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COLLEGE OF SOCIAL AND BEHAVIORAL SCIENCES

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Abstract

Attitudes Toward Federal Government Privatization Reform Policies Among Federal
Civil Servants and AFGE Labor Union Members Within the Department of Defense in

Oahu, Hawaii

By

Steven Bernard Moore Sr.

MPA, Troy University, 2003

BA, Drake University, 1986

Dissertation Submitted in Partial Fulfillment

of the Requirements for the Degree of

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Abstract

The Department of Defense (DoD) is transforming the Hawaii-based DoD federal bureaucracy by incorporating private sector business practices. As a result, privatization is a major concern to DoD civil servants and the American Federation of Government Employees (AFGE) federal labor union members. This qualitative study's research question focused on the core values, attitudes, and beliefs regarding the privatization experiences of federal employees and AFGE members. The purposeful sample for this phenomenological research design consisted of 10 civil servants from Hawaii-based federal government agencies, some of whom were members of the AFGE. In person semi-structured open-ended questions were used to explore and explain the core values, beliefs, and attitudes of the research participants. Data analysis employed the Stevick-Colaizzi-Keen process, which enabled reduction, horizontalization, and data coding to create clusters of meanings and themes. The findings indicated that the majority of the research participants (a) favored traditional public service values, and (b) approved implementation of private sector values as an essential means of reforming the federal sector. The recommendations derived from the study will improve relationships, policy development, and communication between management and labor through mutual understanding of privatization. This study will benefit public, Hawaii-based DoD employees, AFGE members, and private sector partnerships through informing public-private agency partnerships in support of national defense missions. This study will contribute to positive social change by providing greater insight into the issue of privatization which can lead to improved workplace relations.

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Dedication

This dissertation is dedicated to God. To my wife Tanya Lynn Bautista Pokini Moore who is proof of God's blessings. To Army veteran Branden Kavika Moore, Army SGT Steven Bernard Ke'Alii Moore Jr., Army Reservist SPC Te'Arra Nohelani Malia Moore, and future nurse and future Air Force officer Ta'Tianna Ku'Ulei Lehuanani Moore. To my grandchildren Kensei, Osei, and Tipene Moore and their mothers Mayumi (Branden) Moore and Ramona (Steven Jr.) Moore. To my sisters and brothers Linda, Debra (deceased), George Jr., Sharon, Margaret, Mohammad, Christopher, Edward, and Adrienne. To my brother USAF Operation Desert Storm 1990-1993, and Operation Restore Hope/Battle of Mogadishu 1993 veteran MAJ Roderick A. Moore.

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Chapter 1: Introduction to the Study

Introduction

The Hawaii-based Department of Defense (DoD) and other Hawaii-based federal agencies are confronted with a problem regarding privatization reform policies that affect democratic governance, federal employment, federal labor union collective bargaining rights, and morale of federal employees (Feeney & Kingsley, 2008; Perry & Wise, 1990; Powley & Anderlini, 2009). The problem with privatization is that the federal sector faces resistance because of the differences between public sector and the private sector (Zomorrodian, 2008). However this resistance could have been much worse for unionized programs and organizations (Nigro, 2008). As such the focus of this study was on the American Federation of Government Employees (AFGE) but applied to the federal civil service in general (AFGE, 2008; Oman, Gabriel, Garrett, & Malmberg, 2003; Shafritz, Russell, & Borick, 2007). Although the federal government system has a broad and extensive array of programs including both unionized collective bargaining units and non collective bargaining units, the scope of this study encompassed only federal agencies with unionized collective bargaining units.

The problem with privatization reform policies implemented in federal programs and the civil service is the potential impact these policies have on DoD services, programs, and employment. This problem exists because, among other reasons, privatization limits accountability and access of private contractors to the public, while removing federal workers who are the protectors of the public interests (McEntee, 2006). A significant factor that may have contributed to this problem is the difference between federal sector values and private sector values (Appleby, 1945). Exploring these

differences contributing to the problem required examining the experiences linked with the attitudes, core values, and beliefs of federal employees and AFGE labor union members. These stakeholders had unique firsthand knowledge of the impact of privatization on the federal sector. This qualitative phenomenological study contributed to the body of knowledge by examining experiences of federal civil servants and AFGE labor union members. The importance of this study is to reveal the reasons why federal service values appeared to conflict with private sector reform policies (Frederickson, 1971, 1997).

The focus of this study was on the attitudes, core values, and beliefs toward federal government privatization reform policies among federal civil servants and AFGE labor union members within the DoD population located in Oahu, Hawaii. While there have been many studies on reform in the federal government system, this study focused specifically on DoD organizations with federal labor unions. The following summary of the research literature provides a brief overview of the larger context of federal bureaucracy privatization reform policies contained within the paradigms associated with the federal sector. The aspects of federal reform, privatization, and public service values are comprehensively examined in Chapter 2.

Background

Federal government privatization reform policies have been created and implemented for over 150 years of the federal sector's existence. Each reform period targeted individual objectives. For example, the Pendleton Act of 1883 created a new civil service program to eliminate corruption in government service (Feeny & Kingsley, 2008). The 1937 Brownlow Committee encompassed changes in how the executive

branch was empowered to transform the federal bureaucracy (Arnold, 2007). The Civil Service Reform Act of 1978 (CSRA) eliminated the U.S. Civil Service Commission and replaced this entity with the Office of Personnel Management (OPM), The Equal Opportunity Employment Commission (EEOC), and the U.S. Merit Systems Protection Board (MSPB) (Condrey, 2005; Hays & Kearney, 2003; Shafritz et al., 2007). Under the Clinton administration, the National Performance Review (NPR) was established to reduce the volumes of paperwork and streamline procedural regulations (Gore, 1993). These examples derived from the literature indicate the extensive policies created to change the paradigm of the federal system.

While there have been a series of significant federal sector reform initiatives over the past 150 years, each of these reform approaches were centered on improving the function, management, and outcomes of the federal sector. However the emphasis of this qualitative phenomenological study was on privatization. The review for this study began with the Reagan administration and moved forward to the present time. Due to the comprehensive amount of information available, I did not cover all of the 150 years of federal reform policies, programs, and approaches. I focused solely on the decades starting with the Reagan administration and what relates to privatization policies.

Bureaucratic Paradigm

In order to comprehend the reforms that occurred within the federal bureaucracy and public administration, it was essential that I explored the concept of paradigm in the literature for relevance to public administration and federal system reform discussion. This discussion began with an examination of the concept of a paradigm and this term's association with federal government privatization reform policies.

Paradigm

In *The Structure of Scientific Revolutions*, Kuhn (1962) was the first to create and apply the term “*paradigm*” to explain the model that was applicable to institutions, traditional standards, and “accepted examples of actual scientific practices” (p. 10). Kuhn explained that a paradigm was the means to comprehend a community or institution that was subject to standard rules, regulations, values, traditions, and practices such as the scientific community. A paradigm, according to Kuhn, is essential in understanding a phenomenon in a community as a paradigm revealed essential patterns, thoughts, and encapsulated values and beliefs. Kuhn’s key argument regarding the concept of paradigm was that a change or a shift from one paradigm to another illustrated the revolutionary metamorphosis of ideas, actions, theories, and patterns within an organization. For example, Kuhn stated that, even though organizations are complex, “the emergence of a paradigm affects the structure of the group that practices the field” (p. 18).

Overall, Kuhn’s descriptions of the paradigm were essential to understanding significant and revolutionary changes to public administration and the federal sector. These changes involved volatile political ideologies that compelled reevaluation of existing standards, beliefs, values, and structure. The literature review provides greater context for the application of paradigms to the federal government. Barzelay and Armajani (1992) in applying Kuhn’s (1962) conceptualization of a paradigm, informed the public administration and federal government system changes that informed this study.

Previous Paradigm

According to Barzelay and Armajani (1992), the paradigm of the federal bureaucracy prior to the 1980s was a bureaucratic model rooted in social equity concepts. These traditional or old public administration values were known as the public service ethos, consisting of apolitical management, public service, fairness, transparency, access, and equality (Barzelay & Armajani, 1992). The bureaucratic paradigm represented the idea that employment was founded on merit, officials managed through the implementation of standards and rules, and political parties would not have excessive control over the workforce (Barzelay & Armajani, 1992). Barzelay and Armajani posed that the bureaucratic paradigm was the model of efficiency in operating and managing programs, policies, and employees.

Barzelay and Armajani stated that this model of the federal government was eventually challenged and overtaken by a revolutionary approach to government management and operation. The bureaucratic paradigm was replaced by a competing paradigm that was completely opposite of the status quo.

Existing Paradigm

The post-bureaucratic paradigm is considered the current model of the federal sector (Barzelay & Armajani, 1992; Miller & Fox, 2007). From the 1980s to the present, this paradigm has emerged to replace the previous bureaucratic paradigm. The shift from the bureaucratic paradigm to the post-bureaucratic paradigm illustrates the move from apolitical management, fairness, transparency, and equality values to a revolutionary federal management model found in private sector business practices (Barzelay & Armajani, 1992). The post-bureaucratic paradigm was rooted in the values of

conservative political ideologues who considered the private sector business model to be the best practice for improving the federal government system. The post-bureaucratic paradigm model was created and implemented with the assumption that the federal system would function better if citizens were referred to and treated as customers (Barzelay & Armajani, 1992).

Paradigm Shift

The shift in paradigms was illustrated as the move from “public interest to results that citizens value” (Barzelay & Armajani, 1992, p. 537). This meant that the core approach of public administration management and service delivery converted to “customers, quality, service, value, incentives, innovation, empowerment, and flexibility” (Barzelay & Armajani, 1992, p. 537). Or, as indicated by Kuhn (1962) in the overall process of a paradigm shift, a new paradigm would be established because the previous paradigm was incapable of maintaining validity and credibility among a following generation of practitioners. While the new paradigm supported business-centered customer service practices, this current paradigm also caused considerable conflict with federal civil servants and AFGE members who embodied the public service ethos.

Differences

Comparison and contrast of the bureaucratic paradigm and the post-bureaucratic paradigm also illustrated the differences between public administration and private business practices (Aberbach & Christensen, 2005; Allison, 1979). The post-bureaucratic paradigm involves the application of business principles as the framework for federal sector management (Barzelay & Armajani, 1992). The objective is to transform federal agencies’ policies from public sector practices to private sector business methods. For

example, federal managers are required to use privatization policies as the guiding principles of managing agencies, providing services, and controlling the federal workforce (Milakovich, 2006). The purpose of comparing federal management approaches to customer service is that this concept would change organizations into progressive, fiscally responsible, competitive entities (Osborne & Gaebler, 1992).

The differences between the bureaucratic paradigm and the post-bureaucratic paradigm contributed to federal employees' and AFGE members' resistance to government reform initiatives based on private sector applications (Shafritz, Hyde & Parke, 2004). These differences embodied the competing values each sector was known for. For example the federal sector was governed by "political necessities" such as the "political calendar" and all aspects of the political process (Allison, 1979, p. 400). On the other hand, the private sector was not affected by political processes, but was more concerned with market fluctuation, which had a greater impact on business (Allison, 1979).

Federal sector managers did not have the capability to make rapid, responsive decisions based on the layers of approval required (Hays & Kearney, 2003). Meanwhile, private sector managers had the flexibility, authority, and support to make higher level decisions in order to ensure that private companies remained competitive (Condrey, 2005). These descriptions were evidence of larger differences demonstrated in the literature review.

Competing Concepts

These examples, derived from the literature review, provided the nature of differences illustrated by the bureaucratic paradigm, which incorporated traditional, or

old public administration values, and the post bureaucratic paradigm, which incorporated private sector values and practices (Denhardt & Denhardt, 2003). Other sources provided information indicative of the opposing points of view, competing concepts, ideas, theories, and thoughts found in the extensive literature supporting this study. For example, Abrahamsen and Williams (2008), in a study on military privatization programs, stated that the DoD did not have effective oversight of private contractors. As such, service delivery costs were not accounted in a manner that accurately reflected the objectives of the DoD's cost saving goals (Abrahamsen & Williams, 2008).

On the other hand, Miller and Fox (2007) described principal--agent theory as being a positive contributor to the privatization approach. Principal--agent theory empowered the public in choosing proactive federal agencies, some of which employed private sector assets to become competitive (Miller & Fox, 2007). Those agencies that did not use privatization polices were believed not to meet the demands of the public. These authors were a sample of the broad array of sources of information used to increase the understanding of this research problem. There are substantial numbers of quantitative journal articles on privatization. However, there are fewer journal articles on the attitudes, core values, and beliefs of federal civil servants and AFGE labor union members. This gap in knowledge is the focus of this dissertation.

Significance of the Study

Transparency, accountability, social equity, and accessibility are values that underpin government administration for the benefit of all members of the nation, and are the foundation of responsive service to citizens (Schooley, 2008). Private sector principles of winning, competition, acquiring wealth, and concern with capitalism, and

self-interests incorporated within the public administration framework of government cause significant federal sector upheaval. Privatization replacing federal employees as the primary means for public service program management and delivery is a significant cause for organizational conflict. A qualitative phenomenological study (Polkinghorne, 1989) on the attitudes of public employees and public union members towards government reform and privatization is significant because the narrow focus of political ideology has deep reaching impact on the quality and function of government for all citizens (Oman et al., 2003). This dissertation will enabled public administration practitioners, public and private sectors, and the public to achieve greater awareness and comprehension of divisive issues associated with privatization (Adams & Schvaneveldt, 1985). This dissertation may have significant impact on the values, beliefs, and attitudes of federal employees and AFGE union members.

Purpose

The purpose of this study is to examine, explore, and describe the attitudes, core values, and beliefs toward federal government privatization reform policies among federal civil servants and AFGE labor union members within the DoD population located in Oahu, Hawaii. The concept of privatization is defined as the federal government turning control of public programs and positions over to the private sector under contracted service delivery (Loson, 2009; Van Slyke, 2003; Wilson, 1989). In order to comprehend privatization policies linked and the experiences associated with the attitudes, core values, and beliefs of federal employees and AFGE members, transcriptions of the study's participants' responses and discussions are employed.

Rationale

In 2000, a large plan developed by the second Bush administration for privatizing the federal bureaucracy was implemented in order to reduce the size and scope of the federal government (Milakovich, 2006). As a result approximately 200,000 federal employees were fired, laid off, or were pressured to leave public employment (BLS, 2009a, 2009b; Hawaii, 2007a, 2007b; Hawaii State, 2007; Oman et al., 2003). Although the impact of privatization on the federal government was the subject of previous research (Hays & Kearney, 2003; Dunn, 2004; Shafritz et al., 2007), additional studies were required to fully comprehend the lived experiences of federal employees and AFGE members who experienced privatization reform policies (Abrahamsen & Williams, 2008; Aman Jr., 2005; Baez, 2005). Battaglio (2007) posed that benefits, wages, and employee rights will be affected unless the public and political leadership are made aware of the consequences of comprehensive government reform policies. The gap in knowledge about lived experiences associated with the attitudes, core values, and beliefs of federal employees and AFGE members required examination (Bingham, Nabatchi, & O'Leary, 2005).

Theoretical Framework

There were numerous theoretical constructs applicable to this study. It was crucial that for this study I narrowed the constructs to an applicable theoretical lens to avoid contradictions. The attitudes, core values, and beliefs of federal employees and AFGE members towards federal government privatization reform policies were observed through a theoretical lens based on Denhardt and Denhardt's (2003) new public service (NPS) theory. According to Denhardt and Denhardt, NPS encompasses traditional values

of selfless service, merit, social equity, citizenship, equal opportunity, and fairness married with efficiency, economy, and fiscal responsibility. Federal civil servants function under a higher standard because the federal government represents the democratic principles of the constitution to the public (Powley & Andolini, 2009). NPS is the driving force behind regulations, statutes, laws, and principles by which the federal government functions (Frederickson, 1997, Light, 1999). NPS incorporates traditional public administration values that illustrate why federal employees work long hours in order to ensure the public receives needed assistance and support (Berman, Bowman, West, & Van Wart, 2006; Bright, 2005; Buelens & Van den Broeck, 2007).

As exhibited in the constructs of NPS, federal employees and AFGE members demonstrate public administration values in bureaucratic discretion such as ethical decision making, fairness in distribution of services and products, social equity in managing public programs, providing assistance down to the local level, and building considerable expertise regarding citizens and communities (Denhardt & Denhardt, 2003). NPS theory provides insight for understanding the reasons federal civil servants resist privatization policies (Boyne, James, John, & Petrovsky, 2010; Oman et al., 2003). NPS also informs the reasons for the attitudes, core values, and beliefs of federal employees and AFGE members (Jacobsen, 2005). The values of social equity, justice, merit, and accountability contained in NPS theory facilitates federal employees' and AFGE members' use of discretion to make decisions but remain fair and impartial, which supports job satisfaction (Boardman & Sundquist, 2009; Mann, 2006).

Research Question

Creswell (2007) stated that the research question should "restate the purpose of the study in more specific terms" (p. 99). This point is relative to the type of qualitative research question underpinning the study. The main research question that focused this phenomenological study was "What are the attitudes, core values, and beliefs of federal civil servants and AFGE labor union members within the Department of Defense population located in Oahu, Hawaii towards federal government privatization reform policies?"

To obtain relevant raw data for answering this question, I submitted five semi-structured open-ended questions that precluded participants from providing yes or no answers (O'Sullivan & Rassel, 1995). In addition, my active listening skills were utilized as a means to redirect the focus of the interview and included strategies such as acknowledging what was said, paraphrasing the participant's comments, and demonstrating understanding and compassion when appropriate to the situation (IDRC, 2009). I used probing techniques such as asking the participant to elaborate further, or to tell me more, and asking what happened in addition to the response in order to go deeper into relevant responses (Family, 2009). Upon further progress of this study, additional questions were posed as a result of additional acquisition of data. This research question was the focal point for viewing the phenomenon through the lens of experienced federal employees and AFGE labor union members. Refer to Appendix C for the interview questions.

Definition of Terms

American Federation of Government Employees (AFGE). The AFGE is the largest federal labor unions with approximately 600,000 members (AFGE, 2008, p. 2).

Bureaucracy. Bureaucracy is “the totality of government officers” and “all of a government’s employees” (Shafritz et al., 2007, p. 552).

Civil Service. Civil service is "the dominant system and organizational culture underlying the practice of public personnel management" (Hays & Kearney, 2003, p. 19).

Department of Defense (DoD) (2009). Large bureaucracy that deals with national defense policies and execution of national defense missions (U.S. DoD, 2007).

Government. Government “are the public sector organizations, agencies, and personnel who administer programs, provide services, and enable communication and access to officials” (Moore Sr., 2009a, p. 4)

Market Model. Frederickson (1997) described the market model as consisting of "privatization, contracting out, the logic of transaction costs, and issue networks" (p. 79).

National Performance Review (NPR). The National Performance Review (NPR) was "President Bill Clinton's effort, spearheaded by Vice President Al Gore, to create a government that "works better and costs less" (Qiao & Thai, 2002, p. 19).

New Public Management Theory (NPM). NPM Theory "refers to a cluster of ideas and practices (including reinvention and neomanagerialism) that seek, at their core, to use private sector and business approaches in the public sector" (Denhardt & Denhardt, 2000, p. 550).

New Public Service Theory (NPS). NPS is "a set of ideas about the role of public administration in the governance system that places citizens at the center" (Denhardt & Denhardt, 2000, p. 550).

Organizational Efficiency and Effectiveness. Organizational efficiency and effectiveness means "the desire to maximize the ratio of inputs to outputs in any management process" (Hays & Kearney, 2003, p. 17).

Privatization. Privatization is "a public agency provides a particular service that is produced and delivered by a private contractor" (Condrey, 2005, p. 43).

Private Sector. The private sector is "The part of the economy which is run for private profit and not controlled by the state" (Denhardt & Denhardt, 1995, p. 30).

Public Sector. The part of the economy that provided public services. The largest sector of the economy (Shafritz et al., 2007; U.S. DoL, 2010).

Traditional Public Administration Values. Traditional public administration values are "responsiveness, efficiency, employee rights, and social equity" (Condrey, 2005, p. 38).

Assumptions and Limitations

Several assumptions were made for this study. The first assumption was that government reform initiatives and policies affected all government employees and public labor unions. The second assumption was that the participants involved in the research would provide truthful information regarding their experiences relevant to the research. The third assumption was that the manner in which privatization affected the attitudes of employees differed in degree and severity. The fourth assumption was that the interview process engendered that respondents were open and insightful based on the employment

situation, the sensitive aspect of government employment, and the need to provide in depth information regarding public sector employment, professional values, personal ideas, beliefs, and principles. Chapter 3 of this phenomenological study provides the procedures utilized to ensure that biases were eliminated.

The limitations that were associated with this study consisted of four areas. First, my personal experiences as a federal civil servant and AFGE member may be a limit to this study. To mitigate this limitation, I applied bracketing to engender raw data collection and analysis that was not affected by my own beliefs (Moustakas, 1994). Second, based on the use of interviews 10 participants were employed to provide information (Creswell, 2007) which would not translate to generalizing the research findings to a larger population (Creswell, 2003). A third limitation was that conducting interviews in the worksites may have restricted access to information and participants due to the study's requirement to digitally record interview responses. Last, due to the size of the federal bureaucracy in Hawaii, this study was limited to federal agencies with union representation (Hawaii, 2007a, 2007b).

Nature of the Study

The nature of this qualitative study was to comprehend the attitudes, core values, and beliefs of Federal employees and AFGE members. The qualitative study was intended to explore, discover, and explain rather than test for significance (Colaizzi, 1978; Van Manen, 1990). Furthermore, a qualitative method used narrative descriptions as opposed to numerical counts and manipulation (Trochim & Donnelly, 2007). Therefore, a qualitative research method when compared with a quantitative method was appropriate and useful for obtaining data suitable for answering the research question

(Babbie, 2007; McNabb, 2008). A phenomenological approach helped to remove presuppositions in order to draw out the true essence of experience (Colaizzi, 1978; Moustakas, 1994; Van Manen, 1990). This was accomplished through "essentially descriptive techniques including disciplined reflection" (Valle & King, 1978, p. 7).

The phenomenological method put forth by Moustakas (1994) was discussed by other qualitative researchers and authors such as Colaizzi (1978), Polkinghorne (1989), Van Manen (1990), and Giorgio (1985) as a significant means to provide a greater amount of information that engenders a clearer understanding of the phenomenon while investigating the research question. A phenomenological approach is not rooted in assumptions of reality (Searle, 1995). Instead, this approach provides the information for readers to grasp and employ perspectives based on their own interpretations (Valle & King, 1978). Chapter 3 provides additional information as well as more detailed explanations and analysis regarding the nature of this study, such as the differences between the qualitative and quantitative research designs.

Based on Moustakas' (1994) procedural guidance, the meanings of the lived experiences of federal employees and AFGE members regarding their attitudes, core values, and beliefs were derived from descriptions distilled from semi-structured questions within lengthy interview duration. The experiences of the participants were critical to answering the research question. Therefore participants needed to have a minimum of 1 year of federal sector employment in a federal agency.

The subsequent transcribed interviews facilitated phenomenological review and scrutiny (Moustakas, 1994; Valle & Halling, 1989). Phenomenology has been used in studies as a means to examine public administration topics such as lived experiences of

police officers (Wright, 2009), violence towards nurses in public hospitals (Khalil, 2009), public health and persons with personality disorders (Widiger, Simonsen, Krueger, Livesley, & Verheul, 2006), and leadership (Raffanti, 2008). Phenomenology was employed by researchers to examine public administration phenomena such as management programs (Svara, 2010), developing public policy and public administration (Morcol, 2005), and religion in the public sector (Nass, 2006). These phenomenological studies illustrated the value and justification of phenomenology to this study.

Organization of Dissertation Chapters

Chapter 1 provided an outline of the purpose, reasoning, and logic of this dissertation study. The following chapters continued the presentation of relevant information for understanding the current phenomenon. In Chapter 2, the literature review provides current research derived from peer-reviewed scholarly journals and public administration texts (Walden, 2009a). I analyzed, compared and contrasted, evaluated, and reported on government reform, privatization, the federal bureaucracy, and exposed gaps in knowledge as revealed through a rigorous scholarly research application (Walden, 2009a). Chapter 3: Research Method outlines the phenomenological method and presents the chosen dissertation research design that was used to collect and analyze data. This chapter illustrates the use of reviewing government reform, privatization policy implementation in the federal bureaucracy, and public service values in developing interview questions for conducting research. Responses associated with the reasons for attitudes towards privatization were obtained, evaluated, and from this action, themes were developed. A more detailed explanation of the research design was discussed in

Chapter 3: Research Method. The process, steps, and framework in the study's overall design was illustrated in Chapter 3: Research Method.

Chapter 4: Data Collection, Data Analysis, and Findings facilitates comprehension of federal service values derived from civil service relative to public service. The measures required by Walden University (2009b) for use in mandatory human research protection procedures involving risk management, informed consent, anonymity, and confidentiality in protecting the privacy of the participants are fully described (Walden, 2009b; IRB, 2009, 2010). Chapter 5: Interpretation of the Findings, Recommendations, and Conclusions integrates the problem, the process, and the results with comprehension of the data, and recommendations for resolving the issue.

Chapter 2: Literature Review

Introduction

This qualitative study's purpose was to comprehend the attitudes, core values, and beliefs of federal employees and AFGE members. Chapter 2 presents essential themes that enable deeper comprehension of the context of the phenomenon, and provides justification for a phenomenological method. To place this study within the context of the literature relevant to federal sector values and privatization, the following sections are presented: (a) strategy, (b) theories and approaches relevant to government reform, (c) federal government reform, (d) privatization, (e) literature gap, (f) phenomenology, and (g) summary of Chapter 2. The literature review also offers rationalization for the selection of the phenomenological method for this study.

NPS theory functioned as an overview of the theoretical framework of this study. Federal employees and AFGE labor union members typically identify with traditional public administration and public service values such as fairness, justice, merit, social equity, and equal opportunity (Condrey & Battaglio Jr., 2007). However, private sector values such as efficiency, competition, and creating and acquiring capital (Davis & West, 2009) were sources of conflict within the federal bureaucracy. As such, an overview of NPS theory is important to understanding federal sector values. A closer examination of NPS theory is warranted, as it serves as the study's theoretical lens.

Another theme relevant to this study was federal sector reform. Although there have been numerous studies on federal sector reform, this literature review focused on the previous decades beginning with the Reagan administration and forward.

Federal government privatization reform policies have had a significant impact on federal employees and AFGE members. As an important theme for exploration, privatization is examined, with emphasis on aspects of the approach used as federal sector solutions.

The literature review fulfills the need to understand public service values, privatization, federal employees and AFGE members, and theories and approaches that are at the root of the federal sector reform. In addition, the literature review presents current studies, academic text readings, and government reports that enable in-depth analysis of the subject. A summary of the gap in knowledge identified in this literature review is presented.

Strategy

A review of contemporary documents was performed using Walden University's library services (Walden, 2009a). The databases utilized for the literature review included ProQuest and EBSCOHost (Walden, 2009a). The analysis was focused on documents such as federal government reports, peer-reviewed journal articles, and public administration reference texts that provided the depth and breadth required to analyze government reform, privatization, and the civil service. The concepts and approaches relative to privatization were analyzed along with the reasons for civil servants' resistance to change. The information featured a comprehensive holding of peer-reviewed journals along with the databases, scholarly texts, and required readings for public administration courses to draw crucial data and explanations.

The literature review was initiated through the EBSCOHOST database, which consists of sites such as Education Research Complete, Education Resource Information

Center (ERIC), Academic Search Premier, SocINDEX with full text, Sage Publications, and Business Source Premier (Walden, 2009a). In addition to database sites, public administration research papers submitted to Public Policy and Administration courses involving privatization, public personnel management, and traditional public administration values and principles were included in the review process (Moore Sr., 2009a, 2009b). All information used in this literature review was evaluated for essential information relevant to privatization, government reform, and federal government employment.

Key words used to locate current peer reviewed journal articles included government employees, political officials, political appointees, federal government, federal bureaucracy, efficiency, effectiveness, cost-effectiveness, downsize, contract out, privatize, civil service, reform, government workforce, AFGE, A-76 Circular, federal agency management, government contracts with corporations, recommendations for reform, outsourcing, reinvigoration, public personnel management, federal employee unions, new public management, NPS, democratic governance, public administration, public service ethos, business administration, collective bargaining agreement, government run like a business, entrepreneurial manager, and managerialism.

Theories and Approaches Relevant to Privatization Policies

The literature review regarding federal government privatization reform policies involved a broad range of theorists, approaches, authors, and topics. However, for this study, I limited the discussion to four distinct theories and approaches associated with recent privatization policies. The theories and approaches examined were: (a) public

choice, (b) entrepreneurial manager, (c) New Public Management (NPM), and (d) New Public Service (NPS). A brief synopsis of the theories and approaches was presented.

Public Choice Theory

The first theme that provided significant context for federal sector reform was public choice theory. Public choice theory is a conservative ideology and an approved means for changing the culture of federal service management (Shafritz et al., 2004). According to Mendes (2001) public choice theory was developed by economists Buchanan, Niskanen, and Tullok to indicate the value of self-interest in free market economics as a management approach. Conservatives and federal reform proponents supported public choice theory because the root concept was self-interest and competition as the means for establishing successful efficient agencies while eliminating non performing public organizations (Mendes, 2001).

Frederickson (1971, 1997) suggested that conservative reform proponents believed that, as a federal reform approach, public choice theory implemented in federal government management would improve decision making. This was because ineffective leaders would be exposed and subjected to loss of customers, and, subsequently, elimination of nonfunctioning agencies (Frederickson, 1997). In addition, public choice theory supports implementation of privatization as an effective private sector practice. Public choice was considered by reform supporters to be a facilitator of improved management of dwindling resources and funds (Shafritz et al, 2004). According to Shafritz et al. (2004) “competition among interest groups was the most effective process for ensuring that government adopted policy solutions that were the best for the public good” (p. 372).

Kouizmin, Witt, deHaven-Smith, and Thorne (2009) suggested that public choice theory is grounded in the private sector model that, when transferred to the federal sector, would facilitate weeding out weak performers from successful. Gains and Stoker (2009) posed that the public's use of selecting the best agency would result in failed organizations being eliminated, poor performers being identified and losing funding, and personnel being terminated for being unproductive. Further, competition engendered in public choice ensures that the public receives responsive support coupled with improved efficient service delivery (Kamensky, 1996).

Public choice theory also faces criticisms of its use in the federal government. Mendes (2001) argued that the public choice theory did not demonstrate greater compassion for federal employees who worked diligently facilitating fair and impartial service. Also, self-interest is not compatible with federal service because the public is the focus of government (Braun & Guston, 2003). Sagers (2007) posed that customers of the government are not readily aware of the limited focus of federal programs under public choice towards resolution of issues. Or stated otherwise, citizens did not comprehend the restrictions encompassed under public choice. Regardless of criticisms, public choice theory employed by federal reform proponents was a significant step in reducing or eliminating barriers to private sector practices implemented within the public sector. For example, studies on public choice theory implemented in government results indicated that this approach “saved a significant amount of money, brought substantial management reforms (especially in customer service and procurement processes), and promoted a more performance-based discussion about the functions of government”

(Denhardt & Denhardt, 2003, p. 19). Tied to public choice was Osborne and Gaebler's (1992) concept of reform.

Entrepreneurial Manager Theory

The second critical theme in this literature review is the entrepreneurial manager theory. The entrepreneurial manager theory and approach to federal government was the most significant foundation for government reform during the 1990s. Osborne and Gaebler's (1992) model for government reform detailed the importance and relevance of applying private sector management practices to poor performing public bureaucracy agencies. Entrepreneurial management theory expressed by Osborne and Gaebler (1992) focused federal government reform on changing how federal managers planned and executed organizational service delivery. This means that, instead of clients, the public is considered worthy of higher standards of service. Flexibility and decision making supports customer service driven objectives, improved workforce responsiveness to demands and requirements, and improved employee performance (Osborne & Gaebler, 1992).

Gore (1993) surmised that the successful practices of private sector models described by Osborne and Gaebler (1992) compelled President Clinton to model the National Performance Review (NPR) on the principles and concepts presented by Osborne and Gaebler (1992). Hyde (2005) suggested that entrepreneurial managers were highly effective because increased decision making, power, authority, and flexibility lead to highly efficient and fiscally responsible public agencies. Boyne (2006) indicated that government reform under the Clinton administration is consistent with previous efforts to transform government programs, personnel, and procedures. Boyne (2006) followed

Osborne and Gaebler's (1992) line of reasoning by suggesting that the entrepreneurial manager model uses innovation, radical thought and action, and reduction in rules and policies that impeded forward thinking and action in government policy implementation.

Reichard (2008) added to the discussion by indicating that entrepreneurial managers are a suitable approach to public management of government bureaucracy, based on the private sector business administration practices that were proven to facilitate competitive, proactive, and successful businesses. Bruel and Kamensky (2008) posited that public entrepreneurs were effective in restructuring, reforming, and reinvigorating the public sector. Watkins and Arrington (2007) indicated that public sector entrepreneurs employed proven private sector applications by reducing red tape between agencies and the public in order for programs to be effective. Brudney, Burke, Cho, and Wright (2009) stated that entrepreneurial managers permitted an environment rooted in federal management acting on self-interests in moving agencies in a forward, economically efficient manner.

While there are supporters of entrepreneurial managers, critics also provided opposition to this government reform approach. Denhardt and Denhardt (2003) posed that entrepreneurial managers take excessive risks with the public's funds through highly risky choices. Also, Jacobsen (2005) posed that, while entrepreneurial managers are permitted increased freedoms and less restrictions, these managers are not subject to oversight that requires accountability for actions.

These discussions on the value of Osborne and Gaebler's (1992) theory of the entrepreneurial manager indicate the distinct position this concept holds in regard to federal government reform. The application of Osborne and Gaebler's (1992)

entrepreneurial manager theory was directly applied to the federal bureaucracy to implement comprehensive and broad reaching reform measures across the government. The relevance of entrepreneurial manager theory to public administration was that a strong political ideology expressed by conservative politicians began to replace the traditional values of public administration. This paradigm shift also impacted the democratic governance aspect of public service, as values such as accountability and transparency proposed by public administration were minimized by business administration practices that were grounded in secrecy to give private sectors the edge over the competitors (Stanton, 2009).

New Public Management (NPM)

The third and critically important theme relevant to the research discussion is new public management (NPM). NPM, in theory and practice, has been applied to the federal government as the best practice for changing the culture within the federal bureaucracy toward greater fiscal responsibility and efficient management of public programs (Abramson, Brooks & King, 2007; Battaglio & Condrey, 2009; Bruel & Kamensky, 2008). The major theoretical concepts of NPM are that private business administration underpins success through public choice, increased scrutiny of budgets is the means for eliminating wasteful organizations and programs, and entrepreneurial managers are provided with increased power and flexibility over the workforce (Bumgarner & Newswander, 2009; Kettl & DiIulio, 1995; Wexler, Wycoff, & Fischer, 2007).

NPM evolved during the 1980s as a narrowly focused ideology and practical application for changing how public managers controlled public funds, agency functions, and traditional public administration procedures in order to bring about increased budget

control and policy execution (Milakovich, 2006). NPM management approaches were associated with conservative right wing politicians who opposed liberal government programs and policies concerned with social issues and programs funded by taxpayer dollars (Battaglio, 2007). Conservative political ideology combined with public demands for improved government led to a distinct paradigm shift in federal administration (Barzelay & Armajani, 1992; Battaglio & Condrey, 2009). Conservative political leaders considered business management practices to be the best choice and most effective practice consistent with public interests objectives of low taxes, strict budgets, and fiscal responsibility to achieve measurable results (Boyne, 2006; Bransford, 2008).

Organizational performance, output measurement, and the application of specialized technical expertise were favored characteristics sought by NPM proponents in changing the federal bureaucracy (Brudney, Burke, Cho, & Wright, 2009). The prevalent assumptions of NPM proponents were that business practices such as privatization and competition would separate high performers from mediocre organizations, which could subsequently be eliminated (Vigoda-Gadot & Meiri, 2008). Large public agencies were reduced in size and scope into smaller, concise organizations integrated with and controlled by private sector contractors, managers, and supervisors (Bel & Fageda, 2008). The public budget was used as a tool to enforce reform measures, reinvigorate management and personnel performance, and mandate efficiency regulations and standards (Reed & Swain, 1997; Rubin, 2007). Competition was integrated within the public sector environment in the belief that competition would force agencies to work more efficiently or be eliminated (Johnston & Seidenstat, 2007).

NPM theory and application also drew criticism for the conservative values expressed in its approach to government. Denhardt and Denhardt (2003) posed that NPM undermined the traditional values of public service because of the high demand placed on self-interests as being the priority of employees. Christensen, Laegried, and Farrell (2008) argued that NPM prevented responsible federal employees from implementing bureaucratic objectives which affected democratic governance. Frederickson (1997) surmised that NPM was incorrect in replacing traditional values with market economic values as the federal government was not created to function on market economics. Dal and Powell (2009) stated that NPM tended to permit managers to abuse their authority over federal sector personnel based on market model principles of employment and performance appraisals.

The relevance of NPM to public administration and federal reform was that this management philosophy and practice was instrumental to the structure of the federal government currently in place today. NPM successfully minimized the traditional public administration values of social equity, justice, and equality and replaced these values with business values such as competition, winning, and creating wealth.

New Public Service (NPS)

The fourth theme connected with this study was new public service (NPS). In this study, I inquired about the lived experiences linked with the attitudes, core values, and beliefs of federal employees and AFGC members through the lens of NPS. As such, it was essential to demonstrate the comprehensive information involved in the construct of NPS. NPS constructs were: (a) serve citizens not customers, (b) seek the public interest, (c) value citizenship over entrepreneurship, (d) think strategically and act democratically,

(e) recognize that accountability is not simple, (f) serve rather than steer, and (g) value people not just productivity are critical tenets of the overarching attitudes, core values, and beliefs essential to federal civil servants and AFGE members in executing their duties (Denhardt & Denhardt, 2003, pp. 42-43). An assumption of these constructs was that federal civil servants and AFGE members throughout the federal sector reflected these values and beliefs. Also, relevant to this study, it was necessary to assume that NPS was applicable to quantitative and qualitative research studies, so NPS was applicable in a research context for examining the attitudes, core values, and beliefs of federal employees and AFGE members.

According to Denhardt and Denhardt (2003) NPS is described as values and principles that are the foundation for the actions and attitudes of federal civil servants and federal labor union members. Federal employee motivation is derived from the values inherent in NPS that underpins federal employee decision making in policy execution. Selfless service occurs within an environment of dignity and respect for both the citizens served and fellow employees. NPS is the ability of federal employees and AFGE members to serve the public, and work with citizens and other stakeholder to respond to the demands and challenges of democratic governance (Newland, 2009). According to NPS, the character of federal employees is demonstrated by their performance of duties. They derive a sense of satisfaction from public service (Denhardt & Denhardt, 2003). The application of the constructs of NPS engenders greater definition of the values, attitudes, strengths, and commitment to the public (Pierre, 2009; Schooley, 2008).

Serve Citizens, Not Customers. This means that the public is central to the values of federal service instead of potential outcomes for the federal employee (Denhardt & Denhardt, 2003). As a result, federal civil servants are concerned more closely with establishing extensive links with the public through trust and cooperation (Denhardt & Denhardt, 2003). Or otherwise stated, federal employees seek to provide services to all clients of the federal government because it is the goal of the federal government.

Seek the Public Interest. This point refers to the intent of federal employees in establishing and growing the concept of the public as having desires, objectives, and goals (Denhardt & Denhardt, 2003). This means that the public and federal sector shares the same goals and outcomes. Rapid solutions should not be the main focus in terms of narrow interests and choices (Denhardt & Denhardt, 2003).

Value Citizenship over Entrepreneurship. The public interest is served properly over time by entrepreneurial management who are not guided by self interests, but rather by cooperation, commitment, and awareness of the rights citizens to fair and impartial government (Denhardt & Denhardt, 2003). This means that citizens receive service and support as it is the citizen's best interest and not the performance measure for the employ rewards.

Think Strategically, Act Democratically. Equitable and efficient federal service is best accomplished by cooperation among stakeholders at all levels and with equal values and input (Denhardt & Denhardt, 2003). This means that public, private, nonprofit, and volunteer partnerships based on cooperation and collaboration are essential measures in meeting the needs of the public.

Recognize that Accountability is not Simple. Protecting and serving the public requires members of the federal sector to adhere to and aggressively enforce constitutional principles, federal laws, and ethical standards. This stance is opposed to permitting conditions and situations to exist where market principles are the focus of attention (Denhardt & Denhardt, 2003). This point means that legal principles associated with federal service required diligence and take precedence over a lack of oversight.

