

**ORDER**

U.S. DEPARTMENT OF TRANSPORTATION  
FEDERAL AVIATION ADMINISTRATION

3140.20

7/17/02

**SUBJ: FLIGHT STANDARDS SERVICE NATIONAL TRAINING PROGRAM**

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1. **PURPOSE.** This order establishes a national training program for the Flight Standards Service and provides direction regarding the administration and management of the program. This order also establishes the On-The-Job Training (OJT) Guide, Flight Standards On-The-Job Training Policies and Procedures as the official document for OJT.
2. **DISTRIBUTION.** This order is distributed to all Flight Standards employees in Washington headquarters and regions, and all Flight Standards field offices. Distribution is to branch level in Washington headquarters and regional Human Resource Management divisions, and to the Regulatory Standards Division at the Mike Monroney Aeronautical Center.
3. **CANCELLATION.** Order FS 3140.1, Flight Standards Service National Training Program, dated June 12, 1998, and Order 3140.19, On-The-Job Training (OJT) of Aviation Safety Inspectors, dated April 17, 1990, are canceled.
4. **BACKGROUND.** *FAA Personnel Management Directive* of March 22, 1996 provided a new policy framework for personnel management within the Federal Aviation Administration (FAA). This directive authorized the establishment of training and development programs, expenditure of funds, and the authority to enter into agreements with other agencies and non-Government organizations to obtain training.
5. **EXPLANATION OF CHANGES.**

Definitions listed below have been updated to reflect current terminology. Appendix 1 has been updated. Flight Standards order has been replaced with a national order.

**6. DEFINITIONS.**

- a. **Alternative Training.** Alternatives other than classroom courses for developing skills needed by Flight Standards. Examples include on-the-job training, computer-based instruction, web-based training, details and temporary assignments.

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Initiated By: AFS-500

- b. **Instructional Systems Design (ISD).** A systematic approach to training in which all phases of the development process are put together in logical steps. Each phase builds on the preceding one and is used to develop training that is linked to job performance.
  - c. **Job Task Analysis (JTA).** The process of making a complete task inventory of a job which results in accurate and descriptive task statements and other job-specific information.
  - d. **Master Plan for Training.** A strategic planning document that lays out a clear strategic vision of where the Flight Standards training system needs to go and how to get there.
  - e. **On-The-Job Training (OJT).** Structured training conducted at a work site by the supervisor or his/her designee. This type of training provides direct experience in the work environment in which the employee is performing or will be performing on the job.
  - f. **Training Needs Assessment (TNA).** The Flight Standards process for determining training requirements. The Flight Standards TNA Guide provides instructions for Flight Standards supervisors and managers to use in identifying training requirements in accordance with this order. The TNA Guide also includes the training profiles for all Flight Standards aviation safety inspector positions, as well as various other positions.
  - g. **Professional Airways System Specialist (PASS) Agreement.** The labor agreement between PASS and FAA.
  - h. **Four Steps of Training Evaluation**
    - (1) Level 1: Reaction – How well did the trainees like the program.
    - (2) Level 2: Learning – To what extent did the trainees learn the facts, principles and approaches that were included in the classroom training.
    - (3) Level 3: Behavior – To what extent did their job behavior change because of the program.
    - (4) Level 4: Results – What final results were achieved (Reduction in cost, reduction in turnover, improvement in reductions. etc.).
7. **RELATED PUBLICATIONS.** A list of documents and other resources helpful in managing training in Flight Standards found in Appendix 1.
8. **STATUTORY, REGULATORY, AND CONTRACTUAL REQUIREMENTS.**
- a. In 1996, the Department of Transportation (DOT) Appropriations Act directed the FAA to implement a new personnel management system that meets the unique demands of the agency's workforce. In accordance with this direction, the *FAA Personnel Management Directive* of March 22, 1996, provides a new policy framework for personnel management. *Human Resource Personnel Manual (HRPM)* defines responsibilities for the training and development of FAA

