

FEDERAL BUREAU OF INVESTIGATION  
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4/11-13/91
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**AGENDA**  
**EXECUTIVES CONFERENCE RETREAT**  
**11/21-23/91**  
**LOEWS ANNAPOLIS HOTEL**  
**POWERHOUSE CONFERENCE CENTER**  
**WINDMILL POINT ROOM - 2ND FLOOR**  
**ANNAPOLIS, MARYLAND**

THURSDAY, 11/21/91

12:00 NOON - 1:30 P.M.	ARRIVAL, CHECK-IN, LUNCH-LOEWS TOPSIDER CONFERENCE ROOM 462
2:00 P.M. - 3:30 P.M.	EMPLOYEE ASSISTANCE PROGRAM (MR. KENNEDY AND STAFF)
3:30 P.M. - 4:00 P.M.	BREAK
4:00 P.M. - 5:30 P.M.	ADMIRAL J. WILLIAM KIME COMMANDANT U.S. COAST GUARD - TOM (ASD)
6:30 P.M. - 7:00 P.M.	HOSPITALITY TIME, O'LEARY'S SEAFOOD RESTAURANT
7:00 P.M. - 8:00 P.M.	DINNER, O'LEARY'S SEAFOOD RESTAURANT
8:00 P.M. -	SPEAKER, <span style="border: 1px solid black; display: inline-block; width: 150px; height: 1.2em; vertical-align: middle;"></span> ORGANIZATIONAL DYNAMICS, INC. (ODI)

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FRIDAY, 11/22/91

7:00 A.M. - 8:00 A.M.	BREAKFAST - LOEWS WINDJAMMER ROOM, LOBBY AREA
8:30 A.M. - 10:00 A.M.	TOM WORKSHOP - ODI STAFF
10:00 A.M. - 10:30 A.M.	BREAK
10:30 A.M. - 12:00 NOON	TOM WORKSHOP - ODI STAFF
12:00 NOON - 1:30 P.M.	LUNCH, TREATY OF PARIS RESTAURANT, MARYLAND INN
1:30 P.M. - 3:30 P.M.	TOM WORKSHOP - ODI STAFF
3:30 P.M. - 4:00 P.M.	BREAK
4:00 P.M. - 5:30 P.M.	TOM WORKSHOP - ODI STAFF
6:30 P.M. - 7:00 P.M.	HOSPITALITY TIME (LOEWS)
7:00 P.M. - 8:00 P.M.	DINNER - LOEWS CORINTHIAN RESTAURANT
8:00 P.M. -	SPEAKER, DAVID T. KEARNS DEPARTMENT OF EDUCATION

SATURDAY, 11/23/91

7:00 A.M. - 8:00 A.M.

BREAKFAST - LOEWS POWERHOUSE  
CONFERENCE CENTER,  
POINT LOOKOUT ROOM -  
3RD FLOOR

8:30 A.M. - 10:30 A.M.

DISCUSSION  
IDENTIFICATION DIVISION ISSUES  
(MR. GREENLEAF)  
INTERDIVISIONAL COORDINATION  
(MR. GREENLEAF)  
FOREIGN POLICE TRAINING  
(MR. GOW AND MR. GUIDO)  
SAC ADVISORY COMMITTEE  
(SAC PETTUS)

10:30 A.M. - 11:00 A.M.

BREAK

11:00 A.M. -

CLOSING COMMENTS:  
DIRECTOR SESSIONS  
DISCUSSION

LUNCH - LOEWS POWERHOUSE  
CONFERENCE CENTER,  
POINT LOOKOUT ROOM -  
3RD FLOOR



EXECUTIVE CONFERENCE RETREAT  
NOVEMBER 21-23, 1991

	<u>CHECK IN</u>	<u>CHECK OUT</u>	<u>ROOM#</u>
Sessions, William S.	11/21/91	11/23/91	
Baker, William M.	11/21/91	11/23/91	
Bayse, William A.	11/21/91	11/23/91	
Brixey, Jay A.	11/21/91	11/23/91	
Bryant, Robert M.	11/21/91	11/23/91	
[REDACTED]	11/20/91	11/23/91	*601
Christensen, G. Norman	11/21/91	11/23/91	
Clarke, Floyd I.	11/21/91	11/23/91	
Collingwood, John E.	11/21/91	11/23/91	
[REDACTED]	11/21/91	11/23/91	
Daniels, Anthony E.	11/21/91	11/23/91	
Davis, Joseph R.	11/21/91	11/23/91	
Flanders, David G.	11/21/91	11/23/91	
Fox, James M.	11/21/91	11/23/91	
Gilbert, Wayne R.	11/21/91	11/23/91	
Gow, W. Douglas	11/21/91	11/23/91	
Greenleaf, James W.	11/21/91	11/23/91	
Guido, John E.	11/21/91	11/23/91	
Harker, Patrick	11/21/91	11/23/91	
[REDACTED]	11/21/91	11/23/91	
Hicks, John W.	11/21/91	11/23/91	
[REDACTED]	11/21/91	11/23/91	
[REDACTED]	11/21/91	11/23/91	
Kennedy, Weldon L.	11/21/91	11/23/91	

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[Redacted]

11/20/91 11/23/91

11/21/91 11/23/91

Pettus, Don K.

11/21/91 11/23/91

Toohey, Delbert C.

11/21/91 11/23/91

[Redacted]

11/21/91 11/23/91

York, Lawrence K.

11/21/91 11/23/91

[Redacted]

11/21/91 11/23/91

11/21/91 11/23/91

11/22/91 11/23/91

11/21/91 11/21/91

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[Redacted]

11/21/91 11/21/91

Kearns, David T.

11/22/91 11/23/91

Kime, Admiral J. William

11/21/91 11/21/91

[Redacted]

11/21/91 11/23/91

[Redacted] (Coast Guard)

11/21/91

[Redacted]

11/21/91 11/23/91

[Redacted]

11/22/91 11/23/91

11/21/91 11/23/91

11/20/91 11/20/91

**DIRECTOR'S DETAIL:**

[Redacted]

11/21/91 11/23/91

11/21/91 11/23/91

COMMAND CENTER -- Room 601

Mr. Donald Stukeley will be in attendance for LUNCH & DINNER (Thursday, 11/21/91); LUNCH and DINNER (Friday, 11/22/91); and LUNCH (Saturday, 11/23/91).

[Redacted] will be attendance for LUNCH (Saturday, 11/23/91).

ATTENDEES

William S. Sessions, Director

Floyd I. Clarke, Deputy Director

James W. Greenleaf, Associate Deputy Director - Administration

W. Douglas Gow, Associate Deputy Director - Investigation

ASSISTANT DIRECTORS

William A. Bayse, Technical Services Division

G. Norman Christensen, Information Management Division

Anthony E. Daniels, Training Division

Joseph R. Davis, Legal Counsel Division

Wayne R. Gilbert, Intelligence Division

John W. Hicks, Laboratory Division

Weldon L. Kennedy, Administrative Services Division

Delbert C. Toohy, Inspection Division

Michael D. Wilson, Deputy Assistant Director,  
Criminal Investigative Division

Lawrence K. York, Identification Division

FIELD REPRESENTATIVES

James M. Fox, Assistant Director In Charge - New York

Robert M. Bryant, Special Agent In Charge - WMFO

Don K. Pettus, Special Agent In Charge - Little Rock

HEADQUARTERS

Jay A. Brixey, Deputy Assistant Director,  
Administrative Services Division

John E. Collingwood, Inspector-In-Charge,  
Congressional Affairs Office

[redacted] Inspector-In-Charge,  
Office of Liaison and International Affairs

[redacted] Inspector-In-Charge,  
Office of Public Affairs

[redacted] EEO Officer,  
Office of Equal Employment Opportunity Affairs

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SPECIAL ASSISTANTS

[Redacted]

Patrick Harker

[Redacted]

Donald E. Stukey  
David G. Flanders

OUTSIDE SPEAKERS

ORGANIZATIONAL DYNAMICS, INC. (ODI)

[Redacted]

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DEPARTMENT OF EDUCATION

David T. Kearns

U.S. COAST GUARD

[Redacted]