Serve Rather than Steer. Cooperation between federal employees, AFGE members, the public, and stakeholders in an effective federal bureaucracy is rooted in leadership that embraces and practices shared values (Denhardt & Denhardt, 2003). Shared values enables all stakeholders to clearly and concisely articulate attitudes, values, and interests on an equal level, rather than narrow interests taking larger control over the bureaucracy.

Value People Not Just Productivity. Respect for the public, AFGE members, and employees of the federal sector are demonstrated on a continuous basis. Success occurs when an environment of mutual respect and professional and personal courtesy are nurtured as elements of federal sector collaboration, cooperation, shared leadership, and participation (Denhardt & Denhardt, 2003).

Denhardt and Denhardt (2003) posed that public service values are exhibited by employees building trust, applying concerns towards civic problems, and contributing solutions to issues. Adhering to these values is the means for federal employees to reach intrinsic goals (Mayo, 1933). Although some federal employees and AFGE members have differing levels of satisfaction in public service, overall commitment to the public generally is strong (Perry, 1997; Perry, Brudney, Coursey, & Littlepage, 2008). NPS

theorists (Denhardt & Denhardt, 2003) suggest that there is a difference between federal sector service and private sector service that require a different mindset for each particular sector. According to NPS, service to citizens is an essential attitude inherent in the federal sector that demonstrates federal employees' aspirations, goals, and sense of satisfaction. Attentiveness to service to citizens means that federal employees are able to demonstrate belief of their values through selfless service to citizens (Fieldheim, 2007; Horton & Hondeghem, 2006). This point relates to the attitudes of federal employees and AFGE members because NPS illustrates the concept of public service values (Houston, 2006).

NPS inclusion of traditional public administrative values is subject to criticism by proponents of NPM. Hood (1991) said that in comparison to NPS, NPM as a collection of conservative ideas reference to private sector business practices is considered as a more appropriate model for transforming the federal bureaucracy. Kettl and DiIulio (1995) stated that NPS is ineffective because the federal bureaucracy is more efficient when employees' self-interests compel them to function more economically. Kamensky (1996) suggested that NPS is incorrect in focusing on the public as clients, because the term customers compel federal employees to compete for business. Competition improves federal service delivery, and overall federal sector performance (Kamensky & Burline, 2004). Other criticisms are that NPS failed to effectively address federal management because of opposition to the entrepreneurial management approach (Kapucu, 2009). For example, Kapucu (2009) indicated that NPS managerial approaches would not encourage increased productivity as would an entrepreneurial approach found

in privatization. However, while there are some criticisms of NPS, the level of criticism is not as great as the criticism directed toward traditional public administration.

Theories and approaches linked with federal government privatization reform policies provide a context and theoretical grounding to this study. This is accomplished through understanding of attitudes, core values, and beliefs of federal civil servants and AFGE labor union members toward federal government privatization reform policies. Conservative political stakeholders and federal government reform proponents assert that privatization reform policies incorporating market values are essential means in transforming the federal sector. Proponents of privatization reform policies suggest that privatization enable federal sector leadership to make the federal bureaucracy highly efficient, fiscally responsible, and smaller in size and scope (Kamensky, 1996).

To meet the public's demands for federal bureaucracy reform, conservative political leaders elect to implement privatization reform policies. Federal government reform initiatives enable understanding of the executive branch of the federal government employing bureaucratic reform policies. These reasons are presented in the next section covering federal bureaucracy reform.

Federal Bureaucracy Reform

Federal government privatization policies have been used extensively by federal executives in the Reagan administration and continuing through to the second Bush administration (Van Slyke, 2003; Thompson, 2006). Each presidential administration implemented to differing degrees privatization policies in order to compel the federal government to meet the demands of the public for smaller government. The initiatives in reforming the federal government date back over 150 years of the nation's history.

However, I limited the study to the context of the past three decades beginning with the Reagan administration.

Reagan Administration

In the 1980s, President Reagan initiated a significant reform endeavor through the establishment of highly conservative demands for reduced government, removal of extensive government regulations, and implementing privatization within the federal bureaucracy as a larger factor in service delivery (Rosenbloom, 1983, 2008).

Rosenbloom (2008) stated that NPM was an essential part of the Reagan administration's government reform initiatives that included reorganization of public agencies, stricter budget controls, and privatization of public sector functions. According to Rosenbloom (2008) and Milakovich (2006) the Reagan administration placed emphasis on privatization as a means of enforcing the public choice aspect of government service delivery. Public choice theory applicable to privatization policies meant that "government would provide more experimentation, true competition, and innovation" (Shafritz et al., 2004, p. 372.) According to Rosenbloom (2008) the Reagan administration supported privatization because it permitted the executive branch to cut spending, reduce budgets, and as such trim federal payrolls in order to effectively reshape the federal bureaucracy.

First Bush Administration

In 1988 the first Bush administration continued in the same path established by the Reagan administration. Rosenbloom (2008) and Milakovich (2006) posed that the first Bush administration was concerned with the federal bureaucracy as being a burden on taxpayers and therefore used privatization as a comprehensive means to cut spending

and reduce public sector budgets. One consequence of the use of privatization was that comprehensive downsizing of the government was engendered across public bureaucracies (Milakovich, 2006). The first Bush administration was a compelling force in the legislation passage of the Chief Financial Officers Act of 1990 (GAO, 1990; Walker, 2007) which was effective in controlling the federal bureaucracy financial responsibilities through privatization and outsourcing (Milakovich, 2006).

The actions of the Reagan administration and the first Bush administration laid the foundation for increased government reform that used more encompassing procedures, effort, and personnel in achieving reform objectives. The Clinton administration took the two previous administrations reform objectives farther in implementing a complete transformational process of federal agencies. The National Performance Review was a significant event in the paradigm shift involving traditional public administration and private business administration.

Clinton Administration

Beginning in 1993, the Clinton administration engaged in government reinvigoration and reform initially through the *National Performance Review (NPR)* then later as the *National Partnership for Reinventing Government* (Milakaovich, 2006). Kamensky (1996), Qiao and Thai (2002), and Milakovich (2006) posed that similar to other government reform efforts, the objective of the NPR was to identify wasteful government practices, procedures, and personnel, and reduce or eliminate inefficiencies throughout the federal government. Gore (1993) and Kamensky (1996) suggested that the Clinton administration was concerned with transforming the federal bureaucracy to a streamlined efficient entity. Gore (1993) and later Milakovich (2006) explained that the

NPR under the Clinton administration removed barriers to public service such as volumes of paperwork previously employed in documenting policies, programs, and procedures. As a result, the NPR also led to a major reduction in paperwork and in personnel (Shafritz et al., 2004; Shafritz et al., 2007). In other words under the Clinton administration the NPR was a significant step in transforming the mindset of the federal sector from traditional values to business like values.

Milakovich (2006) surmised that primarily based on the strength, logic, and results of the business sector, Osborne and Gabler's (1992) writings on transforming the public sector resulted in the Clinton administration application of Osborne and Gaebler's expertise within the federal bureaucracy. Thompson (2000) indicated that the Clinton administration responded emphatically to calls by conservatives and the public for efficient government by instituting the NPR within the public sector. The Clinton administration used Osborne and Gaebler's (1992) book as the format and blueprint for changing the culture of public management and public agencies through business practices that included downsizing agencies, Reduction in Force (RIF) of government employees, and eliminating massive amounts of bureaucratic rules and regulations (Milakovich, 2006). A function of NPR was the constant review of federal agencies via organizational budgets for the purpose of reducing or eliminating wasteful practices, excessive public personnel, and nonproductive programs (Stanton, 2009). Gore (1993) stated that red tape was the hindering factor that reform proponents assumed was inherent in the federal government and the presence of red tape impeded progress and fiscal responsibility. Therefore removal of red tape ensured highly effective operation and reasonable outcomes for federal agencies (Gore, 1993).

Nigro and Kellough (2008) explained that the essence of NPR was political ideology coupled with private sector values. In other words, according to public administration theorists, the combination of values and ideology functioned as the platforms that merged to replace public administration values of equality, justice, fairness, and merit (Milakovich, 2006; Moynihan, 2008; Nigro & Kellough, 2008). Thompson (2000) stated that in the Clinton administration, traditional public administration values, considered as irrelevant by conservative stakeholders, were targeted for replacement. Traditional public administration values were rapidly replaced with business administration values that included competition, efficiency, self-interests, and political expediency as the dominant concepts of public service.

Second Bush Administration

Oman et al (2003), Pagoulatos, (2005), AFGE (2008), and Shafritz et al. (2007) reasoned that in 2000, the second Bush administration was aggressive in employing privatization as a critical concept and practical application in federal government reform measures. Oman et al. (2003) indicated that under the second Bush administration's federal reform policies, instead of government providing services, the government would purchase the services of private sector agencies to provide public goods and services. Pagoulatos (2005) posed that the second Bush administration's reform policies permitted government agencies to hire private sector management agencies to conduct and manage critical infrastructure services among other priorities of the federal government. This effectively placed the federal government under conservative ideology as far as preventing tax increases to fund essential functions.

The nearly half million public sector jobs converted to private contracts and outsourcing by the second Bush administration was the result of a privatization policy directed to increase the efficiency of the government (BLS, 2009a; Shafritz et al., 2007). Shafritz et al. (2007) stated that privatization policies associated with the second Bush administration were "the sale of government assets, private financing of public facilities, and private provision of services" (p. 117). In other words, under the second Bush administration, private enterprise replaced public control and service.

The second Bush administration employed privatization as a major component of government reform which engendered purchase of service agreements. Purchase service agreements permitted government managers to increased flexibility previously considered as unattainable under standard civil service procedures (Klingner & Lynn, 1997). The advantages to outsourcing through purchase agreements included "reduced capital costs, personnel costs, and legal liability risk" (p. 158).

The study of federal government reform is essential to exploring the core values, attitudes, and beliefs of federal employees and AFGE members. It is important to review the linkage between conservative ideologies, executive branch use of power and authority, and resulting reform of the federal sector. It is equally important to comprehend executive branch minimization of federal sector values while increasing the downsizing of federal employees in public agencies. Central to federal sector reform is privatization.

Privatization

This study investigated the lived experiences related to the attitudes, core values, and beliefs of federal employees and AFGE members. Privatization as a government

reform policy is a private sector approach implemented within the federal sector. Privatization policies affords to federal sector leadership the means to reducing the federal sector workforce, including reducing federal pay, raises, collective bargaining rights, and benefits (Oman et al., 2003). Privatization policies are essential for management to eliminate collective bargaining with public sector unions (BLS, 2009b; Mosher, 1968). Researchers consider this aspect of privatization as a key point in reform rejection by public sector employees (Feeny & Kingsley, 2008; Fieldheim, 2007; Kellough & Nigro, 2005; Noblet & Rodwell, 2009). In other words, privatization is a significant tool used by conservative leadership of public agencies to reduce the number of federal employees while maintaining service delivery of federal entitlements, programs, goods, and assistance (Brooks, 2004).

Civil servants believe that privatization is a distinct and aggressive attempt on the part of public sector leadership to transform federal sector employment (Fieldheim, 2007; Islam & Farazmand, 2008). Kettl and DiIulio (1995) indicated that privatization promoters and government reform proponents are highly motivated to use privatization because “competition, rewards, and sanctions will prove far superior to authority-based, monopolistic governmental agencies” (p. 51). Hays and Kearney (2003) identified privatization as the viable means for conservative political reform proponents because privatization “abolishes the entire agency and replaces it with an outside contractor” (p. 20).

Under privatization, public officials have the ability to use commercial service providers to obtain goods and services rather than using federal employees to handle agency requirements (Moe, 1987; Nigro, 2008; Walker, 2007). Privatization policies

evolved to include agencies with primary functions such as education, waste management, defense, intelligence, safety and security, and public health (Kamensky & Burlin, 2004). Privatization agreements enable political appointees as heads of public agencies to increase involvement of private business in taking over public agency functions despite strong objections of federal labor unions such as the AFGE (AFGE, 2008). A significant number of private companies enable public officials to focus on efficiency objectives, reduce government agency costs, and provide alternatives to public sector requirements for civil servants (Thompson, 2009; Wang & Van Wart, 2007). Privatization as expressed in the journal articles, public administration texts, and discussed in the literature is a precise tool the executive branch of the federal government employs to reduce the civil service and union power in the federal bureaucracy.

Privatization journal articles provide limited insight as to the effects of privatization on federal employment. Employees are subject to dismissal without benefit of due process, or lost “their bumping rights” where employees could be sheltered from RIF practices (Klingner & Lynn, 1997, p. 162). This capability provides public managers with increased abilities in reducing government employment rolls in a manner different from merit and due process grievance procedures (AFGE, 2008). Adding to Klingner and Lynn’s (1997) explanation of the impact of privatization on federal employment, Battaglio Jr. (2007) expressed that privatization prevents civil servants from having permanent employment protected by merit standards. Private contractors are hired on the basis of limited terms, benefits, and pay in accordance with corporation standards of employment (Battaglio Jr., 2007).

Gollust and Jacobson (2006) studied the public education sector in comparison with the public health sector in utilizing private contracted services. The authors observed that public education administrators are more likely to use private contractors. On the other hand, public health administrators are more hesitant in using private sector personnel to facilitate services and management (Gollust & Jacobson, 2006). Gollust and Jacobson (2006) surmised that public education administrators view the complexity of private contracting as a significant barrier to essential service management. Conversely, Gollust and Jacobson (2006) determined that public educators receive a greater amount of public pressure for change which results in the public education sector employing an increased number of private contractors. They indicated that the public health sector has a lower amount of government reform criticism directed towards it while the public education system is the focal point for highly vocal reform critics. The authors determined that public health agencies when compared with the public education sector lack knowledge, skills, and expertise required for establishing and maintaining government control over private contractors and outsourcing of medical services. The authors cited that there is resistance from both the public education and public health sectors workforce toward government reform initiatives that affect civil servants while favoring private sector personnel.

Amirkhanyan, Kim, and Lambright (2007) indicated that private contractor behavior is also a factor in federal contract performances. Privatization choices by managers according to the authors are derived based on political pressure and party affiliation. Amirkhanyan et al. (2007) analyzed conservative reform philosophy that cite significant reasons for moving private contractors into government service delivery are

contractors possessed specialized skills, private contractors are technically sound, and private sector managers are flexible in meeting efficiency objectives.

Super (2008) stated that a comprehensive framework for understanding the decision to contract out and contractor performance existed. According to Super (2008) this framework is suitable for justifying the use of private contractors as a suitable choice by federal government managers for accomplishing program management and service delivery.

Joaquin and Greitens (2009) added to the privatization literature through the examination of reform policies enacted within public agencies. The authors identified the A-76 Circular as a tool used by the executive branch to increase privatization within public agencies. Competitive sourcing policy A-76 is the platform to reduce public agencies, while increasing private sector control over the federal bureaucracy (Joaquin & Greitens, 2009). Under the A-76 policy, public agency managers are compelled to select private sector agents to provide public services, while reducing the number of public employees and eliminating public sector control over programs (Joaquin & Greitens, 2009).

The A-76 policy incorporates competitive source selection, budgeting, and reduction of public programs which affects the power and authority of the federal bureaucracy (Joaquin & Greitens, 2009). The authors stated that although historically the executive branch and presidential administrations are active proponents in implementing privatization, the second Bush administration increasingly used the A-76 Circular policy to reduce the federal bureaucracy "estimated at 416,000 jobs by 2002" (p. 816). This process was employed so that the benchmark of \$10 million could be reached through

outsourcing of job, firing public employees, and reducing public organizations (Joaquin & Greitens, 2009).

The Office of Management and Budget (OMB) is responsible for managing the A-76 policy and ensuring effective processing of government transitions (Joaquin & Greitens, 2009). Programs are transferred to private sector control through contracts awarded based on determinations of efficiency and economy (Joaquin, 2009). According to Joaquin and Greitens (2009), the second Bush administration saw the use of the A-76 Circular as the means to "change the institutional structure in which decisions about what an agency should be doing are made" (p. 817).

The literature on privatization is extensive and comprehensive in explaining how privatization as a practice has expanded within the federal sector. As such, critical aspects of federal government reform lead to distinct disagreement and debate that involves federal workers, managers, and opponents as well as proponents of conservative ideologies. Debate stems from opposing positions on traditional public administration values that merge in the new paradigm known as NPS. The following section provides an overview of the NPS which is the theoretical lens of this study.

While there is more literature on public administration and public service relative to NPM, this also suggests that there is a gap in knowledge on NPS (Denhardt & Denhardt 2003). This gap in knowledge requires NPS to be used as an applicable lens to examine a phenomenon such as attitudes, core values, and beliefs of federal employees and AFGE members toward federal government reform policies.

NPS Research Design

The study of lived experiences towards federal government privatization reform policies demands examination of previous research relative to this study's design. Previous research justifies employment of the qualitative phenomenology method. NPS, or NPS values, in different contexts were studied regarding different government populations. However a majority of the research on NPS is quantitatively based, which means numerical counts and scales are applied to the studies (Bel & Fageda, 2007; Georgellis & Tabvuma, 2010; Su & Bozeman, 2009; Ya Ni & Bretschneider, 2007). Fewer studies employ qualitative methods of research. Levinson (2007) used phenomenology in capturing themes regarding federal government contractors and use of torture. Morcol (2005) employed a phenomenological design to gain insight regarding public administration and public policy. The lived experiences of federal employees and AFGE members is the focus of this research; as such a qualitative study utilizing phenomenology is best suited to answer the research question.

Literature Gap

The literature review provided a broad array of discussions centering on relevant theories, concepts, and values expressed in scholarly journal articles and public administration texts. Within the literature, key points expressed an extenuating need for additional studies in the topic area. For example, in terms of why the public sector and the private sector differ in application and concepts, Feeney and Kingsley (2008) stated that there is a perception of a lack of financial incentive by stakeholders to review the similarities and differences of public and private sector employees and how each sector functions.

Joaquin and Greitens (2009) posed that although there are studies that evaluated the use of the A-76 Circular by presidential administrations, gaps in the literature failed to disclose the effects of the A-76 circular on public servants and public union members such as privatization. Perry et al. (2008) suggested that further studies are required to examine importance of public service values relative to motivation within federal agencies. The authors reiterated that quantitative analysis may not sufficiently explain the significance of social and personal values on public employment. The authors also indicated that "the study also raises issues that merit further research" (Perry et al., 2008, p. 454).

The social change factor of future research depends upon understanding the values of federal service relative to maintaining a stable, highly motivated public workforce subject to government reform practices. Gaps in knowledge and a need for greater understanding impede potential resolution of federal sector privatization policies issues exposed in scholarly research. The knowledge is lacking on the core values, beliefs, and attitudes of federal employees on privatization. This qualitative phenomenological study is designed to meet the need for answering the research question and in the process contribute to social change.

Phenomenology

I used Phenomenology as the method to gather data and distill information, so it is essential to comprehend the reasoning and concepts associated with the founding tenets. Also, it is important to evaluate prior research conducted that describes lived experiences of human beings (Nelson & Rawlings, 2007).

Phenomenology is a means of inquiry and analysis that seeks to comprehend and explain the meaning of experiences of human beings within a given phenomenon (Creswell, 2003, 2007). To achieve explanations using phenomenology, I bracket off, or set aside prejudices, assumptions, and established beliefs in order to fully receive and comprehend the experiences in the lived world of research participants (Colaizzi, 1978). Phenomenology is a method that uses descriptions of a human being's experience as the person lives these experiences (Moustakas, 1994). The intent and purpose of phenomenology is to comprehend fully a phenomenon through the words and viewpoint of the participant (Van Manen, 1990).

Based on these conceptualizations, this study's conceptual framework, and the empirical part or the field of study work, I used a phenomenological investigative process as explained in Chapter 3: Research Method.

Summary

Chapter 2 illustrated the essential context as well as significant background information for comprehension of the research problem and justification for the research method. The theoretical platform consisted of economic and management theories and approaches applied to the public sector: public choice, economic manager, NPM, and NPS. NPS is the appropriate lens for this research study due to the linkage and focus on federal employees and public service attitudes, core values, and beliefs. NPS integrates traditional public administration attitudes and values with private sector concepts of efficiency and accountability. Integration of traditional values with business values maintains citizen-centered rather than business-centered government. As such NPS receives extensive attention and examination.

This review demonstrates that NPS constructs of serve citizens not customers, seek the public interest, value citizenship over entrepreneurship, think strategically and act democratically, recognize that accountability is not simple, serve rather than steer, and value people not just productivity are critical factors to the research target population. This is an important point because as indicated previously I assumed that all federal employees and AFGE members believed in the constructs. Also, it is necessary to present NPS as an essential theoretical lens in public administration studies.

The literature review provided a recent history of government reform which included privatization policies to explain how policies developed and expanded. This literature review demonstrated that there are significant numbers of studies on federal government privatization reform, most being of a quantitative design. However the literature is not as deep with qualitative phenomenological studies on the attitudes, core values, and beliefs of federal employees and AFGE members.

Justification for a phenomenological design is substantiated through presentation of public administration research of lived experiences of human beings. The lived experience of federal employees and AFGE members require additional analysis and contributes to filling the gap in the literature.

Chapter 3: Research Method

Researcher's Philosophy

My philosophical standpoint is that federal employees and American Federation of Government Employees (AFGE) labor union members desire federal government that encompass truth, empathy, social equity, efficiency, accountability, and justice. My belief is rooted in Denhardt and Denhardt's (2003) NPS theory and administration approach. Past research on privatization policies were centered on their implementation in the federal sector. However there has not been extensive investigations of the impact that privatization policies have had on the attitudes, core values, and beliefs of federal employees and AFGE members who were involved in the daily functions of federal government. I assume that NPS, which includes traditional public service values partnered with efficient business practices, is essential to representative democracy. I assume this point of view based on my personal observations of federal sector and private sector joint operations and shared duties. My assumption is that in order to address the research question, a qualitative phenomenological design is the best method.

Theoretical Framework

At the heart of this study is the lived experience of federal employees and AFGE members who are grounded in public service values of social equity, merit, and fairness, and dealt with privatization policies. NPS permits clarity in comprehending federal civil servants' facilitation of service provisioning in an equitable manner to clients. NPS enables federal employees and AFGE members to achieve intrinsic goals while performing duties in accordance with principles of public administration (Denhardt &

Denhardt, 2003). I employed NPS theory and approach as the lens for the phenomenological data review.

NPS theory incorporates essential public administration values of fairness, social equity, democratic governance, and justice (McNabb, 2008). This approach is affirmed by public administration scholars (Denhardt & Denhardt, 2003; McNabb, 2008) as a foundation for comprehending changes in the field (Miller & Fox, 2007). NPS is cited as being a platform for greater examination of bureaucracy, public policy, and transformation of the federal system (Miller & Fox, 2007).

Research Design

The purpose of this study was to examine and answer the research question “What are the attitudes, core values, and beliefs of federal civil servants and AFGE labor union members within the Department of Defense population located in Oahu, Hawaii towards federal government privatization reform policies?” As the study progressed, and in addition to the primary research question, other questions stemming from the main question were investigated for clarification, as indicated by phenomenological process and procedures (Creswell, 2007).

Phenomenology is the most appropriate means to investigate this study’s purpose, as phenomenology describes lived experiences based on the participants responses (Moustakas, 1994). Phenomenology utilizes lengthy interviews (Moustakas, 1994) as the primary data collection process (Colazzi, 1978). Phenomenology engenders introspective, comprehensive thought processes through exposing lived experiences (Polkinghorne, 1989). This method is rooted in interpretation derived from gathering and analyzing thorough, rich, and comprehensive explanations (Polkinghorne, 1989). I

employed previous models submitted by qualitative phenomenology research authors (Colaizzi, 1979; Moustakas, 1994; Polkinghorne, 1989; Van Manen, 1990) and studies that examined the lived experiences of human beings (Anderson & Spenser, 2002; Rockwell & Giles, 2009).

Phenomenology

Phenomenology is the method used to gather data and distill information, so it is essential to comprehend the reasoning and concepts associated with its founding tenets. Also, it is important to evaluate prior research that was conducted regarding describing lived experiences of human beings. It is important to review the reasons behind my selection of phenomenology when compared with other alternative approaches.

Justification for Phenomenological Approach

A different qualitative approach could have been taken. For example, a case study could have been chosen if the focus was on a particular geographical area. However, because I was dealing with a group of individuals, I selected a qualitative design. I chose this design specifically because the phenomenological approach is the most suitable to fit this particular situation.

Phenomenology is a means of inquiry and analysis by which researchers seek to comprehend and explain the meaning of experiences of human beings in relation to a given phenomenon (Creswell, 2003, 2007). To achieve explanations using phenomenology, I bracketed or set aside prejudices, assumptions, and established beliefs in order to fully receive and comprehend the experiences in the lived world of research participants (Colaizzi, 1978). Phenomenology is a method that uses descriptions of a human being's experience as the person has lived that experience (Moustakas, 1994).

The intent and purpose of phenomenology is to comprehend fully a phenomenon through the words and viewpoint of the participant (Van Manen, 1990).

Phenomenology is a philosophical concept created by Husserl, a mathematician, who was concerned with understanding in a scientific inquiry of human beings (Moustakas, 1994). Husserl believed it is essential to knowledge acquisition that the researcher removes his or her own assumptions in order to gain insight to human experiences (Denhardt, 1995). From setting aside one's own beliefs, Husserl posed that the researcher could explicate the exact meaning from the individuals subject to the phenomenon (Moustakas, 1994).

Central to phenomenology are lengthy interviews that draw out raw data required for analysis (Moustakas, 1994). Critics of phenomenology suggested that interviews consisting of the participants own words place limits on the study. However, interviews are the primary data collection means in a phenomenological design (Colaizzi, 1978; Creswell, 2007; Polkinghorne, 1989). Despite these criticisms, phenomenology as a practice enables acquisition of information that is reflective, insightful, and first hand from the source through exposure of lived experiences of the participant (Moustakas, 1994; Van Manen, 1990). Linked with phenomenology is the interpretive aspect which focuses on acquiring descriptions that as narratives are rich in data, clarifies beliefs, and provides participant specified details (Moustakas, 1994). I used previous research that utilized phenomenology as a means to examine the experiences of human beings, in order to investigate the attitudes, core values, and beliefs of federal employees and AFGE members.

Lived Experiences

Phenomenological studies provide insight into the lived experiences of humans in various social situations and conditions. Allen (2009) interviewed 10 residents in a housing study to determine if researchers were more knowledgeable about the occurrences that happened in public housing than the residents themselves. Woogara (2005) interviewed 18 doctors, nurses and patients to determine if under the Human Rights Act the practice of protecting privacy in public hospitals was stringently followed. Balibar (2009) examined violence from the perspective of victims to draw out the meaning of violence upon society. Benson (2009) examined the appropriateness of a phenomenological method through a study of farm labor camps. Benson exposed significantly negative stereotypes and prejudices against farm workers which caused higher levels of destructive behavior by others towards migrant farmers. Birzer (2008) used a phenomenological method to investigate and describe police officer qualities expressed by African-Americans that would contribute to improved community and police relations. These phenomenological studies presented justification for this study as they used phenomenology as the means for examining and describing the lived experiences of human beings.

Study Sample

According to Creswell (2007) qualitative phenomenological research requires that participant selection is based on purposeful sampling. Using similar research as guidance (Anderson & Spenser, 2002; Gangle & Smick, 2009; Rockwell & Giles, 2009), the sampling selected for this study was a purposeful sampling focused on federal employees

and AFGE members with federal government privatization reform experience as a common characteristic.

Moustakas (1994) recommended that in a phenomenological design, a maximum of 10 participants is highly suitable for examining and drawing out the essence of the phenomenon. Creswell (2007) stated that 5 to 10 participants are best because of the requirement for “a much more narrow range of sampling strategies for a phenomenological study” (p. 128). The reasoning was that studies involving public administration interviewing approximately 5 to 10 people were suitable for providing the complex reasons behind the attitudes, core values and beliefs of the target population. As the means to gain comprehension of the experiences of federal employees and AFGE members, and to investigate the research question, participation was based on the following:

1. Federal employees and AFGE members had at least 1 year of federal service. This permitted inclusion of participants that had some experience with the federal sector. One year of federal employment was a reasonable amount of civil service experience to determine the significance of federal sector attitudes, core values, and beliefs relative to privatization policies.
2. Federal employees and AFGE members needed to have experienced privatization. Experience with privatization enabled the participant to understand the context of privatization within federal service.
3. Federal employees were managers, supervisors, or nonsupervisory employees of the federal sector. Federal employees at all levels of federal government employment brought a wider perspective of privatization policies.

4. The working language of the federal government was English; therefore all participants were required to communicate in English.
5. Participants needed to be willing to express their attitudes, core values, beliefs, and experiences with federal government privatization reform policies.

DoD and federal agencies that collectively employed approximately 200,000 civil servants and AFGE members subject to privatization reform policies were the source for participants. I am member of the DoD bureaucracy, however I am not a manager or supervisor over any of the potential participants. Extracted from the DoD organizational roster, 10 participants meeting the study requirements were selected. In accordance with Walden University's Institutional Review Board (IRB, 2009, 2010) regulations and standards, each participant was provided an invitation to be a participant in the study. See Appendix A for the study contact and scheduling letter.

Data Collection Measures

According to Creswell (2007), multiple forms of raw data were suitable for collection in a phenomenological study. For this study, data collection was conducted through semi-structured open-ended questions (Family, 2009; Mack, Woodson, MacQueen, Guest, & Namey, 2009). Van Manen (1990) indicated that, in the phenomenological design, the use of the interview is the main source for acquiring raw data while permitting participants to act as co-researchers.

For this phenomenological study, I created and employed five semi-structured questions as presented by Colaizzi (1978), Creswell (2007), Moustakas (1994), and Polkinghorne (1989). As the interviewer and researcher, I posed the questions to the participants without the use of intermediaries. Secondary questions were used to probe

into explanations for clarification (Van Manen, 1990). Primary and secondary questions along with the interview protocol that I created for the study are listed in Appendix C.

Procedure

The critical data collection steps in the research design followed the procedures listed in qualitative phenomenology research texts (Colaizzi, 1979; Creswell, 2003, 2007; Moustakas, 1994; Polkinghorne, 1989; and Van Manen, 1990) as well as processes illustrated in research (Khalil, 2009; Raffanti, 2008; Rockwell & Giles, 2009). The raw data was collected as facilitated by contact and scheduling, informed consent, consent to audio tape agreement, interview questions, and field notes. These documents were listed as Appendix A, Appendix B, Appendix C, and Appendix E.

Informed Consent

I used email, telephone, and in person face to face means to contact 10 selected federal employees and AFGE members. I fully disclosed the reason for the study, and my interest in the participants' lived experiences with privatization (CITI, 2009; IRB, 2009). I conducted a clear and concise briefing explaining the purpose of a 1 hour interview session at the participant's workplace or an alternate site based on the participant's choice. The participant had knowledge that the interview audio needed to be digitally recorded and field notes were taken for the purpose of transcription, coding, analysis, and verification (IRB, 2009). Participation was voluntary and the participant could withdraw from the study without penalty or repercussion (IRB, 2009). I informed the participant that all information provided remained confidential (IRB, 2009). Once the participant agreed to participate the informed consent form was signed. A copy was

provided to the participant, and I maintained a separate copy for record (Walden University, IRB approval number 12-2-10-0377928, December 2010).

Interviews

Upon building rapport with the participant, I posed five semi-structured, open-ended questions to draw out the information. The setting and atmosphere of the interview was informal in order to reduce tensions and build rapport; however the open-ended questions were asked in order. The primary question led followed by secondary questions that probed for clarity and cognizance. I digitally recorded all interviews for future analysis. The interview was approximately 60 minutes in duration, in person, at the worksite of the participant unless requested for an alternate location by the participant. See Appendix D for an example of an interview transcript.

Field Notes

I created and utilized field notes during the course of the interview. The use of field notes and memoing facilitate recollection of thoughts, nonverbal cues, behavior, and other equally important communication facts (Creswell, 2003, 2007). Field notes also enable bracketing for data analysis so that bias is reduced or eliminated (Creswell, 2003, 2007). Refer to Appendix E for an example of the field notes created for this study.

Filing and Storage

McNabb (2008) suggested that in qualitative research it is essential that records are kept organized, files consistently backed up, and raw data organized and protected from loss or inadvertent exposure. Therefore multiple files both hard copy and electronic were established and maintained for record. I used electronic files in order to conduct extensive analysis for determining findings and results (Creswell, 2007; McNabb, 2008).

Electronic files were stored on (a) the computer hard drive, (b) flash drive, and (c) CD-RW disks (Creswell, 2007; McNabb, 2008). I maintained hardcopy files as backup for the electronic files, and as a second means for examining data (Creswell, 2007; McNabb, 2008). Electronic files did not contain personally identifiable information to link the participants to the data collected (IRB, 2009) as a measure of ensuring confidentiality and privacy. The consent forms, contact correspondence, memorandums of partnership, documents, digital records, and devices were secured in a safe in the my home office. In addition, all files will be stored in a safe deposit box for seven years upon completion of the study. After seven years the files will be destroyed.

Transcription

After each individual interview and away from the interview location, I transcribed verbatim the content of the interview (Creswell 2007; Moustakas, 1994). Microsoft Word and NVivo8 qualitative analysis software were used as the means to transcribe and code the information (McNabb, 2008). The field notes that supported digital recorded interviews were transcribed verbatim to NVivo (Creswell, 2007).

Bracketing

As a preliminary step in the phenomenological study, I first utilized reflexive bracketing of experiences, ideas, and a sense of government as these were potential biases of the study (Colaizzi, 1978; Moustakas, 1994; Polkinghorne, 1989; Van Manen, 1990). Bracketing is an essential factor of phenomenology. I had the capacity to add to the lived experiences of research members. Therefore, self-awareness of my own bias and subsequent bracketing of feelings and knowledge contributed to reduction or

elimination of bias. I applied the following procedures based on Moustakas' (1994) guidelines for quality in a phenomenological study:

1. My own background and experiences with the phenomenon are detailed in this dissertation. See Appendix F for a brief synopsis of my background. The reason for illustration of my experiences is to bracket off, or “set aside the researcher’s personal experiences (which cannot be done entirely) so that the focus is directed to the participants in the study” (Creswell, 2007, p.159). This is one of several critical steps in removing bias from the study.
2. Reflective actions are engaged to realize beliefs and senses that arose during the context of interviews so that impartiality was maintained.
3. Paraphrasing of comments for clarity assist in ensuring that agreement with statements is not the objective or outcome of interviews.
4. Strauss (1989) posed that qualitative research had a propensity for researcher bias. Therefore, I used member checking (Creswell, 2007) to ensure the participant had the power to review and confirm the participant’s own responses for accuracy.
5. Quality is determined by Creswell’s (2007) procedures for credibility, confirmability, and audio recording. Along with member-checking, these procedures ensure that the data and results are rigorously developed with preventative measures for removing bias from this study.

Data Analysis Procedures

The objective of raw data analysis is to draw out narrative descriptions that illustrate the lived experiences of research participants reflective of the phenomenon (Colaizzi, 1979; Moustakas, 1994, Polkinghorne, 1989; Van Manen, 1990). Moustakas (1994) stated that phenomenological data analysis requires thematic classification and subsequent analysis. Utilizing a “simplified version of Stevick-Colaizzi-Keen method” (Creswell, 2007) I followed proven phenomenological data analysis procedures:

1. I transcribed important comments that the co-researchers made. This process exposes statements in the interview as to the participants’ experiences relative to the research subject.
2. Specific statements, comments, and key points were transformed to themes.
3. I composed a detailed explanation of the experience of the participant as it relates to the phenomenon. This explanation was the “textural description” (Creswell, 2007, p. 159) of the experience such as verbatim examples of actions or situations.
4. The “structural description” (Creswell, 2007, p.159) was presented so that the explanation for how the conditions or situations occurred provided deeper meaning to the phenomenon.
5. Upon completion of the previous steps I wrote “a composite description of the phenomenon incorporating both the textural and structural descriptions” (Creswell, 2007, p. 159). According to Creswell, this step presented in an extensive paragraph the “essence” and “represents the culminating aspect of a phenomenological study” (2007, p. 159). In other words, this was the point

where from the themes derived from data analysis, the exhaustive description of the experiences of the participants was created.

At this point I referred back to the participant to confirm or clarify information. Member checking occurred where the participant was given a copy of his or her own responses for the purpose of confirming the description. As such, additional responses or feedback were included in completing the description of the participant's experiences.

Limitations of Methodology

While this study sought to explore the lived experiences of federal employees and AFGE members, there were some limitations to the study's research method. My relationship as the researcher to the respondents placed limitations on this study due to the need to eliminate bias. A limitation on the response of the interviewee was presented in that the respondents may have been vague about attitudes, beliefs, or ideas as to accepting or rejecting private sector practices. A significant limitation is that qualitative research tends not to generalize the results of the findings to a large population (Creswell, 2003, 2007). This is due to qualitative research methods that did not use random numerical sample selection to generalize results for a larger population (Babbie, 2007).

Ethical Issues

Prior to conducting the phenomenological study, permissions needed to be in place to ensure extensive protection of research participants (IRB, 2010). Walden University's approval number for this study is 12-2-10-0377928. This is of critical importance to my role in establishing a relationship with participants as co-researchers. Ethical standards demand strict adherence and execution (Creswell, 2007). I consistently bracketed my judgment, opinions, and beliefs as a means of controlling researcher bias

(Moustakas, 1994; Strauss, 1989). All aspects of the qualitative phenomenological research such as data collection, contact with participants, storage and filing, and data analysis were conducted to standards of scholarly research (IRB, 2010). For example, I provided descriptions for member checking as a means of verifying information, used field notes to compliment digital audio recordings, and maintained an active listening approach during interviews with participants.

Informed consent employed in a phenomenological study follow requirements established by Walden University's IRB for conducting research using human subjects (IRB, 2009; 2010). I obeyed protocols by applying for and receiving permission from the IRB committee to investigate the phenomenon through research involving humans (IRB, 2009, 2010). Walden University's approval number for this study is 12-2-10-0377928 (IRB, 2010). The study focused on explaining the essence of experiences of federal employees and did not intentionally impose significant risks to participants (IRB, 2009, 2010). The potential rewards and benefits of the study were understood by all participants as explained in the Informed Consent form (IRB, 2009, 2010). A copy of the Informed Consent form used in this study was included in Appendix B of this study.

To establish and maintain confidentiality and anonymity, the participants were referred to by a numerical label (Creswell, 2003, 2007). All references that could violate privacy and confidentiality were removed (Colaizzi, 1978; Creswell, 2003, 2007; IRB, 2009, 2010; Moustakas, 1994; Wardlaw, 2008). Each person interviewed was assigned a code that incorporated the interview number and the letters CR as a Co-Researcher participant (IRB, 2009, 2010). For example, the initial interviewee was coded as CR01, the second as CR02, and so forth to CR10 (IRB, 2009, 2010). The rationale for the

coding protocol is to ensure and maintain anonymity, confidentiality, and ultimately protect the privacy of the participant (Babbie, 2007; Cozby, 1997; McNabb, 2008). The transcripts and field notes referred to the participants by Alpha-Numeric Code CR01-10, and the researcher as the R designator (Creswell, 2007). I transcribed the audio files to preclude exposure of the participants to outside persons.

Ethical standards demanded that I was aware of the harm that could have been caused to participants in a human subject study (CITI, 2009; IRB, 2009, 2010). Therefore, care was taken to adhere to ethical standards of conduct in the execution of the phenomenological study. As indicated, I briefed each participant on the purpose of the study, and the participant's rights including the right to leave the study at any time without retribution. Interviewees were afforded the right to end the session at any time. Interviewees were also provided a copy of the Informed Consent form for reference to the person's rights involving audio recording of conversations (Moustakas, 1994). A copy of the Informed Consent was included in Appendix B of this phenomenological study (Creswell, 2007). I stored all data in a locked safe in my home office. I will destroy all materials, field notes, audio recordings and other files after seven years. I addressed each specific area of potential concern affecting co-researchers before proceeding to the next phase of the study.

Quality

The overarching standards applicable to the qualitative phenomenological study require strict adherence to scholarly standards for valid data collection, analysis, and reporting of findings. Also, in order to adhere to requirements for quality in a qualitative research method, I placed the descriptions provided by the participants within the

dissertation. I did this so that key points of the phenomenon were described for the consumer to review for content. The importance of quality and reliability in qualitative studies is significant. Demonstrated procedures were used to reaffirm the significance of IRB standards, guidelines, and ethical practices associated with qualitative phenomenological research (CITI, 2009; IRB, 2009, 2010).