- employees and provides general administrative guidance. With the exception of requirements specifically retained, the *FAA Personnel Management Directive* of March 22, 1996, supersedes Title 5, Chapter 41, of the United States Code and antecedent legislation such as the Government Employees Training Act of 1958, and the Federal Workforce Restructuring Act of 1994.
- b. The Civil Rights Act of 1964, as amended by the Equal Employment Opportunity Act of 1972. Section 717(b), requires the establishment of training and education programs. The programs are to be designed to provide maximum opportunity for employees to perform at their highest potential and to be able to advance in their careers.
  - c. Congressional Training Restrictions establish requirements and limitations on the funding of employee training. This law requires, among other things, that training be job related and based on needs assessments, that participants receive advance notice of training content and methods prior to the training, and that end-of-course written evaluations be completed by participants.
  - d. The Administrator and FAA Management Board developed the policy directive, *HRPM*, which shall be incorporated in all FAA lines of business and staff organizations. The Flight Standards Training Division, AFS-500 is the principal organization within the Flight Standards Service for the development and implementation of national Flight Standards training policy.
  - e. The PASS agreement contains various articles related to training of the bargaining unit employees.
9. **FLIGHT STANDARDS TRAINING POLICY.** The Flight Standards Service is committed to the continuing development of a highly skilled and qualified work force through a training and education program. It is the intent that all employees will be fully trained in the essential job tasks, skills, and knowledge needed to accomplish the Flight Standards mission of promoting aviation safety and obtaining industry compliance with safety standards. AFS-500 will provide oversight and management of a single integrated effort to ensure that the training program is systematic and structured to provide for the delivery of a valid and cost effective program. Policies and procedures shall be designed to provide for the maximum flexibility to meet individual, office, and regional needs which are consistent and integrated with the needs of the Service.
10. **SCOPE.** The guidance contained in this order applies to all Flight Standards employees. This guidance applies to all training and personal development that is designed, sponsored, funded, or conducted by the Flight Standards Service. Training and personal development encompass all activities designed to enhance the knowledge, skills, and abilities needed by the FAA work force to accomplish the agency's mission including, but not limited to: classroom, computer-based instruction, correspondence courses, and Internet instruction; on-the-job training, orientation, and coaching; job aids and performance support; and formal education.
11. **ROLES, RESPONSIBILITIES AND ACCOUNTABILITY.** FAA depends upon the talent and dedication of its employees to accomplish its mission. To meet this challenge, employees must recognize and take advantage of opportunities – whether on the job, outside of work, or in formal training – to develop expertise required by changing job requirements.

- a. Employees are responsible for:
  - (1) Actively participating with the supervisor to identify their developmental needs and plan training activities.
  - (2) Attending and actively participating in planned training activities.
  - (3) Completing and maintaining training records and documentation, as required.
  - (4) Providing feedback and evaluation regarding the effectiveness of the training program.
  
- b. Supervisors, District Office Managers, and Branch Managers play a key role in assessing gaps between mission requirements and actual workforce skills, prioritizing training and developmental needs, defining and certifying the accomplishment of learning objectives, and fostering on-the-job development. Supervisors, District Office Managers, and Branch Managers are responsible for:
  - (1) Identifying valid training needs for the office or branch personnel in accordance with established TNA procedures.
  - (2) Ensuring that employee work assignments and schedules allow for sufficient time for employees to fully participate in and complete training requirements.
  - (3) Notifying the division regarding changes in training requirements to specify new training needs not previously identified and to relinquish training resources that no longer apply.
  - (4) Fostering a work environment conducive to the success of the training program.
  - (5) Communicating regularly with employees regarding the status of training requirements and employee progress in meeting requirements.
  - (6) Evaluating the effectiveness of the training program on a continuous basis and providing feedback to the Quality Assurance Branch, AFS-530.
  - (7) Managing and administering OJT to include ensuring that an OJT program is established and maintained in all offices, identifying location-specific tasks for which employees must complete OJT, designating employees qualified to serve as OJT instructors, ensuring OJT instructors receive required training, and ensuring performance of OJT instructors meets acceptable standards.
  
- c. Flight Standards Division Managers, through their regional/headquarters training personnel or other designees or management committees, are responsible for:
  - (1) Approving identified training needs in accordance with TNA.

- (2) Holding office and branch staff managers accountable for ensuring that employee work assignments and schedules allow for sufficient time for employees to fully participate in and complete training requirements.
  - (3) Approving changes in division training requirements in accordance with TNA.
  - (4) Providing for evaluation of the locally arranged and conducted training.
- d. AFS-500 is responsible for:
- (1) Managing, coordinating, and developing technical, management, and general training policy, procedures, plans, programs, and budgets in partnership with Flight Standards headquarters and field activities.
  - (2) Negotiating and overseeing national service agreements or contracts with training vendors, both government and commercial.
  - (3) Overseeing the national training program to ensure the program is meeting objectives.
  - (4) Ensuring that the total Flight Standards training program meets the needs of the organization, is effectively and efficiently managed, and complies with all policy requirements. As such, plays an oversight role in all national training analysis, design, development, and implementation initiatives.
  - (5) Ensuring the appropriate elements are included in job task analysis information and that the job task analysis drives training design, development, and evaluation.
  - (6) Defining and establishing processes to evaluate the effectiveness of national training programs and processes.
  - (7) Periodic review of training courses to ensure that the content of the courses remain current with respect to job tasks, knowledge, skills and performance requirements.
- e. Director, Flight Standards Service, AFS-1, through AFS-500, is accountable for:
- (1) Providing leadership and direction in support of the Flight Standards training management program.
  - (2) Ensuring the development of a highly skilled and qualified work force.
  - (3) Ensuring that budgets submitted by Flight Standards support the requirements of the training program and that resources are provided as necessary for the effective accomplishment of its goals and objectives.
  - (4) Approving a cost effective and efficient training program and its implementation.