EXECUTIVE CONFERENCE RETREAT  
 NOVEMBER 21-23, 1991

<u>11/21/91</u>	<u>Breakfast</u>	<u>Lunch</u>	<u>Dinner</u>
Director Sessions		Yes	Yes
Bayse, William		Yes	Yes
Brixey, Jay		Yes	Yes
Bryant, Robert M.		Yes	Yes
Christensen, G. Norman		Yes	Yes
Clarke, Floyd I.		Yes	Yes
Collingwood, John E.		Yes	Yes
[Redacted]		Yes	Yes
Daniels, Anthony E.		Yes	Yes
Davis, Joseph R.		Yes	Yes
Flanders, David G.		Yes	Yes
Fox, James M.		Yes	Yes
Gilbert, Wayne R.		Yes	Yes
Gow, W. Douglas		Yes	Yes
Greenleaf, James W.		Yes	Yes
[Redacted]		Yes	Yes
Harker, Patrick		Yes	Yes
[Redacted]		Yes	Yes
Hicks, John W.		Yes	Yes
[Redacted]		Yes	Yes
[Redacted]		Yes	Yes
Kennedy, Weldon L.		Yes	Yes
[Redacted]		Yes	Yes
[Redacted]		Yes	Yes
Pettus, Don K.		Yes	Yes
Toohey, Delbert C.		Yes	Yes
[Redacted]		Yes	Yes
Wilson, Michael		Yes	Yes
[Redacted]			Yes
[Redacted]			Yes
[Redacted]			Yes
[Redacted]			Yes
[Redacted]			Yes
[Redacted]			Yes
[Redacted]			Yes
[Redacted]			Yes
[Redacted]			Yes
Stukey, Donald		Yes	Yes
Baker, William		Yes	Yes

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TOTALS: BREAKFAST -- 64  
 LUNCH -- 95  
 DINNER -- 74

11/22/91

Director Sessions	Yes	Yes	Yes (2)
Bayse, William A.	Yes	Yes	Yes
Brixey, Jay	Yes	Yes	Yes
Bryant, Robert M.	Yes	Yes	Yes
Christensen, G. Norman	Yes	Yes	Yes
Clarke, Floyd I.	Yes	Yes	Yes
Collingwood, John E.	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
Daniels, Anthony E.	Yes	Yes	Yes
Davis, Joseph R.	Yes	Yes	Yes
Flanders, David G.	Yes	Yes	Yes
Fox, James M.	Yes	Yes	Yes
Gilbert, Wayne R.	Yes	Yes	Yes
Gillham, Bobby			Yes
Gow, W. Douglas	Yes	Yes	Yes
Greenleaf, James W.	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
Harker, Patrick	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
Hicks, John W.	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
Kennedy, Weldon L.	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
Pettus, Don K.	Yes	Yes	Yes
Toohey, Delbert C.	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
York, Lawrence K.	Yes	Yes	Yes
Wilson, Michael	Yes	Yes	Yes
Kearns, David T.			Yes (2)
[REDACTED]	Yes	Yes	
[REDACTED]	Yes	Yes	Yes
[REDACTED]	Yes	Yes	Yes
Stukey, Donald		Yes	Yes
Baker, William			Yes

11/23/91

Director Sessions	Yes (2)	Yes (2)
Bayse, William A.	Yes	Yes
Brixey, Jay	Yes	Yes
Bryant, Robert M.	Yes	Yes
Christensen, G. Norman	Yes	Yes
Clarke, Floyd I.	Yes	Yes
Collingwood, John E.	Yes	Yes
[REDACTED]	Yes	Yes
Daniels, Anthony E.	Yes	Yes
Davis, Joseph R.	Yes	Yes
Flanders, David G.	Yes	Yes
Fox, James M.	Yes	Yes
Gilbert, Wayne R.	Yes	Yes
Gow, W. Douglas	Yes	Yes
Greenleaf, James W.	Yes	Yes
[REDACTED]	Yes	Yes
Harker, Patrick	Yes	Yes
[REDACTED]	Yes	Yes
Hicks, John W.	Yes	Yes
[REDACTED]	Yes	Yes
[REDACTED]	Yes	Yes
Kennedy, Weldon L.	Yes	Yes
[REDACTED]	Yes	Yes
[REDACTED]	Yes	Yes
Pettus, Don K.	Yes	Yes
Toohey, Delbert C.	Yes	Yes
[REDACTED]	Yes	Yes
York, Lawrence K.	Yes	Yes
Wilson, Michael	Yes	Yes
Kearns, David T.	Yes (2)	Yes
Stukey, Donald		Yes
[REDACTED]		Yes

EXECUTIVES CONFERENCE RETREAT

Loews Annapolis Hotel  
126 West Street  
Annapolis, Maryland 21401  
11/21-23/91

**DIRECTIONS:**

ROUTE 50 East to Annapolis (approx 25 miles)  
Annapolis exit is marked [70] ROWE BLVD (south) approx 1.3 mi.  
Remain in the right lane on ROWE BLVD. and you will turn onto  
CALVERT STREET; proceed on Calvert St. approx 3 blocks and it  
will run into WEST STREET; turn right onto WEST STREET for one  
block, on your right is LOEWS ANNAPOLIS HOTEL, 126 WEST STREET  
ANNAPOLIS.

**CONTACT POINTS:**

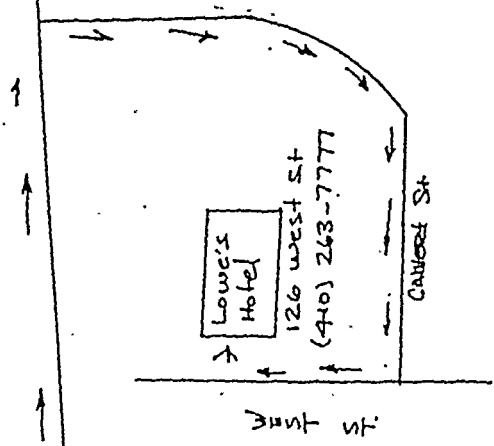
Commercial Number: (410) 263-7777  
Command Center: (301) 263-8571  
(301) 263-8551  
Fax Number: (301) 263-8845

**DRESS:**

Thursday, 11/21/91, afternoon & evening: Business  
Friday, 11/22/91, morning & afternoon: Casual  
evening: Business  
Saturday, 11/23/91: Casual



70  
ROWE  
BLVD.  
(Court)



Route 50 East → Annapolis 25 mi →

Route 50 East

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1988

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1995

THURSDAY 11/21/91 DINNER

O'Leary's Seafood Restaurant  
310 Third Street  
Eastport  
Annapolis, MD 21403  
(301) 263-0884

CUP OF SOUP

choice of tomato crab bisque or New England clam chowder

HOUSE SALAD (fresh bread included)

choice of honey-mustard vinaigrette or blue cheese dressing

ENTREE

choice of:

MESQUITE GRILLED NEW YORK STRIP

SAUTEED CRAB CAKES

MESQUITE GRILLED CHICKEN AU POIVRE

with green peppercorn and dijon cream sauce

FRESH FISH

prepared grilled, baked, sauteed, poached or  
blackened

yellow fin tuna

swordfish

Atlantic salmon

SIDE DISH

choice of sauteed new potatoes, rice pilaf, or French fries

DESSERT

choice of pumpkin cheesecake, lemon mousse, chocolate mousse  
or fresh berries

BEVERAGES

all softdrinks, coffee, and tea included

all others cash bar only

FRIDAY, 11/22/91, LUNCH

Treaty of Paris Restaurant  
Maryland Inn  
16 Church Circle  
Annapolis, MD.

TROPICAL SUPREME

Quartered Pineapple, stuffed with Chicken & Shrimp salads  
garnished with tomatoes, cucumbers, hard boiled eggs  
& black olives

French Rolls and Butter

Dessert

Coffee, Tea, Decaffeinated Coffee or Iced Tea

EXECUTIVES CONFERENCE RETREAT  
LOEWS ANNAPOLIS HOTEL  
ANNAPOLIS, MARYLAND  
11/21-23/91

EMPLOYEE ASSISTANCE PROGRAM (EAP) - COMMENTS BY  
ASSISTANT DIRECTOR WELDON L. KENNEDY AND HIS STAFF

Assistant Director Kennedy gave an overview of the Health Care Programs Unit and introduced his staff which made the following presentations.

Assistant Section Chief Faustino Pino, Jr. gave an overview of the Health Care Programs Unit. He described the Health Services Program as providing emergency held to our employees. He noted that there were 15,000 walk-ins to the FBI clinics last year. There were 1,100 flu shots administered at Headquarters and 2,000 flu shots in the Field. There were 14,000 physical examinations administered at FBIHQ as well as a wide variety of health services.

Mr. Pino advised that the purpose of the Drug Deterrence Program (DDP) is to ensure that the FBI is in line with the law. The DDP conducts urine tests for applicants, Special Agents, employees where there is reasonable suspicion and under voluntary and random sampling circumstances. There were 6,800 urine tests administered last year with 19 positive hits.

They also administer the Fitness for Duty Program. This includes the FIT tests. They also review annual physicals and limited duty matters.

The EAP was established to provide counseling assistance for employees with alcohol problems, drug problems and emotional difficulties. The numbers in the latter category are growing.

