productive. Specifically, the use of criteria to determine the Superior Contribution Increases (SCI) rather than grade step increases is not fair and is destructive to the organization. The cronyism that the new pay raise system was designed to eliminate has not vanished. The criteria of the SCI are not related to organizational performance. The mechanism of the SCI process is flawed.

- The transformation of government agencies into private-like business is not realistic. Basic missions of government agencies were compromised due to the entrepreneurial spirit promoted by the Reinvention of Government program. Functions of an organization must be examined closely to determine whether franchising of the organization compromises the governmental mission of the organization in question.

- The lack of a contract between the union and management has led to pay disparities between instructors at the Academy and their counterparts in the field. For example, in January of 2003 employees and managers on the new FAA pay system, Core Compensation, received a 4.1% general raise while employees such as the instructors at the FAA Academy received a 3.1% raise. The 1% difference is due to the lack of a new contract between management and labor agreeing to the Core Compensation pay plan. The current performance evaluations for instructors fall into two categories, "meets expectations" or "does not meet expectations". This existing "thumbs up or thumbs down" type of appraisal does not allow for a potential pay raise each year. When and if the new contract is in place, the Core Compensation plan would be beneficial for instructors.

- Due to the downsizing mandated by the Reinvention of Government program, one individual serves as the manager and supervisor of a group. This allows for less time to be spent coordinating and interfacing with employees. Along with the elimination of some supervisor positions, employees were then placed at greater physical distance from their supervisors. This factor also contributed to less face-to-face communications between employees and managers. Although the advent of E-mail has improved communications greatly, the importance of actual meetings between supervisors and their employees cannot be underestimated.

- Displaced supervisors or supervisors who were no longer supervisors were transitioned from a supervisory to an "easier" non- supervisory position while losing no pay. This practice brings no financial benefit to the FAA. The

displaced supervisors were in a sense rewarded from the reorganization with a new position with less responsibility and the same pay. There were instances where the positions were eliminated from the initial reorganization only to reinstate later, thus creating new empires.

- There exists no valid method to track quality or costs. There is no direct link of costs to the initiatives inspired by the Reinvention of Government program. The measurement of instructor performance is also not clearly defined with valid performance standards.

- The pass or no pass performance appraisals can be rationalized as just show up and not be productive but still be evaluated as "meets expectations". There is no incentive to perform at a higher level.

- The entering of data every pay period into the Academy Time And Attendance Program and Activity Data Tracking System is an irritant non-productive exercise.

- One employee had no idea what the Reinvention of Government program was. He was not aware of any changes that occurred in their area due to the program.

- One participant suggested discarding the program.

- Regardless of the Reinvention of Government program, contractors at the FAA Academy will conduct most work in the future.

- New technology will contribute to eliminate many instructor positions. The new systems being deployed in the field do not require an electronics technician but only a computer operator.

Summary of the Employee's Responses to

Research Question Two

The lack of accountability of the managers was presented in the data. The compromising of governmental functions due to franchising also existed in the data. The pay for performance and pay disparity due to personnel reform were also concerns reflected in the data. The increased scope of managers and the lack of training costs were emphasized.

Summary

Chapter IV presented the findings based on the data gathered from qualitative interviews from 12 managers and 14 employees were interviewed. Nine of the employees and seven managers were FAA Academy personnel. The remainder of the participants worked for other FAA organizations at the Mike Monroney Aeronautical Center.

Research Question Two generated more discussion than Research Question One. There were more unfavorable comments gathered than positive. Employees and managers contributed approximately the same amount of data. Much of the data was related to the effect of the program in the past rather than on recommendations for the future of the program. For the few specific recommendations given, similar recommendations for the program were collected from the managers and employees.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMENNDATIONS

Introduction

This chapter summarizes and provides criteria for the quality of this study. This chapter will also provide conclusions and recommendations derived from the findings.

Statement of the Problem

Numerous changes were made during implementation of the Reinvention of Government program at the FAA Academy of the Mike Monroney Aeronautical Center (MMAC) in Oklahoma City. There has been no review of the Reinvention of Government program on the FAA Academy or the FAA Mike Monroney Aeronautical Center in terms of productivity, efficiency and morale.

Purpose of Study

The purpose of this study was to examine lessons learned from the policy and practices implemented by the FAA Academy during the Reinvention of Government initiative based on perceptions of management and employees of the FAA Academy and

selected customers of the Academy at the MMAC. Findings of the study would include recommended changes to work practices that would improve the productivity, efficiency and morale of the FAA Academy.

Research Questions

The following research questions were answered by the study:

Question 1. What are the positive perceptions of the managers and employees concerning the Reinvention of Government program at the FAA Academy?

Question 2. What are the negative perceptions of the managers and employees concerning the Reinvention of Government program at the FAA Academy?