- (5) Ensuring the training program is evaluated and improved as necessary to support the mission of Flight Standards.
- (6) Supporting special programs such as Executive Leadership Program, Federal Executive Institute, and Executive Potential Program.

12. **INSTRUCTIONAL SYSTEMS DESIGN (ISD).** In compliance with Congressional Training Restrictions the five-phase ISD process – Analyze, Design, Develop, Implement, and Evaluate will be used. AFS-500 will have oversight responsibility for analysis, design, development, implementation, evaluation, and revision of the Flight Standards training curriculum. AFS-500 must ensure that training is linked to job performance before development of training begins.
13. **TRAINING NEEDS ASSESSMENT (TNA).** Technical, management, and general training needs are identified using the Flight Standards TNA process. The Flight Standards TNA process is a structured process that includes four basic steps: identifying the skill requirements of the office, identifying the skill assets of the office, comparing the assets with the requirements, and exploring alternative training methods as a way of meeting the skill requirements. The Flight Standards TNA Guide documents in detail the Flight Standards TNA process. (See reference for *Flight Standards TNA Guide*; Appendix 1.)
14. **MASTER PLAN FOR TRAINING.** The Master Plan for training identifies the strategic goals for the Flight Standards training program. AFS-500 will manage and coordinate the revision of the Master Plan for Training to ensure that the strategic vision for the Service's training program reflects the current organizational environment and training needs. AFS-500 will ensure that representatives from a variety of Flight Standards organizations are involved in the Revision of the Master Plan, and will present the plan to the Director, Flight Standards Service for approval. (See reference for *Flight Standards Master Plan for Training* and annual *AFS-500 Performance Plan*, Appendix 1.)
15. **SUPERVISORY/MANAGEMENT TRAINING.** Flight Standards will implement a program to ensure that all newly appointed managers and supervisors complete an assessment of their own training needs and develop a personal 12-month learning plan within 30 days of assuming their new positions in accordance with HRPM.
16. **EVALUATION.**
  - a. In compliance with Congressional Training Restrictions and the Government Performance and Results Act of 1993, all training will have, as a minimum, Level 1 and Level 2 evaluations. Training developers are required to establish standards that address:
    - (1) The quality of training activities and delivery systems.
    - (2) Achievement of learning objectives.
    - (3) Impact on performance.
    - (4) Accomplishment of organizational requirements and expectations.

- b. Flight Standards shall establish a system to verify post-training performance and provide objective criteria for waiver of training. Use of Level 3 and Level 4 evaluation tools are encouraged.

17. INTERNET: This order can be accessed on the Internet at <http://www.faa.gov/avr/afs/afs500/500home.htm>



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## APPENDIX 1. REFERENCED RESOURCES

The table below describes documents and other resources that are helpful in managing training in Flight Standards. These resources provide additional information and guidance to assist in implementing this order. As new resources are developed, this appendix will be updated accordingly.

Document Title	Description
<i>Flight Standards Master Plan for Training</i> <a href="http://interweb.faa.gov/avr/afs/afs500/Library.htm">http://interweb.faa.gov/avr/afs/afs500/Library.htm</a>	Describes training projects and training management projects currently for Flight Standards. Updated annually.
<i>Flight Standards Training Needs Assessment (TNA) Guide</i> <a href="http://interweb.faa.gov/avr/afs/afs500/tnaguide.doc">http://interweb.faa.gov/avr/afs/afs500/tnaguide.doc</a>	Describes procedures for identifying training requirements and provides training profiles for Flight Standards positions. Updated periodically as needed.
<i>Professional Airways System Specialist (PASS) Agreement</i> <a href="http://www.faa.gov/ahr/policy/agree/agrees/term/pas-s-fs">http://www.faa.gov/ahr/policy/agree/agrees/term/pas-s-fs</a>	Contains various articles related to the training of bargaining unit employees.
<i>OJT Guide Flight Standards On-the-Job Training Policies and Procedures</i> <a href="http://interweb.faa.gov/avr/afs/afs500/500home.htm">http://interweb.faa.gov/avr/afs/afs500/500home.htm</a>	Provides detailed guidance for OJT Program in Flight Standards. Describes process and tools for planning, delivering, and evaluating OJT program at the field level. Contains validated tasks for new hire Aviation Safety Inspectors (ASIs), and an automated tool for tracking OJT progress.