[redacted] provided information concerning some cases in their unit. She also provided information concerning the Bureau's involvement in CPR, the AIDS program, the DDP, and the Fitness for Duty Program. She furnished some background information concerning psychiatric fitness for duty examinations. She stated that many of them are stress related. It is ASD's hope to develop some courses relating to stress.

b6  
b7c

[redacted] EAP Administrator/Coordinator, furnished information concerning the EAP. She described it as a short term counseling resource after which the employee will be referred to professional help if needed. She emphasized that employees don't and can't leave "outside" stresses outside the workplace. The FBI must recognize this fact.

b6  
b7C

She stated that confidentiality is critical to the EAP. She provided a copy of the EAP's statement of confidentiality which is attached. [redacted] stated, however, that there are four areas where the EAP coordinators cannot ensure confidentiality to an employee: (1) where the safety of the employee is involved; (2) where there is a threat to others; (3) where there is a threat to national security; (4) where the employee might be an abuser of a child. In these instances, the EAP coordinator has a duty to take action to warn management or other appropriate personnel.

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b7C

She noted that during the last year there were approximately 1,600 referrals to EAP coordinators throughout the FBI. These can come as self referrals, the employees can be "dragged" in by management or it can be as a management referral so long as the supervisor maintains the appropriate confidentiality.

There are 97 EAP coordinators throughout the FBI. She emphasized that it is imperative that they not let the employees tell management what they can and cannot do. Management is still in control of the situation but must document the employee's behavior. She stressed that the purpose of the EAP is to change from being merely an intervention activity to a prevention activity.

She described the Field Office coordinators as people who "care" - they have loyalty to both the employees and the FBI. [redacted] furnished copies of a booklet captioned, "Employee Assistance Program (EAP) Supervisory Assistance Handbook," and a brochure captioned "EAP - A Confidential Resource." Copies of these are attached.

b6  
b7C

[redacted] stressed that it is imperative that FBI management become involved in the EAP in order that we may benefit both our employees and the FBI as a whole.

b6  
b7C

Special Agent [redacted] Chicago Division EAP coordinator, furnished some comments. He noted that our "people" do have problems. He uses every resource available to help them. Some common categories of problems are depression, drugs, alcoholism, financial, cancer, and death, just to mention a few.

b6  
b7C

SA [ ] noted that the Chicago Division management staff has been extremely supportive of him and the EAP. He has been provided with an off-site location which is imperative in ensuring the confidentiality of the employees. This is a full-time assignment for SA [ ]. He does everything he can to explain the program to the entire office. He stated that it is imperative that Field Office management support the EAP coordinator and the employees in order to assist those employees in need.

b6  
b7c

Following ASD's presentation a question was asked as to how an SAC can show support for the EAP. The ASD representatives responded that it is necessary to pick the right person for the coordinator in the Field Office, a person who cares about people. Then let that individual "run" with the program and have him discuss matters with the SAC as necessary.

Mr. Greenleaf asked whether there was a drug problem in the Bureau. The response was that in connection with drugs this is not as much of a problem as it might be. It is believed that the Drug Deterrence Program helps in this regard. Alcohol, however, is "really bad in the FBI." It was pointed out that it has been so acceptable in the past, it is difficult now to overcome it. Abused prescription drugs is also a problem. There have been five or six cases of prescription drug abuse this year. ASD blames the doctors for this to a degree.

Assistant Director Wayne Gilbert noted that in connection with several incidents in the Philadelphia Division, it became necessary for them to develop and provide "AIDS kits" for their Agents. He suggested that FBIHQ look into furnishing these to the Field. He also pointed out that appropriate action should be taken for testing for the HIV virus should that become a question in connection with incidents involving FBI employees dealing with subjects of cases, etc.

(Reported in the first person although not an exact transcription).



[REDACTED] **M.A., C.P.C., C.A.C.**

Employee Assistance Program Coordinator

Tenth & Pennsylvania Ave., NW  
Washington, DC 20535

Recorder (202) 324-2898  
(202) 324-5244

b6

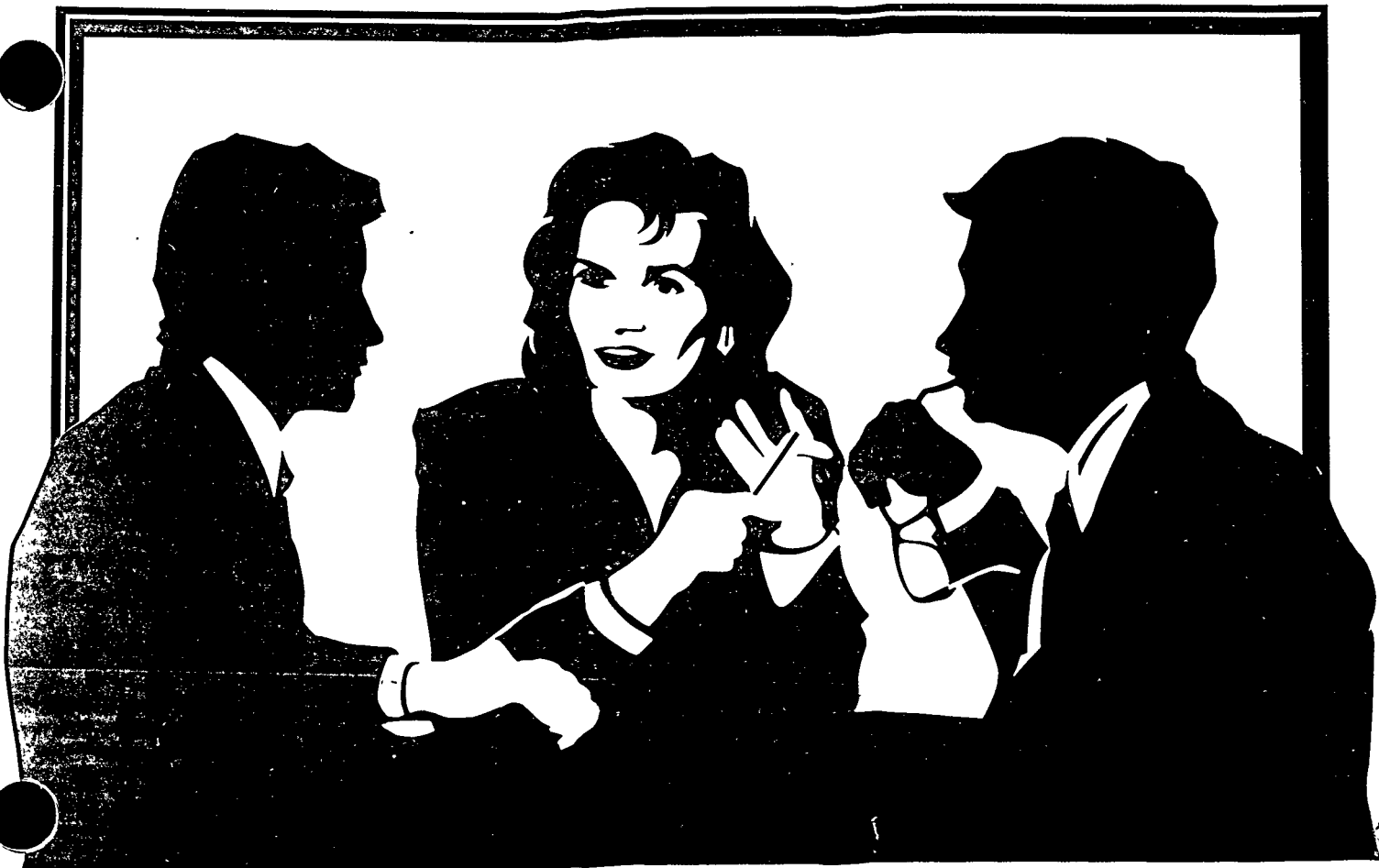
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U.S. Department of Justice  
Federal Bureau of Investigation