Creswell (2007) indicated that a phenomenological study is capable of incorporating verification and credibility as the means for maintaining scholarly research. Answers to questions posed were tested for full explanations for verification and credibility. Asking follow up questions also provides the means to clarify comments. In other words, responses that demonstrate facts supported by examples, terms conveyed in a logical process and lucidly communicated, were evidence of verifiable and credible data. I used audio recording, and transcription of the discussion, along with member checking, as the means for verifiable, credible research.

Conclusion

The purpose of this study was to examine, explore, and describe the attitudes, core values, and beliefs of federal civil servants and AFGE labor union members within the Department of Defense population located in Oahu, Hawaii towards federal government privatization reform policies. A qualitative study employed a phenomenological method that was used to extract raw data to explain the lived experiences of federal employees and AFGE members. The main research question that focused this phenomenological study was “What are the attitudes, core values, and beliefs of federal civil servants and AFGE labor union members within the Department of Defense population located in Oahu, Hawaii towards federal government privatization reform policies?” Secondary

questions were used to probe further into the conversation to gain deeper insight. The interviews were digitally recorded for transcription, and then raw data was analyzed for meanings. Field notes facilitated additional awareness and comprehension of information as a result of the interviews.

The objective pursued through data analysis was to gain deeper awareness and understanding of the attitudes of federal employees and federal labor union members expressed through lived experiences that were unique to government privatization reform policies. I adhered to an established procedure as presented by researchers and authors that incorporated transcribing raw data, applying reduction through thematic categories, and writing a detailed narrative description of the experiences. I provided each participant with the participant's own transcribed response as a means of member checking. The experiences of the research participants enable a greater understanding of the effects of federal privatization reform policies on federal civil servants and AFGE members. Chapter 4: Data Collection, Data Analysis, and Findings provide the results of the interviews, field notes, and data analysis that facilitates comprehension of this particular phenomenon.

Chapter 4: Data Collection, Data Analysis, and Findings

Introduction

The purpose of the qualitative phenomenological research study was to investigate the lived experiences related to the attitudes, core values, and beliefs of federal employees and American Federation of Government Employees (AFGE) members towards federal government privatization reform policies. The study's focus was to expose hidden concepts, thoughts not openly expressed, and distinct opinions of federal employees and AFGE members. The study's objective was comprehension of the organizational transformation of Department of Defense (DoD) agencies on Oahu. Federal sector transformation affected public service values, pay, employment protections, and benefits. The preceding chapters provided an overview of the research problem phenomenon (Chapter 1: Introduction to the Study), current literature that related the context of the problem to federal service and public administration (Chapter 2: Literature Review), and the method employed to draw out data that explained the phenomenon (Chapter 3: Research Method). Chapter 4: Data Collection, Data Analysis, and Findings provide the results of research participants responses acquired from 10 semi-structured interviews.

Chapter 4 consists of the following sections: (a) data collection procedures, (b) data analysis using QSR International NVivo 8 Qualitative Analysis Software, (c) the findings of raw data analysis, and (d) summary of Chapter 4. Chapter 4 opens with a brief review of the data collection procedures.

Data Collection

Data Collection Process

Data collection began when written approval was obtained from Walden University's Research Center Institutional Review Board (IRB) to conduct the study (IRB, 2010, Walden, 2009b). Walden University's approval number for this study is 12-2-10-0377928. The research participants were selected based on criteria such as current employment in the federal government (IRB, 2010). Coordination with the participants enabled data collection procedures at five DoD agencies from December 3, 2010 to December 31, 2010. Refer to Figure 1, Figure 2, and Figure 3 for examples of research participant demographics involved with this study.

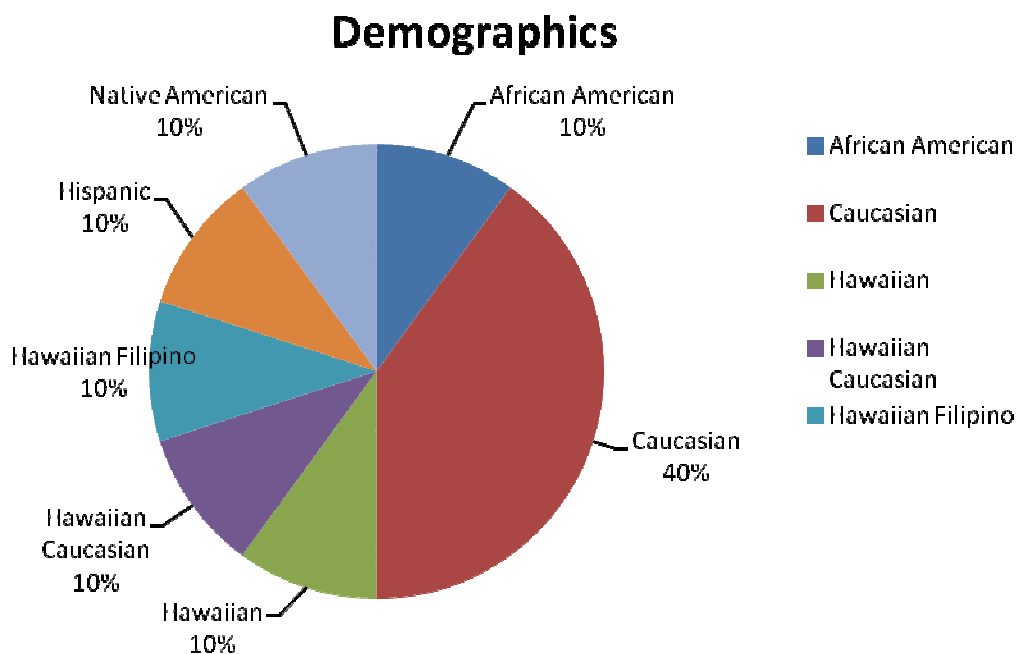


Figure 1. Racial breakdown of the study's civil service research participants.

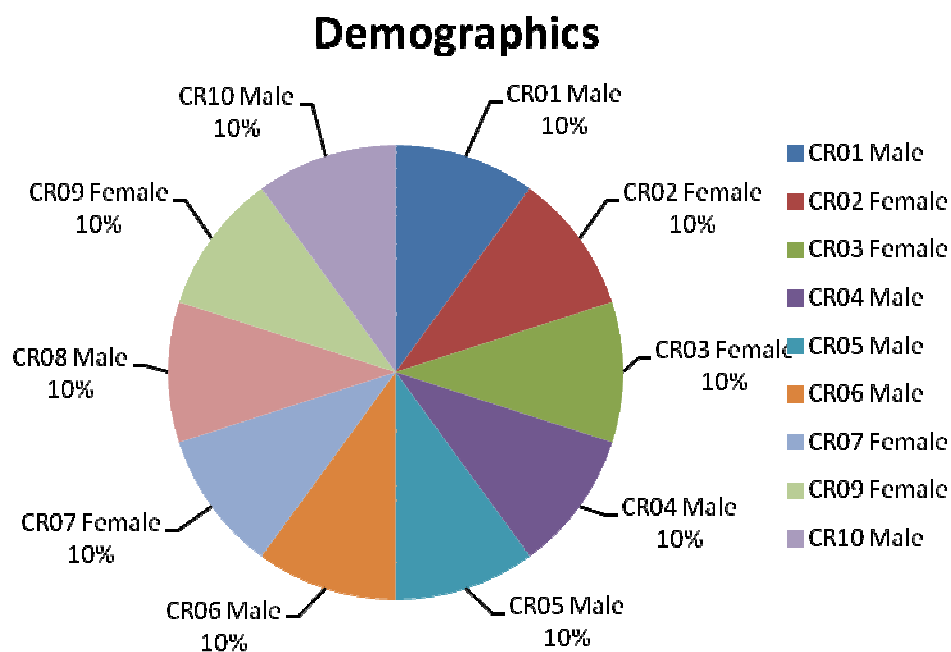


Figure 2. Gender statistics of the study's research participants.

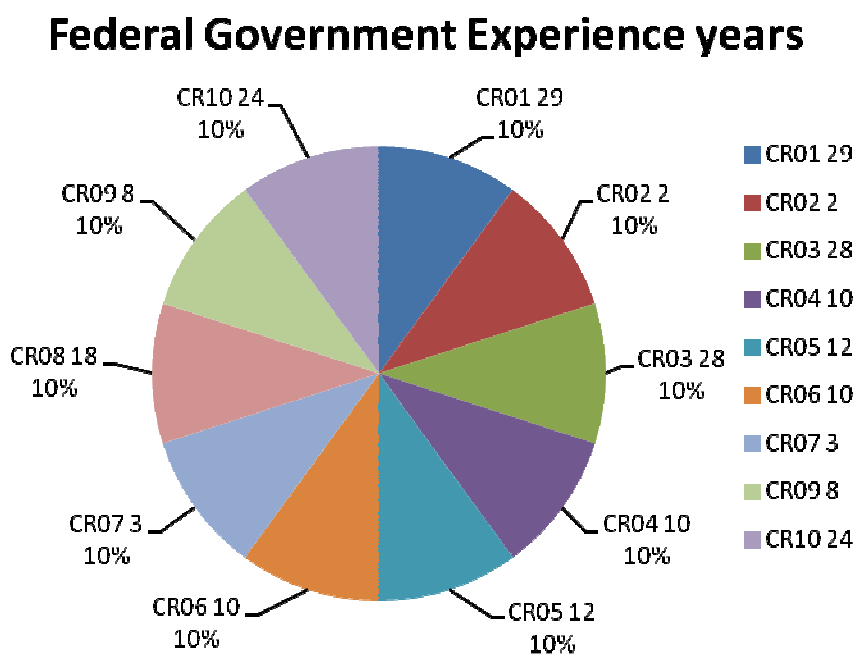


Figure 3. Presentation of each participant's total years of federal civil service.

Initial contact with selected participants began with e-mails and phone calls to obtain interview times and dates. Each participant was briefed on: (a) the purpose of the study, (b) the risk and benefits of participating in the research, (c) the interview process using digital recording devices, and (d) established procedures used to protect the participants privacy (IRB, 2010). The participants' written permission was obtained via the Informed Consent form for inclusion in the study (IRB, 2010). Informed consent also included the participants' permission to conduct digitally recorded interview sessions (IRB, 2010). All participants agreed to member checking of the responses (Creswell, 2007; IRB, 2010). See Table 1 for the typical research population samples.

Table 1

Oahu federal civil service research population sample

Participant	Employment	DoD Agency
CR01	Nonsupervisory civil servant	Navy
CR02	Nonsupervisory civil servant	Navy
CR03	Nonsupervisory civil servant	VA
CR04	Manager	Navy
CR05	Nonsupervisory civil servant	Army
CR06	Manager	Navy
CR07	Manager	Army

(table continues)

Participant	Employment	DoD Agency
CR08	Manager	Navy
CR09	Nonsupervisory civil servant	Army
CR10	Nonsupervisory civil servant	Army

Note. All research participants with the exception of CR03 were assigned to DoD agencies. The VA is not a DoD agency, however the VA works closely with the DoD due to joint services and “health care resource sharing” provided to veterans of the military (Tricare, 2011, p. 1).

The study’s 10 interviews were conducted at the participants’ workplace. The average duration for the interviews was 60 minutes due to logistical, travel, and work schedule requirements. In order to ensure that the phenomenon was fully explored to saturation, I interviewed all 10 participants. Bracketing was used as a means of self reflection to prevent bias in the interview process (Moustakas, 1994). Bracketing meant that I would prevent personal bias from entering the data collection, data analysis, and findings processes. Moustakas (1994) stated that the researcher must include his or her own background in the study for quality assurance and validity. Refer to Appendix F for the background description that I utilized in bracketing bias.

After obtaining informed consent, I began the interview by establishing rapport (Colaizzi, 1978). The primary research question was followed by five open-ended interview questions posed to each participant with expectations of extensive verbal responses (Moustakas, 1994). The primary and secondary digital recording devices acquired the audio responses (Moustakas, 1994). I used memoing to annotate what was

said and how the participants reacted to the questions (Van Manen, 1990). The questions, digital readings, and field note memos enabled access to the privatization phenomenon through the participants own words.

Moustakas (1994) surmised that a phenomenological study is focused through: (a) the researcher's ability to reflect on experiences of the participants, and (b) the researcher's own experiences relative to the phenomenon. This point was proven valid because I consistently observed my own feelings in order to bring a fresh perspective to the study. Reflection and self-awareness were employed while I transcribed interview information. Data was transferred verbatim from digital recorders and field notes to Microsoft Word documents, Microsoft Excel spreadsheets, and NVivo 8 qualitative data analysis software. The interviews generated a large volume of information that was converted to transcripts. However, due to the limitations of this study, only the most significant statements were used as excerpted quotes. Excerpted quotes were the means to convey the participants' attitude, core values, and beliefs through their own words. I used interview quotes to comprehend and present distilled data findings.

Purpose and Functions of Interview Questions

The responses acquired are the foundation of raw data analysis of federal government privatization policies phenomenon. Data collection is guided through semi-structured interviews. I posed open-ended questions and asked probing questions to expand or clarify participant responses (IRDC, 2009). Memoing of field notes built additional background information for data collection and data analysis processes. See Appendix E for a sample of the field note memos I created for use in this study.

I created the primary research question and five research interview questions to ensure a steady flow of responses from the participants. These questions enabled exposure of the phenomenon through the participants lived experiences. Refer to Appendix C for the interview protocol and research interview questions posed to the study participants. Question 1 to Question 5 was grouped in sets so that saturation could be reached through the participants responses. The structure and format of the interview questions was designed to motivate participants to reflect upon and subsequently express verbally their experiences in extensive responses. The interview questions enabled the participants to respond in a logical order.

Question 1 focused on research participants' comprehension and interpretations of their respective attitudes, core values, and beliefs regarding public service. Question 2 shifted the focus to federal labor union experiences to understand labor union members' concept of federal sector values. Question 3 challenged the participants to explain why they remained in the federal civil service as opposed to seeking employment in the private sector. Question 3 revealed deeply held feelings about government reform privatization policies. This question determined what was the participants understanding of privatization. Understanding the types of privatization was essential to developing a relevant theme for analysis. The participants were asked to explain in their own words their experiences with different types of privatization approaches such as outsourcing, contracting out, and user fees in the DoD.

Question 4 had participants explain why following federal reform policies were either detrimental or beneficial to their self interests. In addition Question 4 induced participants to elaborate as to why civil servants either accepted or rejected government

reform policies such as privatization. Question 5 concluded the interview with the final opportunity for participants to detail how privatization and government reform policies affected themselves, civil servants, and labor union members in the federal sector. At this time member checking also occurred when I reviewed the participant's statements with the participant for clarification.

Data collection from the research population featured the lived experiences of 10 federal employees including AFGE labor union members. The depth of the responses provided evidence as to what the effects of privatization and government reform policies may have had on the attitudes, core values, and beliefs of this study group.

After completion of interviews, and away from the interview site, participant responses were transcribed verbatim into Microsoft Word, Microsoft Excel, and NVivo 8 for coding and analysis. Creswell (2007), Colaizzi (1978), and Moustakas (1994) subscribed to gathering the data, transcribing captured audio responses, and processing the information as soon as possible after each interview was completed.

According to Creswell (2007) "the researchers make an interpretation of what they find, an interpretation shaped by their own experiences" (p. 21). Creswell posed that the means of determining the essence of the experiences of individuals in a phenomenological study was "why qualitative research is often called interpretive research" (p. 21). Or in other words, through the lens of a qualitative phenomenological study, the attitudes, core values, beliefs, and principles of federal employees were collected and analyzed by the researcher for hidden meanings.

There were 10 interview narratives that through the words of the participants provided rich descriptions and clarity of the phenomenon. The interview narratives

illustrated the negative and positive lived experiences that shaped the points of view of the participants. The interviews exposed differences in attitudes, core values, and beliefs in the research population. Presentation of positive and negative attitudes, core values, and beliefs was considered as bringing validity and confirmability to the phenomenological study (Colaizzi, 1978; Creswell, 2007; Moustakas, 1994). The interview narratives as presented in the findings section represented this very important aspect of the study. Prior to presentation of the interview narratives I presented the logistical issues involved with conducting interviews on Oahu.

Logistical Issues

During the course of coordinating and executing the data collection plan, the researcher encountered three distinct problems. Dealing effectively with these issues required that I overcome emerging barriers to prevent these obstacles from having an impact on the study. The first problem was scheduling interviews during the Christmas holiday season. Federal sector liberal leave resulted in civil servants leaving Hawaii to celebrate Christmas and New Year's Day on the mainland. As a result, DoD agencies were subject to minimal personnel manning of agencies. The holiday exodus required a shift in availability times for two research participants who were committed to the study.

The second problem involved inclement weather. Due to a series of tropical storms passing through the Hawaiian Islands, five interviews were rescheduled to times other than originally scheduled dates and times. These changes were necessary to accommodate five research participants. The change in schedules was needed so that I and the interview participants could avoid heavy storms, flooded freeways, and submerged roads.

The third critical logistical issue involved the qualitative analysis software. A problem arose during the installation and operation of NVivo 8 software. The computer operating system and qualitative software mismatch prevented initial downloading of accumulated data. Contact was made with the product representative in Australia for troubleshooting assistance. I was assisted by NVivo8 product representatives in overcoming an operating system incompatibility issue. As a result, software was reinstalled and the data sets were rebuilt. The logistical issues associated with travel, interview scheduling, and data management while being time consuming, did not cause a problem with the overall verifiability, reliability, and confirmability of data collection for the study. Participants were met on time, interviews conducted, and collected data management security and privacy were featured as the highest priorities. A concise description of the applicable data analysis process was described in the following section.

Data Analysis

Data Analysis Process

I used the Stevick-Colaizzi-Keen data analysis method for qualitative phenomenological data analysis (Creswell, 2007; Moustakas, 1994). This process was critical to investigating the transcribed interview responses (Creswell, 2007). The steps involved in this procedure were central to data collection and analysis:

1. In order to gain deeper knowledge regarding the lived experiences of the participants within the phenomenon, I employed the primary research question and five interview questions as a means of leveraging deeper insight and comprehension of the phenomenon (Moustakas, 1994).
2. I bracketed, or understood and blocked out, prejudices and biases. Bracketing

was essential to the study (Moustakas, 1994).

3. I used open-ended questions to acquire data from the sources close to phenomenon of privatization and federal government reform policies (Moustakas, 1994). Saturation was reached through the large amount of interview responses (Colaizzi, 1978).
4. I applied collected data to NVivo 8 qualitative analysis software. NVivo 8 was critical to the process of drawing out or distilling essential statements. Data analysis involved horizontalization to transform responses, comments, and statements as clusters of coded data to essential themes and meanings (Creswell, 2007; Moustakas, 1994).
5. I created themes from the textual, structural, and composite descriptions of the attitudes, core values, and beliefs of participants (Moustakas, 1994). Responses related to privatization reform policies were based on the lived experiences of the participants (Creswell, 2007; Moustakas, 1994).
6. The last step was to present the essence, or meaning of the understanding of the phenomenon through the experience of the participants. The meanings filled the gap in knowledge and answered the research question (Creswell, 2007; Moustakas, 1994).

The Stevick-Colaizzi-Keen procedures require that interview responses are transcribed and reread for clarity (Moustakas, 1994). Reflective thinking is used to make sense of the information (Creswell, 2007). After reflective thought processing, along with coding of essential statements, the most important statements are drawn from the aggregate data. Following extraction of critical statements, the meanings of the lived

experiences are filtered from the data to create the most prominent and crucial descriptions. The meanings, descriptions, and essential statements are identified through thematic reduction (Moustakas, 1994).

NVivo8 enables observation of the emergent themes through data filtering. These themes are essential in explaining the phenomenon. Explanations are based on common linkage of terms and descriptions to a majority of participant narrative responses. Data analysis permits a composite description of the phenomenon that features rich narrative explanations (Moustakas, 1994). As a function of member checking, I followed up with the participants to ensure accuracy, validity, and relevance of the responses to the study's research question (Creswell, 2007). I accepted and integrated changes with the complete composite description.

The data analysis process requires that all of the statements and responses are located, categorized, and scrutinized (PPPA 8427, 2010). This process enables creation of clusters of meanings through coding of the invariant constituents (Creswell, 2007). I sifted through, reread, and consistently evaluated raw data along with data coding and categorization of the aggregate information. Each participant transcribed interview was employed in the raw data analysis (PPPA 8427, 2010). Bracketing and reflection were also applied to the data to eliminate potential bias (Moustakas, 1994).

NVivo 8

NVivo 8 is a qualitative analysis computer application that I used in the study's data analysis process and procedure (QSL, 2008a). All recorded interview conversations were: (a) transcribed from digital audio to Microsoft Word files and Microsoft Excel spreadsheets, and then (b) imported to NVivo 8 data files in order to utilize the Stevick-

Colaizzi-Keen method for qualitative phenomenological data analysis (Creswell, 2007; Moustakas, 1994). The qualitative analysis software enables the breakdown of each line of each interview response into clusters of meaning (QSL, 2008a). Critical terms, statements, and underlying themes are distilled through the software. Through the use of NVivo 8, I was empowered with a more efficient means for comprehensive analysis, coding, and evaluation of the collected interview responses (QSL, 2008a, 2008b).

NVivo 8 facilitates efficient organization of data sets, elimination of repetitious statements, and identification of critically essential statements. Strauss (1978) and Colaizzi (1978) posed that phenomenological data analysis is a time consuming, pain staking process that consists of reading and rereading narratives for themes, and subthemes. However, use of NVivo 8 software increases overall data analysis capabilities. Data analysis technology is highly suitable for supplementing the data analysis process for more readily finding of hidden meanings.

Reduction

Moustakas (1994) posed that phenomenological reduction involves: (a) the researcher practicing bracketing procedures to reduce or eliminate bias, (b) horizontalization where the researcher categorized and provided equal status to each of the critical statements, and (c) the researcher grouping and organizing significant responses, statements, and terms into clusters and themes. The purpose of reduction within the phenomenological analysis method is to permit full investigation of the government reform privatization policies phenomenon. Reduction facilitates discovery of hidden meanings from the lived experiences of the participants who provide data for the study.

Bracketing of Researcher Presuppositions

A significant action occurred during the data collection and analysis process. I continuously bracketed presuppositions, prejudices, and opinions regarding the phenomenon (Moustakas, 1994). This procedure is essential to approaching the phenomenon, federal government reform privatization policies, from a fresh, open, and unbiased point of view (Moustakas, 1994). Bracketing is a means to eliminating previous conceptualizations of the phenomenon, and to take on a naïve, uncontaminated approach to the phenomenon (Moustakas, 1994).

Bracketing occurred when I reflected on my own perception of the federal civil service. See Appendix F for an explanation of my background and experiences. Through being open and actively assessing my own concepts of reality (Searle, 1978) and consistently looking inward while evaluating the lived experiences being collected (Moustakas, 1994), I was highly capable of maintaining critical perspective. Self-reflection and filtering of personal experiences are essential practices that minimize assumptions, prejudices, and stereotypical attitudes towards lived experiences of the research participants (Moustakas, 1994; Van Manen, 1990).

Research and Imaginative Variation

My perspective of data analysis was to: (a) to look at the data, (b) take it apart, and (c) look for commonalities, changes, and differences among the participants' individual and aggregate responses (Creswell, 2007; Moustakas, 1994; Van Manen, 1990). Creswell (2007) referred to the different points of view as imaginative variation which the researcher is alerted to through the use of NVivo 8 data analysis software. This meant that I examined the collected data in the form of narrative transcripts. I read,

reread, and reflected upon the narratives with the intent of identifying opposing positions. In addition, I was proactive in adjusting the incoming data as updates were made to find new themes, or to reinforce established themes. The perspectives of the participants emerged from thorough investigation of the phenomenon through the application of higher level thinking processes.

Data Coding

Data coding is a critical means for breaking down interview responses into modular pieces. Raw data coding affords identification, observation, and arrangement of words and phrases in a cognitive pattern and reference points (QSL, 2008a). This action increases overall comprehension of the patterns relative to discovery. Data coding led to tree nodes from which emerged ideas and explanations (QSL, 2008a). Coding and tree nodes act as a roadmap for understanding what participants are expressing (QSL, 2008b). Hidden meanings are revealed when coded data is categorized. The characteristics of the phenomenon emerges from reading, rereading, and reflection.

Data Horizontalization

Moustakas (1994) surmised that horizontalization of data enabled data coding project hidden meanings, key statements, and logical reasoning expressed by the participants. It was important during data horizontalization that I scrutinized equally and thoroughly all of the responses and statements made by the participants. Creswell (2007) suggested that all information is treated similarly. Data coding is a logical progression of: (a) taking words and phrases, (b) making evaluations of the value of the terms, statements, and phrases, and (c) processing the phrases and comments through NVivo 8 qualitative analysis software (QSL, 2008a, 2008b).

Moustakas (1994) stated that researchers needed to conduct invariant constituent examination. Stringent evaluation leads to acceptance or rejection of sections of data for inclusion in the distillation of the information. In other words, raw data as information is reduced to usable clusters and themes. Or stated further, I needed to reflect and evaluate if the participants responses were relevant to the research question, research problem, and the phenomenon. Going further, I also needed to know if data that was captured and transcribed could be categorized and coded for meanings. I saw this as the primary objective: to transform data into meaningful elements for analysis and derived findings. This objective was the basis of understanding the lived experiences of the participants. Bracketing, reflection, and intuitive thought processes aided achievement of the objective (Moustakas, 1994).

Clustering of Meaning Units

Themes are the basis of explaining the hidden meanings within the participants' responses. Grouping the meanings into clusters through NVivo 8 qualitative data analysis software is essential to data analysis. The process of transforming raw data into themes illuminates the underlying discoveries embedded within the transcribed information. The meaning clusters as themes are used to develop descriptive information such as tables and figures (QSL, 2008b). Clusters result in displaying of percentages of the total amount of information derived from each participant (QSL, 2008b). Tables and Figures used in Chapter 4 are examples of descriptive data presented for understanding the phenomenon.

NVivo 8 software is used to create clusters from tree nodes which effectively grouped raw data (QSL, 2008a). Simultaneously, NVivo 8 software eliminates

repetitious terms, words, and phrases while isolating, organizing, and compiling critical terms derived from the interview responses (QSL, 2008a). The research interview questions established references resulting in terms or phrases that identified common responses and imaginative variations for further analysis.

Descriptions: Textual, Structural, and Composite

Textual descriptions explain what the experiences of the participants are.

Structural descriptions illustrate how the participants lived with the federal government reform privatization policies phenomenon. Textual and structural descriptions lead to a composite description. Refer to Table 2 for an example of the statements and meanings. The composite description combined the key points of the lived experiences of the participants into a concisely worded cohesive explanation of the phenomenon.

Table 2

Samples of descriptive statements and associated meanings

<u>Descriptive Statements</u>	<u>Meanings</u>
My attitude, core values, and beliefs are consistent with what my fellow civil servants say underpins their motivation and commitment to the federal government.	The values are seen as the standards that are similar to all respondents as the foundation for selfless service and loyalty to the nation.
Federal jobs are special because of the pay, benefits, and protection from managers who do not really care for workers. Federal jobs mandate that merit procedures are followed, and everyone is treated equally.	Employment in the federal government is a secure and safe choice due to the institutional regulations that prevent abuse of federal employees.

Note. Descriptive statements and meanings were derived from interview responses.

The federal government reform privatization policies phenomenon was addressed by interview responses contributed by federal civil servants and AFGE labor union members. Participants were selected as suitable samples of the target population for answering the research question. Through comprehensive data collection, participants provided in their own words their experiences with the phenomenon. Their answers to the research question and associated five interview questions were evaluated through the assistance of qualitative data analysis software. The results of the data analysis were presented in the following section.

Findings

Chapter 4 findings were critical to the study because the primary research question “What are the attitudes, core values, and beliefs of federal civil servants and AFGE labor union members within the Department of Defense population located in Oahu, Hawaii towards federal government privatization reform policies” was addressed and answered by raw data analysis. In addition, the findings also provided answers to the five associated interview questions that provided depth and scope to the phenomenon.

Data Analysis Results

There were a total of 10 transcribed sets of participant responses. The initial results of raw data analysis of participant responses resulted in 1,777 coded references. These coded references cited critically important participant descriptions, explanations, and statements. Data analysis findings consisted of both commonalities and imaginative variation pulled from descriptive statements. Refer to descriptive data used in this study for distilled statements, themes and subthemes, and theme labels that emerged from raw data analysis (QSL, 2008a, 2008b). The process of placing meanings into groups of

similar concepts (clusters) led to the development of 10 themes (Creswell, 2007). Refer to Table 3 for the two specific clusters that were distilled from the aggregate data based on the research interview questions, frequency of responses, and common meanings.

Table 3

Examples of clusters, themes, and subthemes

Clusters	Themes	Subthemes
Values	Federal employee attitude	Responsibility Accountability Civic Duty
Privatization	Privatization experiences	Harms civil service Efficiency increased

Note. Clusters, themes, and subthemes were extracted from responses by data analysis.

Interview Questions

Interviews and NVivo 8 data analysis of the research interview questions generated 10 interview transcripts, which led to 12 tree nodes. See Table 4 for the tree node labels and references. For example Question 1 generated 307 coded references from federal employee attitudes, core values, and beliefs, 229 coded references for federal civil service employment, and 177 coded references for federal government reform. Question 4 created 139 coded references from privatization affects attitudes, while federal government special generated 137 coded references. Categories, nodes, and other coded references were displayed in the queries of nodes modules for subsequent analysis, findings, and presentation (QSL, 2008a). The breakdown of the research interview questions was essential to the development of the findings. Refer to Table 4 for

labels which illustrated the key data extracted and analyzed from each specific question.

The key points and focus of each interview question was presented in the following paragraphs.

Table 4

Tree nodes and references

Tree node labels	Sources	Coded references
Federal employee attitude	10	307
Federal Civil Service Values	10	229
Federal Government Reform	10	177
Experience privatization	9	167
Reject Privatization	10	151
Remain Federal Employment	10	148
Privatization Affects Attitude	10	139
Compare	10	138
Federal Government Special	10	137
Support Privatization	10	86
Agree with Privatization	10	69
AFGE Attitude Core Values, Beliefs	3	29

Note. Coding references attributed to the research participants.

Interview Question 1

The first question in the interview session that dealt with attitudes, core values, and beliefs generated the highest number of coded references. In tree node 1 federal employee attitude 307 coded references emerged which led to significant findings in this theme. Refer to Figure 4 for the aggregate total of responses to this question. The question was created to draw out the most relevant concepts of public service ethos.

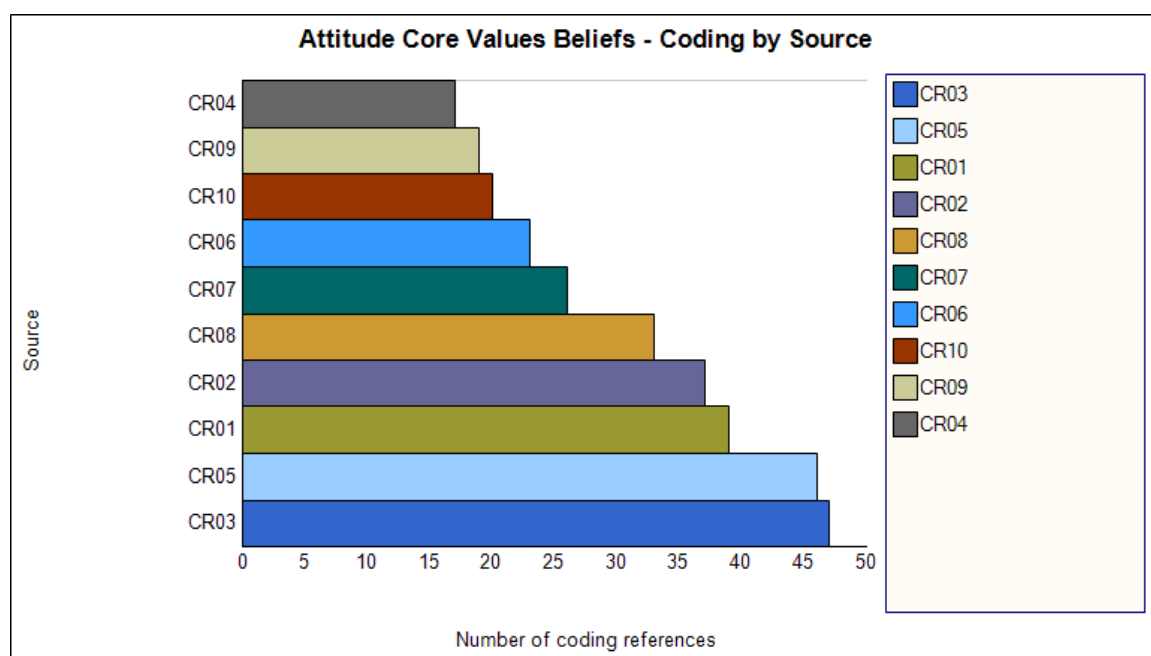


Figure 4. Coding references attributed to the research participants.

Interview Question 2

The second set of interview questions was focused on exploring the values and beliefs of AFGE members in the federal sector. Data analysis resulted in a smaller number (29) of coded references in tree node 12 AFGE attitude core values beliefs. This was due to a minimal number of respondents to this question. Three participants (30%)

contributed insight that explained the mindset of the AFGE's attitude and core values being the same as federal civil service employees.

Interview Question 3

Interview Question 3 focused on the uniqueness of federal service (tree node 9) in comparison of the private sector to the federal sector (tree node 8). The findings regarding Question 3 suggested that within this theme a significant imaginative variation emerged from the raw data. Data analysis revealed that 10 participants (100%) provided 137 coded references that demonstrated reasons why the civil service was ideal for employment. Within the coded references two participants (20%) provided their opposition to the federal sector as a special place. See Figure 5 for coded references totals for Question 3.

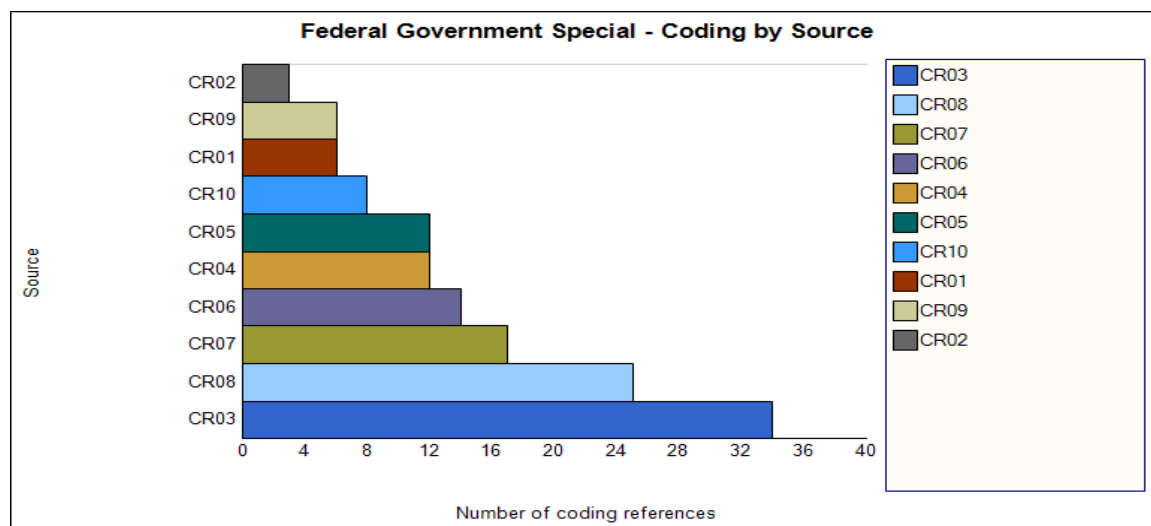


Figure 5. Coding from research participants statements regarding federal employment.

Interview Question 4

The focus of Question 4 was to expose the reasons for either resisting (tree node 5) or complying (tree node 10) with federal reform privatization policies. This question

also sought to determine the extent of the knowledge federal employees and AFGE members had about the types of privatization (tree node 4) used in the federal government. Again, significant findings were discovered in the data analysis process. The finding was that out of 10 participants (100%) who contributed responses distilled from each of the themes support privatization (86 coded references tree node 10), agree with privatization (69 coded responses tree node 11), and reject privatization (151 coded responses tree node 5), seven (70%) were for privatization and three (30%) were against privatization. In addition, nine participants (90%) contributed significant statements (167 coded references) under the tree node experience privatization (tree node 4).

Interview Question 5

The final interview question, Question 5, was directed towards comprehending how privatization policies affected federal employees and AFGE members (tree node 7); and whether or not federal employees could agree with privatization policies (tree node 11). The results of the findings by 10 participants (100%) generated 139 coded references for privatization affects attitude (tree node 7); and 69 coded references for agree with privatization (tree node 11). Comprehensive data analysis resulted in the discovery and emergence of 10 themes derived from the comprehensive research interview questions responses. Refer to Table 5 which presented the theme labels that emerged from scrutinized raw data.

Table 5

Themes derived from data analysis of research interview responses

Theme labels	Participants	%
Federal employee attitude	10	100 %
Compare federal sector to private sector	10	100 %
AFGE values attitudes beliefs	3	30 %
Federal employment special	10	100 %
Remain federal civil service	10	100 %
Privatization experiences	9	90 %
Prevent privatization	10	100 %
Support privatization	10	100 %
Affects attitude, core values, beliefs	10	100 %
Agree or disagree	10	100%

Note. Categorization of themes and percentages of participant responses.

The theme labels were associated with data drawn research from interview questions and analysis of responses. Excerpts from the essential statements were linked with the themes and clusters presented for comprehension. These statements were indicative of the attitudes and beliefs of the participants towards the phenomenon (federal government reform privatization policies). To maintain privacy and confidentiality, the participants were referred to by their alphanumeric designators (IRB, 2010).

The individual interview questions were instrumental in drawing out sentences, statements, and descriptions that were coded under tree nodes (QSL, 2008a). Subsequent data review raised awareness of common patterns and imaginative variations. The NVivo 8 software generated deep exploration through the query mode function (QSL, 2008a, 2008b). The responding patterns derived from the interview questions were the basis for developing specific findings. Through the use of 10 participants, I was able to deeply explore the questions as far as possible until maximum saturation level was reached. From the raw data specific themes emerged.

The following paragraphs present themes, data analysis, descriptive data figures, and excerpted quotes from interview transcripts. These data sets are used to reveal the answers to the study's primary research question. Answers essentially expose the relationship of the federal reform privatization policies phenomenon to the attitudes, core values, and beliefs of the research participants. Unless otherwise noted all interviews occurred between December 3, 2010 and December 31, 2010. For the sake of formatting the interview responses, readability of the findings, and for the importance of interview integrity, all responses from the interview sources are cited as personal communication, December 2010. See Figure 6 which illustrates Theme 1 initial concepts of employee attitudes from the first research interview question.

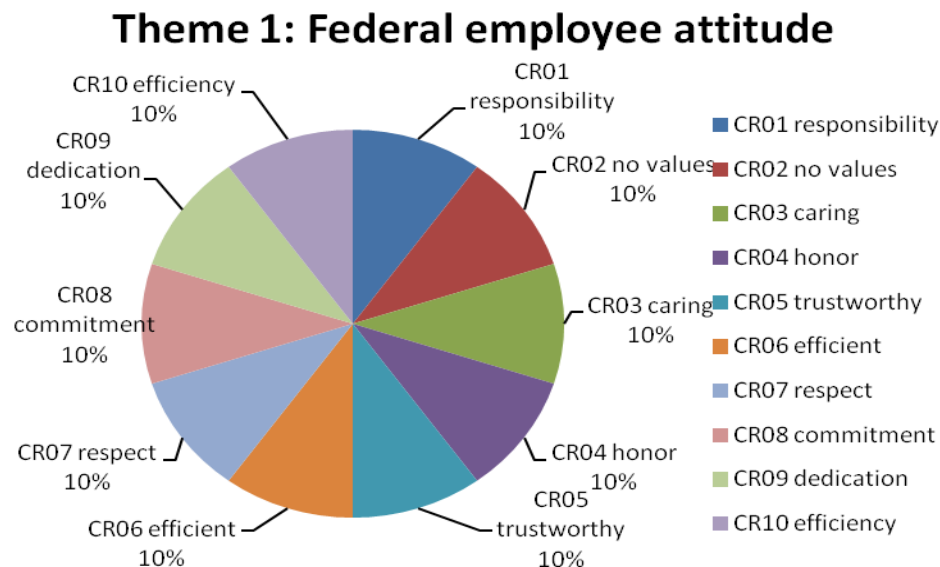


Figure 6. Identification of significant participant responses to Question 1.

Theme 1: Federal Employee Attitude

The first set of interview questions resulted in findings based on 307 coded references contributed by all 10 participants (100%). In reference to the emergent data, 90% of the responses to Question 1 were positive with one (10%) negative regarding federal civil service attitude, core values, and beliefs. The first question directed the focus of the study towards the insight of the participants on the values, beliefs, and attitudes of federal employees in the federal sector. Excerpted quotes illuminated the common responses to Question 1.