Scope of the Study

The scope of the study was limited to selected managers and employees of the FAA Academy and selected customers at the Mike Monroney Aeronautical Center. Although participants in this study were located at MMAC, the service they provided and the impact of the change initiated by the Reinvention of Government program were frequently national and even international in scope. As a result, the FAA Academy was a rich source of data for understanding the program and offers some implications regarding the overall impact of the program.

Summary

Qualitative interviews were employed to gather the data from the participants

from the study. Sixteen employees and eleven managers from the FAA Academy were

interviewed. There were also nine other managers and four other employees from other

FAA organizations interviewed. As data was collected, it was coded into two categories:

management and employee. The data was further separated into positive and negative

components. The data was analyzed for common concerns and differences between

employees and managers.

The data contained similar concerns between management and employees. The

lack of accountability was made from management about the union/employees and

likewise from union/employees about management. Franchising and procurement also

brought responses from both management and employees. The scope of management

was another common theme between management and employees. The existence and

amount of the data collected validates an awareness of the program.

Criteria for Assessing Quality in a Constructivist

Research Study

Guba and Lincoln (1989) provide four measurement parameters to parallel a

constructivist research with common positivist criteria:

Credibility, analogous to internal validity, asks the question, is the evaluation a

true measurement of the program rather than effects introduced by the researcher? The

researcher employed other data sources specifically, FAA managers and employees from

other organizations than the FAA Academy. The gathering of data from other non-

Academy employees and managers provided triangulation of the data and confirmation of common concerns. Member checks were accomplished by repeating responses back to the participants during data collection, thus ensuring the credibility of the data.

Transferability, similar to external validity, is the extent to which the results of this research can be applied to circumstances outside of the FAA Academy. The existing labor-management relations in the entire FAA confirm the dichotomy in the data between managers and employees in this report. The General Accounting Office (2003) reports a general sense of unfairness with respect to pay has led to increased unionization among FAA employees.

Dependability, parallel to reliability, asks the question was the instrument reliable? Would an external audit of the raw data gathered in this study lead to similar conclusions? Every interview was transcribed by hand. The raw data exists for every participant. The findings are comprised of exact quotes from the participants.

Confirmability, analogous to objectivity, is a measure of whether the data can be traced to actual sources, and the data was not just a figment of the researcher's imagination. As the argument for dependability, the raw data for every interview exists. Exact quotes were used for the findings of this report.

Conclusions

Results from this study are the basis for the following conclusions:

1. The Reinvention of Government program has influenced the behavior of employees and managers in a positive manner. This behavior change is due to an increased awareness of costs associated with training.

2. While there has been an increase in the general awareness of costs associated with training, exact pricing of FAA Academy training products is still unknown.

3. Personnel reform is not effective. The disparity that exist between unions and their associated pay agreements with the FAA have created a morale problem for employees. Pay for performance is a contentious issue between management and employees.

4. The concept of one person serving as manager and supervisor is not effective. Although flattening of the management hierarchy occurred, the supervisor is now responsible for an overwhelming amount of duties. These duties take away from the basic leadership tasks that must be accomplished to create a truly effective training branch.

5. Accountability is a core issue of mistrust between labor and management. Both sides have made the charge the other does not possess accountability. The Reinvention of Government program has not increased the trust between the parties.

6. Business processes have been improved due to the Reinvention of Government program. Efficiencies have been gained in streamlining processes such as procurement and printing. These accomplishments have led to examining all processes hat potentially could lead to more efficient and productive business practices.

7. Franchising is effective in organizations where an activity is non-governmental in nature such as printing and payroll. Franchising in organizations that are safety related or in regulatory in nature could lead to a degradation of services and a

shift to focusing only on the monetary bottom line and not the basic mission of the organization.

8. The use of electronic mail has increased internal communications within the FAA Academy. The fact that today electronic messages can be written to the entire Academy in seconds has led to news spreading quicker than in the past. Memos that used to take days and weeks to approve and disseminate now can take only minutes.

9. The awareness and effects of the Reinvention of Government program exist within the FAA Academy.

10. There exists a resistant to change within the FAA Academy.

Recommendations

This study examined the effects of the Reinvention of Government program at the FAA Academy. Based on the findings and conclusion from this study, the following recommendations are offered:

1. Avoid starting another program with slogans or buzzwords such as "Reinventing Government".

2. Before starting a necessary new global program such as the Reinvention of Government program, gather input from employees and managers in order to reduce the resistance to change

3. Determine and validate baseline costs for FAA Academy training.

4. Increase trust between labor and management through mutually agreeable methods.

5. Develop and implement performance standards tied to pay increases for instructors.

6. Maintain practices that make good business sense such as the streamlining in the procurement process.

7. Develop accurate costs for FAA Academy training.

8. Examine the scope of the first line supervisors to examine what necessary changes are warranted.

The researcher poses the following questions as areas for future research:

1. What are the exact cost benefits tied to an increased awareness of costs among FAA Academy employees and managers?

2. How can a pay for performance system be implemented for FAA Academy instructors?

3. What other processes can be streamlined and made more efficient within the FAA Academy?

4. What Federal organizations would benefit from franchising?

5. What functions of a Federal organization are governmental or non-governmental?

6. Is out-sourcing possible for the FAA Academy?

7. What steps must be taken in order for the FAA Academy to become a franchised organization?

8. How can the resistance to change be overcome?

9. How can the level of trust be increased between labor and management?

10. What is the optimum scope of control for a first line supervisor?

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APPENDIXES

APPENDIX A

INSTRUCTIONAL REVIEW BOARD

APPROVAL FORM

Oklahoma State University
Institutional Review Board

Protocol Expires: 2/16/2004

Date: Monday, February 17, 2003   IRB Application No   ED0373

Proposal Title: REINVENTION OF GOVERNMENT AT THE FEDERAL AVIATION ADMINSTRATION
ACADEMY

Principal
Investigator(s):

Jess Ussrey   Steven Marks
1025 NW 20   308 Cordell North
Moore, OK 73160   Stillwater, OK 74078

Reviewed and
Processed as: Exempt

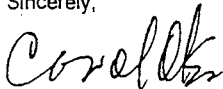Approval Status Recommended by Reviewer(s): Approved

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Dear PI :

Your IRB application referenced above has been approved for one calendar year. Please make note of
the expiration date indicated above. It is the judgment of the reviewers that the rights and welfare of
individuals who may be asked to participate in this study will be respected, and that the research will be
conducted in a manner consistent with the IRB requirements as outlined in section 45 CFR 46.

As Principal Investigator, it is your responsibility to do the following:

1. Conduct this study exactly as it has been approved. Any modifications to the research protocol
   must be submitted with the appropriate signatures for IRB approval.
2. Submit a request for continuation if the study extends beyond the approval period of one calendar
   year. This continuation must receive IRB review and approval before the research can continue.
3. Report any adverse events to the IRB Chair promptly. Adverse events are those which are
   unanticipated and impact the subjects during the course of this research; and
4. Notify the IRB office in writing when your research project is complete.

Please note that approved projects are subject to monitoring by the IRB. If you have questions about the
IRB procedures or need any assistance from the Board, please contact Sharon Bacher, the Executive
Secretary to the IRB, in 415 Whitehurst (phone: 405-744-5700, sbacher@okstate.edu).

Sincerely,

Carol Olson, Chair
Institutional Review Board

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APPENDIX B

RESEARCH SCRIPT AND QUESTIONS

To the Participant:

I am conducting a study on reinvention of government program at the Federal Aviation Administration Academy. If you agree to participate in the program, I will ask you four questions about reinvention of government program and will spend approximately 30 minutes with you.

The two questions I intend to ask you are:

Question 1. What are the positive perceptions of the managers and employees concerning the Reinvention of Government program at the FAA Academy?

Question 2. What are the negative perceptions of the managers and employees concerning the Reinvention of Government program at the FAA Academy?

The purpose of this study is to fully understand how effective the reinvention of government program for FAA Academy internally and with respect to other Aeronautical Center organizations. This information may be of immediate benefit to you due to a possible increase in awareness of the program. There is minimal to no risk to you for participating in this study. Your participation will be completely confidential. During the interview, I will tape record our discussion. I will transcribe the tape recordings and present the tape to you for your disposal. A research number designating whether you are an employee or manager and the chronological order of this interview will only identify the written transcription. Your identity will not be revealed in association with this study. You may refuse to participate in this study at any time with no penalty or retribution. Thank you in advance for participation.

Jess Ussrey

VITA

Jess Ray Ussrey

Candidate for the Degree of

Doctor of Education

Thesis: THE PERCEPTIONS OF IMPACT OF THE REINVENTION OF
GOVERNMENT PROGRAM ON THE FEDERAL AVIATION
ADMINISTRATION ACADEMY AT THE MIKE MONORONEY
AERONAUTICAL CENTER

Major Field: Applied Educational Studies

Biographical:

Personal Data: Born in Midwest City, Oklahoma, June 20, 1962.

Education: Graduated from Job Corps, Tahlequah Oklahoma, 1979;
Received Bachelor of Science degree in Engineering Physics and Math from
Northeastern State University, Tahlequah, Oklahoma 1986; Received
Masters of Science degree in Applied Physics from University of Central
Oklahoma, Edmond, Oklahoma, 1991, Completed requirements for the
Doctor of Education degree in Applied Educational Studies from Oklahoma
State University, Stillwater, Oklahoma in July, 2004.

Professional Experience: Tinker Air Force Base, Engineering Installation
Division, 1986-1989, Federal Aviation Administration Academy, 1989 to
present

Membership: Federal Aviation Administration; Asian Pacific American
Committee.