# Employee Assistance Program (EAP)

## Supervisory Assistance Handbook





**EAP COORDINATOR**

[REDACTED]  
**HQ COUNSELOR**

[REDACTED]  
Ext: 2898

Divisional EAP Counselor

Ext. \_\_\_\_\_

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AN EXAMPLE OF JOB  
PERFORMANCE DOCUMENTATION BY SUPERVISOR

Female, Aged 35, "Bess"  
Administration Secretary-8 years with the Bureau

---

8/7/84	(Monday)	Sick day, flu
8/8/84	(Tuesday)	Left work early, doctor's appointment
8/11/84	(Friday)	Late, overslept
8/16/84	(Wednes.)	Argument with co-worker about poorly written report
8/18/84	(Friday)	2 1/2-hour lunch break
8/21/84	(Monday)	35 min. late for work-car trouble
8/21/84	(Monday)	1 1/2 hours unaccounted for
8/24/84	(Thurs.)	1 hour late for work-minor traffic accident
8/29/84	(Tuesday)	40 minutes late-supervisor reprimand
9/25/84	(Monday)	Called in sick
9/26/84	(Tuesday)	Called in sick
9/27/84	(Wednes.)	Came in 3 hours late-doctor's appointment
10/4/84	(Wednes.)	Missed deadline on important project-supervisor's reprimand
10/6/84	(Friday)	Absent from work-did not call in
10/10/84	(Tuesday)	2 1/2 hrs. unaccounted for from work
10/11/84	(Wednes.)	2-hour lunch break
10/12/84	(Thurs.)	Argument with messenger from mail department
10/16/84	(Monday)	25 minutes late-car trouble
10/17/84	(Tuesday)	Called in sick-accident at home
10/18/84	(Wednes.)	Called in sick-still feeling "woozy"
10/19/84	(Thurs.)	Left work 1 1/2 hrs. early-not feeling well
10/31/84	(Tuesday)	Missed deadline-"had to take care of personal business"
11/13/84	(Monday)	3-hour lunch break
11/14/84	(Tuesday)	1 1/2 hours late
11/16/84	(Thurs.)	Missed supervisory session-said she had "other important business to attend to"
11/17/84	(Friday)	Supervisor reprimand

on \_\_\_\_\_.

I am taking the steps that I have outlined in this memorandum as a result of a conversation I had with \_\_\_\_\_. I will be observing your performance and will reevaluate it in \_\_\_\_\_ days. Your decision to accept or reject assistance from the EAP will be important to me in my reevaluation. I believe that by taking advantage of the counseling services you will be helping both of us.

\_\_\_\_\_  
(Signature of employee  
acknowledging receipt of memo)

\_\_\_\_\_  
(Date)

cc: \_\_\_\_\_

\*\* Discussion of specific problem areas.

FEDERAL BUREAU OF INVESTIGATION EMPLOYEE ASSISTANCE PROGRAM

SUPERVISOR'S HANDBOOK

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## SECTION I: INTRODUCTION

The purpose of The Federal Bureau of Investigation-Employee Assistance Program (FBI-EAP) is to assist and retain valuable employees. In recent years, business and industry executives have become increasingly aware of the impact of employee problems within the workplace. High absenteeism, accidents, disruptive behavior and poor production are just a few of the ways that personal problems show up in the workplace. Prompt and positive treatment of these problems, which may be caused by drug and/or alcohol abuse, family/marital difficulties, or mental health issues, can help a troubled employee return to his or her high level of productivity.

Hopefully, a troubled employee will seek help on his or her own. However, sometimes the stigma of seeking help, or the need to deny the problem or simply not knowing where to turn prevents an employee from seeking needed help. It is in these situations that direction in seeking help may save an employee's job, or even his/her life. Such direction, however, needs to be done in the correct manner if it is to have the desired effect.

When an employee experiences a decline in his/her work performance, it is appropriate for you, as supervisor, to encourage that person to seek help. It is the employee's decision whether or not to seek this help, but you, as a supervisor, play an important role in guiding him/her toward this decision. Encouragement from a supervisor to seek help often has greater impact on an employee than encouragement from a friend or family member.

It is important to remember that the reason for you to refer an employee to the FBI-EAP is job performance. It is not necessary, nor is it advisable, for you to attempt to diagnose the problem. Your main task is making sure the job gets done. The task for your employee is doing his/her job. If job performance is suffering, you can offer help to your employee in a positive way that increases the chances that it will be accepted. You cannot, however, demand that he/she seek the help. The same job performance problem that prompts your referral may also justify taking disciplinary action if the job performance does not improve. Referral to the FBI-EAP does not justify continued poor performance. The Bureau has policies and procedures for dealing with these situations.

Contained within this booklet is information on why, when, and how to refer an employee to the FBI-EAP. It also contains information on what you should expect both from the program and the employee once a referral is made. If you have any questions, please feel free to call the FBI-EAP office for assistance.

SECTION II: QUESTIONS AND ANSWERS ABOUT THE FEDERAL BUREAU OF  
INVESTIGATION-EMPLOYEE ASSISTANCE PROGRAM

Q. WHAT IS THE FBI-EAP?

A. The FBI-EAP is a short-term, goal-directed counseling, referral and follow-up service offered to employees and their families who want assistance with stress caused by life changes or other problems.

Q. WHO CAN USE THE FBI-EAP?

A. Full-time and part-time employees and family members.

Q. WHAT IS THE COST OF THE FBI-EAP?

A. There is no charge to the employee or members of his or her household for the use of the FBI-EAP. If an employee is referred for additional services outside of the FBI-EAP, the employee is responsible for those charges not covered by his or her insurance.

Q. WHEN CAN YOU USE THE FBI-EAP?

A. FBI-EAP is available when you need it. For convenience, appointments should be arranged.

Q. IS THE FBI-EAP CONFIDENTIAL?

A. YES! The Bureau is not interested in becoming involved in the personal lives of the employees. The Bureau wants employees to receive any help they might need to maintain satisfactory job performance and reduce their stress.

Q. HOW CAN IT HELP ME AS A SUPERVISOR?

A. It can help by providing an alternative to tolerating or firing an employee whose work is not acceptable. FBI-EAP helps the employee with the problems, while focusing on improving or restoring job performance.

Q. HOW CAN I ENCOURAGE MY WORKERS TO USE THE FBI-EAP?

A. This handbook describes the process in detail.

Q. WHOM DO I CALL WITH QUESTIONS?

A. Call the FBI-EAP office at the extension on the backcover of this handbook.

The FBI-EAP is available to assist you. It is a "confidential resource for the difficult times in your and your employee's lives."

Concerns addressed include substance abuse (alcohol and other drugs), emotional problems, family problems, and financial difficulties, to name a few. Assistance is provided in identifying the problem, resolving the issues of concern, and assisting the employee in improving his/her job and personal obligations.

The FBI-EAP is your program. Please use it as you need it. It can benefit you as the valued supervisor, the valued employee, and the FBI.

SAMPLE MEMORANDUM

(Supervisor detaching self from involvement in employee's personal problems)

From:

Date:

To:

Subject: Referral to Employee Assistance Program

The purpose of this memo is to express my personal concern for your welfare, and to point out significant deficiencies in your work performance in the (section, branch, etc.) which I feel indicate a need for professional counseling. This memorandum does not constitute disciplinary, nor will it become a part of your Official Personnel Folder.

You have been under my direct supervision now for over \_\_\_\_\_ years. During this period you have told me about personal problems which have had serious consequences on your job performance. Even before your accident last \_\_\_\_\_, these problems caused you to consistently exhaust your sick and annual leave almost as soon as you earned it. For an employee of the Federal Government with close to 10 years of service, your leave balances are extremely low, and they were so even prior to your accident.

Compounding this problem of excessive leave usage is the unpredictability of your absences. Your periods of dependability alternate with periods of complete unreliability. As a result we have had to make accommodations for you in assignments, and have had to plan for your possible absences in scheduling the work.

Further, I cannot depend on the quality of the work you do accomplish. Due to the fact that you frequently fail to follow instructions, it has become necessary to check everything you do.

We have discussed your problem over time and I am concerned about the welfare. I feel, however, that my personal involvement at this point is actually a disservice to you. I am strongly recommending that you seek assistance through the Employee Assistance Program. You should be aware that your use of this counseling service will be kept completely confidential. No information can be released to me or anyone else without your written consent. \_\_\_\_\_, a counselor in the Employee Assistance Program has made an appointment date available for you on \_\_\_\_\_ for an initial consultation with her. It will be your responsibility to notify her whether or not you will keep the appointment. She \_\_\_\_\_, may be reached



### SECTION III: TYPES OF REFERRALS

There are two ways an employee can access the Federal Bureau of Investigation-Employee Assistance Program.

#### (1) SELF REFERRAL

The Bureau encourages persons who suspect they have a problem even an early-stage problem--to seek help voluntarily. Employees may contact the FBI-EAP by calling the FBI-EAP Counselor to arrange an appointment. Employees who seek this assistance are to be referred immediately and without further questioning!

#### (2) SUPERVISOR/MANAGERIAL REFERRALS

SUPERVISORY/MANAGERIAL referrals are the key to a successful, ongoing program. The FBI-EAP is available as a resource to supervisors whenever questions arise regarding the appropriateness of a referral. Referring troubled employees based on unsatisfactory job performance eliminates the need for supervisors to be involved with diagnosis of or counseling employees on personal or medical matters.