CR03 said that, "I always enjoy being in the helping professions so the reason that I left social work for federal service was upward mobility. But I still want a job where I was able to help you know, especially with the war you know" (personal communications, December 2010). CR07 posed that, "I know that we have something... that we have something that is similar to it that we use with children such as our character

count which is what is called respect, responsibility, caring, and citizenship" (personal communication, December 2010). CR08 indicated that, "I always ascribe to the same Navy core values of honor, courage, and commitment, and also duty, honor, country is what the Army has, and maybe I just carried that over" (personal communication, December 2010). CR04 pointed out that as far as his attitude and core values, "the Navy's core values of honor, courage, and commitment carry over into the civil service job" (personal communication, December 2010).

The answers to Question 1 were reflected in the terms provided by the participants that were linked with their concepts of values. These values, broadly associated with federal employees in Oahu and the national federal bureaucracy, were commonly described by participants as responsibility (CR01), accountability (CR02), ethics (CR04), social justice (CR06), merit (CR09), fairness (CR05), equality (CR07), commitment (CR08), selfless service (CR03), and transparency (CR10). The feelings expressed presented a common picture of ideas of specific duties and responsibilities. These ideas and duties were considered by the respondents as public administrators or federal employees were determined to adhere to and needed to have. The responses fully demonstrated the common or shared sense of concern for the well-being of the public and fellow civil servants. See Figure 7 for an example of coded references that supported federal civil service values responses. Excerpted interview statements from CR03 added depth to the responses related to Theme 1.

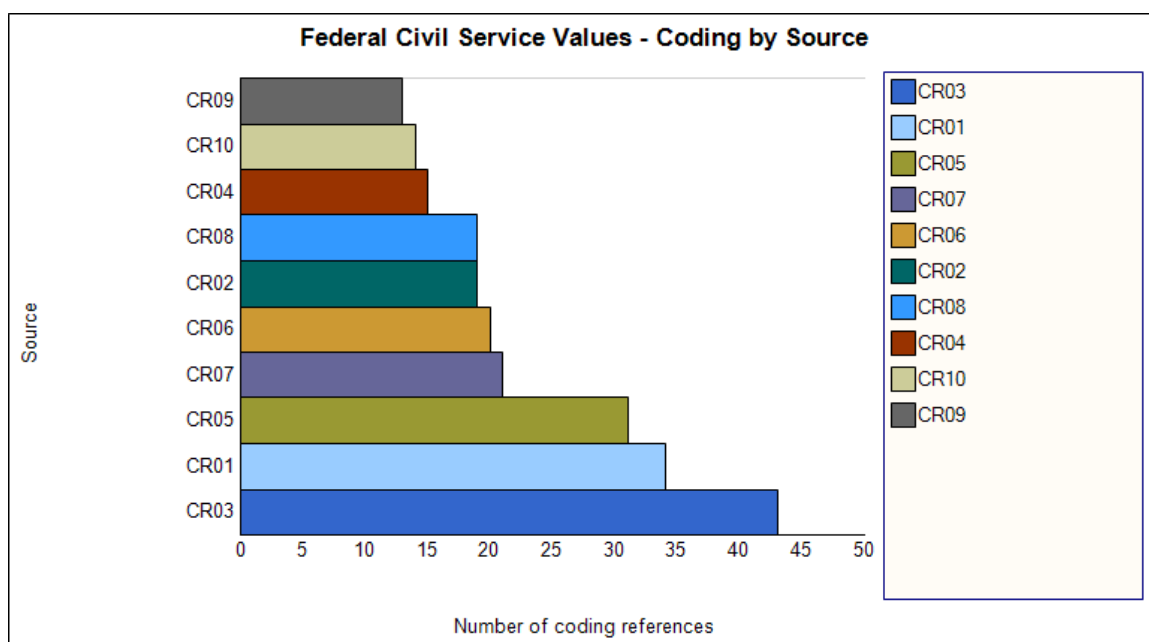


Figure 7. Participant references coded for analysis.

CR03's explanation provided greater understanding of federal employee ideas of the civil service attitude, core values, and beliefs. CR03 was employed in the Department of Veterans Affairs (VA). CR03 stated that her job required her to have a sense of commitment to the service members and their families. In the interview that took place in her office, CR03 presented pictures of veterans that she assisted in getting help with their claims. Her relationship with veterans and their families appeared to stem from what she described as her deep sense of responsibility. CR03 expressed her benevolence towards those who had deep physical and mental issues after returning from combat in Iraq and Afghanistan. CR03 appeared to be very comfortable talking about civil service values and principles. CR03 offered this point regarding her idea of where the federal sector derived its values:

The helping profession. I always enjoyed being in the helping profession, so the reason that I left social work for federal service was upward mobility. But I still want a job where I was able to help you know, especially with the war you know. I have been involved since 2007. Once the war started, I saw we had a lot of veterans coming back who had issues that whether it is physical or mental... and then I have veterans... My husband is a veteran, my brother is a veteran, my oldest brother was a veteran. So you know we had a lot of military people in my family and so I would just wanted to do something like really help people based on what was going on in the world right now. And I found it to be quite rewarding exactly. I love it. I love to see people walk away satisfied and working with federal health care for veterans, lots of veterans filing claims. We help. We will stop whatever we are doing, because if we say we're close that is exactly what we do. We shut down our front desk at 3:30 pm and we are there 30 minutes afterwards. But at 3:29 PM if someone walks to the door, we will come on back. We will help you. Whatever it takes we stay there, late, we stay there an hour late, you know. (personal communication, December 2010)

CR03's comments and responses were evident of strong feelings of pride and patriotism expressed by the research participants. Terms that emerged from the interview comments relative to patriotism were civic duty (CR03), serving the nation (CR04), and protecting the nation (CR08). CR08 stated that, "As a federal employee and longtime civil servant, I ascribe to the same Navy core values" (personal communication, December 2010). These participants also suggested that there was a relationship that underpinned federal service. The relationship was rooted in federal employees who

valued having an attitude of selfless service and helping their fellow citizens. This point was explored further in the following paragraph.

Another set of participant responses provided answers to the primary question and the first interview question. The responses conveyed that selfless service, accountability, and dedication to the mission were rooted in military service indoctrination for some of the participants. CR04 and CR08 separately stated in their responses that military values and attributes were ingrained in incoming veteran employees and reinforced by other veterans who were civil servants. CR04 said that, "I think it helps, you know, it helps the service just as much as the duties that we perform, and the execution of our offices as civil servants as if it would...if we were still in uniform" (personal communication, December 2010). CR08 posed that, "Because I really think that everything that I have done is for my country, like the duties. I honor my country, and everything is therefore for my country" (personal communication, December 2010). This common term was distilled from the participants with military backgrounds. See Figure 8 which presented the themes and the number of coded references attributed to CR08. CR08 provided a closer look at how military values were applicable to his civil service concepts of values and beliefs.

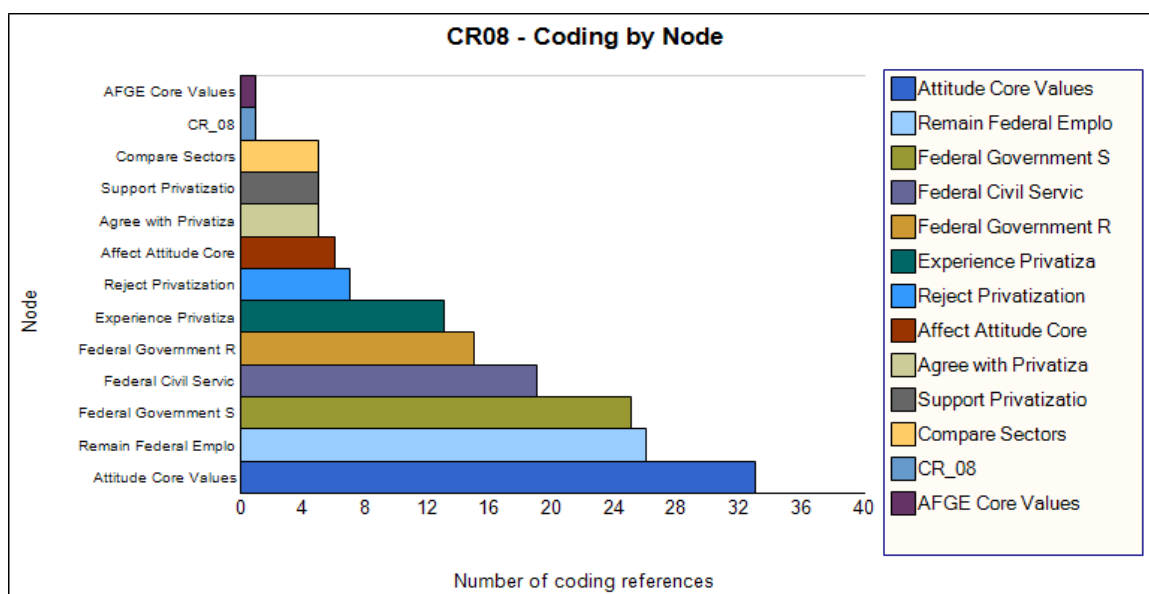


Figure 8. CR08 responses coded to tree nodes.

CR08 was a Navy veteran who described himself as living the values of honor, courage, and commitment in the civil service. During the interview that took place in his office overlooking Pearl Harbor, CR08 demonstrated confidence, pride in his duties, and eagerness to speak about what he felt were the values of the civil service. CR08 willingly elaborated on his point of view:

What I think...My perspective is a little different. The federal civil service is definitely made up of you know a cross-section of the United States. But in the Department of Defense, a lot of people do come from that military bearing first in the Navy, and then stay as civil service employees. So, I think because I am actually still involved as both a civil servant and as a Navy reserve officer, another year or two before I retire, I still think that the honor, may be more than the duty, honor, country. (personal communication, December 2010)

In reflecting on the first part of Question 1, the answer to this question was that the attitude, core values, and beliefs of civil servants was rooted in placing the interests of the citizens above and before the interests of political agents. Selfless service, accountability, responsibility, and dedication were the most frequent answers to the primary question. However, according to the findings, the first imaginative variation was discovered. This difference of opinion emerged from reflection and comparison of responses. CR02 elaborated on her reasons for disagreeing with the majority of participants' point of view. Refer to Figure 9 which illustrated coded references to themes by CR02.

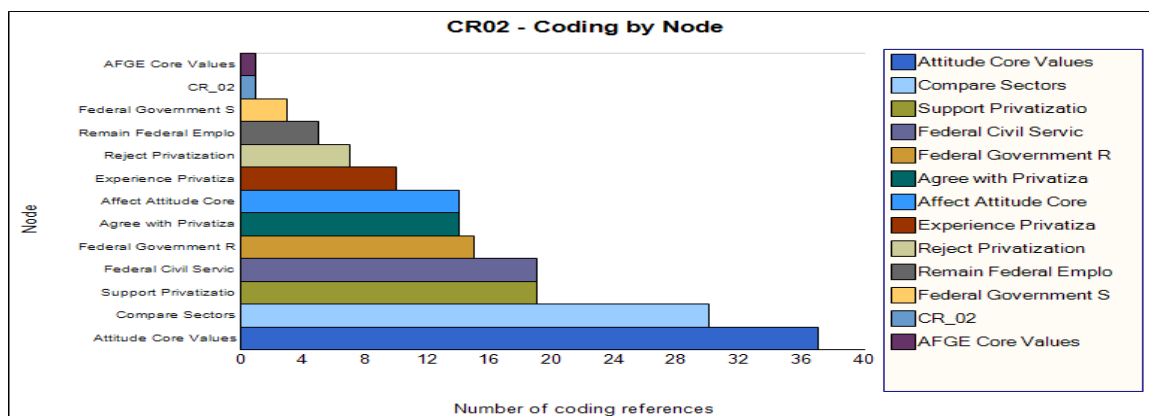


Figure 9. CR02 references coded for responses to research interview questions.

CR02 provided responses that were completely opposite of the majority of participants positive values and attitudes toward the federal government. CR02 had a very different point of view of federal employees, managers, supervisors, and federal service overall. While others used terms such as selfless service and accountability, CR02 suggested that there were very few positive values evident in federal service.

CR02 explained during the interview in her office cubicle that she had 14 years of private sector contractor experience. She cited that her experiences gave her a different perspective on federal sector attitudes, core values, and beliefs. As a former contractor turned civil servant, CR02 did not have a very positive attitude towards her fellow civil servants. She indicated that she was very much willing to describe her experiences with federal sector managers and supervisors that shaped her attitude and values. Her facial expressions suggested that this topic made her very agitated and somewhat combative towards the idea that the federal government was efficiently run.

CR02 started by saying, "The federal government uses and abuses their employees. I mean my attitude kind of sucks" (personal communication, December 2010). This participant stated that some personnel in the federal service caused her to have a negative viewpoint. According to CR02, her viewpoint was reinforced by the actions and behaviors of her fellow employees in her agency. CR02 went further about her attitude and core values:

The government puts all these little flyers all over the place for employees to read. And you are supposed to know the code of conduct whatever that is. And they make you take all this training. But it starts from management, so if you have poor management, is just going to trickle down. (personal communication, December 2010)

CR02 continued on when I asked her to elaborate further as why she had a negative attitude towards the federal government values and principles. I requested CR02 explain her point of view of how her attitude, core values, and belief were shaped by her managers and supervisors.

Bad managers in the federal government. Managers that in the federal government...Government managers who only care about advancing and becoming GS 11, GS 12, GS 13, GS 14, and GS 15. You know, I am sure that some may have had a degree and worked hard to get where they are. But I've seen too many with high positions where they either faked it, or they do not have a concept of what the job is about. Cause they are relying on those who have been here for 10 to 20 years to carry the load. Never really seen too many managers who really actually get involved from A to Z. (personal communication, December 2010)

I felt that further probing of CR02's description of federal sector values was needed to clarify her negative attitude. I asked CR02 to provide an example as to why she had a negative attitude towards the federal sector and civil servants. CR02 did not hesitate with her response. CR02 lowered her voice and then said:

Well to me they treat you differently as a contractor especially when you first come on board. They treat you very different...like if you are starting, you do not know operations, so you need to go to people for assistance...you have to, there is no other way...you are not a genius. You just cannot come off the street and walk in and take over, that is impossible. So yeah, I had the experience where people were cold, people were...no information shared. You pretty much had to learn on your own. Yeah I didn't I did not really grasp that at first maybe it took me a couple of months to really get it through my mind that no matter what kind of system I had...I mean there were times where they showed you once, that was it,

you are on your own. They show you one time, explained to you once, and that is it. (personal communication, December 2010)

Returning to this point regarding the emerged information, the lived experience of CR02 was very much evident of different point of view from the majority of participants. Her insight illustrated her perception of federal sector values she believed was not as positive as thought by others. This was the first significant finding of the research: Not all federal employees have respect for traditional federal sector values. CR02's attitude indicated that given her background there may have been others like her.

Civil servants who moved from the private sector to the federal sector may not have had the same respect for public service values. Her term of "my attitude kind of sucks" placed the context of federal service in her point of view as a less than desirable factor in her life (personal communication, December 2010). Her lived experiences exposed the reality of federal contractor interaction with civil servants, and the hostility that existed under the surface of the working environment. CR02's experiences were not the only imaginative variation that was exposed through raw data analysis. The following paragraph illustrated a second difference of opinion that emerged from raw data analysis.

The second finding and second imaginative variation that emerged from Question 1 exposed a deviation between veterans and nonveterans approach to federal sector attitudes, core values, and beliefs. The responses exposed a perception that was not previously discussed in the literature regarding values of federal employees who had military service backgrounds, and civil servants did not have military experience. For example, veterans conveyed that as federal employees they held fellow employees to a

higher standard than normally found within the federal sector civil service. They explained why they chose the terms selfless service, duty, honor, and country, and dedication to the mission. These terms were used because the veterans felt the values were equal to their military indoctrination in standards and regulations. See Figure 10 which indicated the veteran participants in the study. CR04 elaborated more on this particular finding.

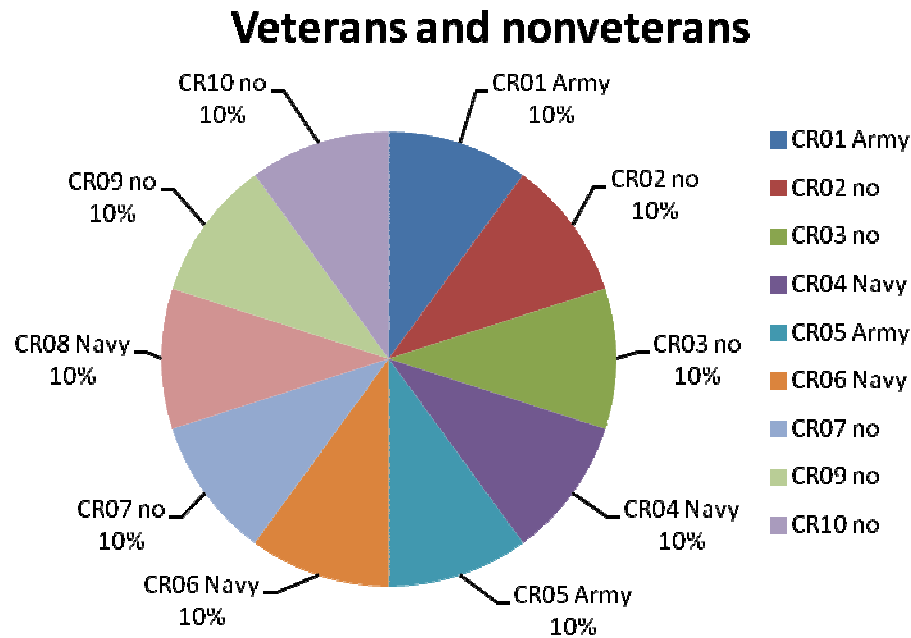


Figure 10. A breakdown of the veterans and their branch of prior service as opposed to nonveterans as participant in this study.

As explained by former service members turned civil servants, their personal experiences in military active duty service in the U.S. Armed Forces carried over to their civil service employment. Prior service military personnel believe that veterans' values derived from military service and federal sector employment values were the same. This concept was not limited to one veteran participant. This point of view was expressed by

research participants CR01, CR04, CR05, CR06, and CR08 who were prior service members and were currently members of the DoD civil service. For example, CR04 was willing to go into further detail about this particular aspect of federal sector attitudes, core values, and beliefs. See Figure 11 which depicted the references coded from this participant's response to this theme.

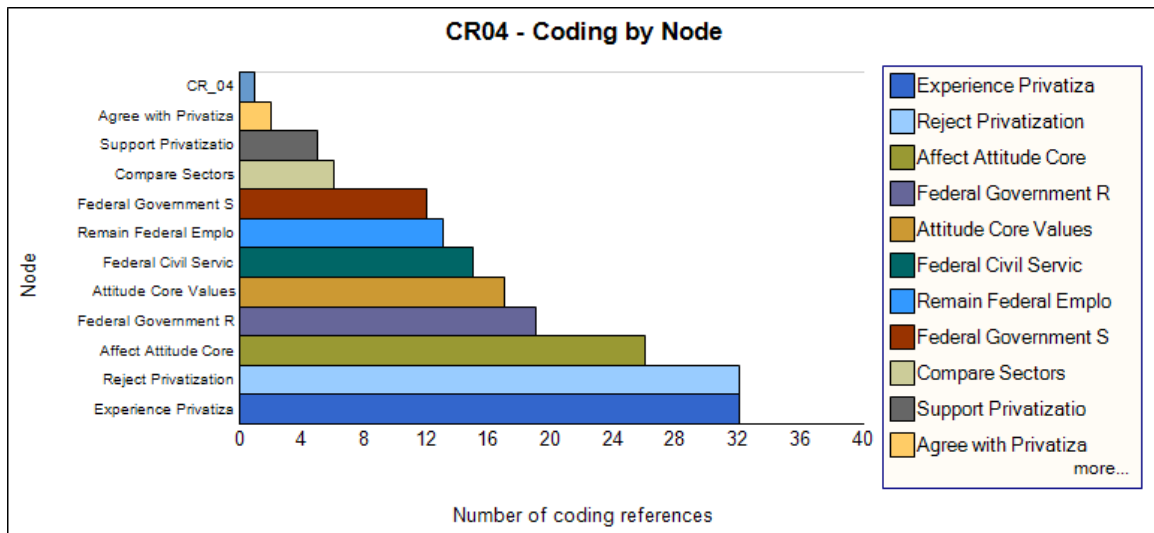


Figure 11. CR04 responses coded under tree nodes.

CR04 was a Navy veteran who felt that adherence to values of the military made veterans stand out in the federal sector. CR04's reflected on this point during the interview that occurred in his office on Ford Island. CR04 was relaxed as he sat across from the researcher. CR04 appeared ready to provide his take on federal civil service values that he believed were enhanced by military veterans. He leaned forward while clasping his hands and looking at the researcher. CR04 brought out his main point about veterans, the civil service, and the culture of federal service:

For the Navy, the core values of honor, courage, and commitment carry into the civil service job. And we follow that and it could be a great stepping off point

between the two types of federal service employees. Those two types are those that have prior military service, and those that do not. That being said, I think the difference between the two would be that those of us that are prior military tend to follow the military bearing way of conducting business and executing our offices. Those that have not had those opportunities to serve in the military before they served their military service careers, I don't want to say left out, but they...there is a piece of that missing they do not quite understand. And often times it has been... It has kind of been pointed to how we are a brotherhood, or we click together. It is a culture where people come from like backgrounds, like backgrounds being active-duty service into civil service. (personal communication, December 2010)

Based on reflection, rereading information, and reduction of data, this was the second significant finding of the study: Civil servants with military backgrounds believe that others civil servants without military backgrounds had weaker public service values. The participants with military backgrounds suggested that prior military service members had their own significant attitude, core values, and beliefs that effectively stood out when compared to nonveterans in the civil service. Traditional military values were considered by these participants as having more force of action for maintaining ethical conduct among federal employees with similar military backgrounds in the civil service. I made a field note regarding this discovery for future research. The attitudes expressed by military veterans turned civil servants could have been perceived as a gap in knowledge that was exposed in this study.

Stringent analysis of the findings enabled deep examination of the participants' own attitude, core values, and beliefs. This was in comparison to what the participants believed were federal civil service values and beliefs. Federal civil service values were viewed by the participants as dedication, dedicated, committed, and selfless service in a relationship with public, Congress, and the U.S. Constitution. The participants' own vision of public service attitudes, core values, and beliefs were expressed as a mental and physical condition of giving of one's self to a cause greater than the individual. That cause was the governing of the nation. The actions of public servants were dedicated to the mission of serving citizens. To participants this meant equal values of getting the job done and patriotism. The following paragraphs reflected upon these two points.

The participants related their idea of government and public service as getting the job done. This was meant by the participants as using the guidelines, standards, and regulations to ensure that the mission was accomplished. The bottom line according to the participants was that people were properly served by the government. CR03 stated that, "Whatever it takes we stay there, late, we stay there an hour late, you know, and if we are there late we will always have a partner stay there with us so that the customer is served" (personal communication, December 2010). CR10 posed that, "Public service values were basically the values, norms, and principles used in the public sector in order to conduct the government business in the name of the citizens" (personal communication, December 2010).

One of the participants in the study was employed in the federal government for nearly 29 years. This participant provided an understanding of federal sector values based on his experiences in the workplace. CR01 surmised that, "All federal sector

values in the workplace were simply the means for civil servants to be efficient and economically sound, but also allowed public servants the power to conduct the business of the public" (personal communication, December 2010). The words of the participants demonstrated a deep composite example of experiences. CR01's response illustrated the commitment these public servants made in their federal government employment to the benefit of the public. These deep feelings were reflected in terms regarding patriotism towards the nation.

The patriotic feelings that emerged from the meaning units in the description of the values of federal service were essential to completely answering the primary question. Analysis and discovery facilitated understanding as to why public employees worked long hours and worked on weekends sometimes without pay. The participants reasoning suggested that their actions ensured all citizens received needed benefits, assistance, and representation. Verbalizing this sense of patriotism, CR10 said, "We are the servants of the US government and as such are looking out for the best interests of the people. We represent honor, integrity, and freedom" (personal communication, December 2010). CR07 indicated that, "Well my father is also military and I feel that is partly why I work for the military as well. Because he kind of taught me how to respect the military and the nation" (personal communication, December 2010). CR03 added to this theme by stating that, "I don't mind getting up and going to work because I look forward to helping my veterans you know. Helping the people with whom I work who serve the country deserve service"(personal communication, December 2010).

These meaning units, themes, and subthemes supported the findings drawn from the data. The responses suggested that an answer to the primary research question, and

Question 1, was that the attitude, core values and beliefs of federal employees and AFGE members was public servants believe in selfless service, accountability, responsibility, and patriotic dedication to the nation and to the mission. However, a third imaginative variation emerged from data analysis of participant responses regarding federal values and practices versus private sector values and administration. This different opinion was explored under the following Theme 2 paragraphs. Figure 12 illustrated the concepts and points of view expressed in Theme 2.

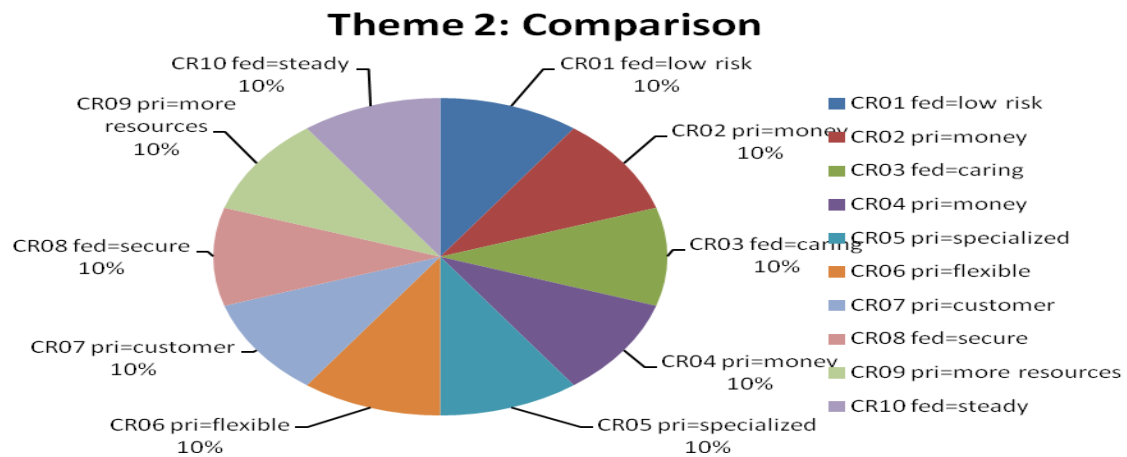


Figure 12. Research participant comparison between the private and federal sectors.

Theme 2: Compare Federal Sector to Private Sector

Theme 2 evolved from the responses of 10 research participants (100 %) as evident of the meaning units (138 coded references) determined from the raw data. Data analysis permitted the researcher to focus on the most significant phrases and terms relevant to the participants' comparisons of the federal sector with private sector values. The key term comparison generated a noticeable number of responses. See Figure 13 for the coded responses to the sector comparison question. The theme emerged from participants expressing their comparison of the federal sector to private sector.

A common point was that the federal government was different from the private sector in terms of values, pay and benefits, and mission. For example, pay and employment effects were the most frequent answer as to what motivated federal employees to choose employment in the federal government as opposed to working in the private sector. Federal sector values and employment benefits were very important points because of the major significance of these factors to the participants' emotional and psychological well-being.

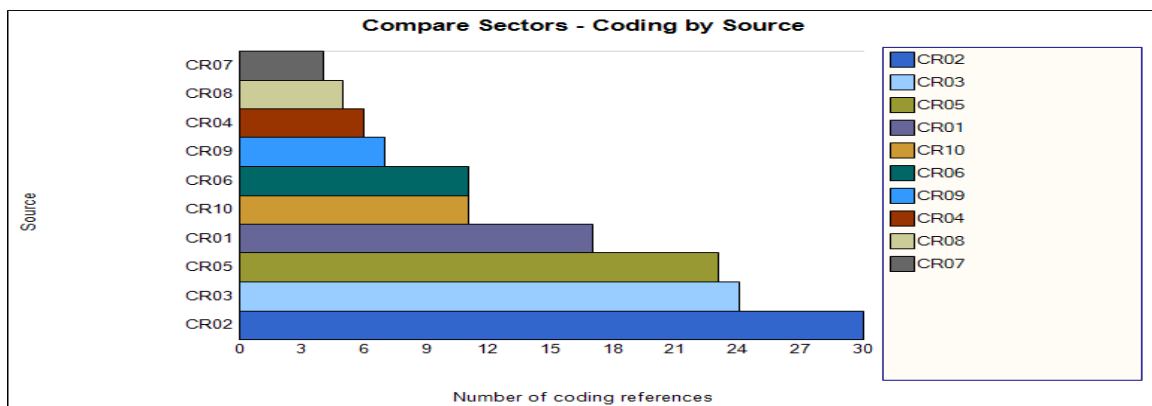


Figure 13. Compare sector coding of participant responses to Question 1.

The majority of the responses indicated that there were significant differences personally observed by the participants regarding federal sector and private sector employment values. CR01 said, "The private sector values were money and the bottom line" (personal communication, December 2010). CR01 added that, "In the federal sector, once you pass probation it is hard for managers to fire you. Because you have a right to your job" (personal communication, December 2010). This point spoke to the property rights to employment, and the right to due process that federal employees believed to be true about stable and secure federal jobs (Hays & Kearney, 2003).

CR04 indicated that, "the private sector is concerned more with making money, winning, building wealth, and other self interests such as getting promoted faster than the next person" (personal communication, December 2010). CR04 continued with his view of the differences by posing that, "On the other hand, the federal sector is concerned with the mission and working within the budget. You cannot put a market value on these types of concepts. That is what the public sector does" (personal communication, December 2010). The point that CR04 made was also found in responses of the other participants. This common response suggested that the differences between the private sector and the public sector had to do with employment values and beliefs.

Another common point that emerged in Theme 2 was expressed that there was less security and stability in the private sector as compared to the public sector. CR10 stated that, "Although people may make more money in the private sector, the risks were higher in the private sector" (personal communication, December 2010). CR08 posed that, "In the federal sector there was less risk, and promotions and increases in income were not as high or as fast as the private sector. There was a sense of job stability and security in the federal sector more so than in the private sector" (personal communication, December 2010).

The answer to this part of Question 1 was that in addition to the values of pay and benefits, there were values of the federal sector having less risk and more job stability than in the private sector. This was a reflection of the federal civil service employment values approved by the research participants. However there was also a third key finding in Question 1. The responses indicated a third discovery: some private sector values

were preferable to federal employees. This third imaginative variation that was discovered was further explained through the participants own words.

The private sector's business administration practices had an impact on a significant number of research participants (7, 70%) as private sector values were looked upon favorably for improving the federal sector. CR02 proposed that, "Private sector values are stronger. The private sector takes care of their employees, really takes care of their employees" (personal communication, December 2010). CR05 stated that, "When it comes down to private sector versus federal sector values, I will go with the private sector as it seems they know what they're doing more than federal government managers" (personal communication, December 2010). CR 06 said, "The private sector was able to make changes more adequately and more efficiently than the government" (personal communication, December 2010). Refer to Figure 14 and an excerpted quote from CR06 which added depth to the findings under this theme.

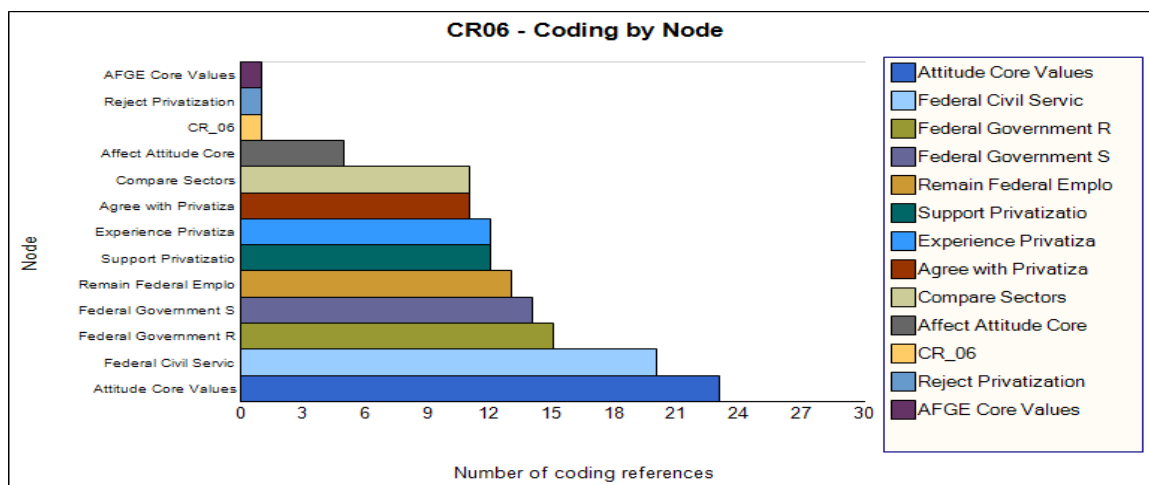


Figure 14. CR06 responses coded to tree nodes.

CR06, an Army veteran and information technology (IT) specialist with 10 years of federal sector employment in a Navy agency, related his idea of why private sector

values and abilities were highly suitable for implementation in the federal sector. The interview took place in his office which was filled with technical manuals, computers, software, and other technological inventory. CR06 related his experiences in the private sector as first hand exposure to the attributes and advantages that the private sector had over the federal sector in business and technology. CR06 leaned forward to make his point with more emphasis on the differences he saw between the sectors:

The private sector offers more training, more diversity, more technology where government is limited and restrained. Government is only concerned with what they feel is adequate to run the systems. But the private sector because of the dramatic changes in the market, and the dramatic changes in demand of customer service and technology, they have the ability to make changes more adequately, and more efficiently than the government. (personal communication, December 2010)

I reflected on the responses given by the participants and noted that efficiency was indicated as a desired value that was highly present in the private sector but lacking in the federal sector. CR09 stated that in her opinion based on the values of the private sector of specialization and efficiency, "I think the federal government could benefit from the private sector" (personal communication, December 2010).

The majority of participants suggested that some private sector values were more suitable for the federal government to improve the efficiency, effectiveness, and accountability of the federal government. This point however contradicted with the participants previous statements which suggested they favored federal sector employment values. As such and after reflecting on the information I made a note that this was the

third significant finding in the study: Through their own words: (a) the research participants wanted protections that federal civil service employment offered,(b) research participants also wanted to include private sector practices with the federal sector to improve operation efficiency, and (c) some private sector values were preferable to federal employees. These points were significant findings that exposed the contradiction in the attitude and core values expressed by federal employees.

In other words, the answer to the second aspect of the research question and Question 1 was that the majority of research participants engendered support for and approval of private sector values. These participants saw private sector values not as a threat but as significant means for improving the efficiency, personnel management, fiscal budget control, and overall administration of the federal government. See Figure 15 regarding the responses to the next set of questions on AFGE values that were different from the private sector values expressed by the participants. This point of view diverged from the responses of the majority of federal labor union members as seen in Theme 3.

Theme 3: AFGE values

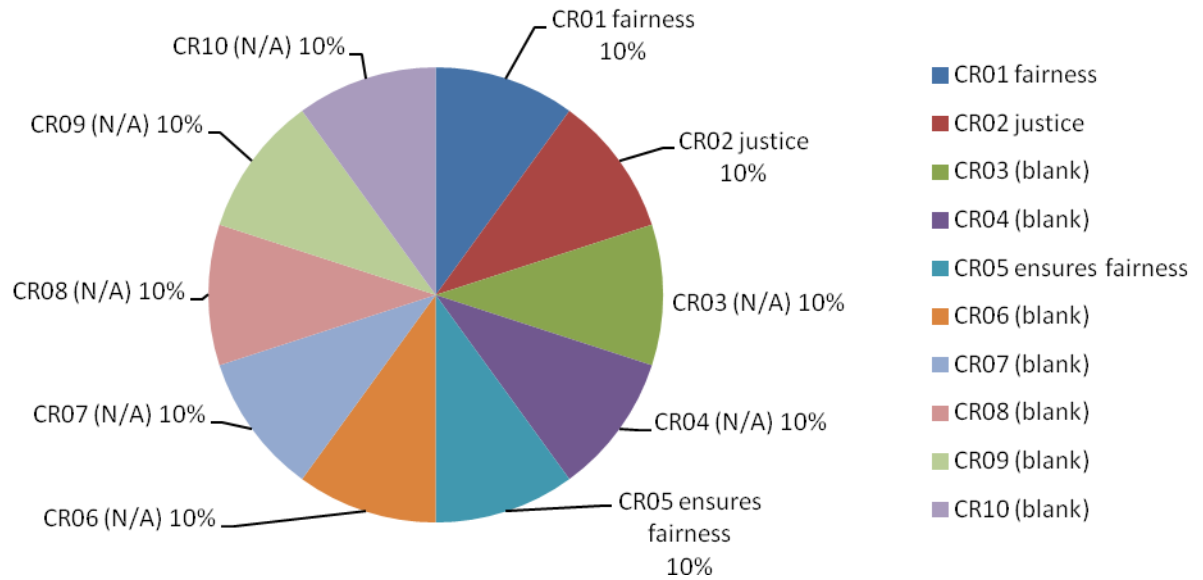


Figure 15. Research participants experiences with federal labor unions.

Theme 3: AFGE Values, Attitudes, Beliefs

This theme emerged from responses to Question 2 which sought to expose what AFGE members thought about federal sector values labor union values. The findings suggested that two participants (20%) identified themselves as dues paying members of the AFGE. In addition, one participant (10%) who responded was subject to a collective bargaining agreement. While the other participants declined to comment on federal labor unions (70%), these participants (30%) chose to answer Question 2.

Their comments suggested the AFGE values were the same as the federal workforce. The responses included that the AFGE labor union believed in fairness, unity, responsibility, and accountability. Refer to Figure 16 which represented CR01's coded references including unions. One of the emergent beliefs under this theme was the idea

that the growth of labor union membership such as the AFGE was based on shared federal service core values.

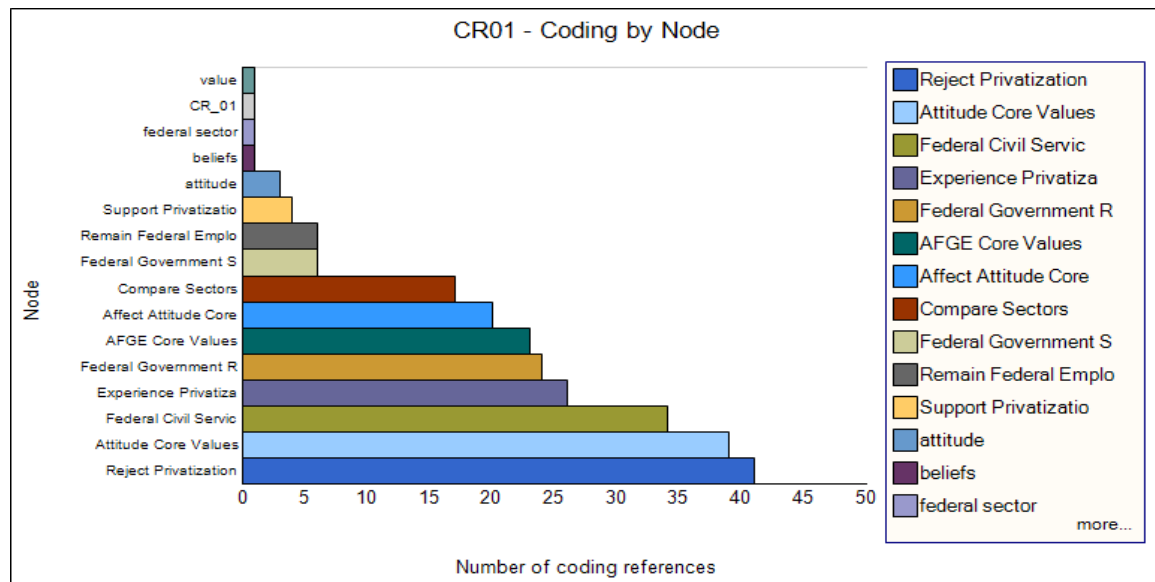


Figure 16. CR01 responses coded to each node.