Professional services will be available to help the employee resolve or cope effectively with his or her problem so that health and a satisfactory job performance record may be restored. Management will be informed only of employees cooperation with the FBI-EAP.

#### SECTION IV: JOB-PERFORMANCE PROBLEMS

Changes in work behavior, which may be indicators of an outside problem, are reasons for referral, for example:

- . frequent short absences
- . tardiness
- . unexplained disappearances from work station
- . reduced quality/quantity of work
- . erratic work performance
- . missed deadlines
- . complaints from other offices
- . complaints from fellow workers
- . errors due to inattention or poor judgment
- . repeated minor accidents on or off the job
- . inability to concentrate
- . irritability
- . overreaction to criticism
- . complaints of not feeling well
- . undependable statements
- . deteriorating appearance
- . outside forces (i.e., family and financial garnishments) begin to interfere with work time
- . hospitalized more than should be expected
- . changes in personality pattern
- . excessive arguing
- . depressive behavior, neglect in personal appearance, extremely negative behavior, lack of energy and low-work production

The above listing is only intended as a guide. The indicators on the list are most reliably applied to employees who have been good performers in the past but who have had a recent decline in performance.

Anyone who has supervised for any length of time has run into the "problem employee." This employee, no matter what you do or say, does not get things done, arrives late, leaves early, is generally negative or nonproductive, or is just a real pain! Often, supervisors have no real training in how to handle this type of employee, and no place to turn for help. Usually, this employee is tolerated or fired. The supervisor faced with mounting frustration, may impose strict rules that are difficult to enforce, or try to simply tolerate the problem. Unfortunately, tolerance and waiting it out or imposing strict rules do not always work.

SECTION IX: FEDERAL BUREAU OF INVESTIGATION EMPLOYEE ASSISTANCE  
HELPS MANAGEMENT

You as a supervisor will find that an assistance program can help you in many different situations. The following lists just a few ways in which the FBI-EAP will prove helpful.

FBI-EAP HELPS MANAGEMENT BY:

1. Providing a place to turn for confidential assistance.
2. Addressing the employee's problem--leaving you free to supervise.
3. Offering you help and guidance with handling the employee in the most productive way--regardless of whether the employee seeks help or not.
4. Being available for you, the supervisor, to discuss the problem even if you are not sure there is a problem.
5. Providing a way to address the problem early.
6. Providing a way to handle problems effectively and clearly, so as to avoid possible legal issues.
7. Helping you retain and maintain a valued employee.

SECTION X: DO'S AND DON'TS

DO.....

- .....seek the advise of a FBI-EAP counselor if you wish help in planning an employee interview.
- .....point out that the FBI-EAP is available to any employee who wants to resolve a personal problem that may be affecting job performance or attendance.
- .....emphasize that all aspects of the FBI-EAP are COMPLETELY CONFIDENTIAL.
- .....tell the employee--"My problem is with your performance."
- .....maintain control of the conversation, have your prepared documentation in front of you--stick to the facts.
- .....set deadlines for specific measurable change.

DON'T.....

- .....discuss drinking or drug abuse unless it occurs on the job. The employee reporting to work who appears to be under the effects of alcohol or drugs may be told that he/she is in an unfit condition to work.
- .....moralize. Restrict comments to job performance and attendance.
- .....be misled by the employee's sympathy-evoking tactics.
- .....cover up for a friend. Misguided kindness can lead to serious delay in the person receiving help.
- .....make meaningless threats about disciplinary action.
- .....discuss the employee's problem with anyone except the appropriate persons.

## SECTION V: SOME WAYS OF NOT HANDLING PROBLEMS

### AVOIDANCE

Avoidance is often the most detrimental way of dealing with a problem. Things left to themselves only get worse. Not confronting the employee who is causing the problem creates a feeling of approval and/or invisibility. The employee may feel that as long as the supervisor says nothing, it must be alright, or maybe he or she does not really see me doing anything wrong, otherwise he/she would have said something. Either way, this type of reaction (or nonreaction) only serves to encourage the employee that if it is OK to be five minutes late, then five more minutes should not make any difference. This lack of action also sends a message to other employees who may view this as approval. For you as supervisor, avoiding the problem may cause feelings of anger and helplessness as you may feel unable to confront it.

### RATIONALIZING

Rationalizing is a process of explaining away uncomfortable feelings. When we rationalize, we attempt to give a reason that reduces the level of discomfort. This makes us feel better, but only temporarily. Explaining away the problem does not make the problem go away---it just moves it aside, where it continues to grow! Worse, when you start making excuses to yourself for an employee's poor performance, you take away responsibility from the employee. Though this may make you feel better for a short while, it will not last long, as the problem is sure to be repeated.

### CHEWING OUT

Many supervisors feel that all the employee needs is a "good chewing out." The problem with this method is, while it helps you let off steam, it almost never helps the situation. Employees may see this form of confrontation as coming "out of the blue," or they may see you as being angry, irrational and unreasonable. The focus of this type of confrontation becomes your anger, and not the employee's problem. No one likes to be chewed out, no matter how justified you, as supervisor, feel. This type of behavior only causes resentments.

## TALK ABOUT IT, COVER IT UP AND GET ANGRY

When an employee's work is less than satisfactory, some supervisors try to find the reason behind the behavior. If it is a personal problem, the supervisor may feel they should help. This help might include counseling, making excuses, covering up, or even shifting the work load (which while making the troubled employee's load easier makes someone else's harder). These solutions may appear noble but they do not help the employee see that doing the job is his/her responsibility. For you, the supervisor, personal knowledge of your employee's problem is not always good. Your feelings may range from sympathy over the problem, to anger at the employee for not getting the job done.

### SYMPATHY---ANGER

Ultimately, handling a problem in this way prevents effective supervision.

## OTHER WAYS

Several other ways of not handling a problem include:

- A. Complaining to others.
- B. Continuing to counsel the employee, becoming more and more involved.
- C. Sending him/her out for additional training so you do not have to deal with the person.
- D. Setting the employee up to be fired.
- E. Promoting or demoting the employee.
- F. Avoiding communications.
- G. Refusing to give a raise until the problem is cleared up.

All of the above ways put pressure on you, the supervisor, and not fully on the employee. The real problem is not being faced, it is being worked around. By using the FBI-EAP the problem can be addressed and handled in a prompt and professional manner.

## 6. EXTENDED LEAVE FOR TREATMENT

In some instances, in cases of either self or supervisory referral, it may be necessary for the employee to have extended leave for treatment. In these cases the FBI-EAP counselor will work closely with the employee, supervisor and treatment program. With written authorization by the employee, the counselor will monitor the progress of the employee in the treatment program. With the consent of the employee, a written or verbal report will be given to the supervisor describing the employee's progress. Prior to the employee's discharge from the treatment program it is suggested that a back-to-work conference be scheduled at the treatment facility. This conference should include the employee, the FBI-EAP counselor, the treatment counselor and the employee's supervisor. At this time, the supervisor and employee will have an opportunity to discuss and agree upon performance expectations for the employee, as well as, an anticipated date of return to the worksite. The treatment counselor can share with the supervisor the treatment recommendations for the employee. Quarterly follow-up will be provided with the employee and supervisor unless more frequent follow-ups are necessary.

## SECTION VIII: COUNSELING/DISCIPLINE RELATIONSHIPS

### 1. THE COUNSELING PROCESS

- A. It is up to the employee to establish contact with the FBI-EAP. If the employee should elect to utilize the FBI-EAP, the employee may be scheduled for brief appointments during working hours.
- B. The FBI-EAP counselor will meet with the employee as soon as possible. At the end of the first interview, the counselor will ask the employee to sign a written consent form, allowing the counselor to contact the supervisor. The only information that can be given to the supervisor is whether or not the employee is cooperating with the program. Other information will be limited to what the employee consents to be disclosed to the supervisor.
- C. After an employee has begun participation in the FBI-EAP, it is the responsibility of the EAP counselor to provide whatever support is necessary to the employee in order to maintain involvement in an appropriate treatment plan.

## 2. THE DISCIPLINARY PROCESS

- A. The employee may elect not to utilize the FBI-EAP. The program is voluntary and should performance continue to be substandard, it is essential for the supervisor to follow the Bureau's policies and procedures for dealing with the situation. Personnel staff can provide consultation to the supervisor regarding appropriate disciplinary measures.
- B. Although the FBI-EAP is not part of the disciplinary process, it is always appropriate, regardless of the stage of the disciplinary process, to again encourage the employee to contact the FBI-EAP. While this should not alter the disciplinary process, additional encouragement to use the program could be helpful.
- C. It is the responsibility of the supervisor to continue to monitor job performance. This includes, of course, continuing to document instances of performance deficiency.
- D. The fact that the employee is participating in the FBI-EAP will not automatically mean that the employee will be free from job performance difficulty in the future. Many employees with personal problems are prone to relapse. If this occurs, it does not imply that efforts made by the supervisor, the employee, and the FBI-EAP counselor, were not effective. Although the counselor cannot reveal specifics of the employee's personal problem, or the employee's treatment, without the employee's consent, the counselor can recommend a course of action to the supervisor. Such a course of action may include talking with the employee again to remind the employee of performance goals and of particular consequences should those goals not be met. Such a course of action could also provide consultation in such situations.



## SECTION VI: PROCEDURES FOR SUPERVISORY REFERRALS

Equally important to knowing how the FBI-EAP works, is knowing how and when to refer an employee to the program.

### 1. RECOGNITION

Be aware of changes in the work, behavior, performance and productivity of all personnel you supervise. When an employee whose job performance had been satisfactory, shows an extended or progressive change in performance, productivity or attendance, you should be alert to the possibility of a personal problem. Consider this as a possibility from the beginning.

### 2. DOCUMENTATION

DOCUMENT THE OCCURRENCE OF PERFORMANCE DEFICIENCIES. The purpose of documentation is to give clear and objective evidence to support your case. The documentation should be limited to the facts, be specific and include dates.

For example, Jane Smith produces 500 name-cards per day, approximately 60 over the quota, then suddenly she begins to produce 400, documentation would include how many she produced each day and on which days her production was less than the quota. When you, as her supervisor, sit down to discuss her performance you will need this data. It will help to keep both you and the employee focused on job performance and will provide the baseline for documenting improvement and follow-up. Other examples include:

#### A. CHANGES IN JOB PERFORMANCE:

##### Productivity

- Marked decrease in ability to get the job done.
- Great variations in productivity from day to day.
- Working more slowly than usual.
- Excuses about inability to perform.
- Needing additional time to complete the usual work assignments.

##### Errors

- Mistakes related to poor judgement.
- Mistakes related to lack of attention.
- An excessive number of errors.
- Disregard for the safety of self or others.

### Deadlines

Frequently missed deadlines.  
Excuses regarding inability to complete work.  
Work completed poorly to meet deadlines.

## B. CHANGES IN BEHAVIOR:

### Irritability

Frequently disruptive to other employees.  
Does not cooperate with fellow employees.  
Overreaction to constructive criticism.  
Unreasonably resentful toward fellow employees.

### Late/Absent

Tardiness with nonexistent, frequent or poor excuses.  
Away from work station frequently.  
Frequent trips to the rest room or the cafeteria.  
Frequent absences of one-or two-day duration.  
Long lunch hours or coffee breaks.  
Absences from workstation when he/she can not be located.

### Distracted Behavior

Appears listless, unable to concentrate on work.  
Frequently looks distracted or "far away."  
Appears depressed, moody or despondent.  
Decreased investment or interest in work.

### Moodiness

Frequent changes in mood.  
A change in mood after lunch.  
Angry or other inappropriate outbursts at co-workers.  
Inappropriate responses (overly angry, tearful or frenzied)  
upon receiving supervisory direction.  
Excessive crying on job for no apparent reason.

## 3. ACTION

The supervisor or manager talks with the employee regarding their performance deficiency. This may include encouraging the employee to correct deficiencies or mentioning the possibility of disciplinary action. IT IS IMPORTANT THAT THE EMPLOYEE BE SHOWN DOCUMENTATION OF HIS/HER PERFORMANCE AND THAT NEW GOALS ARE SET WITH A FOLLOW-UP DATE FOR REVIEWING THOSE GOALS.

If the supervisory intervention does not result in an improved performance or if that improvement is not maintained for an extended period of time, this is a very strong indication that the employee has a personal difficulty which he/she is

unable to resolve. At this point you are strongly encouraged to call the FBI-EAP and discuss this with a counselor.

A FBI-EAP counselor can assist you in determining if a referral to the program is advisable. NEVER REFER AN EMPLOYEE TO THE EMPLOYEE ASSISTANCE PROGRAM WITHOUT CONTACTING AN EAP COUNSELOR TO INFORM THE COUNSELOR THAT YOU ARE TAKING THAT STEP. It is essential that the counselor working with the employee know that there is a job performance problem, and have some understanding of the nature of the problem. The counselor will advise you about conducting the referral interview with the employee. Some general guidelines include:

- A. Have a written list of documented, job-related problems.
- B. Your tone should be: concerned, supportive, but not protective
- C. Point out that you value the employee.
- D. Present documented facts indicating job-related or performance problems. It is essential that the focus be job-related rather than personal. Stay away from diagnosing.
- E. Offer the employee the FBI-EAP as a benefit in order to help resolve the problem.
- F. Emphasize the importance of the follow-up with what the FBI-EAP recommends.
- G. Tell the employee that you expect his/her performance to improve and give the consequence if the problem is not resolved.
- H. Set goals and objectives for improvements.
- I. Set a date to discuss these goals.
- J. Document the discussion.

#### 4. REFERRAL

To motivate the employee with a job performance problem to accept referral to the FBI-EAP, follow the steps below:

- A. Meet with the employee. Select a place and time for the discussion which affords privacy. No one enjoys criticism, however appropriate, but criticism in the presence of co-workers can cause more difficulties than it resolves.
- B. Point out the specific performance deficiencies by using your documentation. Emphasize the change from previous performance.
- C. Specify clear and concrete goals that the employee must meet in order to maintain adequate job performance.
- D. It is not necessary for you to point out to the employee what you feel to be the nature of their personal problem. Labeling the problem is not your responsibility. It is sufficient for you to point out the existence of a job performance problem.

- E. Develop a plan for meeting these goals with the employee. THIS PLAN SHOULD INCLUDE A STRONG RECOMMENDATION THAT THE EMPLOYEE CONSULT WITH A FBI-EAP COUNSELOR FOR HELP IN MEETING THESE GOALS.
- F. Tell the employee that you have talked with the EAP counselor and that he/she will be expecting the employee to call for an appointment.
- G. Specify what consequences will occur should the employee fail to meet performance goals.
- H. Arrange to meet with the employee again within a stated period of time. Goals and progress towards meeting these goals will be reviewed at that date.

5. FOLLOW-UP

After referring an employee to the FBI-EAP, it is not uncommon for both the supervisor and the employee to be a little apprehensive. The best thing a supervisor can do is be supportive and continue to monitor job performance. The following are follow-up guidelines:

- A. Do not coddle the employee. Treat him/her as you would any other worker.
- B. Be alert. Continue to observe and monitor work performance. Be careful not to over-monitor, but continue to monitor and document performance as before.
- C. Do not expect miracles! It takes time for things to get back to normal.
- D. If a relapse does occur, do not lose hope.
- E. Be consistent.
- F. Call the FBI-EAP if you have any questions.



U.S. Department of Justice  
Federal Bureau of Investigation



# EAP

**Employee Assistance Program**

A  
Confidential  
Resource

For The Difficult Times In Your Life

## FBI EMPLOYEE ASSISTANCE PROGRAM

### STATEMENT OF CONFIDENTIALITY

It is the policy of the FBI to provide confidential, short-term counseling and referral assistance to employees and their family members who have personal problems that adversely affect their job performance and health. These problems include, but are not limited to: alcoholism, drug abuse, physical illness, mental or emotional distress, marital and family problems, financial and legal concerns. Employees may, also, confidentially refer other employees who appear to be threatening to themselves and/or others.

Employees will not have their job security, promotion appointments or retirement eligibility jeopardized on account of their request for referral assistance and participation in the EAP.

Information concerning individuals who participate in the EAP is confidential and governed by Federal regulations which impose criminal penalties for improper disclosure. Records and EAP counselor's notes pertaining to an individual's participation in this program are privileged and will not be referred to or made a part of an employee's Official Personnel Folder. The confidentiality of these records/information, whether recorded or not, will be maintained in accordance with: Title 42, CFR, Part 2 (Appendix D herein), the Privacy Act, Title 5, U.S.C., Section 552a (1984), and all other relevant laws and regulations.

The EAP is not bound to extend assistance to an individual who persists in conduct that is contrary to law, openly discusses illegal activities, or plans or exhibits behavior that would threaten either their lives or the lives of others.