CR01 stated that, "The growth of members in the AFGE depended upon how members see their own values in the AFGE" (personal communication, December 2010). CR01 added to this statement regarding AFGE values. CR01 was an Army veteran and AFGE dues paying member who worked for the Navy. CR01 requested to inform his experiences derived from numerous years in the civil service. CR01 indicated that he had over 29 years of federal service time. In this context of civil service experience, CR01 explain the purpose and intent of the AFGE. It was his belief that there was a great deal of misinformation about federal labor unions in the civil service. CR01 spoke frankly and at great length about the values of the AFGE. When asked about AFGE values, CR01 smiled and leaned back in his chair. He stated:

The AFGE, the American Federation of Government Employees supports all their locals down just about more so than anybody else I have ever known or unions I have ever seen. I have been a member of the operating engineers local now for since 1975, something like that, and I have a retirement coming from working on the pipeline in Alaska, but with that said, as far as the federal government retirements goes. (personal communication, December 2010)

I asked a probing question in response to CR01's explanation of the values of AFGE members in Hawaii. CR01 responded:

I think the AFGE is there to protect, just to protect the rights of the working person, okay, and that is the bottom line. The AFGE is like everybody else. They support politicians in their elections but not to the point to where that federal employee, okay, was just told you are going to give me 10% of your wages to do this which happens in the private sector. I know it does. Now I just think that they are there to support those rights that are in the union contracts. That is why unions have contracts. You have to. They ensure that the union members are protected under those contractual agreements. (personal communication, December 2010)

CR01 posed that, "all they try to do... they are sort of like the watchdog. All they are trying to do is make sure that civil service employees get fair pay, treated fairly, and do not get reprisals against them" (personal communication, December 2010).

Participants' experience with the AFGE was a key aspect of their attitude in that the AFGE had the same values as the federal government. CR05 stated that, "The union

values are actually from what I saw from my experience, it is more towards the employee that is the government" (personal communication, December 2010).

The lived experiences of the AFGE and collective bargaining agreement members' values presented the fourth significant finding of the study: This finding exposed the inner conflict between non union federal employees and members of the AFGE over the suitability of private sector values and privatization within the federal sector. The answer to Question 2 was that federal employees expected the AFGE to mirror attitude, core values, and beliefs of the federal civil service. According to the responses by labor union affiliated participants, it was necessary for the AFGE to demonstrate adherence to traditional values such as due process, transparency, fairness, merit, equality, and belief in the value and self worth of civil servants.

The responses of the AFGE affiliated participants provided insight into the conflict within the federal sector regarding comparison of private sector values with federal sector values. Under private sector values, the belief was that private sector employers could use whatever means to improve efficiency within the workplace. This included reinvigoration, reform, and restructuring the private sector workforce with minimal advance notice to the workers (Osborne & Gaebler, 1992). The majority of the research participants (70%) agreed with these private sector values for improving the federal government. However 30% of the participants disagreed with this premise as reflected in their responses.

The AFGE members expressed concern for a reduction in equality and due process with increased private sector influence within the federal sector. CR01 related that, "The AFGE has the same values that I have. The AFGE fights every day for the

rights of federal employees, especially when government leaders want to reduce our pay, privatize our jobs, and remove our hard fought for benefits" (personal communication, December 2010). Another dues paying AFGE member, CR02 posed, "The membership depends on the AFGE to be loyal to the values that we hold dear. The AFGE has to demonstrate solidarity with civil servants that the AFGE wants to represent" (personal communication, December 2010).

The findings showed that there was consistency in the responses of the participants who identified with the AFGE in their descriptions of AFGE values. The common descriptions resulted in these participants expressing that the AFGE needed to show its values were the same as the federal workforce. Federal civil servants and AFGE jointly shared values appeared to be based on established traditional public service values featuring unity, accountability, responsibility, and fairness. CR05 stated, "I see how the AFGE always speaks to fairness and truth in federal management labor relations. This tells me that the AFGE is not out to gouge its members" (personal communication, December 2010). CR01 suggested that, "the AFGE proves and demonstrates its values which are consistent with the federal government when the AFGE takes on management to get people who have been treated unfairly some sense of justice" (personal communication, December 2010).

The findings related to Theme 3 revealed that within this research population participants were opposed to the concept of private sector values of efficiency. Participants without labor union experiences previously indicated that private sector values were essential to improved federal government efficiency. On the other hand, labor union members' point of view was that the federal sector needed traditional values

to remain prominent in the federal government. Labor union participants also presented that labor unions such as the AFGE had the same values as federal employees. The initial findings I derived from reading and reflecting on interview responses confirmed the raw data analysis.

The results of Question 2 indicated that there was a division among federal sector employees toward private sector values and the AFGE. However the findings under Question 3 also provided evidence that a large majority of the research population were like minded regarding the uniqueness of federal civil service employment. Refer to Figure 17 which illustrated selected responses coded under Theme 4. Theme 4 presented the attitudes and values expressed by the research participants regarding federal employment.

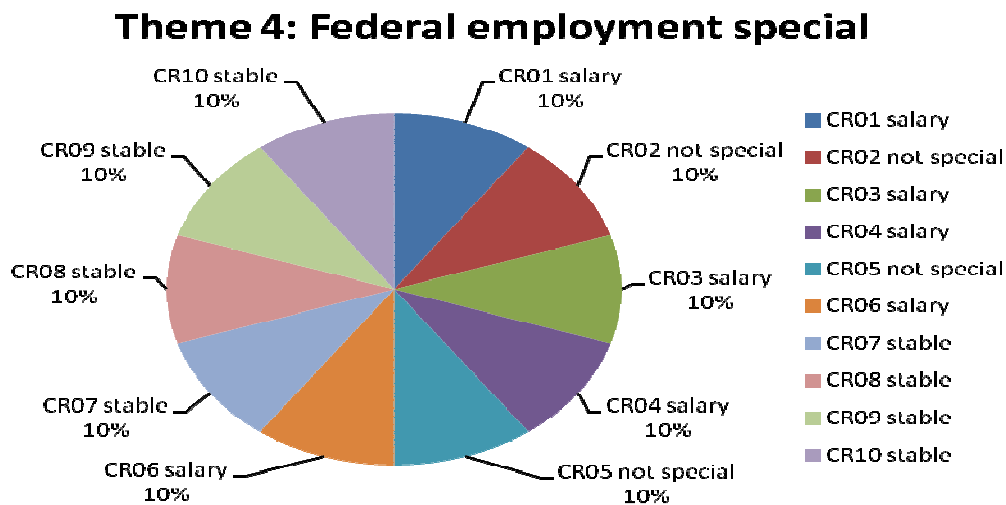


Figure 17. Study participant statements on federal employment value.

Theme 4: Federal Employment Special

The findings observed in Theme 4 were based on the responses of 10 (100%) of the participants. Data analysis resulted in coded references (137) gathered from

responses to Question 3. The findings showed that eight out of 10 participants had positive answers to this question. The majority of participants indicated that federal government employment was unique for specific reasons. One of the reasons was the merit system. CR09 said, "The federal government enabled a person to have equal opportunity to a position" (personal communication, December 2010). CR05 indicated that, "In the private sector employment was based on who you knew rather than what your capabilities were" (personal communication, December 2010).

Along with a suitable merit system, the typical response was that the federal government was a stable employer not subjected to market economic activities. Federal compensation such as pay and benefits were very good compared to the private sector. CR10 said, "Federal jobs were low risk but steady employment which were very beneficial for people who lived in Hawaii" (personal communication, December 2010). CR08 suggested that, "Benefits were family-friendly and employees paid very low premiums so that employees got the best care and healthcare for their families" (personal communication, December 2010).

The findings showed that in addition to healthcare benefits and job stability, continued employment in the federal sector resulted from competitive wages offered by the federal sector as compared with the private sector. CR10 surmised, "While you would not become a wealthy person, you still can make a comfortable living" (personal communication, December 2010). Refer to figure 18 for CR09's coded references that supported the findings under this theme.

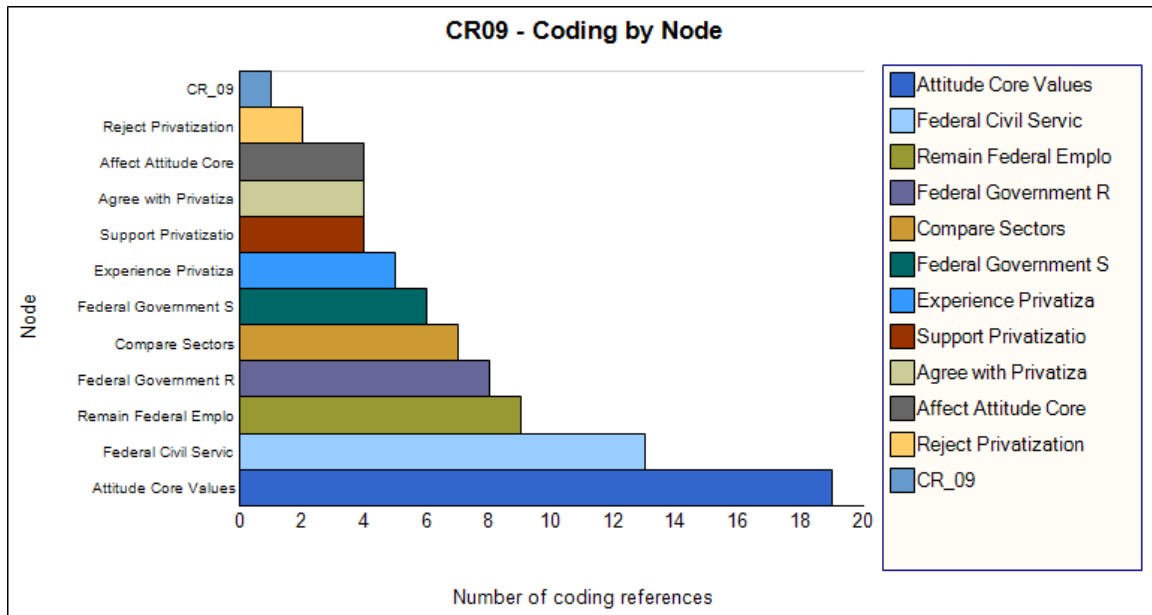


Figure 18. CR09 responses coded to tree nodes.

CR09 added that, "The opportunity to move up in the federal government was the reality of federal sector employment" (personal communication, December 2010). CR09 indicated she had more to say about the uniqueness of federal sector employment.

CR09 was unique in that her husband was also employed in the federal sector and the same agency as herself. CR09 considered herself as a dedicated federal employee with eight years in the civil service and 15 years previous employment with the private sector. CR09 worked for the federal government overseas and now was serving in an Army agency in Hawaii. When responding to the question on what was special about federal service employment, CR09 reflected on what her experiences were. CR09 looked at the researcher, put her hands together for emphasis and stated:

I found that getting into the government sector again provided security but also a greater income. Better pay. Yes definitely. As far as risks in the private sector, I think it depends upon what your area of expertise is especially with your area of

expertise. You can... People can get jobs pretty much anywhere if in high demand, would you agree with that? (personal communication, December 2010)

CR09 responded when I asked as a means of probing her statement further to tell more about her experiences. CR09 placed her hands on the table and thought for a minute before going further. She paused to collect her thoughts for additional information regarding her explanation. After gathering her thoughts CR09 elaborated:

For me it is more than perhaps I could get work in the private sector, but with all the competition and all the people losing their jobs...As a writer, for example, the Honolulu Star-Bulletin and the Honolulu advertiser now became the star advertiser. So a lot of people lost their jobs. So, I would be out there competing with a lot of people who already lost their jobs. For me it was more the type of work that I do. I have writing and editing background and unless you are fortunate to land a full-time job on a newspaper or magazine, or something like that, it is a difficult career to make a livelihood off of. Even though I have done a wide variety of types of writing, I was lucky to have my own business and enjoy that freedom. But in getting married and having children and wanting to contribute more to our income, I found that getting into the government sector again provided security but also a greater income. Better pay. Yes definitely. (personal communications, December 2010)

The answer to what made the federal government a special place for employment was revealed through data analysis of responses such as CR09's to Question 3. The answer to Question 3 was federal employee benefits such as retirement pensions and sick leave packages were very good compared to the private sector. Private sector employees

expected to pay higher premiums and were subject more than federal employees to working longer periods prior to being eligible for retirement. It was evident from the responses of the participants that they believed that federal healthcare policies, pay, benefits, and opportunities for advancement were essential keys to federal employees explaining why the federal civil service was special.

Regarding Theme 4, the findings from data analysis of participant responses indicated that federal jobs were stable and secure. Participants based their perspectives of civil service employment stability and security on the merit system where was necessary for human resource personnel management to look at a candidate as a total person with knowledge, skills, and abilities. This method required filling a position based on qualifications rather than knowing someone with connections to the job.

The findings illustrated the importance of federal sector employment specifically because the federal sector had hiring practices, rules, and regulations. The merit system was the means of selecting, compensating, and disciplining employees in a fair and impartial manner (Condrey, 2005; Hays & Kearney, 2003). However raw data analysis and reflection on the narratives led to discovery of a fifth significant finding from the majority of participants responses: Not all of the participants believed that the federal sector was a highly regarded source of employment.

The findings also revealed that of the 10 research participants, two participants (20%) related through their lived experiences a negative attitude and belief regarding federal employment. According to these participants own words, the federal sector was not a unique environment for employment. CR02 explained, "Managers are insensitive and unqualified. They do not show concern, and they do not know their jobs" (personal

communication, December 2010). I asked CR02 for clarification of this point. CR02 paused for short. She rubbed her fingers together while preparing to respond. After sipping some water, CR02 articulated her reasoning:

There is...you cannot ever,..to me, there is no...it is like night and day. The federal sector has chain of command and always once you go here, then here, and here. But you can only talk on this level. If you wanted to go higher 02 people who really make a difference in the decision, you cannot even go up there until you have already passed but try to pass one, two, and three. Whereas the private sector, you go to one person which is like normally at task manager or supervisor and it is even resolve that that level. Or it is not, but you have the chance to bypass this person and go to the higher of person that can really help you. Over here is like a slap on your hand if you do not go to the chain. (personal communication, December 2010)

This participant's experiences with her agency's management made her come to believe that federal employment was far less desirable than the researcher anticipated from federal employees. CR02's position was completely opposite of 80% of the study group. CR02 posed that, "supervisors and managers who are supposed to lead have no clue, no concept, no idea of what the people are doing" (personal communication, December 2010). CR02 was not the only participant who provided a different opinion from the majority of the participants.

Another participant offered his experiences that disputed the specialness of the federal sector. CR05 was a federal civil servant with 12 years of government employment time. An Army veteran, CR05 spoke straightforward about his experiences

and attitude about the federal sector. He was not happy with his activity's leadership as he considered them as one of the problems of the federal sector. The interview took place on Fort Shafter. CR05 indicated he was more comfortable talking in the area with less management traffic. CR05 opened with this point, "The civil service is not controlled in an effective manner because managers do not believe in the merit system" (personal communication, December 2010). I asked CR05 to go further into this point for clarification. CR05 lowered his voice as he spoke. He answered the question with a question:

Was there some things that make me feel uncomfortable at work? Another thing that makes me uncomfortable is when your supervisor gives a tasking... He is demanding a tasking. And then when you question that supervisor, he said I am not going to tell you how you should do your job. And you say well I am just asking you for advice. You are tasking me with this job and you not giving me any direction. This goes back to what we were talking about earlier in our interview again and that is the scope of your duties. Give me the information I need to know the information before we can proceed. This is what we talk about when we talk about values and attitudes in the government sector. The supervisors attitude is get it done with no directions. The employees attitude is give me some directions. I need some guidance to stay in the lane. If I do not have any guidance I will go off the lane and go into the ditch you know what I mean. (personal communication, December 2010)

CR05 grabbed a napkin and twisted it while he continued. He appeared to become very agitated and more aggressive about the problems with the federal agency he

was employed. CR05 contested the idea that the federal sector was a special place for employment. He continued:

This happened at the previous organization I was in and it also happens here.

Both of them were federal employment. It was the attitude among managers. Yes it is an attitude. When you get to so many people by the time you get information, you are not even sure what they want. They just need to be clearer about what they want. Sometimes... because they do not even know... They are not sure what their meeting all what they want. And that hurts us because they are shaking their heads to the general or to the colonel who was asking for information. But you ask them a question about something, then they get all huffy and they are not sure about what they want, and the communication is not there. And they cannot explain it very clearly because their attitude is a federal government managers attitude. (personal communication, December 2010)

CR05 leaned back in his chair and looked around the room. He was somewhat angry because of the memories he had about his federal employment experiences. He wanted to go on with his description. He used an incident that occurred with him in his earlier stage of employment with the current office he worked in. CR05 stated that this experience supported his point that the federal sector was not a special place for employment. He began:

You get a new guy in. He's told that he is part of the team, get to work that is what happened to me. I can get into a job here and nobody told me anything. For a week. Nobody gave me any instructions. Why was that? A lack of communication between the higher ups of employees. It is an attitude, values,

and beliefs that are disconnected between the managers, supervisors, and nonsupervisory employees and that when you come to work you should know everything. Automatically. You know what to do. But nobody does. And I did not even have inprocessing paperwork. I just came in to a position and they sent me to training for three weeks. I came back and I had a budget that I had to turn into the Department of the Army and I wasn't even trained on this. So how do you think I felt? I was about ready to leave my job. I told my boss I said you know what I am about ready to walk off this job because you all never in process me right. They never told me what I was most to do. They never brought me in the office and said hey here's your objectives, these are the guidelines that you have to follow, this is what you are going to be doing. Nothing, nothing. It was just trial by error. And I felt so uncomfortable because I am having to make these major decisions with nothing to help me you know. This is budget, this is finance for all communications, and I am like you know what I did not want to be held responsible for that because I did not know what was needed and nobody was helping me. So basically I had to do a lot on my own and my attitude was screwed this! These guys are not helping me. I thought to myself you know what I can do! My own business... Here I can make more money in the private sector as much work as I'm doing for these people. I can have my own business making way more money in the private sector. (personal communication, December 2010)

These two participants suggested that a professional public service agency must adhere to the merit system that ensures individual rights. However, according to the experiences of CR05 and CR02, the merit system was not fully employed, managers were

of poor quality, managers did not demonstrate concern for employees, and employees were over tasked. This was the fifth significant findings of this study: Participants believed that the federal government was not a special place of employment due to the abundance of poor managers and supervisors.

The findings based on their interview statements suggested that their attitudes and beliefs were contrary to the majority of participant attitudes about federal laws and practices of fairness and equal opportunity. CR05 stated, "The good old boys network does exist here because I have seen favoritism over and over again...Not just in this agency but everywhere I have worked in the government" (personal communication, December 2010). Still, while the lived experiences of these two participants provided evidence of a negative environment of the federal system facilitation, overall, the majority of participants stated that the federal system was just, fair, and impartial. Or as CR01 stated "The system is good" (personal communication, December 2010).

Although a fifth finding was discovered in analysis of Theme 4, there was a majority of responses in the following theme that confirmed the responses for continuous service in the federal sector. See Figure 19 for the listed reasons participants stated for staying employed in the federal sector. Theme 5 exposed the positive reasons for continued federal government employment expressed by the majority of participants.

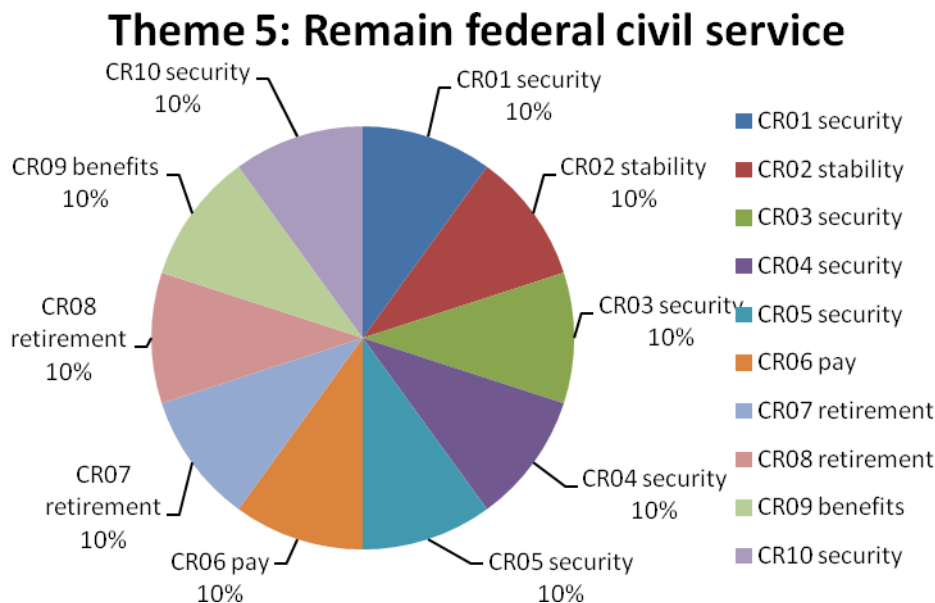


Figure 19. Breakdown of participant’s responses remain in federal sector.

Theme 5: Remain Federal Civil Service

Ten participants (100%) contributed essential dialogs (148 coded references) associated with Theme 5 and Question 3. Along with Question 3, Theme 5 derived responses that were similar to a majority of the participants’ responses to the federal government being special. The participants indicated that their attitude and beliefs were that the federal government was highly stable. The participants suggested that the federal civil service workforce was not subject to unpredictable employment changes based on market economics.

The participants presented their reasoning behind the federal workforce was their desire to remain employed in the federal sector. This position was due to traditional public service values of being fair, impartial, safe and secure employment, and having good pay and benefits. Along with these terms that described federal employment,

participants also indicated that the federal civil service was the means to "Fulfill personal goals of serving the nation and its citizens" (CR06, personal communication, December 2010). CR03 said:

You know we try to make sure as few people as possible will not fall... We do not want people falling through the safety nets of life you know. Especially with the federal military health care system for veterans. (personal communication, December 2010)

CR05 stated that, "They can take things from you as a federal contractor, and they can take things away from you involuntarily. These are some experiences that make me want to stay in the federal sector" (personal communication, December 2010). CR06 posed:

I wanted to continue to serve my country, that is the bottom line. Since I got out of the military, this is been beneficial for me because I have been in the information technology field sense. And I have never done anything else since exiting the military. (personal communication, December 2010)

The research participants elaborated deeply on why they felt that remaining in the federal civil service was ingrained in their lives. The following excerpted interview narrative illuminated the reason this employee had in remaining in the civil service.

CR07 was a federal employee with three years of federal civil service time. A quiet speaking individual, CR07 spoke diligently about the reasons why she was drawn to the federal sector, and probably would remain there for the rest of her career. While explaining her beliefs and values in her office in central Oahu, CR07 stopped the interview a few times to assist her employees with pressing issues. Returning to the

interview, CR07 likened federal service to her family history of military service and commitment to the nation. CR07 submitted that in her opinion federal service was shared values and beliefs held by people. CR07 reflected:

My personal beliefs are similar to the federal government concerns of care and responsibility. Well, my father is also military and he served in the Navy. And his father also served in the Air Force. And I feel that is partly why I work for the military as well, because he kind of taught me how to respect the military, and we should all have a good work ethic. (personal communication, December 2010)

CR07 spoke with pride about her family serving in the military. Her office reflected her attitude about selfless service with the American flag in the corner.

Glancing at a photo of her family on her desk, and shifting in her chair, CR07 elaborated further:

I think it's kind of like a culture, because especially growing up in the military, and growing up and living on a base is completely different from living outside of a base in my opinion. You feel like it is a different world where you are safe there. Yes very much so. I feel that there are a lot of people that work in this organization that feel that love and respect and want to do the best for the program that if they are here for the right reasons that is what they would do. It is not about the income, or about what your coworker thinks about you. It is about how you feel and for yourself. To be honest, I think that there are majority of people that think that way and work that way, and then there are others that just wanted job and want the security to know that you know, they have a government job. Because they feel that there is room for growth in your profession and your

career in the government rather than that belief of doing something right for you country giving back to the soldiers and all that. (personal communication, December 2010)

The question of why federal employees stayed in the civil service drew similar answers. The reasons include opportunity and ease of moving into a civil service position similar to one participant held in the military. CR08 added to this theme, "I chose to stay in the federal sector of the maritime industry which is what I am currently in. So really about since 1989 I have been associated with the maritime industry and the civil service side" (personal communication, December 2010). CR08 continued:

Look at the facts of the economy. Am I going to drop 20% of my salary to do a very similar job and be starting at ground zero like any other college graduate would be doing? So I did not pursue that anymore. My decision? A lot of it was economically based on the comfort of being a federal employee. I earned my annual leave and the TSP program and things like that that the benefits I get from being a government employee. And also there was just the familiarity of having been a government employee my whole life into that. (personal communication, December 2010)

When I asked what caused federal employees to remain in the civil service, CR09 suggested that, "I will stay right where I am. Despite possible job freezes and pay problems, the federal government is still more secure for me to remain in the government" (personal communication, December 2010).

Question 3 also revealed altruistic values that caused federal employees and AFGE members to continue to work in the federal sector. This response was in line with

what Maslow (1954) suggested was the sense of self-satisfaction that an individual sought in pursuing objectives other than money or other compensations. CR06 said:

We serve the nation, not just people in general, what the whole nation. There is a tremendous amount of opportunities that the government offers to solve problems. We need to pass on those opportunities to the individuals themselves. (personal communication, December 2010)

CR04 stated, "Our mission is different and this requires a special way of thinking. We represent the people, so we have to be selfless when it comes to serving the public's needs" (personal dedication, December 2010). CR03 gave a distinct altruistic perspective to remaining a civil servant:

We are the ones who provide support for the veterans and their families. Every day, I get a sense of satisfaction knowing that what I do helps the veterans. What we do in our jobs makes sure that as few people as possible fail or fall through the safe safety nets of life. (personal communication, December 2010)

Under Theme 5, the findings derived for continuously working in the federal sector were illustrative of the intrinsic values discussed by Maslow (1954) by the research participants. The findings indicated that there was something in the participants' attitudes, core values, and beliefs that displayed a sense of satisfaction they received from selfless service. This sense of service was according to the participants greater than monetary gain or acquisition of wealth and benefits. These statements were evident of the participants desire to give back to the public based on ideas or values of dedication, commitment, selfless service, civic duty, and benevolence (Frederickson, 1997).

While the previous questions addressed the attitudes, core values, and beliefs, the following theme enabled a shift in focus toward federal sector reform privatization policies. See Figure 20 for references to privatization experiences. Theme 6 probed the participants for insight into the lived experiences to best explain the privatization phenomenon.

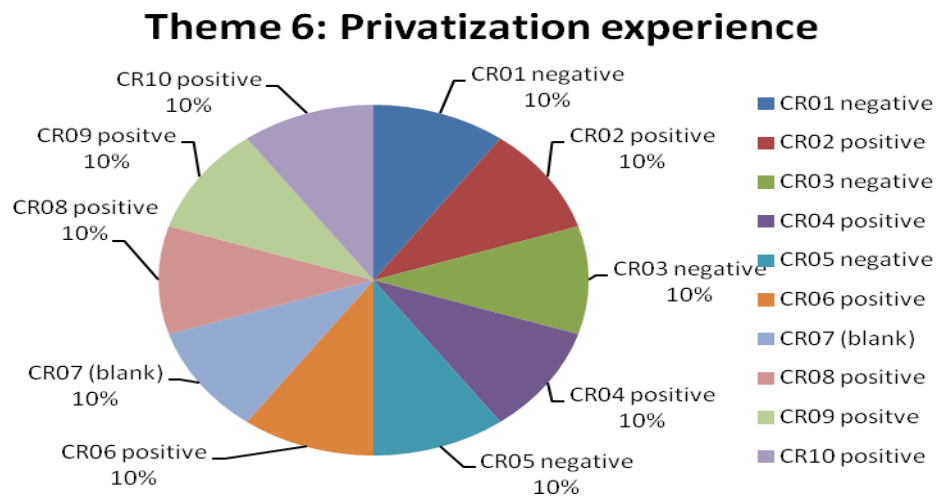


Figure 20. Participants' confirmation of their experiences with privatization.

Theme 6: Privatization Experiences

The sixth theme linked the participants' knowledge of privatization through their experiences with the phenomenon. The results were a significant number of statements within this tree node (167 coded references). The results of the raw data analysis indicated that while nine participants (90%) to some extent had experience with privatization policies, there were varying degrees of experience in the phenomenon. See Figure 21 for coding references counted for this node. The findings also revealed that acceptance of privatization policies was based on the type of privatization experiences

that each participant had in the federal sector. Some of the participants were able to explain their experiences with privatization reform approaches.

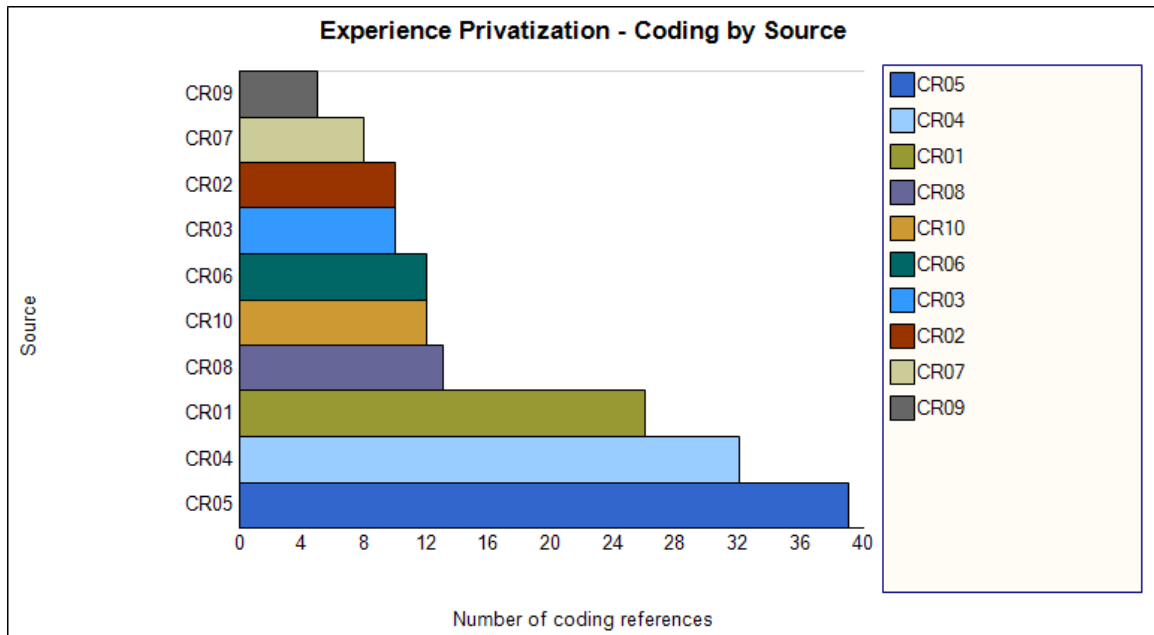


Figure 21. Responses coded reference totals for each research participant.

CR06 spoke about outsourcing, "We would have to subcontract another group to come in and just do that portion of the contract service. We subcontracted out services but we controlled the work that they did" (personal communication, December 2010).

CR06 went further:

If you would use an example as to workers as federal employees... One was a ship yard worker wage grade and the other was a private contractor. Both were electricians and were given a task to do the job, you know. The contract at the same time would have to perform at the same level as the regular federal employee. However, if the federal employee fails to do his job it would not...

The responses that he would get from his bosses would be a little bit different or more severe than if it was a contractor as far as representation. The biggest difference would be that if the contractor failed to do his job, he could be easily dismissed from his duties and his job. (personal communication, December 2010)

Another participant described his experiences with working with Honolulu based private companies who supported military operations in military ports in Hawaii. CR08 said, "We are very active with privatization. They have a completely commercial crew. We understand the interaction between the offices here" (personal communication, December 2010). CR08 expanded on his experiences with the private sector:

The civilian side does not have any experience of the military side. The people that I work with on the civilian side of the maritime industry, a lot of them never served any time military. Sometimes it is always a challenge because it is always a different agency that assigned these ships. They are never the same, or really the same. Is always mixed around, this was not consistent, and so their culture is... Again working strictly with everything commercial in downtown Honolulu... And they have their own culture you know. So our experiences are that we work with the military side, understanding we bridge between the ships... Private sector captains and crews have not any experience with the military. So when the Army was loading their equipment onto one of the ships there is always the issues of you are damaging my ship you know things like that. And that is why our charters here because we are the representatives of the Navy for that ship so we run interference between the Army who has a contractor equipping going on that ship, and the ship that is providing the bus service. That is all of our work,

which is interacting between the two. We bridge between the military that does not understand the civilian side, and the civilian side the does not understand military side. A lot of work is the interaction that we do. That is our expertise in meeting the private sector civilian side with the military. (personal communication, December 2010)

As for other types of privatization functions of federal policies, CR02 offered, "Outside vendors, outsourcing...when this command or any of other commands needs help, this is what you do. You go out and get contractors. So I do not think that you are supposed to keep contractors on longer than five years" (personal communication, December 2010). CR05 offered insight about privatization from his perspective of a civil servant with private contract experiences. CR05 replied:

See, it was different for me. I actually enjoyed working as a private federal contractor because we were away from the federal government managers and supervisors. They were in another building, and we were out on the test pad, and it was all contractors out there in the test pad. So we had probably 40 to 50 people were contractors but we ran the test bed. See what I'm saying? And the government was over somewhere else in the building away from us so yes we have free reign to do what we needed to do to get the job done we did not have government managers standing around reading over us. We knew what we had to do and we got the job done. Maybe we had a meeting regarding something that we needed to do, like on the money, saying hey this is what we need to do, this is what needs to be done at close of business Friday, another week, or two weeks

early. They say this is what we a got accomplished. The oversight is there.

(personal communication, December 2010)

The findings illustrated the extent of experience federal sector participants had with private sector commercial activities. CR08 described his experience:

Some of our ships that come in here are commercially operated ships that we charter. A lot of times the ship representatives do not understand that these commercial ships come into a military port. (personal communication, December 2010)

CR09 surmised, "We use quite a few contractors. For the most part, they have been very conscientious, hard-working, and they recognize that headquarters demands they produce or provide a little more than they normally would or expected to give" (personal communication, December 2010).

Although the responses indicated the existence of positive experiences with privatization, the findings also demonstrated a division of attitudes among the collective attitudes towards privatization. Responses illustrated participants also had negative experiences with privatization policies that affected their attitudes and beliefs. CR01 stated, "They had with all the things that the contractor had done that the contractor needed to do to be successful and had the place run properly okay. It cost the government double of what it cost that federal workers" (personal communication, December 2010). Going further, CR10 added to this theme by stating that:

I am very familiar with privatization of the federal sector. I was in the information technology field and they went and privatized our entire information

technology business. And so the writing was on the wall for me if I wanted to continue in my job. (personal communication, December 2010)

CR08 observed, "In a position of privatization, I see it as a loss of service if that job was to go strictly privatized" (personal communication, December 2010). CR08 described his experience with members of his agency wanting to reverse their decision to privatize some duties previously held by civil servants:

I have also seen some of the decisions that my headquarters made in that this is a major transformation in the areas. They had this thing done specifically for our commands in the Far East, and immediately start putting in for reconsideration. This for some of that, for part of the services that are not still the same, and because of what has been expected that necessarily is we do not like it anymore. We see things that were cut into this contract that are not being done, and the contractor says is not part of their duties and there is a gap. And you end up filling it with somebody that is not their primary duties and you have a bigger problem because people are working outside of what the real descriptions of the jobs they should be doing for employment. (personal communication, December 2010)

CR09 reflected on her experience with privatization, "I have also seen instances where privatization has actually made it more challenging" (personal communication, December 2010). CR07 indicated that:

I heard it is become or been a problem for some people because they think they are saving costs, but the outcome is not as great as it was before. And because

they have gotten used to people, and then they had to do away with that to be more cost-effective. (personal communication, December 2010).

CR04 added in, "The private company does not have a military background; the private company does not have a military stake. The private company does not often time follow military core values. So you lose that hold on values" (personal communication, December 2010). The findings extracted from the statements on privatization policies demonstrated that most of the research participants were aware of the types of privatization that were used in reforming the federal government.

There was also a sense from some participants that the federal government was not prepared in dealing effectively with privatization. CR08 presented that, "When it came to private contract negotiators, civilian sector contracting people always did a better job than the federal contracting side when there is a contract being laid" (personal communication, December 2010). CR06 put forth that, "When it comes to the government dealing with private contract negotiators, the government is limited and restrained" (personal communication, December 2010). CR05 insisted that:

The federal government was not prepared to deal with private contract negotiators because the government is not trained in contract negotiations, does not have the skills in monitoring contracts, and fails to provide oversight of contracts like the private sector. (personal communication, December 2010)

This particular point was made by Zomorrodian (personal communication, November 2010) who suggested that the government in general was not prepared for privatization. Zomorrodian stated that the federal government in general was not prepared to go in that direction because federal managers did not know how to control or

monitor private contractors that work for them (personal communication, November 2010).

The findings extracted from the responses to Question 3 illustrated awareness by the participants of different types of privatization policies. Some participants had positive experiences while others had negative experiences with privatization. The experiences provided an answer to the primary research question. The answer to Question 3 was that participants determined that privatization policies affected the attitudes, core values, and beliefs. Refer to Figure 22 that described how participants responded to the question on privatization. Some responses that resulted in Theme 7 indicated that there were reasons why some members of the research did not feel that privatization was suitable for the federal government. These responses were presented in the subsequent paragraphs.

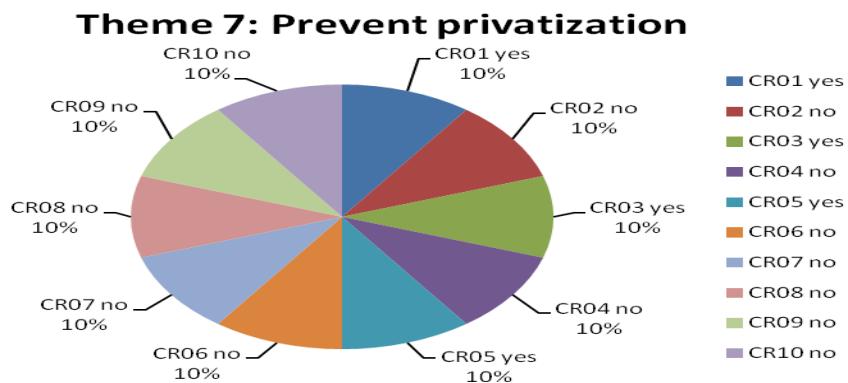


Figure 22. Responses indicating participant adherence to reform policy.

Theme 7: Prevent Participation

The findings pulled from data analysis of participant responses to Question 4 exemplified the reflection and insight of the research participants. The answer to Question 4 was extracted from responses and grouped under Theme 5. Participants

discussed their concerns with avoiding participation in federal government privatization policies. The answer to Question 4 provided by a number of research participants was that obedience to federal policies was mandatory to remaining employed in the federal sector. Fear of loss of employment drove the participants in the direction of following regulations. CR05 reflected that, "I will comply with the laws and regulations. I could lose my job taking on an attitude that I will not work with contractors" (personal communication, December 2010). CR06 added to the theme:

A lot of what I deal with involves working with contractors. So I need to be aware that I have a duty to the organization to be professional and support contractors in our interactions such as installing new software programs, troubleshooting software mismatch problems, and overall network management. (personal communication, December 2010)

The majority of responses were supportive of following federal privatization policies. However, the findings also exposed a different attitude toward privatization. A sixth imaginative variation emerged from this theme associated with some participants' reluctance to support privatization policies. There were within the study a minority of research participants that did not approve of federal reform policies. These participants stated that they knew of others civil service that did not believe that privatization was the best means for reforming the government. These participants lived experiences described different avenues that they believed were used resisting federal policies considered as being unfair and biased.

Participants that disagree with privatization described their objections. Some wanted "written protections for employees and the public prior to enactment of

privatization policies" (CR03, personal communication, December 2010). Others observed federal employees "quitting their jobs in protest of privatization policies they could not tolerate" (CR04, personal communication, December 2010). One participant indicated that there was no need to obey opposition policies because compliance could not be enforced. CR01 put it this way:

I simply do not have any reason to comply with privatization policies, Privatization policies mean loss of jobs, loss of employment, loss of benefits, loss of wages, and loss of union protection. You do not have to support privatization. It is back to the spoils system. There was a lot of monkey business... Those awards of contracts was based on favoritism. (personal communication, December 2010)

A participant provided insight as to why fellow civil service protested and complained about privatization policies. CR04 stated:

Some federal employees would be openly hostile or reject the policies, and that when it came down to it they were not going to comply... Not have a desire to participate anymore. They may end up terminating their civil service employment. They do not see any good coming from privatization policies. (personal communication, December 2010)

Going further, some participants stated that association of private contractors in the context of federal agencies caused problems that affected the attitudes and behaviors of federal employees. This was due to the confusion that federal employees had towards management's reasons for employing private contractors within DoD agencies.