# THE TROUBLED EMPLOYEE

## FBI LOSSES

### MEASURABLE LOSSES

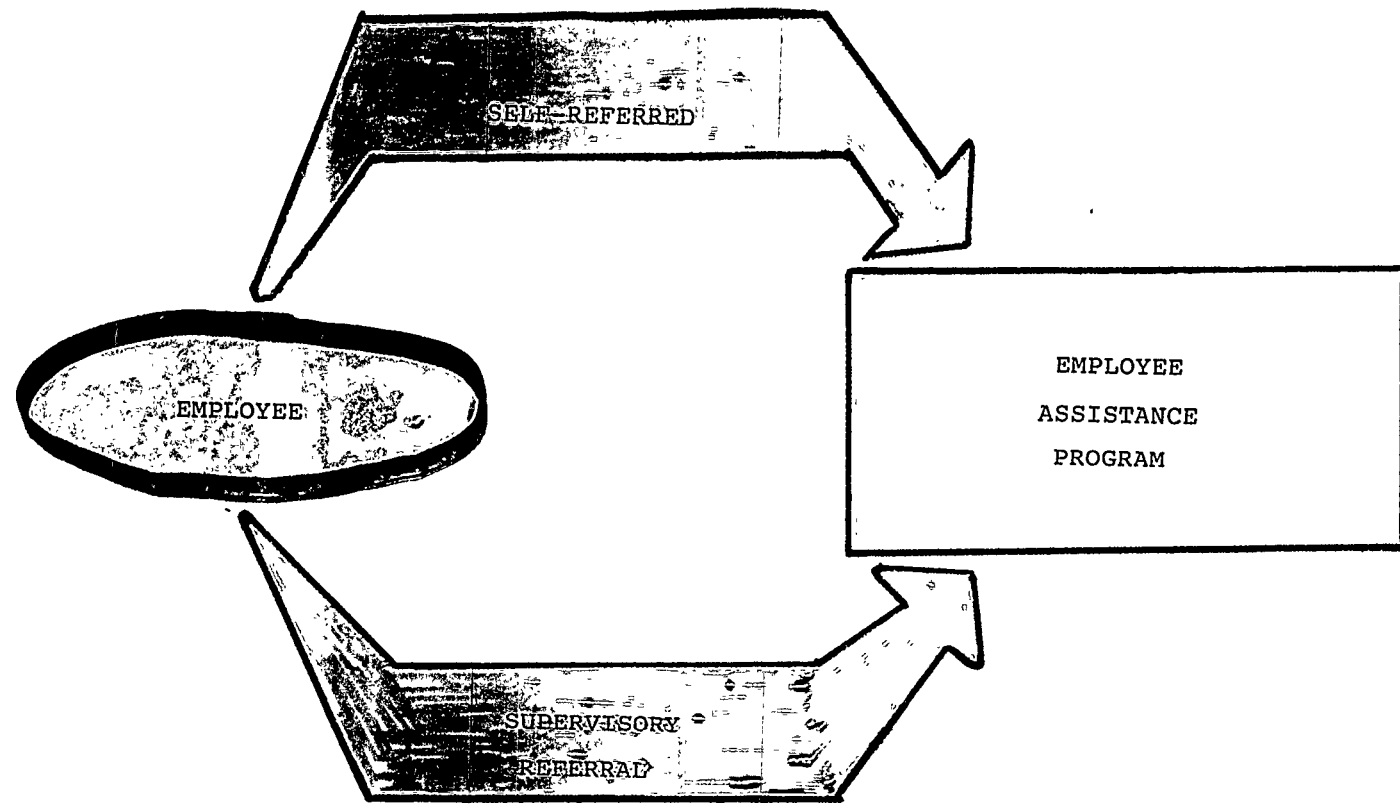
- ABSENTEEISM
- SICK LEAVE ABUSE
- OVERTIME PAY
- TARDINESS
- WORKMEN'S COMPENSATION CLAIM
- DISABILITY PAYMENTS

### HIDDEN LOSSES

- DIVERTED SUPERVISORY TIME
- FRICTION AMONG WORKERS
- DAMAGE TO PUBLIC IMAGE
- DAMAGE TO EQUIPMENT
- POOR DECISIONS
- PERSONNEL TURNOVER
- WASTE

FEDERAL BUREAU OF INVESTIGATION  
EMPLOYEE ASSISTANCE PROGRAM (EAP)

TYPES OF EAP REFERRALS





EXECUTIVES CONFERENCE RETREAT  
LOEWS ANNAPOLIS HOTEL  
ANNAPOLIS, MARYLAND  
11/21-23/91

COMMENTS BY [REDACTED]

[REDACTED] ORGANIZATIONAL DYNAMICS, INC., (ODI)

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11/21/91

What makes TQM work is not techniques. It's reality. Results are achieved. It doesn't matter who the consultants are. It must become internalized over time. You have to make it your own. It has to be the way you run the business. You must energize an entire organization to focus on the customer; in your case, the public.

The FBI is "value driven." Value is the customer. Tomorrow it will be senior management's role to refocus the organization on your customers. You must use TQM as a tool - a means to an end. Quality equals total management for your customers. Concepts in a book can be bought anywhere but TQM must become a way of life in the FBI.

11/22/91

TQM breaks across institutional lines. ODI spends time with 13 of the nations top 20 companies. You should go into it "cautiously." It takes a while for senior executives to catch on to TQM. Consistency is important from the top to the bottom.

What is the role of senior management? There must be "quality deployment" - to deploy a mission. Senior management must be responsible to make it go; but you have to drive involvement/quality down. It needs reinforcement from time to time. Just think - how will your behavior be different? In your speeches, you should start concerning quality. You must reward for performance and be consistent. There must be "policy deployment" by senior management. Quality is necessary in everything you do.

I compare the Bureau to a hospital. All jobs in a hospital are "clinical." All jobs are connected. There must be a "sucking together" of all aspects of an organization. There is a place and responsibility for everyone.

You must identify your customers and stabilize the relationships with them. You will end up with an integrated organization. You should take advantage of your resources.

Some feel that the Japanese compete unfairly, but that's because they cooperate.

There's a need for "partnering," the developing of relationships between organizations. The idea is that if I understand your process, maybe I can structure my process accordingly.

You should use TQM to get rid of "stuff" top management doesn't need. What will be your legacy to the FBI? You should use TQM to help you.

You need to clean out the arteries of the organization. Quality is in the "handoff" from one department to the other. There is a need to increase the quality at each connection. This will increase the productivity at the end.

It's important to document your results but you won't be able to account for it all under TQM.

The bottom line is that there must be a total commitment of senior management to TQM in order to make it work. An important question to regularly ask in TQM is "why?"

(Reported in the first person although not an exact transcription).

EXECUTIVES CONFERENCE RETREAT  
LOEWS ANNAPOLIS HOTEL  
ANNAPOLIS, MARYLAND  
11/21-23/91

COMMENTS MADE BY [REDACTED]

[REDACTED] ORGANIZATIONAL DYNAMICS, INC. (ODI)

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[REDACTED] passed out to members of the Executives Conference an ODI briefing booklet captioned "FBI Executive Conference, November 22, 1991." Various references will be made to that document in this briefing material. He furnished what he described as the ground rules for the day: (1) Open/honest discussion of issues. (2) ODI will facilitate but not lead. (3) Stick to the schedule. Mr. Greenleaf added that the Executives Conference should take a "corporate" view of the issues. Director Sessions noted that there should be "candor" in discussion. It was pointed out that members should not jump to conclusions.

During preparation for this retreat we conducted 18 interviews, six focus groups, met with representatives of the Special Agents Advisory Committee, and dealt by mail and telephone with other FBI personnel in order to get input for the day. In this way we surfaced issues. We put together our agenda based on the information we gleaned.

We looked at the data we received from a specific content standpoint but also to determine whether there were any major themes which were getting in our way. There were many strengths about the FBI which were reported to us. They included dedication, work ethic, devotion to duty, pride, tenacity, tradition, honesty, willingness to sacrifice, as well as others.

There were also various weaknesses and constraints which were reported including overreact to criticism, budget, clarity of roles, administrativia, policies and procedures, internal training, and "we eat our own young."

There were items reported concerning what gets rewarded and recognized at the FBI. These included solving cases (investigations), long hours, "squeaky wheel," performance, loyalty, hard work and others.

There were various critical issues and opportunities at the FBI reported which included working cross-functionally, EEO, Field/Headquarters, communications, strategic direction, transfers, disciplinary procedures, and computer literacy, as well as others.

I've listed approximately 38 direct quotes as a result of the feedback we obtained during these interviews (see pages 8-10 of tab 1).

After breaking the Executives Conference down into four small groups, the following "themes" were obtained from the small groups for possible consideration.