According to CR01 private contractors were, "less cost effective, caused more people in

the federal sector workplace, and were disruptive to the values of federal civil service" (personal communication, December 2010). CR05 stated that in regards to working with the private contractor that was forced upon him in the execution of his duties:

I felt very uncomfortable and I kind of shied away from the contractor. I did not really want to tell him anything because nobody inform me if this guy was cleared... Nobody even read me a script for how to deal with this guy. (personal communication, December 2010)

CR05 reflected on his previous comment and then added, "as far as having power over private contractors such as disciplinary power, I did not have any" (personal communication, December 2010).

The findings consisted of a sixth significant finding regarding the attitudes from the majority of responses. This finding essentially exposed the opposition that some participants felt or experienced when talking with fellow civil servants about federal government privatization policies within their own organizations. Still, these comments were in the minority of the findings based on raw data analysis of the responses to the question. Overall, disagreement with privatization policies did not outweigh the majority of participants' approval and support for privatization policies. This also led to understanding of what compelled federal employees to conform to privatization policies within the federal sector. See Figure 23 regarding reasons for supporting reform policies such privatization. Theme 8 presented the results of data analysis of the participants responses to this question.

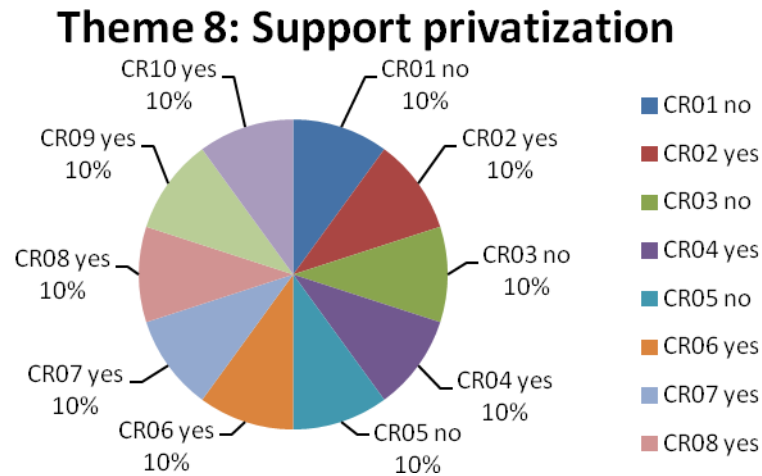


Figure 23. Participant responses to enforcing reform policy.

Theme 8: Compels Support

Question 4 drew 160 coded references to support privatization policies. The findings confirmed that while there was some detailed opposition to federal sector reform such as privatization policies, a majority of the research participants (7, 70%) provided very strong responses towards compliance with privatization policies. This was the sixth significant discovery from the findings: A majority of civil servant research participants, more than half of the total number of research participants, supported privatization policies of the federal sector on Oahu. See Figure 24 which displayed the coded references expressed by the participants for supporting privatization.

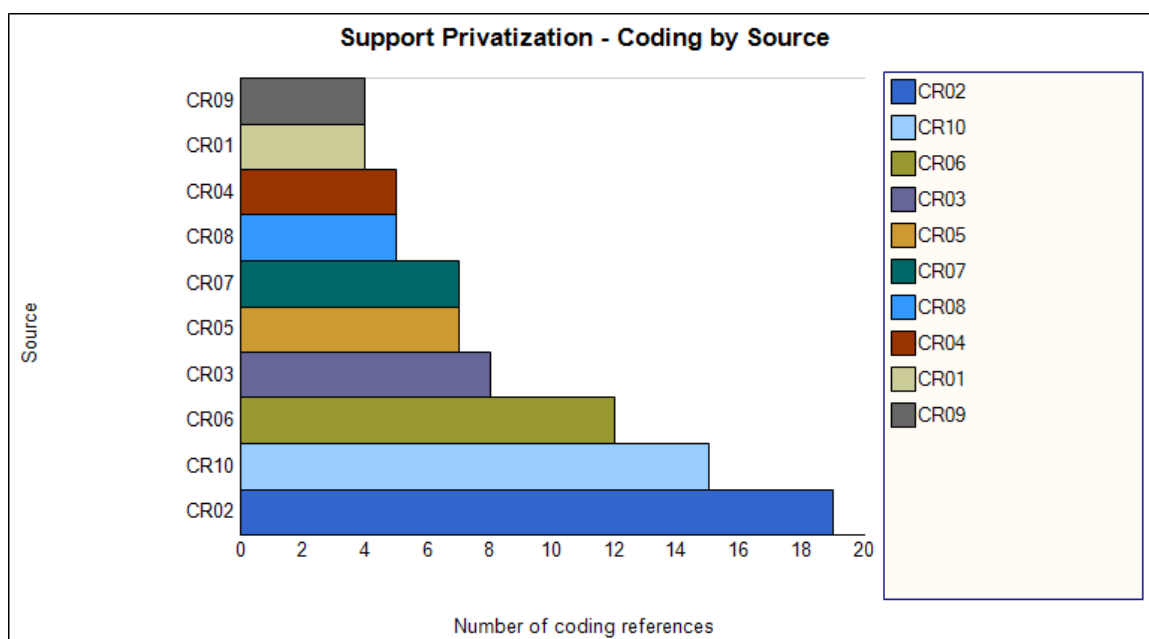


Figure 24. Coded responses to Question 4 by individual participants.

Typical responses included laws and regulations require adherence to policies, unethical to disobey federal policy, and you can lose your job if you don't follow the program. The findings revealed that participants support for privatization policies were either as fully implemented policies, or with significant detailed limitations. Still, the findings revealed that the highest number of references for compelling support for privatization policies was it was against federal law for federal employees to disobey government policies. This included contracting out, privatization, and outsourcing (Condrey, 2005). The following narrative statements illustrated Theme 8 and the significant findings of Question 4.

A participant who was familiar with the different types of privatization surmised that privatization policies would require federal employee involvement. CR04 saw

privatization as an opportunity, "Someone's got to run shotgun in the roost" (personal communication, December 2010). According to CR04:

I think that it is an opportunity for guiding the reform processes and procedures. Somebody has to keep an eye on the henhouse. I have a pretty good handle on what we need to accomplish. Well reform and privatization can be positive and negative. Positive where we as a government are looking for ways to create efficiency and thereby saving taxpayer dollars and not squandering things, or being wasteful, or you know contributed to duplication of effort, all the rest of that. And those are good things. We are looking for ways to do that; those are great things now. What is just by over the last 8 to 10 years where we can contractor out. We can give this to the industry and industry can do it just as good as we can. (personal communication, December 2010)

CR09 described contracted personnel as having similar values as federal employees:

We use quite a few contractors. For the most part, they have been very conscientious, hard-working, especially they recognize that headquarters demands they produce or provide a little more than they normally would or expected to give. There have been conflicts where some contractors have remained past close of business or what is considered as the end of their duty day, where they are getting in trouble from their company. But they realize that the commander needs some things done so they were going to stay and try to accomplish it. So some of those individuals have actually put their own jobs in jeopardy by doing so. But, by the same token there are some who already ready to cut and run at 1600 or

1630 hours. You have both, you really do have both. (personal communication, December 2010)

CR10 advocated for privatization:

I think there are some benefits to privatization. Particularly, there are some jobs in the federal government that are probably served better by if the private sector was to take that over. And the government could focus more on management of various projects. (personal communication, December 2010)

CR08 proposed that, "I think the federal government could benefit from privatization. And we have somebody that comes with the background that I and other employees that work for me have in dealing with private contractors" (personal communication, December 2010). CR07 suggested that, "I think that is necessary, definitely, to make sure that you can keep the ones that are needed running" (personal communication, December 2010). CR04 again put it into a positive perspective:

From the experience of having over 30 years with the government now both active-duty and civil service, I think I have a pretty good handle on what we need to accomplish. This is speaking strictly because this is a DoD organization, and we support the active-duty members. (personal communication, December 2010)

The responses illustrated the support the participants had for privatization policies. On the other hand, there was evidence based on data analysis findings that participants also had internal conflict with privatization policies that greatly affected their workplace. CR05 said that, "It is tough to work in an environment where managers demand you cooperate with private contractors who you know just do not have a clue about what we do, and yet they are supposed to be the experts" (personal communication,

December 2010). CR03 indicated that, "I would need to see something in writing before I could agree with privatization" (personal communication, December 2010). CR04 posed, "Complete privatization of the government I think would be a bad thing because of the hidden values that you don't afford yourself by going that way, because the motivational factor is completely different" (personal communication, December 2010).

The following interview excerpt illustrated the internal conflict that some individuals had with justifying privatization policies with the potential loss of jobs, loss of employment opportunities, and loss of employment protections. For example, when asked if you could support privatization policies, CR05 stated:

It would cause me to be supportive if I actually needed help, and I could not handle the task. Then yes let us bring in the private contractor because of the overload of work. However from what I have seen and experienced privatization is a waste in organization, it is a waste of money, and a waste of time. You can be training... You could be sending your own employees to training to do these jobs and making sure they are qualified, you know what I mean. Instead they are bringing in people piece by piece and there you go getting choppy waters. That is what I like to call it, choppy waters. (personal communication, December 2010)

Nevertheless, even with the notions that privatization would cause harm in the federal sector, the majority of participants indicated through their lived experiences that privatization was an acceptable practice for the federal government management. This point provided an answer for the primary research question. The following comments articulated the overarching significant finding from the data. CR08 said that:

Well I think in general privatization is suitable in certain series technically like in administrative fields. I think a lot of the administrative fields' specialist such as the management and budget type people...Again a lot of those agencies that do not rely heavily on those cultures, like I told you earlier, that some people can go to DC and work straight out of college, there as an accountant working for the IRS or even our agency, and I can go up to them 20 years later and say do you know who even our commanding officer is? They have no clue, they do not care. They have a narrow focus of what they do and if you are administrative, if you are doing the budget, or you are doing payroll, or that kind of stuff, that is just so much more easier to privatize efforts in databases and using electronic means as they do in the industry. But in some areas like in our area here, what we do a lot of times is we are the bridge between the military and the private sector.

(personal communication, December 2010)

Another participant provided rich narrative descriptions as to why privatization was a suitable means for addressing shortcomings in the federal sector. CR06 stated:

There certain things that require contractor assistance. Individual skill sets that involve the facilities sometimes fall under my responsibilities. If there is a problem with the water leak which had nothing to do with information technology, and the building although was still under warranty, if you want to do an upgrade to a sprinkler system, or you are having a soundproofing problem in any one of my conference rooms because it is not carpeted, I have to take those responsibilities. I did in the past. Or recently, why I have called private contractors and said hey this is my situation... I need to get an estimate and cost

of materials in order to get this job done. I have walked through the process. I justified to my command why I'm doing this. And I received approval and payment and paperwork to make a purchase order to get the job done. (personal communication, December 2010)

The descriptions of the participants lived experiences with privatization underlie the majority of responses favorable toward privatization policies. The cumulative responses suggested that federal employees were aware of the issues associated with privatization policies. Yet they support federal government reform policies that included privatization because they perceived the benefits were more advantageous to the federal sector than the negative aspects of the reform policies. This sixth significant finding exposed a highly significant discovery regarding the attitude, core values, and beliefs of the research participants. The critical responses to the research question on privatization were drawn from the final question posed in the data collection interviews.

The finding answered the primary research question on the participants' attitudes, core values, and beliefs related to privatization policies. The answer to the primary question was that the majority of participants' attitude, core values, and beliefs supported privatization of federal jobs and program management. See Figure 25 which indicated the majority of support for privatization policies. Additional findings under Theme 9 were illustrated in the following paragraphs.

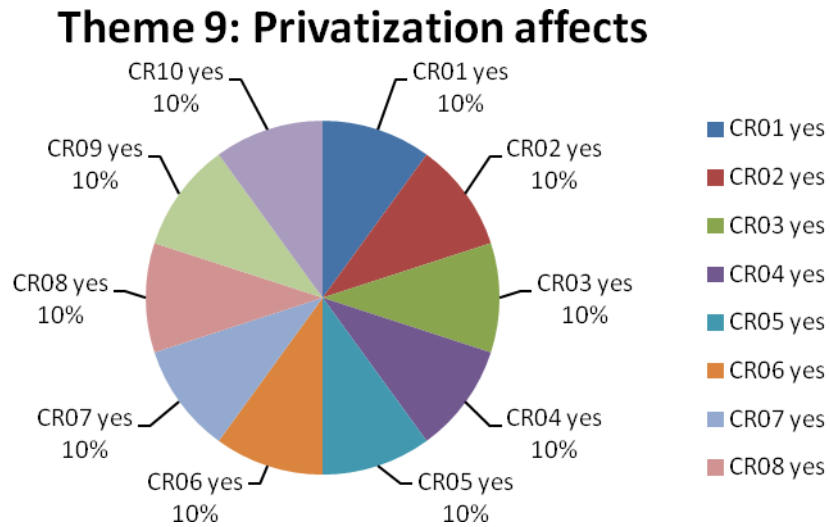


Figure 25. Common responses to effect of privatization.

Theme 9: Affects Attitude, Core Values, and Beliefs

Question 5, the final set of interview questions, had 10 participants (100%) who provided critical insight (139 coded references) to this aspect of the primary research question. Data analysis posed an array of impacts that privatization policies had on participants as to how they viewed privatization reform policies. On one hand, some terms used to illustrate their unease with privatization policies were unfair to workers, and remove jobs. On the other hand terms supporting privatization emerged such as policies are tools to remove poor performers, contractors do excellent work, privatization offers better ideas or better ways to make operations smoother, and privatization policies always create efficiency and thereby save money. The following responses provided greater cognizance as to why federal employees supported privatization. CR04 reflected that:

Personally I think it would be an opportunity if it were to come down that way to help guide it as a supervisor. Help you guide it in the right direction. I will look at

it as an opportunity to make sure that we continue to provide the type of services that we know need to be done. So our efforts to keep them strong and keep them focused and keep them going in the right direction, I would look at it as an opportunity to guide that in the right direction. (personal communication, December 2010)

The idea that management used privatization policies to get rid of the AFGE was cited by the dues paying AFGE member participants. Their point of view was valuable in explaining how privatization affected other union members' attitudes. CR01 posed:

Whether you believe in privatization or disagree with the practice, there are attempts on the part of the private sector to use the federal government as a for profit business. Well that is the political side of it. If you go back and look at the Bush administration how much money was Mr. Bush given by unions to go out and run for office? Probably not a plug nickel. How much was given him by big business? 99.99% of his money. Well guess what 99.99% financed Mr. Bush and after the election it was payback time. It was payback time. Favoritism. Well you know, we got you elected you know, you can privatized this, my company, can take care that and we will be you know what I mean? And some of the contracts were let because of the war without even...here was no competitive bidding on it. There was not even a look to see if the award could do the job as well, not even competitively bid within the cost frame of what the contract say initially that he could do that. I think there was a lot of monkey business that thinking and knowing are two different things. But some of that is coming out now. That those awards of contracts was based on favoritism. Back to the spoils

system. Corruption. Of course. Absolutely. Well just look and see who is getting a large what contracts and a lot of those guys that are getting those large what contracts are subletting them out to the small guys. Half of what they are getting just to sit back and let someone else do the work. So from that standpoint that the contract was initially led the proper way, it probably would have cost half of what was costing initially to start with. So I cannot go any deeper than that.

(personal communication, December 2010)

The participants that were against privatization policies assumed through their lived experiences that privatization reform policies caused a great deal of anxiety, stress, confusion in the federal civil service. The following interview excerpt provided by CR04 outlined why he believed that privatization was not a good approach to federal sector reform:

Not very effective to use in our activity. Put it that way, the outsourcing of, the complete outsourcing of a function does not bring with it those hidden factors that we bring to the table every day. So when you do that you have to be very careful and very specific about what you are asking to be accomplished. Because you may get your money's worth, and you are not going to get those hidden facets. We as retirees, we understand instilling the core values in soldiers and sailors is something we did up until the day we left the services. So not having that ability in the private sector they just don't understand that. From the government standpoint, sure we are going to get our money's worth we are going to make sure that we get our money's worth, by what is on the contract, but there is another or

other hidden facets that you just don't get from the private sector. (personal communication, December 2010)

The interview narratives and data analysis findings demonstrated that a minority of the participants were agreeable with civil service resistance to privatization policies in the federal sector. Nevertheless, the significant findings exposed the majority of participant supported and agree with federal reform privatization policies in the federal workplace. The data analysis results revealed that 80% of the responses were positive toward privatization, outsourcing, and competitive bidding in bringing in private contractors to the federal sector. The majority of responses under Theme 10 confirmed the answer to the primary research question in the final question as to agreement with privatization policies. See Figure 26 which presented how participants responded to Question 5.

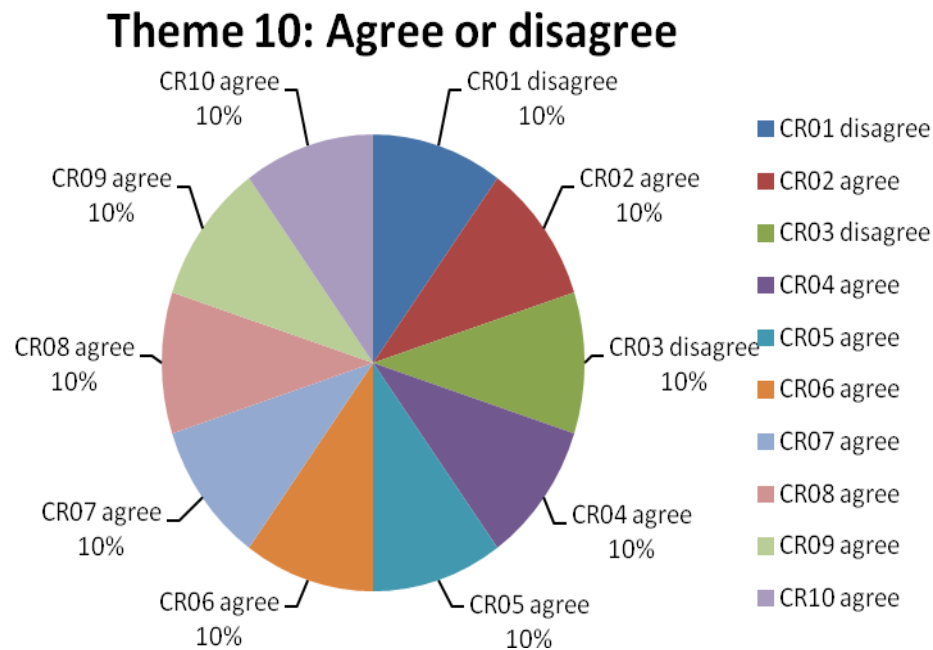


Figure 26. Participant responses to privatization policies.

Theme 10: Agree or Disagree

This theme was derived from Question 5. Question 5 drew responses from all 10 of the research participants (100%). Understanding the value of privatization was indicated by terms such as may save money in some cases, have to make certain that they treat veterans as people, and depends on what the requirement is for bringing in private contractors. Eight participants (80%) were supportive of privatization policies as one participant said, "Privatization is good for the federal government because privatization removes disruptive employees from the workplace" (CR02, personal communication, December 2010). Another posed that, "Privatization makes sure that employees are efficient or they are terminated in favor of those with the expertise to bring in proven efficient practices" (CR06, personal communication, December 2010). The response by CR06 addressed the agreeable aspect of privatization:

So if the question is do I agree with it or can I use it absolutely yes. I don't think that everything that I am educated with is going to completely suffice to maintain this whole building. And that would not affect my attitude toward the federal sector absolutely not. I think we need to implement more support with our local surroundings as well because they need us just as much as we need them. But I also believe that there are some things the government cannot be privatized.
(personal communication, December 2010)

However, the scrutiny embedded in data analysis of the responses and subsequent findings exposed a significant division within the participant population as to the acceptable use of privatization policies in the federal sector. A small number of the participants (2, 20%) appeared to have a sense of privatization being problematic and

stressful for the civil service. For example, CR05's response highlighted the attitude that he had towards incorporating privatization as a federal reform policy. Rejection of privatization was construed based on CR05's indication that:

I am against privatization. It is a waste of money and one, it is not necessary and two, management does not listen to what employees are saying. The employees are not a part of the decision-making process, and managers should get the subject matter experts as employees and asked them their advice. Like, what do you think since you work with this all the time, what do you think? Do you think we should do this? Or do you think we should...can have this? Can you do this before this guy comes in? You see what I'm saying? It should be where the employees have a say in what is going on. Employees should be involved in the decision-making process. Yes that would make me say I want to get involved with it. No, until we get employees involved. (personal communication, December 2010)

However, more than half of the participants (80%) were in favor of privatization. The majority of participants believed that privatization would not affect their attitude, core values, and beliefs towards an effective government. As stated previously, this was the sixth significant findings and answer to Question 5 discovered in this study: The participants agreed that there were instances where privatization was suitable for the federal government.

This point went along with what another participant indicated in her response that privatization was a suitable means for bringing in efficiency to the federal government.

CR07 said, "Privatization is an effective tool because of the issues with fiscal

responsibility, budget guidelines, and personnel management requirements" (personal communication, December 2010). CR02 elaborated:

In my point of view, privatization is good because the federal government is tied up through a lot of rules and regulations, but private contractors are not tied down by the same rules and regulations, so they can go further and do more with fewer constraints. (personal communication, December 2010)

CR09 suggested:

Privatization makes the governments function better because private contractors specialize in one thing and work towards maximizing their single strength. The ability to deliver services through private contractors means that service quality improves through increased efficiency. (personal communications, December 2010)

The final interview statement on federal employees agreeing with the suitability of privatization in the federal sector was related by a civil servant who had experience working in both the federal sector and the private sector. See Figure 27 for CR10's coded references.

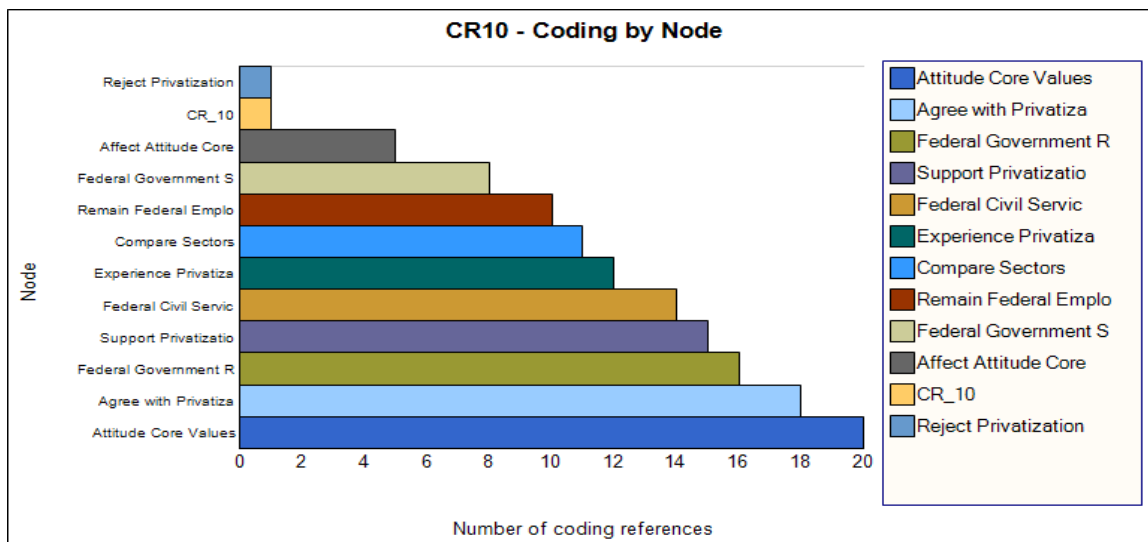


Figure 27. CR10’s responses and coded references.

The interview excerpts from CR10 illustrated the significant responses that were exposed in the findings. CR10 had 24 years of federal civil service experience. A very knowledgeable civil servant, CR10’s unique perspective of federal service and the traditions of government civil service were evident in the discussion about the effects of privatization on federal employee attitudes, core values, and beliefs. CR10 listened attentively as the final set question was posed directly and without the need for clarification. CR10 leaned back, and articulated his response with his expertise:

I think there are some benefits to privatization. Particularly, there are some that are jobs in the federal government that are probably served better by the private sector if it was to take those jobs over. And the government could focus more on the management of various projects. Privatization in our organization, and they need to privatize some areas of the organization, included applications that we do not understand or work with. And there are also some specialized fields that you can only find in the private sector. They keep their skills and servicing agencies

current. Talk about nuclear or all of the folks at NASA. Those uniquely skillful jobs I think we would benefit from privatizing in order to have the latest and greatest now that it's out there... But we need to maintain their work at the highest levels by being privatized. And that's where privatization needs continued oversight. (personal communication, December 2010)

CR10 made some notes when I requested that CR10 went further on this comment on privatization. CR10 referred to his notes when he made the next point, citing that government required both private contractors and civil servants:

You need to have a government employee to manage the contracts that are being offered, and a government employee is capable of doing management of contractors who are doing operations and maintenance type of work. A government employee can really determine that type of work. (personal communication, December 2010)

When I asked CR10 what he meant by his previous comment, CR10 put his pen down and leaned back in his chair. He indicated that he needed a second, and then he started with his perception:

I mean we are not going to get it right the first time and those examples that I have given you are reminders that concerns are very valid, and we are learning. And in order to make this work, you need to listen, observe the actions that are going on with a private contractors, and improve it. Get the right people in there given the right tools and access and let them work. (personal communication, December 2010)

CR10 stated that he wanted to make a lingering comment for future studies. The idea that the federal government needed reform according to CR10 was a given based on the economic conditions the nation was currently engaged. CR10 paused for a moment, indicating to the researcher that he wanted to get his last point correctly presented. CR10 concluded with:

I have a last point. Right now the reputation of the federal government is very poor and we are having a very poor time including people. We need younger minds and teamwork in our core fields to become more professional about that. And as federal employees are going to start retiring, there is nobody that is really developing behind this. And that is where the government is going to have problems. A lot of knowledge will be lost. Mentoring will be gone. And we really need to focus on laying a foundation between the public and private sectors so that we can keep the talent that is available to the government. The only thing guaranteed is change and as a sector we cannot exist so we need to manage it correctly and everyone get involved in this. (personal communication, December 2010)

CR10 closed out his interview with his final comments on privatization and federal employee attitudes. CR10 indicated that his years of experience led him to believe that they would be significant changes. He believed that based on the new congress that was elected, and the economic conditions of the nation, these two factors would make transformation a reality for each federal employee. CR10 surmised:

Yes there is definitely a change in the tradition of the federal government employee. Nothing is guaranteed anymore, and there is a lot of competition out

there in order to get the projects and the jobs that we need. So we cannot sit back anymore and just think that as a federal government employee you guarantee that the job will always be there until you retire. There are factors that are involved in our economy that is changing the outlook. The models are moving towards the trend of business competition just like the private sector. So you will see a point where I think where the federal government and the business sector will be mirrored, or they will look just exactly alike how they do business out in the private world. From my standpoint they're asking us to do more with less but what we are, what I understand is that they want us to be more technologically advanced, they want us to use better tools. We cannot sit back and just think that these old tools that we are using are going to continue on. So in order to be, to become more efficient they want us to start looking at technologies in social media for communications. We have to be smarter to do our work. So you are smarter, you must be more efficient, and you do not need the overtime that is what they're thinking, but that is not always the case. We are getting smarter but change is a very difficult thing for a lot of people, and that's one thing to overcome. (personal communication, December 2010)

The lived experiences of privatization policies under government reform were expressed by some of the studies participants as being good for changing the culture of the federal government, increasing efficiency, and making federal employees care more about their jobs whereas before federal employees took their jobs for granted. The findings based on the interview responses and data analysis provided an extensive

method for observing the common statements as well as divergent points of view of research participants.

The excerpted interview narratives were highly suitable for presenting six significant findings through the participants own words. The findings enabled creation of a composite overview of the meaning or essence of the phenomenon. This brief explanation of the composite description was expressed in the following section.

Composite Description of Findings

The findings distilled from NVivo 8 data analysis of the research participants lived experiences essentially exposed the attitudes, core values, and beliefs of participants as being supportive of federal government reform privatization policies. According to the distilled narratives and data analysis of the statements, terms, and words, the majority of the participants described federal reform policies such as privatization as being compatible with traditional federal sector values. The findings indicated that participants believed private sector values were more relevant in today's economy along with traditional values of government service. These private sector values were also seen through the findings as being significantly essential to increasing federal sector efficiency.

The findings suggested that a majority of participants fully supported private sector values as being applicable to changing managerial approaches to federal government administration. The values of customer service, pay for performance, measurement of outcomes, competition, self interests, and increased managerial flexibility in the literature were believed to be conflicting with established civil service values. However, as construed from the findings based on the reality of the research

participants, private sector values were highly acceptable and fully supported for implementation (Gore, 1993; Kamensky & Burline, 2007; Osborne & Gaebler, 1992).

Implementation of the data and findings resulted in the majority of the study participants having a favorable view of federal government privatization reform policies. The majority of participants saw privatization reform policies as innovative, reasonable, logical, and highly suitable ways of transforming the federal sector in order to improve the efficiency and output of the federal government.

As previously mentioned in the findings, a minority of the participants was against privatization. The participant responses pointed out some of the problems of privatization. These participants used terms also found in the literature review as describing privatization as stressful, wrong, unfair, problematic, and vindictive of conservative stakeholders towards civil servants (Denhardt & Denhardt, 2003; Dickenson, 2007; Shafritz et al., 2007). The lived experiences expressed through the statements of federal employees towards privatization policies were inconsistent with how the literature indicated civil servants viewed privatization (Condrey, 2005; Denhardt & Denhardt, 2003; Frederickson, 1997; Hays & Kearney, 2003; Oman et al., 2003). For example, references such as harms the civil service, reduces the labor unions power to help employees, and takes away jobs and people with expertise from the government were seen regarding some civil servants and labor union members but not a greater majority of federal employees in journal articles and research papers. While the findings indicated that the majority of participant federal employees approved of privatization policies, the findings also exposed the separation of AFGE members and those who had experience with labor union who did not approve of privatization policies.

There were divergent beliefs and attitudes toward privatization. The majority of federal employees in this study approved of privatization policies, which answered the question regarding how privatization affected their attitudes and beliefs. Their rendition of their experiences provided critical evidence through their own words that contrary to the information provided in the literature, federal employees were acceptable of privatization policies and procedures. Federal employees on Oahu were able to see the positive aspects of privatization. On the other hand, AFGE members noted only how negative privatization was for the civil service. The AFGE point of view was consistent with labor union statements regarding the inappropriateness of privatization. Conversely, federal civil servants that agreed with instituting private sector practices in the federal sector were more aligned with beliefs submitted by policy makers and conservative political figures. These stakeholders surmised that privatization was the best practice for changing the federal government to a more efficient entity.

The descriptions based on the living experiences of the research participants were essential in uncovering and exposing the hidden meanings behind the attitudes, core values, and beliefs that were held by the sample population of the federal sector on Oahu. The responses and significant findings were effective in answering the primary research question and interview questions that probed deeply into the phenomenon.

The findings also reflected my commitment to ensuring data collection, data analysis, and findings were in accordance with the standards for quality phenomenological research methods (Babbie, 2007; Colaizzi, 1978; Creswell, 2007; Moustakas, 1994; Polkinghorne, 1989; Van Manen, 1990).

Quality of the Study

Rigor required for scholarly study was achieved and remained constant throughout this phase of the study through the use of validity, verification, and confirmability (Creswell, 2007). The use of the literature review (McNabb, 2007), creating and using a sample size that was correct for the study (Babbie, 2007), presenting responses that were both positive and negative in nature (Colaizzi, 1978), following established procedures for phenomenological research (Moustakas, 1994), reducing bias through bracketing (Moustakas, 1994), maintaining records through field notes memoing and digital electronic recording (Van Manen, 1990), and member checking (Polkinghorne, 1987) was essential in establishing and maintaining scholarly rigorous linkage between the study research questions and the research process. Under the data analysis process strict scrutiny and coding of responses also increased the rigor and authenticity of the study (Cresswell, 2007).

Summary

Chapter 4: Data Collection, Data Analysis, and Findings represented in detail the data analysis and subsequent findings derived from 10 semi-structured interviews. The study focused on the attitudes, core values, and beliefs of federal employees and AFGE members towards federal government privatization reform policies. Raw data analysis and subsequent significant findings enabled the researcher to purposefully evaluate the perceptions posed by the study participants. Perceptions were derived from the participants' lived experiences associated with federal government privatization phenomenon. Transcribed interview statements proved essential as the evidence in answering the primary research question.

Based on interviews of the participants, responses illustrated the attitudes, core values, and beliefs through their own words and descriptions. The interview process permitted research participants to express their opinions, feelings, and ideas of how privatization impacted on federal employees and AFGE members perceive the truth from their vantage point within the phenomenon. Creswell (2007) indicated that deep discovery of latent information and explanations were evident of phenomenological research. That point was exhibited by the wealth of information provided by 10 research participants in revealing through their own words their lived experiences of federal employees in an environment of comprehensive reform.

NVivo 8 was a critical tool that enabled thorough data analysis which involved data reduction to expose the themes and outliers. Textual and structural contents expressed through participant narratives were suitable for presenting the experiences relevant for exploration. The narratives involving textural and structural descriptions were evidence of the composite description illustrating the essence or meaning of the participants experiences.

The data analysis and findings of the interviews provided the answers to the research question and interview questions that probed deep into the phenomenon. The findings were essential in discussing federal employees and AFGE members' attitudes, core values, and beliefs compare with information derived from the literature review. The discussion on the significant findings of the study as compared with the literature, and relevant recommendations based on the findings were presented next in Chapter 5: Interpretation of the Findings, Recommendations, and Conclusions.

Chapter 5: Interpretation of the Findings, Recommendations, and Conclusions

Introduction

This dissertation was written in order to comprehend the attitudes, core values, and beliefs of federal employees and American Federation of Government Employees (AFGE) towards federal government privatization reform policies. The study employed a phenomenological method which consisted of semi-structured interviews with 10 federal employees and AFGE labor union members. Consequently, the raw data gathered and distilled from the interviews brought forth six significant discoveries of the privatization phenomenon regarding the attitudes, core values, and beliefs of the research participants. The results have the potential for social change in federal government reform policies and practical application in the federal sector.

This chapter is arranged in the following sections: (a) overview, (b) interpretation of the findings, (c) discussion, (d) theoretical lens, (e) implications for social change, (f) recommendations for action, (g) recommendations for further studies, (h) reflection of the researcher's experiences, and (i) conclusions. The concluding statement presents the case for the significance of the study, and the importance of the dissertation to public administration and democratic governance. The following section provides a concise review of the purpose, meaning, and focus of the study.

Overview

Chapter 1 identified and described the privatization phenomenon in the context of the Oahu based federal sector. This study is vital to understanding the attitudes, core values, and beliefs that federal employees and members of the AFGE labor union hold towards federal government reform approaches. Chapter 1 linked the research problem

privatization of the federal sector with the study's primary question. This study was engaged to investigate and explain the attitudes, core values, and beliefs that federal employees and AFGE members had towards privatization policies. The research question guided the qualitative phenomenological investigative process used to uncover the hidden meanings behind federal sector resistance towards organizational reform. The main research question that guided the research data collection, data analysis, and findings of this phenomenology study was "What are the attitudes, core values, and beliefs of federal civil servants and AFGE labor union members within the Department of Defense population located in Oahu, Hawaii towards federal government privatization reform policies?" The theoretical framework for the study, new public service (NPS), describes the logical reasons for civil service attitudes, core values, and beliefs within the federal sector population. Assumptions and limitations provided the contextual boundaries for keeping the study focused and logically directed for scholarly research.

Chapter 2 included an examination of the historical context of privatization, government reform, and theoretical precepts ingrained in the federal sector. The literature review exposed the values and conflicts within the federal sector through scholarly peer-reviewed journal articles, public administration reference texts, and government reports. Incorporation and analysis of the different resources provided the basis for understanding the attitudes, core values, and beliefs of federal employees in the context of the privatization phenomenon. The myriad of documents and studies provided a wealth of information regarding public administration, the private sector, political science, and economics. The use of these resources came together to illustrate

approaches employed historically by chief executives of the executive branch of government.

Chapter 3 compared and contrasted qualitative and quantitative methods and approaches to illustrate why the phenomenological method was selected. Phenomenology employs interviews to draw out the meanings of the phenomenon. The lived experiences of the research participants are indispensable to phenomenological research. A nonrandom, purposeful sampling frame was used to select the research participants from the target population. A critical aspect of Chapter 3 was the importance of Walden University's IRB standards and mandatory risk management requirements for human research (IRB, 2010; Walden, 2009b).

Chapter 4 describes the details of the data collection and data analysis process that involved 10 semi-structured interviews. Open-ended questions followed by probing questions allowed me to fully explore each interview question to saturation. Content analysis using NVivo 8 qualitative analysis software brought about six significant discoveries. The discoveries distilled from the interview responses provided answers to the primary research question. The findings that answered the primary research question and five interview questions indicated that:

1. Participants described their own values and federal sector values as responsibility, civic duty, honor, accountability, and transparency (Question 1).
2. The majority of the participants supported private sector values as desirable and needed in the federal sector (Question 1).
3. The majority of the research participants' attitudes, core values, and beliefs supported federal sector reform approaches that included privatization policies

(Question 1, Question 3, Question 4, and Question 5).

4. A minority of research participants did not approve of privatization policies (Question 2 and Question 5).
5. Privatization policies affected all participants' attitudes, core values, and beliefs (Question 3, Question 4, and Question 5).
6. The findings confirmed the participants who were associated with the AFGE labor union accurately reflected the literature's position on privatization in the federal sector (Question 2 and Question 5).

These findings were significant because the discoveries confirm that while not all, but a large majority of research participants in reality and unknowingly were proponents of NPS. NPS was the theoretical lens of the study, and a recommended approach to transforming the federal workforce (Denhardt & Denhardt, 2003). NPS posed that traditional public administration values and private sector business values were integrated in order to improve federal sector efficiency. A NPS approach adhered to a citizen-centered federal workforce.

The previous chapters provided direction, focus, and purpose to the study. The order of the chapters allowed for logical movement from identifying the problem to discovery of answers relevant to the issues. This chapter integrated the different aspect of the study in order to explain and relate the research findings to the larger context of the phenomenon.

Chapter 5 offers understanding of the findings regarding the privatization phenomenon. Knowledge is conveyed in the context of the literature and the lived experiences of the research question. Chapter 5 interprets the answers to the primary

research question and interview questions. The interpretation of the findings brought out the implications of the study derived from the federal employees and AFGE members own words. Chapter 5 proposes the justification of further studies of attitudes, core values, and beliefs of federal employees and AFGE labor union members relative to privatization. Future studies potentially have the capability to engender social change based on further qualitative and quantitative methods. Future studies have the potential to fill knowledge gaps in the federal government studies and policy development. These points are illustrated through the following section.

Interpretation of the Findings

As stated previously, the study's findings and results provides answers to the primary research question and five interview questions. On Oahu, 10 federal employees and AFGE members expressed experiences to varying degrees with federal reform privatization policies. In order to present the interpretation of the findings in a logical process, the format for this section is: (a) the research interview question, (b) the literature and the findings of each interview question, and (c) the answer to the question. Interpretation of the findings begins with the answer to the primary research question.

Answer to Primary Research Question

The significance of the responses indicate that through the NPS lens federal and private sectors integration is suitable for meeting the traditional values of civil servants and federal government reform initiatives. The majority of the research participants states that their attitude, core values, and beliefs towards privatization are supportive of and approve implementation of private sector values as a means of reforming the federal sector. This is the answer to the primary research question in the words of the research

participants. Federal government reform using private sector values is according to the majority of the participants the most suitable means to:

1. Remove problematic employees.
2. Improve efficiency.
3. Incorporate highly motivated private contractors who demonstrated loyalty to the government mission.
4. Ensure advanced technology was maintained in the federal government.
5. Reduce the work load and tasking of federal employees.
6. Replace administrative personnel with specialists.
7. Without limitations support the overall military mission through supplementing or augmenting training.
8. Permit the federal sector to change with the economic conditions of the nation.
9. Control federal budgets more efficiently.
10. Administer public agencies more economically.

Question 1

The answers to Question 1 illustrated what federal employees and AFGE members believed to be true regarding their attitude, core values, and beliefs. The values of the federal sector, are among other attributes, accountability, truthfulness, respect for the law, honesty, ethical behavior, loyalty, compassion, and selfless service. Participants described the civil service attitude as recognizing and accepting the challenges in serving the nation. Their attitude is one of accepting the difficulties in providing essential services to accomplishing the mission. Participants identify themselves as persons who

care for fellow citizens. The participants collectively express a sense of respect for the duties they were charged with in completing mission essential tasks.

The research participants express their concerns about traditional public service values. For example CR09 used terms such as dedication, committed, and civic minded to express values and beliefs inherent in the federal government. Participants like CR02 believe that they have a purpose in doing their jobs well. The participants state that they are well aware of the ideas of public service values. They suggest that their values are evidence of their commitment to managing federal programs, supervising the civil service workforce, and accounting for taxpayer dollars. Their articulation of attitudes, core values, and beliefs illustrate the purpose of civil service. Their ultimate objective as civil servants is to facilitate DoD democratic governance on Oahu.

Literature and Question 1 Findings

The attitudes, core values and beliefs outlined by the research participants are consistent with federal administration descriptions in the literature (Denhardt & Denhardt, 2003; Fesler & Kettl, 1996; Frederickson, 1997; Lawton, 2008; Light, 1999, 2007; Lipsky, 1980). Scholars and researchers identify these stated values as traditional values of public service (Lippi, Giannelli, Profeti, & Citroni, 2008; Mann, 2006; Maslow, 1943). Denhardt and Denhardt (2003) indicated that public service values are the foundation of the professional workforce. The values of honesty, commitment, and accountability are the norms of a highly functional bureaucracy (Wilson, 1989). The terms used by the research participants are essentially similar to those used by public demonstration scholars and describing traditional public demonstration and federal service values.

The research participants' statements relate to the literature review in that employee attitudes, core values, and beliefs underpin a harmonious working environment. The literature review and the research participants' common points on attitudes enabled comprehension of the good working order of the federal sector. A participant indicated that values and principles of traditional public administration should be implemented and maintained in the federal sector (CR10, personal communication, December 2010). The findings reinforce the concept that the participants are highly supportive of the public. Participants cited terms such as selfless service, adherence to law, and justice as identifying what they hold dear.

Of the responses to personal values, 80% of the participants cite accountability as a primary value. Accountability according to Gains and Stoker (2009) and Robbins (1990, 2003) is taking responsibility for actions and outcomes appropriate to the civil servants duties in serving the public. Accountability is expressed by the research participants as the foundation of democratic governance and efficient function of the federal government. The fact that a majority of the responders identified accountability as a critical value to federal service illustrate the requirement for civil servants to ensure responsible conduct of federal programs. Responsible conduct underpins trust of the federal government by the public (Rellyh & Sabhawal, 2009). Other values such as efficiency, commitment, and responsibility also returned a number of coded references as did accountability. The literature and research participants overwhelmingly state that accountability, efficiency, and responsibility are indicative of a professional federal civil service.

Answer to Question 1

Therefore, based on the responses of the majority of participants, the answer to Question 1 regarding the attitude, core values, and beliefs of federal employees and AFGE members is federal employees are dedicated, committed, responsible, and accountable to the public through the democratic governance process. The participants' belief is that federal employees have an obligation to serve all of the public in an efficient and equitable manner. Their attitude is that federal employees should provide selfless service and dedication to the nation.

Question 2

The answer to Question 2 identified AFGE's values as justice, due process, equality, and fairness. The participants, who identify themselves as active AFGE members, or members of a collective bargaining unit, explain in their own terms their understandings of AFGE values and beliefs. The AFGE according to the research participants demonstrates belief in traditional federal sector values by using considerable federal labor union power against efforts by conservative politicians to eliminate federal jobs. Federal labor unions resist the implementation of harsh reform policies by conservative politicians who do not consult with labor union leadership on these particular policies. The AFGE seeks congressional assistance to prevent agencies from bringing in private contractors in large numbers to replace federal civil servants. The participants with AFGE labor union ties regard the AFGE values as the same as federal sector values. For example, CR01 stated that AFGE values and federal sector values are mutual within the federal bureaucracy. AFGE members as research participants cite that the AFGE could not exist if the labor union's attitude, core values, and beliefs are

incompatible with the federal civil service. They believe there has to be a sense of harmony between federal employees and the AFGE.

Literature and Question 2 Findings

The interpretation of the findings that provided the answer to Question 2 suggests that responses regarding AFGE values are also illustrated in journal articles and public administration references (Condrey, 2005; Fesler & Kingsley, 2008; FLRA, 2009; Shafritz et al., 2004). The interview responses and data analysis findings apply to discussions and points made by journal authors and public administration scholars regarding federal labor regulations and personnel management rules (Sagers, 2007; Stallo, 2010; Thompson, 2008). For example, CR01 stated that the AFGE demonstrates adherence to justice and the rule of law. CR01 believed the AFGE is created to "support the rights of employees, ensure all civil servants are treated fairly, and were afforded due process" (personal communications, December 2010). This point is also illustrated by Llorens and Battaglio Jr. (2010) who suggested that federal labor unions are concerned with fairness through labor unions ensuring and enforcing negotiated agreements with management.

McEntee (2006) surmised that labor unions make sure fairness and equitable treatment for employees exists in the workplace. Labor unions ensure that collective bargaining agreements are being properly applied and complied with by management (Schwartz, 2007). Moore Sr. (2009b) posed that labor unions work constantly to ensure that the rights of employees are protected through due process.

The research participants with AFGE experience responses are parallel to the references in the literature by Hays and Kearney (2003), and Condrey (2005) regarding

AFGE values and beliefs. For example, Hays and Kearney (2003) pointed out that the AFGE is linked with pertinent civil service values that underpin the collective bargaining agreements used by all labor organizations. CR02 also stated that the AFGE labor union is “obligated to protect federal employees through the use of collective bargaining agreements” (personal communication, December 2010). Within the collective bargaining agreement are terms such as fairness, justice, equality, due process, and commitment. Condrey (2005) indicated that the AFGE incorporates and employs federal sector values. Wilson (1989) and Sachs (2010) stated that the AFGE, like all federal labor unions, serves those who worked in the federal sector. Therefore federal labor unions such as the AFGE have to reflect the same values and beliefs as those the AFGE support.

Answer to Question 2

In other words, the descriptions by the research participants, public administration scholars, and journal article authors confirm the answer to Question 2. The answer is the AFGE in Hawaii and throughout the federal bureaucracy have the same attitude, core value, and beliefs of federal civil servants. The values and beliefs include selfless service, justice, fairness, due process, and honesty as shared values.

Question 3

The answer to Question 3 according to the majority of participants is that the federal government provides stability, security, and competitive wages. The benefits packages of federal employment are a magnet for gaining new employees to the federal sector. The federal government protects jobs because the government is not affected by the disruptive economic behavior of the private sector market. In addition, the merit

system ensures that employees have an opportunity to move up into more suitable position based on legally enforceable standards. These reasons cited by the research participants for working in the federal sector are also present in public administration texts and journal articles (Condrey, 2005; Hays & Kearney, 2003; Light, 1999; Shafritz et al., 2007; Wilson, 1989).

The research participants pose that the values of the federal sector are also inclusive in personnel management processes that removed spoils system type of hiring practices. The federal sector merit system effectively maintains fairness and impartiality in the selection and hiring practices. In particular, the participants' state that the diversity of the workforce derives from impartiality and fairness found in the federal sector. CR06 indicated that the opportunities in the federal sector enable movement from the military into the civil service in a fair selection process. This point relates to research participants' expressions of federal sector values of social equity, justice, and merit (Wright, 2007). Therefore, research participants' statements on the positive reasons for seeking federal employment are backed up by public administration references that highlight the supporting facts regarding federal employment.

Literature and Question 3 Findings

Fair wages, family and medical benefits, and enforcement of applicable merit system laws are cited by Condrey (2005), Hays and Kearney (2003), and Shafritz et al., (2004) as significant and compelling reasons for drawing in candidates to federal employment. Berman, Bowman, West, and Van Wart (2006) outline the benefits of federal civil service employment as being highly desirable compensation packages. The employee compensation package is competitive, effectively addresses civil service

concerns, and is family friendly ensuring coverage for all members of employee families (Berman et al., 2006). Condrey (2005) for example supports the participants' identification of the merit system as a strong impetus to work in the federal sector.

Condrey (2005) stated that the enforcement of labor laws ensures that discriminatory practices are swiftly dealt with. This causes the federal sector to remain primarily free from corruptive and abusive practices. This is in turn a very receptive work environment for federal employees. Berman et al., (2006) stated civil servants have the potential for making steady career advancement in the federal sector. The federal employment process is according to Berman et al., (2006) favorable for civil servants due to the laws associated with selection and hiring of federal job candidates.

Answer to Question 3

Returning to Question 3, the answer is supported by the responses provided by the majority of research participants, and confirmed by journal articles and public administration texts. The answer to Question 3 is that employment in the federal sector is highly desired based on compensation packages that support a satisfactory lifestyle. Federal sector employment enables civil servants to equally compete for promotions on a fair basis. The answer also includes the concept that employment in the federal sector enables federal employees to achieve a sense of satisfaction in service to the nation and to fellow citizens (Widerquist, 2003). The participants provided responses that are verified in the literature as very significant motivation for pursuing federal employment.

Question 4

Participants state that managers and supervisors have an obligation to discipline federal employees who fail to follow federal government policies. The answer to

Question 4 is that federal employees are obligated to participate and support all federal policies including privatization policies. The answer to Question 4 regarding labor union members is that AFGE members could be charged with Unfair Labor Practices (ULPs) if they tell their members to disobey federal laws and policies. The overall responses suggest that once policies are placed in an agency, all employees have a responsibility and duty to adhere to the policies. Federal employees are duty bound to respect policies created to improve the federal sector. Therefore, the answer to Question 4 is there are legal obligations that precluded federal employees and AFGE members from non-compliance with federal policies.

Literature and Question 4 Findings

The participants' responses stating that there are procedures in place to effectively object to federal policies that are not agreeable with civil servants are also present in the literature. Hays and Kearney (2003) for example indicated that public policy issues are addressed through the lawmakers, public opinion, and other avenues. CR04 also commented that there are alternatives to opposing privatization policies such as "informing the chain of command of the problems with policies" (personal communication, December 2010). Denhardt (1995) and Chomsky (1999) posed that citizens have to the power of the vote to transform the federal sector including policy making, funding, and administrative procedures. Citizens use the power of the vote to bring about change (Miller & Fox, 2007). This point means that federal employees as citizens have the power to vote in supportive politicians, and vote out those who create policies that are not approved by federal employees.

Yukl, George, and Jones (2010) suggested that public servants who disagree with policies have various options available to them for pursuing change of policies. For example, Yukl et al., (2010) stated that civil servants have chains of commands that could be used to send leadership a message that employees are highly dissatisfaction with public policies. The information that the workforce could provide the leadership could cause leaders to take a fresh look at the unintended consequences of policies (Yang & Pandey, 2009). Wilson (1989) stated that federal agencies and employees have to follow policies of the federal government. However, Wilson (1989) surmised that federal employees could craft position papers that articulate the negative and positive aspects of a given policy, and the effects of the policy outcome. This way, according to Wilson (1989) changing of the policy would be effective because the people who know of the consequences of the policy would provide their expert opinion to support redress of the policy.

Answer to Question 4

These points that are discussed in the literature by researchers and political scientists confirm the responses by the research participants' answer to Question 4. The answer to Question 4 is federal policies must be implemented by federal employees. However, federal employees have the means to make changes to policies through approved federal processes. Still, the compelling reason for supporting federal reform policies is that federal employees could lose their jobs if they fail to comply with their sworn oath of performing their duties.

Question 5

The fifth research interview question brought out serious comments as to the effects that privatization policies have on federal employees. The majority of responses indicate that privatization has a positive effect on the civil service attitude. For example, CR08 posed that federal civil servants were, “able to complete tasks through assistance of specialists incorporated from the private sector” (personal communication, December 2010). CR09 for example indicated that, “civil servants could not continue to take their jobs for granted” (personal communications, December 2010). A majority of the study participants believe that privatization is good, because they note that hard working civil servants are receptive to federal sector reform that reduces stress on the workforce, improves processes and procedures, and eliminates costly programs that are wasteful.

Literature and Question 5 Findings

The participants who are supportive of privatization submit opinions that privatization policies actually make their jobs easier, and had a positive impact on the federal sector. CR02 stated that, “private contractors assisted managers to reduce their budget costs because of the contracts that paid for outside employees” (personal communications, December 2010). CR02’s comment is also found in the writings of public administration scholars regarding private contracts (Bel & Fagada, 2007; Dunn, 2004; Milakovich, 2006). The lower number of federal employees means less personnel costs such as wages and benefits (Milakovich, 2006).

The research participants state that in addition to lower costs, private contractors are an asset to federal planning objectives because private sector employees did not need to be counseled or disciplined by federal managers. Peoples and Wang (2007) stated that

private sector managers control contractors, and if required, replace those contractors who are not meeting the conditions of the contract. Thompson (2006) suggested that the greatest value of private contractors to managers is that contractors are not unionized.

Another significant point made regarding privatization and efficiency is the concept that specialists in the private sector bring exceptional skills that are not commonly found in the federal sector. This concept relates to Weber (1946, 1947) and Taylor (1911, 1912) who proposed that specialization of the bureaucracy is the best practice to achieve maximum efficiency. Weber's (1946) description of the bureaucratic model involves specialization of workers who demonstrate the technical skills needed in achieving the organization's objectives. Taylor (1911) surmised that scientific management involving specialization is the most logical means for improving work processes. These concepts are observed in the remarks made by the research participants.

Answer to Question 5

The answer to the research interview Question 5 indicates that privatization reform policies greatly affect in a positive manner how the research participants view federal sector reform. The answer to this question is that a majority of participants stated that privatization policies positively affect their attitude towards implementation of privatization, outsourcing, and contracting out of services. The answer to this question suggest that these participants have experiences with privatization that leads to agreement with either all or some aspect of privatization instituted in the federal sector. Their individual responses suggest that privatization policies are intentioned efforts to improve the efficiency of the federal sector (Wilson, 1887).

The responses provided by the research participants are the essence of their experiences with privatization and federal sector reform. The participant's attitudes, core values, and beliefs emerged regarding how each participant viewed federal service values and privatization. Further understanding of the answers provided by the research participants occurs through a brief discussion on the aspects of the findings.

Discussion

Incorporated with the answers are significant findings that are exposed through data analysis. These highly relevant findings extracted from the data analysis and findings expressed in interview statements indicate that:

1. Not all federal employees have respect for traditional federal sector values.
2. Civil servants with military backgrounds believe that other civil servants without military backgrounds have weaker public service values.
3. Federal employees want protections that the federal civil service offers to maintain secure employment; and they also want private sector business management practices integrated with the federal sector to improve operation efficiency.
4. The research exposed a division between the participants regarding private sector values.
5. Some participants believe the federal government is not a special place of employment.
6. A majority of civil service research participants support privatization policies of the DoD and federal sector on Oahu.

Examination of each significant finding assists in interpreting the findings by illustrating the reasoning behind the answers. The significant findings are briefly discussed in the following paragraphs.

Traditional Values Not Important

A striking observation is that a minority of the participants provide insight of their perception that traditional federal sector values are not as important as expressed by other research participants. The statements and examples provided by these participants raises the point that others in the civil service do not believe in the federal sectors core values. These civil servants state that they are not convinced that managers in the public bureaucracy adhere to the principles and ethics stated in the federal government code of conduct and principles of federal service.

Research participants in the minority express their lived experiences as: (a) federal sector employees are abusive towards other employees who are prior private service contractors, (b) federal managers are using the expertise of long time federal workers to gain personal power and improve managers' promotion opportunities, and (c) federal managers do not include employees in making decisions that impacted on the workers duties and responsibilities. In other words, these participants do not believe that federal sector employees are concerned with traditional values such as fairness, honesty, and social equity.

These points cause the participants to believe that there is no great need for traditional values. For example CR02 indicated that the contradiction in the federal sector is that although federal service values are posted in the workplace, civil servants are not living up to the standards. As such this means to the participant that public

servants do not care for the traditional values that are considered as being essential for professional service. This is a significant discovery because there are very few journal articles and research studies that indicate federal employees do not believe in public service values.

Veterans Values Stronger

Another significant finding from participants (5, 50%) is the attitude that veterans express towards fellow civil servants. Half of the total number of research participants suggest that there is a significant difference between civil servants who are prior service members and their values, and civil servant that do not have military service experience and their values. For example CR08 expressed that veterans turned civil servants consistently demonstrate their belief in honor, duty, country, courage, and commitment values. These participants state that they observe other veterans like themselves also live up to this military driven attitude, values and beliefs when they enter federal employment. Conversely, veterans as civil servants said that non military civil servant employees did not seem to be as strongly committed to federal sector values as much as veterans. They observe in their experiences that non military civil servants do not have the same ethical standards as veterans.

The literature journal articles however put forth mostly studies on traditional public administration values (Appleby, 1945; Battaglio & Condrey, 2009; Frederickson, 1971). However there is a minimal amount articles that focus on military personnel turned civil servants and their transfer of military values. There are very few studies where this particular gap in the literature is explored. This is a very noteworthy point to address. This study found that there is a belief and attitude that is not addressed fully by

public administration authors and journal article researchers. This is a gap that the study's investigative process exposed.

Both Sectors Values Desired

Another contradiction emergence lends credence to a NPS approach to federal sector reform. Perceptions and concepts of the values of federal rules and regulations emerged when participants provided examples of why they chose to become and remain civil servants. On one hand a majority of participants cite the private sector as not having the appropriate values for federal service employment. Private sector employment flaws such as a lack of security, stability, and due process protections are observed as not suitable as employment. On the other hand, an imaginative variation emerged. The participants express their belief that private sector employment values are not suitable. However private sector business management approaches according to a majority of research participants are very much applicable in the federal sector. The participants did not have a negative view towards: (a) private sector values of efficiency, (b) fiscal budget management, (c) the use of specialization in addressing short comings, and (d) empowering managers with increased flexibility and decision making. In other words, the majority of the participants believe that private sector and federal sector values could be mutually integrated without negative consequences for the civil service. As a result, the findings expose research participants' beliefs that illustrate the significant tenets of NPS.

This point is a very important discovery emerging from this study. The literature provided reasons that suggest federal employees are content with civil service employment (Berman et al., 2005; Condrey, 2005; Hays & Kearney, 2003). On the other

hand the literature is devoid of studies that indicate federal employees want private sector practices incorporated into the federal sector. The literature review on the use of private sector business practices in the federal sector resulted in far more studies available on the impact of private sector business practices in the federal bureaucracy. There are not as many studies on federal employees wanting private sector business practices that would not harm employment benefits while improving work assignment and objectives. This finding is important for future studies on federal employees and private sector values.

Division among Civil Servants

This finding also is significant in identifying the division within the federal sector. The discovery underpins the conflict within the civil service and federal employees in the federal government. On one side, the majority of participants are supportive of privatization. They feel that private sector practices would improve federal government administration. On the other hand, a minority of participants expresses that privatization and other private sector business practices would absolutely harm the civil service. This disagreement found in interviews and raw data analysis is significant because an assumption of this study is that all federal employees would consider private sector values and approaches as unsuitable and inappropriate for the federal government.

An assumption of this study is that privatization is viewed as not being suitable for the federal workforce. However, that assumption has been disproved because of the majority of the participants who express support for and inclusion of private sector practices in the federal government. As stated in the previous significant findings, federal employees agreement with reform policies such as privatization require further research because there are very few journal articles that brought out this gap in

knowledge. The majority of participants' attitude and beliefs that privatization is: (a) essential to good government, and (b) actually improves democratic governance by enabling federal agencies to concentrate on their core missions while allowing private contractors to manage service delivery is a noteworthy finding. This discovery requires future investigation in response to this major finding of this study.

Federal Employment Not Special to Some

As to the federal government not being special to all federal civil servants, this is a very interesting finding based on the minority of participants. Their lived experiences exposes attitudes and beliefs that there is very little faith and trust in federal sector management. For example CR05 stated that managers did not care about the people who had subject matter expertise in resolving issues. This attitude and belief has a significant impact on the participants' viewpoints about the uniqueness of federal sector employment. This significant finding reveals the attitude that poor performing federal sector managers cause federal employees to have low morale regarding employment in their agencies.

As another example of this point, CR02 stated that managers are only out to gain more opportunity for themselves at the expense of those who work for them. The participants indicate that through their lived experiences they have very little faith in the direction of leaders such as agency directors, department managers, and section supervisors who did not demonstrate loyalty to the civil service. They also indicate that there is very little confidence in managers and supervisors because they do not include the employees in organizational planning such as implementing private contractors within

their own agencies. This source of resentment and mistrust led to rejection of the attitude that federal sector employment is special.

This is a significant finding because the literature did not express the concept that federal employees did not find federal sector employment as desirable. In comparing the responses of the participants to the literature, there may have been some studies that correlate with employees having low morale (Noblet & Rodwell, 2009; Perry, 1997). However, the majority of journal articles are concerned with the employment of federal civil servants, but not a specific focus on how federal employees disagree with an attitude that federal employment is lacking a unique quality that underpin high morale (Kearney, 2010; Keeler, 2008). This finding is critical in that it opens an avenue for future studies on why federal sector employees did not see federal employment as being special, having unique qualities, and causes some employees to feel a sense of having very low morale in federal service.

Federal Employees Support Privatization

The last significant finding of this study that drew my attention is the response rate of participants that did not think that privatization is harming the civil service. The number of responses that state privatization is not harmful to the public and to the civil service is very high. Well more than half of the participants saw privatization as not having long term damage implications to the civil service. What is enlightening is that there are federal employees who agree with privatization. They suggest that privatization actually is an advantage for the government as a legitimate means to reduce the problems inherent in the federal sector. For example, the majority of participants suggest that their

experience is that privatization enhances government powers and increases the focus toward weak, underperforming entities.

The support for private sector values and privatization by the majority of the research participants sharply articulates a point missing in the literate review that emerges from this study. The most significant finding of this study is the attitude, core values, and beliefs of federal employees may be very supportive of privatization as a federal reform approach. CR10 articulated this point by indicating that the federal sector needs to change, and privatization may be the means to address comprehensive transformation. There are a very minimal number of studies that indicate there is support for privatization by the federal employees themselves (Shim & Siegel, 1997). However, the findings of this study suggest that there is significant support by the research participants for this controversial approach to transforming the federal sector. This emerging theme also challenge my assumption that all federal employees are united in their disagreement with privatization polices. The outcome appears to be that federal employees who share the same conservative ideology as political leaders also share the same beliefs and attitude towards privatization and the civil service (Mastracci & Thomson, 2009; May & Winter, 2009; Snavely & Desai, 2009).

Perceptions of Incompetent Federal Managers

A point needs to be made about a discovery that emerged in addition to the previously mentioned findings. Some research participants suggest that poor performing, incompetent, biased supervisors and managers have the capability of causing federal employees to have low morale, become unproductive, and demonstrate attitudes that are contrary to federal sector principles of public service. The actions of these types of

managers and supervisors may compel more federal employees to embrace privatization policies that could remove poor performing managers from the workplace.

Competent federal managers contribute to the manner in which civil servants and AFGE members' attitudes, core values, and beliefs develop within in the workplace. Likewise, incompetent federal managers and supervisors can also have a significant impact on the attitudes of federal workers and AFGE labor union members. Yukl et. al (2010) suggested that workers will be content to conform to change in organizations if workers believe in the capabilities of their leaders. The research participants provide insight as to how the perception of poor performing, incompetent managers and supervisors may impact on federal employees. CR02, for example, described some federal managers as being concerned with their own self interests, which is contrary to the principles of federal agency leadership principles.

Poor performing managers and supervisors in the federal workplace may also be a powerful incentive for federal employees to place their support for privatization. Privatization is considered as a suitable alternative to removing inefficient managers and workers, while bringing into agencies proven performers that have knowledge required to increase efficiency and effectiveness of workers and program management.

This particular finding emerging from the study regarding beliefs and perceptions of research participants regarding federal managers is suitable for further exploration through additional qualitative studies. The situations and conditions that exist that involve perceptions of managers by civil servants and AFGE members as expressed by research participants are relevant for greater examination.

Relative to the literature, the research participants' belief in private sector values is linked with traditional public service values. These interconnected values and attitudes expressed by the research participants are also incorporated with this study's theoretical lens: NPS.

Theoretical Lens

An NPS approach to traditional public service values is an alternative means to the new public management (NPM) approach to federal reform. For example, NPS considers the citizen as the central focus of the civil service (Denhardt & Denhardt, 2003). Therefore, selfless service as cited by research participants is also viewed by Denhardt and Denhardt (2003) as being a highly suitable value for public service. Frederickson (1997) stated that fairness and social equity values are of equal importance with efficiency and effectiveness. These values illustrated in an NPS approach are also stated by research participants as being important to the federal sector (Smith, 1776). Frederickson (1997) posed that accountability, fairness, truth, and social equity are distinct public administration values. This point is realized through the research participants citing these values in their perception of federal service attitudes, core values, and beliefs which are also outlined in NPS.

The points made by the research participants relative to collective bargaining agreements, due process, and fairness for employees is observed in the overarching theoretical lens of NPS. A NPS approach is also observed in the responses of the research participants who seek due process and social equity in the workplace. This is a partnership that stems from the belief that federal employees deserve fair treatment similar to the public (Perry, 1997, 2010). NPS and the research participants' responses

highlight the concept that federal labor union members reject a hostile approach to government reform. Instead AFGE labor union members and members of collective bargaining units work alongside with the federal civil service to make comprehensive changes in damaging federal employment policies. This point is also observed in NPS as an approach that embraces inclusiveness and building partnerships to reduce the conflict in the workplace toward federal reform policies.

The answers to the primary research question, five interview questions, significant findings, and theoretical lens are the critical aspects of a phenomenological study. Data analysis of the lived experiences of federal employees as research participants proves to be highly essential in understanding the phenomenon of privatization of the federal sector. The study's participant experiences provide insight and comprehension of what their attitude, core values, and beliefs are toward federal sector reform processes and procedures. Research participant input is necessary because of how they perceive private sector practices integrated within the federal sector could have significant bearing on the implications for social change involving the federal workforce. The following section presents the implications from this study.

Implications for Social Change

This study exposes the perceptions, opinions, and inner feelings of the research participants toward the scope and depth of federal government privatization policies. The implication of this study for social change is that federal employees, supervisors, managers, citizens, private sector actors, and other stake holders may come to understand that privatization policies have both intended and unintended consequences (Moore Sr., 2010). These consequences may have significant and long term impact on civil servants

and federal labor union members. The lived experiences of federal employees and AFGE members may provide relevant information to decision makers. Decision makers create federal reform policies that affect the DoD and other federal agencies in both positive and negative ways.

This study's implication for social change is that transparency, accountability, social equity, and accessibility are traditional values that underpin government administration (Sayer, 1992). These types of values are beneficial for all stakeholders. The values are the foundation of responsive service to citizens (Moore Sr., 2009a, 2009b; Schooley, 2008). In addition to traditional values, private sector principles of competition, flexible decision making authority, and improved financial management considerations are deeply incorporated within today's government administration framework. Therefore it is necessary as a means for positive social change that private sector business leaders and federal sector leadership recognize intended and unintended consequences of federal reform policies. Changes have significant impact upon the federal civil service.

A qualitative phenomenological study on the attitude of public employees and public union members toward government reform and privatization has implications for social change. As a positive aspect of the implication for social change, the use of this dissertation will enable public administration practitioners, public and private sector leaders, and the public to achieve greater awareness and comprehension of divisive issues associated with privatization. Awareness, debate, and discussions incorporated with relevant information may have a significant impact in addressing the values, beliefs, and

attitudes of political leadership, federal managers, supervisors, civil servants, and the public towards reform policies (Katzer, Cook, & Crouch, 1998).

Finally, the implication for social change is that this study will ensure that the overarching reform priority remain constant toward the citizen and not financial objectives. Social change must focus on improving the lives and wellbeing of the public through improved federal government procedures and processes. The findings of this study will add to the continued discussion of the federal government for the betterment of society and for the greater good.

The answers derived from the primary research question and five interview questions, in conjunction with the literature review of documents, journal articles, and government reports provide insight and knowledge regarding the phenomenon. The acquired information leads to significant and relevant recommendations for meeting the challenges of the privatization phenomenon. Solutions derived from the literature review and interpretation of the findings of the study resulted in a seminal set of recommendations for implementation in the federal sector. Inclusion of these recommendations is suitable in addressing the shortcomings and unintended consequences of federal government privatization reform policies. These recommendations are outlined in the following section.

Recommendations for Action

NPS is the theoretical lens for this study. NPS incorporate significant guidance on improving the attitudes, core values and beliefs of federal employees toward federal sector reform while maintaining a citizen-centered perspective. NPS recommendations incorporate positive and advantageous principles for integrating federal sector with

private sector practices. The study's recommendations, drawn from a combination of NPS, and interpretation of findings from the study, have the potential to provide substantive direction to the discussion on privatization. The recommendations are applicable to improving the conditions that affect the attitudes, core values, and beliefs of federal employees and AFGE members relative to privatization policies. These recommendations are presented and explained in the following paragraphs.

Recommendation 1: Leadership Must Drive Values Integration

An essential recommendation is that leaders must share their vision of objectives and goals of federal sector reform with federal employees and AFGE members (Denhardt & Denhardt, 2003). Improved federal workforce attitudes towards privatization policies rely on leaders investing in open communication with employees and labor union members. Shared visions, goals, and objectives require joint management and labor input and discussion. Within the leadership vision, the values of the federal sector and private sector should be explicitly explained (Johnson, 2005). Affording federal employees and labor union members a say in how policies will be implemented gives employees a stake in the reform process. In addition, conflict can be reduced when employees and labor union members are allowed to provide input into how an approach is implemented.

Leaders have the power to transform an embittered group of employees into an efficient and committed workforce (Northouse, 2007). Leaders can make significant accomplishments within their organizations. This occurs when leaders are inclusive in creating policies and making decisions that affect all employees (Kouzes & Posner, 2007). The vision that leaders have in transforming the federal sector must be communicated and shared with the entire workforce. Input includes joint information

sharing and discussions involving private sector contractors and federal employees. The foundation for building a highly functioning federal sector stems from clear articulation shared goals and objectives (Vance & Trani, 2008; Verhezen, 2008).

Recommendation 2: Promote Integration of Values

The federal sector developed through a highly evolved civil service system. This system is instrumental in bringing to the forefront the values of impartiality, fairness, and adherence to constitutional requirements (Condrey, 2005). Traditional civil service values effectively control political pressures so that merit, social equity, and truthfulness remained the standard for federal service (Bowman & Knox, 2008). Values of efficiency and fiscal responsibilities are essential to federal service. These values should not replace or overrule essential public service ethos which effectively links guidelines of the constitution to the function of the civil service (Denhardt & Denhardt, 2003).

Therefore, a recommendation is that in consideration of private sector values, federal sector values must also be maintained, trained, and ingrained in the public sector. Comprehension of the purpose of public service should be required training for private contractors and civil service members. Consistent reference to traditional values creates and reinforces a positive environment for federal employment and mission accomplishment. An attitude must exist within the federal sector that adheres to the ideas originally stated by the nation's founding fathers for public service. New skills, the application of technology, and improved procedures of doing business can coexist with the foundation of federal service which is selfless service.

The essential character of the federal sector is to provide impartial service to the nation. To remain impartial is to continuously promote and support traditional values of

federal service. It is also essential that federal employees know that they will be treated with all of the respect due their commitment to service to the nation. Consistent promotion of federal service values reinforces traditional values as being equal to private sector values for this important proposal (Vigoda-Gadot, Shoham, Schwabsky, & Rubio, 2005).

An NPS approach requires that ethics and ethical behavior are stressed in both the federal sector and with private contractors who facilitate service delivery (Denhardt & Denhardt, 2003). When civil servants observe that private contractors are trained in federal sector values, and are held accountable to ethical standards, then this will reduce the level of dissatisfaction of federal privatization policies. Ethical standards addressed and adhered to by private contractors have the potential to remove corruption and favoritism from the federal sector (Johnson, 2005; West & Berman, 2006). Ethics must be heavily promoted among both federal employees and private contractors. Ethical standards will be maintained for increasing efforts to gain federal employee and AFGE support for privatization policies.

Federal service motivation is based on selflessness. The objective for federal employees is to make sure the public receives professional services in a quality manner. Citizen-centered service is considered by federal employees as selfless service which removes the fiscal bottom line as the objective (Denhardt & Denhardt, 2003). In other words, responsive, selfless service means that all citizens regardless of socioeconomic status are served efficiently and equitably (O'Toole & Meier, 2009).

Denhardt and Denhardt (2003) stated that federal employees need to remember that their service is evidence that the federal government transform s the needs of citizens

into action that resolves issues and provide services. As such federal employees and private contractors are required to demonstrate selfless service values towards the public. Private contractors employed by the federal sector especially need to adhere to the aspect of selfless service. Citizens demand that the federal government is responsive and private contractors have a duty to demonstrate selfless service in meeting the needs of the public.

Recommendation 3: Build Transparency, Oversight, and Accountability

Transparency is a value that is required for dedicated democratic governance (Zomorrodian, 2008). The entire nation is vested in the ability of federal employees vigilant in curbing corruption and abuse of the nation's resources. Corruption undermines the public's faith in government. Efficiency should not minimize transparency in the democratic governance process. Information sharing, policy development, and other aspects of federal sector services require federal employees to ensure the means for public scrutiny of government administration. An NPS approach supports oversight of private contractors. A recommendation is to build transparency and oversight by trained civil servants into federal government A76 Circular contracts (Joaquin & Greitens, 2009).

Inclusion of private contractors in the federal sector involves raising private sector awareness of federal sector accountability requirements. Contractor agencies must be trained in their responsibilities to the public and to the civil service. This recommendation ensures that contractors and federal employees work jointly to eliminate corruption from joint federal government and private sector business practices (Jacobsen, 2005).

Federal government oversight must remain a critical component of accountability in government contracts. While accountability is difficult and requires extensive manpower and resources, the intent must remain constant. The statutes and regulations protect the nation against corruption and fraud. As CR10 indicated, enforcement of federal standards means that dedicated civil servants are needed to provide oversight of private contracts. Federal civil servants are the guardians of the public trust (Frederickson, 1997).

A highly critical value in the federal sector is accountability, as this value underpins the democratic governance process (Powley & Anderlini, 2009). Federal employees must be held accountable. Accountability must also include private contractors who, like civil servants, manage and provide federal services. While accountability is a stringent requirement for federal service, accountability must also be applicable to private sector personnel functioning under contracts held by the federal sector (BNET, 2009). This means that public employees and AFGE members would be less resistant to federal sector privatization policies when private contractors are held accountable for what they fail to do under terms of contracts. This also means that the public would also have faith in the federal government, when the public observes all federal and private sector actors are subject to strict oversight and accountability. Federal employees and AFGE members would be more believing of management if transparency, oversight, and accountability were evident public-private sector contracts.

The means of building in accountability and oversight in the federal sector is training and reinforcement of acceptable standards of federal business practices.

Accountability and oversight should be considered as not only maintaining ethical standards but also preserving respect for the values and traditions of federal service.

Recommendation 4: Federal Sector and Private Sector Partnership

Federal employees need to respond to the public to facilitate service and support. Citizens should have the means to interact with federal employees in a manner that supports the public's need for human contact. Meanwhile, civil servants who provide needed services past normal duty hours need to be appreciated for their motivation to go further than normal to serve the public. These employees demonstrate the value of improved citizen accessibility (Shafritz et al., 2007). The use of technology facilitates and augments the federal employees to maximize civil service response to citizens.

All federal employees need to be trained in the use of the most advanced technologies available. Advanced technology in use in the federal sector supporting civil servants can effectively engage the needs of the citizen. This private sector approach to maximizing information technology is suitable for inclusion in the federal sector as a platform for improving citizen access. Also, technical support of federal sector missions enhances the capabilities of federal employees. The democratic governance process will be fully engaged to include citizens. A NPS approach encourages expanded use of advanced technological applications that underpin citizen access to the federal government (Denhardt & Denhardt, 2003). Therefore, a recommendation is to incorporate private sector technologies, the private sector partner with the federal sector to train civil servants on the use of the advanced technologies, and the federal and private sector jointly employ information systems to support civil servant and citizen interaction (Pagdadis, Sorett, Rapoport, Edmonds, Rafshoon, & Hale, 2008).

Privatization as a federal government program management approach does not increase civil servants and citizens' participation in government (Chomsky, 1999). This is completely opposite of public administration principles and values (Chomsky, 1999). These values include civil service due process and citizen participation in democratic governance (Shafritz et al., 2004). The federal sector must provide avenues for civil servants and citizens to remain connected in administrative rule making, policy creation, and opportunity for involvement in open forums. A NPS approach suggests that partnership of citizens, civil servants, and private sector actors will focus government inclusiveness for all stakeholders. This partnership that keeps the citizen at the center of the policy development reinforces the federal employees' beliefs and attitudes of equitable federal service (Denhardt & Denhardt, 2003). This point is also directed to federal reform policies that incorporate privatization practices.

Federal employees share the same objectives as the public in that the federal government was created to achieve the goals of the nation. These goals are representation, due process, and social justice for all citizens (Denhardt & Denhardt, 2003). Privatization, while an effective means for providing efficient service, cannot obscure the primary intent of federal service. Private contractors and federal employees need to be reminded of this fact. The federal government and the private sector must share the same values as the public. Private contractors employed by the federal government need to fully participate with the federal government in maintaining the public at the center federal reform policies (Chomsky, 1999). This is accomplished by training and reinforcement of federal standards among federal employees and private contractors employed by the federal sector.

These recommendations incorporate traditional and private sector values. The primary focus is upon: (a) addressing the perceptions of bias and harsh privatization reform approaches that exist within the workforce and labor union membership, and (b) building on employee attitudes and beliefs that are open to change including reform policies. Policy makers and stakeholders must be cognizant that federal sector reform is related to democratic governance. Federal government privatization reform measures reinvigorate federal agencies while improving the responsiveness of government to the public. However the traditional values of the federal sector are just as important as private sector values to citizens, federal civil servants, AFGE members, and private contractors and all other stakeholders. The function of the civil service and AFGE members is to provide highly responsive service to citizens while using implicit bureaucratic discretion. The NPS approach in incorporating impartiality is appropriate for the federal sector. An NPS approach to federal sector reform supports interaction of federal employees with private contractors in the public bureaucracy.

The significance of the future regarding federal civil servants and privatization emerged from this study. In addition, research questions that need to be explored also surfaced. The need to continue examination of management, employee, and labor union relations in a transformational federal government environment are described in the following paragraphs. Further studies and associated research questions are presented in the next section of this chapter.

Recommendations for Further Studies

Future qualitative studies on the attitudes, core values, and beliefs of federal employees and AFGE members regarding privatization policies are needed (Burnier,

2005). Continued emphasis is required for investigating and examining how the federal sector and labor unions see the phenomenon of federal government privatization reform policies. Potential research questions for future studies:

1. Is privatization a suitable management policy for controlling the civil service workforce while creating a harmonious work environment?
2. Why do veterans have a different approach from nonveterans to federal sector attitudes, values, and beliefs?
3. Are private sector employees subjected to disparate treatment as a result of their co-location with federal civil servants in the federal workplace?
4. Does federal employees' perceptions of incompetent managers increase civil service support for federal government privatization policies?

Extensive exploration of public administration phenomena is suitable for students as scholars and public administration practitioners. The study's implications involving the civil service population sample suggest that understanding values, beliefs, and perceptions are essential to all stakeholders involved in the federal sector.

Study Implications

A key point should be made about the findings derived from this study. The answer to the primary research question should not be generalized to the entire federal sector (Creswell, 2007; Moustakas, 1994). The research sites on Oahu may have created a general bias in the observation and review of privatization policies. Therefore I will not be the proponent for or against privatization. This would require further studies with different samples of the target population. Not all federal employees have positive or negative attitudes or beliefs regarding the validity of privatization policies. The

experiences expressed through the narratives illustrate the differences civil servants may have between perceptions of benefits of privatization policies as opposed to the detrimental aspects of privatization.

As indicated previously, the findings of the study regarding privatization policies would not be suitable for generalizing as representative of the entire federal bureaucracy. Reform policies should be subjected to future research studies through different methodologies. A variety of research methods may derive findings that would add to the current knowledge acquired. However I believe that this study will add to the discussion on privatization policies. The knowledge and findings gained from this study is suitable for use in further discussions on federal sector reform in the workplace. I will provide the knowledge that I gained as the researcher from this study in the following paragraphs.

Reflection on the Researcher's Experience

Over the course of conducting this study, I had a great deal of time to reflect on the ideas and concepts involved with federal sector employment. A significant aspect of this phenomenon is that the federal bureaucracy is the federal sector is not intended to be a captive of any political ideology or party. As a public administration scholar-practitioner, I adhere to this position: The federal government cannot be a tool of one political group. My lived experiences inform my point of view that both federal civil servants and private sector contractors must remain free from political influence to ensure the values and beliefs of the federal sector remain unimpeded by outside influences.

I focused on federal employees and AFGE members subject to privatization reform policies to grasp greater understanding of privatization. I learned from the findings and interpretation of data that there is a significant relationship between the

experiences of civil servants and their acceptance or rejection of federal reform policies. The majority of responses pose that federal employees are supportive of privatization policies because of the possibilities of improving the federal sector.

Overall, this study significantly expanded the knowledge that I have about the federal sector and the private sector prior to undertaking the research project. The importance of the study, the knowledge I gained, and the ideas and concepts expressed by public administration scholars and social scientists that significantly contributed to this study are briefly discussed in the conclusion to this dissertation.

Conclusion

This dissertation focused on the attitudes, core values, and beliefs of federal employees and AFGE members regarding federal government privatization reform policies. The dissertation was guided by intellectual discussions posed by social scientists and public administration scholars Kuhn (1962), Searle (1995), Miller and Fox (2007), and Moustakas (1994). These sources permitted understanding of: (a) the reality of what people believe, (b) their experiences derived from their perceptions, and (c) their strength of their lived experiences as reality within their organizations and communities. Kuhn (1962) expressed the tenets of the federal bureaucracy paradigm. Searle (1995) explained the construction of social reality. Miller and Fox (2007) described the value of postmodern public administration. Moustakas (1994) provided deeper insight into phenomenology. I derived essential knowledge from these scholars and intellects based on their reflection, analysis, and interpretation of phenomena and public administration. The key aspects of these sources are discussed briefly in the following paragraphs.

Searle (1995) indicated that a view of the social relationships within the environment requires the researcher to avoid making a judgment on responses from study participants. This permitted the development of social concepts that are present in the research objective. In other terms the reality of a phenomenon is derived from my collection of facts. Searle (1995) suggested that intentionality is derived from the aggregate data collected from groups that are essential in explaining the phenomenon.

Searle (1995) and Kuhn (1962) stated that it is incorrect for researchers to attempt to limit aggregate data into a narrow focused observation and measure. That is a very important aspect of this study. I chose not to use quantitative statistics to identify an issue. Rather, like Searle (1995) and Kuhn's (1962) proposition, I examined the phenomenon via a qualitative method to determine the reality of the problem to the lives of the participants. Cooperation permits closer observation and subsequent extraction of required information. Moustakas (1994) proposed that multiple responses resulted in multiple points of view that required broad analysis and application.

Collectively, responses to research investigations provided more avenues to explain a phenomenon than one specific way. This point expressed by Searle (1995), Moustakas (1994) and Kuhn (1962) spoke to the reason why a qualitative research design is more suitable for use in examining core values, attitudes, and beliefs than a quantitative design. A quantitative method unlike a qualitative method is narrow focused, limited, and did not provide a capability of explaining and describing a phenomenon. Selection of research design is dependent upon the information required and the tools used to gain the information from the target population. Moustakas' (1994) point is that collective

intentionality and a phenomenon are significantly linked which underpin qualitative phenomenological research.

In a manner similar to Searle (1995), and Kuhn (1962), Collins (personal communications, November 2010) indicated that there are social facts that cannot be limited to a narrow examination. Collins stated that relevant to the findings of the dissertation:

Focusing on the ontology of public administration, or how we view the nature of reality in public administration, many people are saying that at one time that we had one type of model, the traditional bureaucratic model, and now we are moving toward an entrepreneurial model in public administration. This may be congruent with reality. However, this may also be a false dichotomy, but it remains the way people are seeing public administration reality. This dichotomy only becomes real to the extent that it is the way people ontologically believe it to be real. Because this dichotomy may not real at all it is of great consequence to this dissertation. Often, people have an idea and it becomes an ontological foundation in the collective manner that people see reality. Here is where this public administration ontological framework becomes true if only in its pragmatic real-world consequences. (personal communication, November 2010)

Miller and Fox (2007) focused on the public bureaucracy in order to fully engage the dynamics of management, direction, and reform and the implications of these activities on public agencies. Postmodern analysis within a qualitative study allowed the authors to explain the purpose and function of public administration, and within this examination, the values and beliefs of the federal sector.

Miller and Fox (2007) suggested that the reality of public administration is what the person perceives in the lived individual's experiences. Federal civil servants and AFGE members are highly cognizant that the focus of government service is toward the public. The constitution prescribes the rights of the citizen and the responsibilities of government to the governed (Zomorrodian, 2008). However the public needs to be aware that federal employees also need support and respect for what civil servants do for the citizens. Fairness is the basis for the relationship between the public, federal leadership, and the federal workforce. Fairness and equality are essential to the function of government.

This point also underpins the implications of social change regarding this dissertation: Social change is the catalyst for raising awareness of a condition in the consciousness of the public. Moustakas (1994) posed that within examination of qualitative research, narrative inquiry is a significant process to draw out the specific meanings from stakeholders needed to explain the events and activities occurring in the field.

The suppositions and premises expressed by Collins (personal communication, November 2010), Zomorrodian (2008, personal communication, December 2010), Moustakas (1994), Kuhn (1962), Searle (1995) and Miller and Fox (2007) are essential to my reflection on the perceptions of reality inherent in this study. I derived theories, concepts, and approaches from these scholars as sources in order to understand the reality of federal service, values, attitudes, and beliefs that are involved with organizational change such as federal reform. Based on their essential comments and discussions, I

arrived at five significant conclusions from this dissertation as indicated in the following paragraphs.

First, the tradition of federal service is relevant because the principles of public administration are linked with the constitutional principles of fairness and social equity. Second, federal civil servants and AFGE member must be concerned with democratic governance aspects of federal service which is the essential practice of government administrators (Powley & Anderlini, 2009; Schooley, 2007). Third, narrow ideologies and interests should not impact on the overall structure and administration of the federal government (Frederickson, 1997; Light, 1999). Fourth, social equity coupled with efficiency must be the means of administering the public interest (Denhardt & Denhardt, 2003; Frederickson, 1997; O'Toole & Meier, 2009). Fifth, public administration rooted in traditional values of social equity, transparency, selfless service, and merit integrated with values such as efficiency, economy, and effectiveness can be accomplished (Pagdadis et al., 2008). Last, the effectiveness of the federal sector is dependent upon the morale, performance, and ethical standards ascribed to competent, fair, and ethical civil service (Perry, 1997; Perry et al., 2008; Perry & Wise, 1990). As such shared vision and progressive leadership requires a partnership between those who create policies and those who execute the policies (Denhardt & Denhardt, 2003).

Although privatization policies are extensively employed at all levels of government, this dissertation is focused on the federal sector. The reason for focusing on the federal sector is that national policies affect the entire nation in a broad manner. In addition, public administration on the broader national stage is highly visible and as such has the potential to draw more attention to issues from the general population.

Researcher's Final Comments

Change can be very difficult for federal employees and AFGE union members when livelihoods appear to be threatened based on unpredictable outcomes. Civil servants should not be the ones who bear the brunt of harsh transformation due to perceptions that they are the cause for failures of the federal system (Bhatti, Olsen, & Pederson, 2009). However, transformation of the federal sector tends to bring about extensive argument and debate. Zomorrodian (2008), in a discussion on public administration stated that:

The dialog on how the new direction of PA must be seems to be a kind of never ending discussion as how the public administration must tackle with issues facing different societies in attempting to enhance the quality of life internally and peaceful relationships with other nations externally (p. 2)

While Zomorrodian (2008) is presenting differences regarding philosophies, ideas and positions centered on public administration, this point is also applicable to this study's debate relevant to federal sector reform. Healthy, informed debate is necessary to improve the intellectual development of the federal sector. Transformation of the federal sector should engage all facilitators of federal service (Schneider & Ingram, 2005).

Collins stated that:

Osborne and Gaebler, when they came on the scene in the 90s basically gave us a false dichotomy of sorts in terms of historical revision. But, they really did not look back into history really well. If they had, they would have seen that the Progressive Movement, the New Deal movement in public administration, that

there were many efforts directed towards efficiency, economy, and effectiveness.
(personal communication, November 2010)

Democratic governance of the federal sector is represented by a selfless federal workforce. These civil servants demonstrate the principles, attitudes, core values, and beliefs of this population. The character of the civil service reflects the spirit of public administration rooted in benevolence as well as practical application of efficiency in faithfully executing the duties of government.

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Appendix A

Contact Letter

Aloha,

I am Steven B. Moore Sr., a graduate student in Walden University's Public Policy and Administration program conducting research in partial fulfillment of the requirements for the degree of Ph.D. I am studying the attitudes, core values, and beliefs of federal civil servants relative to government reform, privatization, and outsourcing policies so that recommendations for improving public private sector relations and government reform policies for the future. You were selected because as a federal employee, or as a member of the AFGE, you meet the criteria for participation in this study.

I would like to interview you at your location at a time that is suitable for you regarding your experiences with federal government reform and privatization. Please note that your responses will be kept confidential. Your interview responses will be only be used by me. This means that I will ensure through specific and approved steps to not identify you as a respondent. This is also to reiterate that during this interview you do not have to continue with responding at anytime, and you have the right to stop the interview when you feel the need to do so.

If you are willing to contribute to my dissertation research project through an interview, please contact me via the contact information below. Please inform me as to the best date, time, and location is suitable for you.

Date: _____

Time: _____

Location: _____

Contact Number: _____

I look forward to having your participation as a co-researcher in advancing understanding of the federal sector. You may contact me via email, fax, or phone at your earliest convenience.

Again, Mahalo for your support.

Mahalo,

Steven B. Moore Sr.

(808) 699-6924

Steven.moore@waldenu.edu

Appendix B

Informed Consent Form

You are invited to take part in a research study on the attitudes, core values, and beliefs of federal sector employees. You were chosen for the study because of your employment with the federal government as either a civil servant or as a member of the AFGE federal labor union. This form is part of a process called “informed consent” to allow you to understand this study before deciding whether to take part. This study is being conducted by me, Steven B. Moore Sr. I am a doctoral student at Walden University. I am conducting this interview in order to determine the attitudes, core values, and beliefs that exist within the federal government regarding privatization.

Background Information:

The purpose of this study is to understand how federal government privatization reform policies affect the attitudes, core values, and beliefs of federal civil servants and AFGE members. The study will investigate how public employees perceive issues, concerns, and problems associated with privatization in the federal sector. It will take approximately 60 minutes to complete this interview.

Procedures:

If you agree to be in this study, you will be asked to:

- read and sign an informed consent form providing your permission to use your information in a study.
- provide information via a interview on the subject of attitudes, core values, and beliefs

regarding federal government reform, privatization, and outsourcing.

Provide written authorization to record your responses during the interview. The purpose of recording the interview is so that all of the information you provide can be captured and retained.

as a means for member checking which ensures verifiability and accuracy you agree to receive a copy of your own responses that include descriptions, experiences, and comments that I will transcribe and submit to you for verification, accuracy, and clarity. Your transcribed responses will be used to answer the research questions.

Voluntary Nature of the Study:

Your participation in this study is voluntary. This means that everyone will respect your decision of whether or not you want to be in the study. No one in your organization will treat you differently if you decide not to be in the study. If you decide to join the study now, you can still change your mind during the study. If you feel stressed during the study you may stop at any time. You may skip any questions that you feel are too personal.

Risks and Benefits of Being in the Study:

The risks to this study are that you may feel stress in answering questions about privatization, public service, and contractors, discussing privatization while at work, and feeling that there will be retaliation for talking about contract services. The benefits of participating in this study are that you will be able to provide information that may assist public organizations become more capable in working with private contractors, integrate

public servants in public-private partnerships, and gain knowledge on the aspects of privatization.

Compensation:

There will not be any compensation provided to prevent the perception of influence on you to answer questions or provide responses.

Confidentiality:

Any information you provide will be kept confidential. I will not use your information for any purposes outside of this research project. Also, I will not include your name or anything else that could identify you in any reports of the study. All identifying information will be removed from any responses you make for this study.

Contacts and Questions:

You may ask any questions you have now. Or if you have questions later, you may contact me via [steven.moore@waldenu.edu.](mailto:steven.moore@waldenu.edu), or via my cellphone (808) 699-6924 and my office/fax line (808) 744-1151. If you want to talk privately about your rights as a participant, you can call Dr. Leilani Endicott, she is the Walden University representative who can discuss this with you. She can be reached at 800-925-3368, ext. 1210. Walden University's approval number for this study is **12-2-10-0377928** and it expires on **December 1, 2011**. One copy of the Informed Consent form is for you to keep. I will keep a copy on file for record.

Statement of Consent:

I have read the above information and I feel I understand the study well enough to make a decision about my involvement. By signing below, I am agreeing to the terms described above.

Printed Name of Participant

Date of consent

Participant's Signature

Researcher's Signature

Appendix C

Interview Protocol and Interview Questions

Co-Researcher (CR) #_____

Date: ____/____/____ Time: _____

Aloha and Mahalo for participating as a co-researcher in my study today. This interview should take approximately 60 minutes involving five (5) questions regarding your attitude, core values, and beliefs along with your federal service experiences as a public servant. I offer my complete assurance that this interview and your responses will remain confidential, without reference to your identity. At any time during this interview you have the right to stop the recording, skip questions, and/or end the session. All of your responses will be kept in strict confidential status and will be employed only by myself to gain a greater insight as to what would influence how federal employees like yourself view federal government reform, privatization, outsourcing, and private contractors. The reason for this study is to develop greater comprehension and understanding of the values and beliefs of federal employees in service to the nation.

Questions:

(Five semi-structured open-ended questions will be used to direct the interview)

1. What is your attitude, core values, and beliefs about the federal government? Federal government reform? In your own words, what do you think are the values of the federal civil services? What is your attitude, core values, and beliefs as far as being a federal employee? Please elaborate on your descriptions. In comparing private sector values with federal sector values, which values are more appropriate for government?

2. What are your values and beliefs as an AFGE labor union member in a federal organization? What are the values, attitudes, and beliefs of the AFGE labor union here in Hawaii?
3. What makes federal government employment special? Why do you work in the federal sector as opposed to the private sector? What are your experiences in the federal sector that explain why you choose to remain in the federal civil service? When considering the federal government and reform policies, what is your attitude and beliefs about privatization? What experiences have you had with different types of privatization in your activity that would illustrate your point?
4. What do you think would prevent you as a federal employee or AFGE labor union member from participating in federal government reform policies? What compels a federal employee or AFGE member to support federal government privatization reform policies? What has been or is your experience with federal government reform policies such as privatization. Please describe a situation that illustrates your response. What prevents a federal employee or AFGE member from supporting federal government privatization reform policies? What causes a federal employee or AFGE member to support federal government privatization reform policies? Please give some examples of what would prevent or support privatization policies.
5. How does privatization affect your attitude, core values, and beliefs towards the federal government? Are there any aspects of privatization that you can agree with? Why? Please elaborate. At this time is there anything more you

would like to add to this discussion?

I will use your comments and descriptions of your experiences through data analysis and findings for my dissertation. I will need to send a copy of your responses to you for verification and accuracy.

Mahalo for your participation. Again, I want to reassure you that this interview and your comments will remain confidential and your privacy will be protected. Mahalo for contributing to this project.

Appendix D

Sample Interview Transcript: CR05

R: (Build rapport) What is your background?

I've been in the federal service 12 years; it'll be 12 years in January. That is just straight government time not military prior military. All of my experiences from...I have been government since I was 18 years old. I did military. I was in Army, then I got out 1991 out of the Army, and then I worked for contractors for nine years in Fort Huachuca, Arizona. I worked for private contractors in Arizona; I worked for nine years as a federal contractor. I worked for three different contracts on the joint interoperability test Center in Fort Huachuca. I started out and after a couple years...the contract switched and then I ended up with another federal contractor. We started out as an engineering technician, I mean I started out as electronic technician then I ended up as an engineering technician. I was in charge of the transmission section on the test bed there.

Q1. What is your attitude, core values, and beliefs about the federal government? In your own words, what do you think are the values of the federal civil services? What is your attitude, core values, and beliefs as far as being a federal employee? Please elaborate on your descriptions. In comparing private sector values with federal sector values, which values are more appropriate for the federal government?

Well first I will start off basically with myself, what I find is for government workers and they are now ...this is just where I worked in the federal government such as other agencies for 11 years and what I found. I think

government...myself I actually think the government employees are over tasked. And the reason for that is we are undermanned, you know what I mean. You've got say for instance one program manager and in that program manager job you have him working three, four, five different series. For example you've got budget, you've got a guy doing budget, you have been doing cost analysis, you've got him doing his own job...serious as a telecommunications specialist you know what I mean. So yeah where I'm working in program management federal government employees or workers ...because like I said I've been on both sides of the tracks of the contractor and federal employee. Contractors, they will go by their position description. And they won't go out of that box. But government workers which you can task them to do... since they work for salaries, you can task them to do almost anything you know, you know what I mean. And most of the time with a government worker he is over tasked to where contractor will only focus on one specific job do you see what I'm saying. Whereas us federal employees will have to know multiple jobs and that is hard because he can't you know focus on one so that is inadequate business working environment...you know that is no good.

R: (probing question) Federal government reform?

It's a trial and error bases you know what I mean. So I think before they start changing stuff around they should become more proficient. They should get more proficient on one process first you know what I mean? You may not even be proficient in that process and you changing it already, so you are just confusing and messing up the whole business organization... meaning to run a successful

organization. So when you start changing stuff, in the middle of stuff you don't even have something down then you just going to mess it up. I think government reform most of the time it hurts people it is trying to help fix, because number one it just puts you farther in debt... is just digging the hole deeper financially. What I mean for instance is say this NSPS this new pay system we are under as a means of reforming the federal government personnel system. We went from GS to NSPS. We put all that time effort and man-hours into that and then after we did it for so long of a time we switch back to the old system. So to me that was a waste of money time and effort and that goes back to your original question of why we have reform. So financially I think that that's what I meant by saying we are going backwards. I think it was unnecessary, a very unnecessary process. And now we're back to the same old way, back to the same thing we started with a waste of money and time so what are we accomplishing reform? Do we accomplish anything to reform? I'm not really sure I don't think we did. I think it's is who's ever in an office at the time, whatever they think I think, they go at their personal views, they take it personal, and I don't think that's good. I don't think they should do that you know what I mean. They should look at it as a business, not so personal but as a business, as a profession.

R: (probing question) Federal employee values?

A federal place, to be honest, sincere, they should be trustworthy and they should come in and put a good days work in. And I can honestly say we go far as federal employees, more beyond that most regular private sector persons where workers do only limited duties. The federal government should be fair in recognizing

good workers. I think this should be more recognition for the work that we do. There is not enough recognition now because when you mix military and civilians together the military has a hard time differentiating between the military and civilians you know what I mean. So, say, colonel and you are a civilian and I have never been in civilian life. Then I think you should be doing the same thing as me even though you are civil servant and I am a military person, and that is totally wrong and part of the problem with the awards and recognition system. So that's why the position descriptions are kind of good because they should follow that more you know. I mean instead of making you go outside of your box when you should not have to. There is a class in the civil service between the military and the civil service because of the traditional values of the military and the values of the civil service and they are not understood by either side. The military is used to working 24 seven and I find myself working additional hours. I don't even get pay for you know, not me because I am over tasked with so much stuff ...in order for me to get caught up I take work home. I take my computer home every night to try to get caught up but it is a losing battle... here where I work in the Army...because they throw so much stuff at you, you can never get caught up. To me I think I should have additional help. I need a backup person. Only going one deep...and if you go one deep in personnel that is going to... really hurt you. That is not running a smart organization that is a bad business practice.

R: (probing question) Private sector versus public sector?

The private sector would hire more people because... they with their focus is... they are geared to be proficient in one thing you know what I mean specialization.

They would hire additional people to do all of those different tasks so. The private sector values of hire more people more and gets the task done, the better value than federal sector of more with less people. I think this is true because that is you are not a master of nothing you know what I mean? You have a little taste of everything but cannot be proficient at one thing and that is not good for the government. I have seen this go on for years. That is part of that reform package of doing more with less. That's also an attitude of the business sector over the federal sector too. I don't agree with that doing more with less because what you going to do is you're going to burn out your workers, civil servants, your people. And this is where I get back to saying that managers do not recognize their people's skills and abilities, because managers are smashing their people so bad at work and on top of it workers do not get recognized for their hard work. When it comes to the private sector values versus the public sector values, I will go with the private sector values because once you start smashing people discussed to affect their health and it just proves that federal sector managers don't care anything about their workers, their people. So in this case private sector values are better for the federal government than public sector values yes I would have to say that. Yes I would have to say that. And plus you know is like you just get tagged with different tasks and if you help someone, somebody else out on something, they ask a question, you know where I work and you answer, then they come back to you again and again and again. They just double task you and that is just no good plus you have the training. The private sector has better training, the private sector is more qualified, and the private sector is more

specialized, they have better specialized... you know what I mean because that is all they're doing and that's all they are focused on. As a government person through the years when you're doing all of these other things that makes it, the worker, I mean as a better well-rounded employee for the government. I think the government people, the government management and government employees should be able to move around more that way they can do different jobs and that makes him a better well-rounded employee in one way.

Q2. What are your values and beliefs as an AFGE labor union member in a federal organization? What are the values, attitudes, and beliefs of the AFGE labor union here in Hawaii?

As far the AFGE, I have an idea of what they do. They protect employee rights and jobs. I don't think I'm that knowledgeable on the AFGE. They don't gouge their members. They are always looking to make sure that the employees don't get abused by managers and supervisors.

Q3. What makes federal government employment special? Why do you work in the federal sector as opposed to the private sector? What are your experiences in the federal sector that explain why you choose to remain in the federal civil service? When considering federal government and reform policies, what is your attitude and beliefs about privatization? What experiences have you had with different types of privatization in your activity?

Back then I'll tell you it was... for the pay. I get better pay. It related more to what I was doing when I was an Army to my profession, to my job skills.

Because I did the same thing in the Army as when I was a civilian. I did the same

exact jobs in the civil services when I was in the military that I related to what I'm doing. So the plain ability to do the same job that I did in the military that I'm doing in the civil service. I'm actually getting paid more for the same job in the civil service and the benefits like the tenure... like once again locked in enough to not worry about losing a job. Like I said I was a contractor and every two years, yet aware about getting a new job, because when the contract is going to expire are you going to have a job or not. And it was more or less more what I was looking for. I was looking for longevity and stability. Because what happens is every two years the contract goes up for renegotiation so, and when they..to the public sector the entire public sector... so anybody can bid for the contract. What happens is they, always the government will always take the lowest bid, so once you get the lowest bid and you just sign back on with that company they're going to take stuff away like your benefits and some of your pay a little pay here to get the winning bid. So it is better to be in the federal sector than being a contractor even though a contractor may make more money than a federal employee. So with that said that maybe I received a week sick leave when company comes in they might take that one week sick leave away or take \$.50 or 50% of your pay away. In other words they can take things from you as a federal contractor and they can take things away from you involuntarily. These are some experiences that make me want to stay in the federal sector. That is what keeps me here in the federal sector. Although I'm not really sure, that is the only thing I do know, the pay and the benefits keeps me here in the federal sector. I don't work weekends or evenings unless I want to. I work a normal schedule.

R: (probing question) federal government works special?

Although people stay in the federal government, it is not really easy to move around. People say yes you can move around, but it is really hard to move around in the federal government. It's a very political game that you have to play.

Sometimes you will not get hired for your qualifications, you will get hired for who you know, back to that all same thing ...spoils system...the good old boys network. The people say that the good old boys network does not exist, that is not true. People say that because of the merit system the good old boys network does not exist. That is not true. I have seen it over and over again. I have seen it all the time and I will make sure nobody is hearing this but here in this unit, I have seen it happen in the other organization I worked in, and now I've seen it happen here too. You have qualified people sitting there, has applied for the job, and he has worked that job being in the military, and knows the job. But he applies for the job but because they knew this other guy they hire the other guys to him. I have seen it happen right here. I was just talking to a guy in this organization about that yesterday. The merit system that is supposed to work is not working or at least not for us employees. This has everything to do with federal merit and hiring. If I like you, you are in. If I don't you're going to have problems that's the way I see it. If you don't like me I am going to have problems in the federal employment system but if you're like me then it is that good old boys network.

Q4. What do you think would prevent you as a federal employee or AFGE labor union member from participating in federal government reform policies? What compels a federal employee or AFGE member to support federal government privatization reform

policies? What has been or is your experience with federal government reform policies such as privatization? What prevents a federal employee or AFGE member from supporting federal government privatization reform policies? What causes a federal employee or AFGE member to support federal government privatization reform policies?

I did work recently with private contractors but it wasn't my choice. It was very uncomfortable because they tasked me, they just gave me this contractor without briefing me. That in giving the scope of the duties of the contractor they didn't tell me why he was going to be helping me and things like that. I knew nothing about this. I just walked in and there was the contractor and the manager told me the contractor works with you now, and they just threw it in without any advance warning. Nothing. I had no idea that they were going to put a contractor in there with me. What happened was I felt very uncomfortable and I kind of shied away from him. I did not really want to tell him anything because nobody informed me if this guy was cleared. Nobody even read me the script or gave me anything like why this guy... Oh just go report to him. As far as having power over the persons such as disciplinary power I did not have any. No. I had no control over this person. Also work with him but you do not have any authority. How does that happen? I have no idea they just tagged me with that task, they being the supervisors and managers.

R:(probing question)Privatization good or bad?

Do I think privatization is good or bad for my organization? Then we go back to what I was talking about which is over tasking the workforce. Now when you over tasks somebody and I'm not letting the guy do what he is supposed to do, and

then you go outsource calling in somebody else in, that is contradictory see what I'm saying. You got good people all right working for you and you over task them with so much work. And then you turn around and say what, well we need more help on the job because you're over tasking the people, and then you outsource it does not make any sense. Do you see what I'm saying? So you end up hiring additional people temporarily when you could have had another person permanently hire a federal employee and have a nice flow of a smooth process. Instead of having choppy data, starting and going, starting and stopping, and going, that is a problem with privatization in the federal sector. Your timing is lagging and your data is lacking. Supervisor...I have a problem because they're over tasked too. Supervisors are forced to say cut the costs involved with hiring people. They are being pushed to cut the cost, which is why this situation exists; privatization exists to help supervisors cut the costs. Because of specialization of private contractors, managers think that privatized specialized private contractors have a smaller cost than federal employees hired full-time. They consider it...managers do, they consider it as a one-time shot deal instead of having to pay the pension, the benefits, the pay stuff, like that I think that is how they look at it. But managers and supervisors are still shooting themselves in the foot. How so? Say for instance that guy will come in and he is going to maintain our database. He's going to come in and engineer our database for six weeks so he comes in and re-engineers our database and who's going to maintain the database he just reengineered? Nobody's trying to maintain except the person with the

private sector, contractor that guy, and so he leaves and then we're back to where we started. It does not make any sense.

R: (probing question) Experience with private contracting?

See it was different for me. I actually enjoyed working as a private federal contractor because we were away from the federal government managers and supervisors. They were in another building and we were out on the test pad and it was all contractors out there in the test pad, so we had probably 40 to 50 people were contractors but we ran the test bed. See what I'm saying and the government was over somewhere else in the building away from us so yes we have free reign to do what we needed to do to get the job done. We did not have a government managers standing around reading over this. We knew what we had to do and we got the job done. Maybe we have a meeting of regarding something that we need to do like on the money saying hey this is what we need to do this is what needs to be done at close of business Friday, another week or two, two weeks early...they say this is what this is...what we got accomplished... the oversight is there.

R: (probing question) For or against privatization?

I'm against privatization. It is a waste of money and one is not necessary and two management does not listen. When management does not listen to what employees are saying, the employees are not a part of the decision-making process, and the managers do not get the subject matter experts as employees and asked them their advice... what you think since you work with this all the time what do you think? Do you think we should do this? Or do you think you can

have this? Can you do this before this guy comes in? You see what I'm saying? It should be where the employees have a say in what's going on, employees should be involved in the decision-making process yes that would make me say I want to get involved with it until we get employees involved. On the other hand it would cause me to be supportive if I actually needed help and I could not handle the task then I was a yeah let's bring in the private person, private contractor in because of the overload of work.

Q5. How does privatization affect your attitude, core values, and beliefs towards the federal government? Are there any aspects of privatization that you can agree with? At this time is there anything more you would like to add to this discussion?

From what I've seen and experienced privatization is a waste in an organization... is a waste of money...a waste of time. You can be training... You could be sending your own employees to training to do these jobs and make sure the qualified you know what I mean. Instead they are bringing in people piece by piece and there you go getting choppy, waters that's what I like to call it choppy waters.

R: (probing question) Attitude toward privatization?

Privatization gives me confusion. It confuses me, it makes me... confused. I'm confused because why don't we just work with what we have, make us more proficient even if it means hiring one or two more the federal government workers hey let's do it. Do you see what I'm saying? Instead of... Because at my level you have a lot of smart people but there's a lot of time people don't share the knowledge you know what I mean and that confuses me. I don't understand why

we just cannot all of us work together to resolve our problems. We have minimal or no directions for project or task and the first thing you have to do for a project is to know the scope before you can have a successful project. So let me give you an example...if I go to my boss and he says employee I need you to find or go do an annual analysis of all of the telephones that we have in our organization and let me know what the cost is each month or something like that. What if he does not know, if he does not give me the scope of how exactly I need to do that and what he wants then my question him as then what after we get all of these analysis of the telephones how are you going to know when we are successful? When you are giving me this task how am I going to know what we are going to be successful if you cannot explain it to me the whole process will be confuse it, will be confusing. You have to sit down and hash out all of the information from the beginning.

R: (probing question) Any part of privatization you could agree with?

Oh yeah, I will go back to where we are talking about what I was saying before that we are over tasked. I would agree with it if we are over tasked and there is a time crunch to where we have to have the deliverables completed at a certain time like this time. Then I could agree with privatization. Any other situation I think it would be better to bring in federal employees, hire them and pay them.

R: (probing question) Add to discussion on attitude, core values, and beliefs?

Yes, I think the higher ups GS 14s and GS 15s, and SES should move around every 2 to 3 years just like the military does, just like the military leaders do in order to make civil service leaders better more well-rounded and understanding of

employees and supervisors. This means they would be able to experience the different environments of people and organizational atmospheres you see what I'm saying. I do not see that managers understand how the people working at tasks that they have to deal with because you have high-ranking people stuck in positions with 10 to 20 years, they will not know how their people or other organizational environments function. They will not be able to feel it. And then moving around makes you a better leader. If the workers see the managers coming around, they would be willing to work with him. If managers do not come around workers will see them as being self-centered. Because managers and workers have different attitudes because I am coming from two different places. Managers do not see workers being overworked but workers see themselves as being overworked and managers don't care. Managers get saturated and when you get saturated in one place and when you're up in that level GS 14 or higher you should experience different organizational values and environments because that will make you a better leader ,well-rounded. See what I'm saying. Was there some things that make me feel uncomfortable at work? Another thing that makes me uncomfortable is when your supervisor gives a tasking, he's demanding a tasking, and then when you question that supervisor he says I'm not going to tell you how you do your job. You say well I'm just asking you for advice and you are tasking me with this job and you are not giving me any direction. This goes back to what we are talking about earlier in our interview again and that is the scope of your duties. Give me the information I need to know the information before we can proceed. This is we talk about when we talk

about values and attitudes in the government sector. The supervisors attitude is get it done with no directions, the employees attitude is give me some directions I need some guidance to stay in the lane. If I don't have any guidance we would go off the lane and go into the ditch. You know what I mean. I don't want to go in the gutter. This happened at the previous organization I was in and it also happens here...federal employment is the attitude among managers. Yet it is an attitude...when you get to so many people, by the time you get information you're not even sure what they want. They just need to be more clear about what they want. And that hurts us because they are shaking their heads to the general or to the colonel who's asking for information but when you ask them , your supervisor, managers, a question about something then they get all huffy and they are not sure about what they want and the communication is not there. And they cannot explain it very clearly because their attitude is a federal government manager attitude. Management believes one thing is occurring and that is one attitude about government and the workers think that the managers don't care because in our listening...and that's another attitude about government workers are doing the work of the government and they believed managers don't care. Workers do th labor of the nation and are seeing things in a different way. And the public and policymakers both are seeing it another different way. The workers are being overworked and not being paid overtime and nobody sees that. And then they're bringing in people that we don't even know as contractors and we had we have to sit down and brief them on what we do because they say now you are part of the team so get to work but you cannot do anything to the team member. The public

doesn't see that but is this wrong. All the public says that employees are lazy why we pay them. I'm glad they are getting a pay cut or pay freeze. Because the public is so frustrated they don't even know what to ask because they don't see the federal government getting off on right foot. Nobody saw the federal government employees the right way to go. The managers are not informing the employees what to do. You get a new guy in he's told you part of the team get to work that's what happened to me I can imagine a job here and nobody told me anything. For a week. Nobody gave me any instructions. Why was that? A lack of communication between the higher ups and the employees. It is attitude values and beliefs that are disconnected between the managers, supervisors, and employees in that when you come to work you should know everything automatically you know what to do. But nobody does. And I did not even have in processing paperwork. I just came in to position and then they sent me to training for three weeks. I came back and I had a budget that I had to turn into the Department of the Army and I wasn't even trained on this. So how do you think I felt? I was about ready to leave my job. I told my boss I said you know what I am about ready to walk off of this job because they never told me what I was supposed to do, they never brought me in the office and said hey here's your objectives, these are the guidelines that you have to follow this is what you're going to be doing nothing, nothing. It was just a trial by error. And I felt so uncomfortable because I'm having to make these major decisions with nothing to help me you know this is budget, this is finance for all communications and I'm like you know what I didn't want to be held responsible for that because I did not

know what was needed and nobody was helping me. So basically I had to do a lot on my own and my attitude was screw this these guys are not helping me. I thought to myself you know what I can do my own business here I can make more money in the private sector as much work as I'm doing for these people. I can have my own business making way more money in the private sector. I stayed because I don't like to quit because it bugs me once I'm giving something to do once you give me something to do I have to complete it. It will bug me until I get it done is like a cloud over you until you get it done. This is my personal values and this is what my professional values are as a federal employee don't quit, to serve the government selfless service. I'm going to give an honest days work for an honest day's pay. I am accountable for what I do, what we talk about, these values... this is the value that we hold ...that I hold of the federal employee, this is what I see myself sure yea.

R: (End of interview) Mahalo for your participation in my research. As previously agreed I will contact you and review your comments with you for accuracy and clarification.

Appendix E

Sample Interview Memo Field Notes: CR05

Descriptive Notes

CR05 is moving back and forth in his chair, and appears to be agitated talking about federal service. CR05 smiles when he talks about private contractors, which means he feels more comfortable discussing his past contracting days. CR05 does not like federal managers by the way he is tapping the desk while he is talking about manager Mr. X and Ms. Y.

CR05 lowers his voice and is talking rapidly about the negative aspects of federal government and the agency he works for. CR05 is constantly twisting a napkin while discussing pay and benefits of federal government. CR05 is looking hard at his thoughts and illustrations of his experiences in federal reform being a waste of time and money.

CR05 has an unhappy look on his face when I asked him about his values as a federal employee. CR05 appears to be very confident in how he describes the poor performance of federal managers and supervisors. CR05's experience is a source of pride because he is tapping the table while explaining his experiences in his present organization, and his past experiences as a federal private contractor.

Reflective Notes

CR05 is very willing to talk with R; no problem for CR05 to sign informed consent form. CR05 did not mind digital audio recorders on the table. The point that CR05 is making is that federal managers are not as skilled in interpersonal communication like private sector managers. CR05 is saying he is having a problem with federal sector bureaucracy.

CR05's point of view is that federal managers are very insubordinate towards obeying merit regulation for hiring candidates and that should not be tolerated. CR05 believes that the private sector is better in dealing with issues than the federal sector. CR05 appears to believe that the federal sector really does not have very good values compared with private sector. CR05 states that federal employees he works with do not believe in or demonstrate solid grasping of government principles.

CR05 believes that he works with very poor performers and people with bad work values. CR05 agrees that privatization would be a good way to fire some of coworkers who are poor performers and have very bad attitudes. CR05 indicates that some employees are skating by; especially supervisors who do not really know how to supervise workers.

Appendix F

Bracketing: Researcher's Background

As discussed previously in Chapter 3, self-awareness of my own bias and subsequent bracketing of feelings and knowledge is essential to eliminating bias from the research process and data analysis procedures. Moustakas (1994), Colaizzi (1978), and Creswell (2007) posed that the researcher is required to constantly reflect on the researcher's own experiences, so that significant biases are properly and effectively identified and managed. In accordance with this requirement of a qualitative phenomenological study, I have detailed my own background and experiences relative to the research population and the phenomenon. My brief background synopsis is described in the following paragraphs.

I am a 53 year old African-American federal employee of the Department of Defense (DoD). I currently serve as a federal civil servant in the Department of the Navy (DoN) on Oahu. I have been employed by the DoN for four years. I am a retired U.S. Army Master Sergeant (MSG) and disabled combat veteran who served in Iraqi Freedom 2003. I retired from active duty service after serving in the Army for 21 years. I moved from the military to being employed in the State of Hawaii civil service. During November, 2006, I transitioned from the State of Hawaii civil service to the DoN to work in a Telecommunication Station in Central Oahu.

My union experience includes my being a member of the Hawaii Government Employees Association (HGEA) which represents state civil service employees, and the Hawaii State Teachers Association (HSTA) which represents public school teachers. I

am currently a dues paying member of the American Federation of Government Employees (AFGE) federal labor union.

I have experience working with private sector contractors while serving in the military, and in state and federal government. I also have experience in being in a state labor union, and a federal labor union. I have extensive experience with downsizing, privatization, outsourcing, and contracting out programs as federal reform policies. My significant experience with privatization and private contractors occurred during combat operations in Iraq while working with private contractors and military units. I worked closely with private contractors in providing intelligence, security, and logistical support to the Combatant Commanders and Forward Observation Base (FOB) Commanders in the days leading up to and during Iraqi Freedom 2003.

Based on my background and my experiences I am familiar with the federal civil service, labor union members, and private contractors due to similar backgrounds, military occupation specialties, service in the same combat theater, and current employment locations.

I chose the topic of this dissertation based on my experiences with private sector contractors in both garrison, on military bases worldwide, and forwardly deployed in the war zone. Observations of the behavior and character of private contractors weighed heavily on my conscious as I progressively gained knowledge regarding privatization of the military.

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ACADEMIC EXPERIENCE

2007-Present	Candidate for Doctor of Philosophy – Public Policy and Administration, Walden University, Minneapolis, Minnesota
1999-2003	Master of Public Administration, Troy University, Troy, Alabama
1975-1986	Bachelor of Arts – Journalism and Mass Communications, Drake University, Des Moines, Iowa

RELEVANT PROFESSIONAL EXPERIENCE

2006-Present	Telecommunications Specialist (full-time) Naval Computer Telecommunications Area Master Station Pacific (NCTAMS PAC) Plans and Programs Office Base Communications Office (BCO); Wahiawa, Hawaii Duties and responsibilities include but are not limited to analyzing user requirements to develop solutions in meeting operational needs; evaluating and recommending budgets, equipment, operating systems, and financial cost effective services; planning,
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procuring, and tracking telecommunication services consisting of voice and data circuits; developing, processing, and managing Telecommunication Service Request (TSR) contracts and shipline movement documents; providing technical assistance and guidance to appropriate personnel and organizations.

1985-2006

U. S. Army (full-time active duty). Retired with rank of Master Sergeant; progressed from Radio Telephone and Telegraph Operator MOS 31C to Telecommunications Operations Chief 25W40. Military service worldwide included service in Germany, India, Indonesia, Iraq, Japan, Malaysia, Peoples Republic of China (PRC), Philippines, Republic of South Korea (ROK), and Singapore. Duties included but were not limited to technical advisor on assigned functions; ensured most effective use of military combat telecommunications resources to meet current, projected and future peacetime and battlefield requirements; supervised installation, operation, and displacement of combat telecommunications systems and units in peacetime Field Training Exercises (FTXs) and combat operations during Operation Iraqi Freedom 2003.

PROFESSIONAL ORGANIZATIONS

American Federation of Government Employees (AFGE)

Veterans of Foreign Wars (VFW)

American Legion Veterans (AMVET)

HONORS AND AWARDS

Bronze Star, Joint Special Operations Task Force North (JSOTF-N), Operation Iraqi Freedom 2003, U.S. Army, December 3, 2003
Meritorious Service Medal, U.S. Army, June 31, 2006

RESEARCH INTERESTS

Private contractors in war zones
Use of mercenaries by the United States
Effects of Iraq and Afghanistan wars on military service members and dependents
Minorities in Special Operation Groups (SOGs)
Street Gangs seeking combat training in the U.S. Armed Forces

REFERENCES

CSM Charles K. Hornbuckle, USA Army, Fort Lewis, Washington
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