Team 1

- (1) Gulf between FBIHQ and the Field (Centralization Issue)
- (2) Lack of Communication (up, down and sideways)
- (3) Lack of Coordination/Cooperation (all ways)
- (4) Resistance to Change and Discontent with Employment Practices (a tie)

Team 2

- (1) Lack of Communication
- (2) Fairness to Employees
- (3) Better Cross-Divisional Problem Solving (better use of the Executives Conference and the SACAC)
- (4) Identification of Problems but no Solutions
- (5) Gulf between FBIHQ and the Field (different perceptions)

Team 3

- (1) Need to Change Structure and Communication (between elements and people)
- (2) Decision Making - slow and cumbersome - need to streamline and have the Director force it down
- (3) Emphasis on improvement and risk taking with a rewards system

Team 4

- (1) Change/Adapt
- (2) Lack of interphasing (communication)
- (3) Decision-making process - it is being driven down and people are willing to do so
- (4) Long-Range planning (be mission driven)

At this point [redacted] furnished members of the Executives Conference a handout captioned "FBI Themes: ODI's Perspectives." He described this as a document containing what ODI had determined the strengths and opportunities for the FBI to be.

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## "Strengths

A tradition/reputation for world class investigations and technology

Highly dedicated/motivated

A desire/need to change with the times and remain great

## Opportunities

You lack a clear strategic/operational focus

You need to improve how you manage your people

- Push decision making down the organization

- Empower managers and employees

- Prepare the next generation of leaders

- Manage diversity

- Resolve agent/non-agent, headquarters/field conflicts

You need to improve coordination/communication across divisions

You need to stress continuous improvement especially to reduce cycle time for administrative decisions

You need to proactively manage change"

[redacted] asked members of the Executives Conference what would be different ten years from now at an FBI Executives Conference Retreat. The following were some of the items suggested:

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- (1) More women and minorities in the room.
- (2) Continuance of excellence.
- (3) Computer literate.
- (4) More satisfied employees.
- (5) Focus would be on how to improve investigative product and not on all these personnel problems.
- (6) Largely a paperless environment.
- (7) Smaller Headquarters bureaucracy.
- (8) More efficient decision-making process.
- (9) Expanded jurisdictional responsibility.

- (10) Large number of our present executives would still be on board.
- (11) A "flatter" organization.
- (12) People would be more eager for change and able to handle it.
- (13) The FBI is viewed as a national and international asset.
- (14) Narrowing of differences between FBIHQ and the Field.
- (15) The Executives Conference will be an older group.
- (16) Possible decentralization - more responsibility to regions/districts.

The FBI needs to look at its critical operations and eliminate some steps to streamline the process. Executives Conference members don't treat each other as customers. There are lots of opportunities for improvement in that regard. You do great in the reactive mode but not in the preventative/proactive approach. Overall on the investigative side you are farther ahead.

What would a world-class organization do to rectify these issues? It would listen to three voices: (1) Its customers (2) Its processes (3) Its employees. It would integrate the voices and maximize the overlap. It must be sensitive to continuous process improvement. Often the way we do things remains under the guise of tradition.

There needs to be clearer communication between the Director and the Executives Conference.

Three issues were then selected for consideration by small groups. They included: (1) Lack of communication of improvement activities outside a Division. (2) The decision-making process. (3) Fairness to employees. These groups then were to come up with a problem statement, utilize a fishbone diagram (brainstorm) and develop an action plan to resolve the issues.

Following consideration of these issues Mr. Greenleaf asked [redacted] to get together with the three issues holders and summarize the action to be taken. He also asked [redacted] [redacted] to give us a blueprint concerning how TQM could be implemented in the Bureau. Where should it be put.

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In summary [redacted] stated that there is little disagreement concerning the issues at the FBI. Something must be done to remedy them. Continuous improvement is necessary and is the only answer to staying the number-one law enforcement agency. Being great and staying great are two different things.


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(Reported in the first person although not an exact transcription).




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Organizational Dynamics, Inc. (ODI)

 corporate executives on quality improvement strategy and quality management.



 is also  at Boston University's Graduate School of Management and is an active lecturer on quality management. He has published or contributed to recent quality management articles in Fortune, the Wall Street Journal, and Quality Progress.

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 ODI in 1970. ODI was twice named to Inc. magazine's list of the 500 fastest growing privately held U.S. companies. Today, the company is among the largest and most successful quality improvement consulting firms, with more than 100 full-time professionals, twelve offices in the U.S., and international offices in England, France, Belgium, Canada, and Australia. AT&T, Federal Express, Procter & Gamble, and Union Carbide are among the leading corporations served by ODI.

 led the development of ODI's Total Quality Improvement (TQI) system, a comprehensive resource that includes consulting services, implementation and measurement software, and video-supported training programs. He is the principal author of three widely used TQI programs: The Quality Advantage, Quality Management Skills, and Quality Action Teams.

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In 1979,  Boston University's highest teaching award, the Metcalf Cup and Prize. He holds a B.S. from Boston University, an M.B.A. from Boston College, and a Ph.D. from Ohio State University. Prior to his graduate studies,  served in the U.S. Air Force with the rank of captain, where he was a pilot and aircraft commander.



[REDACTED]  
Organizational Dynamics, Inc. (ODI)

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[REDACTED] is responsible for ensuring the business development of all ODI training commitments and support services. He also has a pivotal role in the implementation of ODI Total Quality Improvement, performance management, and human resource management systems.

A highly regarded problem solver, consultant, and public speaker, [REDACTED] has helped senior managers improve the quality of their products and services in many client organizations. He has worked with clients in manufacturing, high technology, financial services, healthcare, government, and utilities. They include American Express, AT&T, Bellcore, BellSouth, Boeing, Chevron, Colgate-Palmolive, the Department of the Air Force, Dun and Bradstreet Corporation, Florida Power and Light, General Electric, General Food Corporation, General Mills, Hartford Insurance Group, NYNEX, Pfizer Labs, TRW, United Technologies, and the U.S. General Accounting Office.

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[REDACTED] now focuses on the deployment of total quality implementation plans and organizational change efforts with senior management.

Before joining ODI, [REDACTED]

[REDACTED] for the Commonwealth of Massachusetts. In this capacity he supervised the operation of the state's largest secretariat, one responsible for over \$3 billion in programs and services. He also spent eleven years as a school administrator.

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[REDACTED] has a B.A. in business from the State University of New York at Albany, an M.A. in counseling from Hofstra University, and an advanced certification in management from Hofstra University.

[redacted]  
Organizational Dynamics, Inc. (ODI)

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[redacted] has a broad range of experience as an [redacted] in industry and government. He works with executives and managers to identify quality and productivity needs, match ODI consulting and training resources to those needs, and ensure that client expectations are met. In addition, he has a strong background in planning and shaping the implementation of total quality, productivity improvement, and performance management systems.

Before joining ODI, [redacted] [redacted] the Sterling Institute. He served there as an instructional systems consultant, analyzing client needs and designing instructional programs. Before joining the Sterling Institute, [redacted] was executive director of the 24,000-member American Society for Training and Development (ASTD). While there, he directed all phases of the society's operations, personnel, administration, management, and strategic planning. In recognition of his leadership of ASTD's six-year organizational renewal efforts, he received the American Society of Association Executives' Grand Award for Management Achievement. [redacted] has also worked as professional development director of the National Audio-Visual Association; as a senior educational consultant at Aries Corporation; as management institute director at General Learning Corporation; as a business communications specialist at General Electric Company; and as a training officer in the U.S. Navy.

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[redacted] has written over one hundred articles, monographs, and multi-media presentations on management development, motivation, communication, and creative problem solving. He has also co-written or collaborated on several textbooks, including the classic Training and Development Handbook. He consulted for the White House on manpower and human resources development, and led U.S. Government education and training missions to Australia and the Middle East. He has also been a coordinator and guest lecturer at American University, Catholic University, Dartmouth College, George Washington University, Harvard University, Indiana University, Maryland University, the U.S. Naval Academy, the University of Southern California, and the University of Wisconsin.

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[redacted] received his B.A. from Dartmouth College, where he was a Holloway Scholar, and pursued graduate study in education at Maryland University. His professional credits and awards include an honorary life membership in the American Society for Training and Development, the General Electric Gold Cup for Business Communications, and the National Society for Performance and Instruction Presidential Award.

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[REDACTED]  
Organizational Dynamics, Inc. (ODI)

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[REDACTED] works in quality and productivity consulting and training, management development, organizational assessment, and program design. He has managed and worked on consulting assignments for numerous clients, including Carolina Power & Light, Digital Equipment Corporation, Duke Power, NICOR Oil and Gas Exploration, Security Life of Denver, Western Sugar Company, and Westinghouse.

With over twenty-five years of combined corporate and consulting experience, [REDACTED] brings to his clients a background in finance, operations, human resources, training, and organizational development. His corporate affiliations were in the banking and insurance industries.

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[REDACTED] earned a B.A., Phi Kappa Phi, from Michigan Technological University, and an M.B.A. in finance from the Harvard Business School. He also served as a lieutenant in the U.S. Army, Quartermaster Corps.



1000 Thomas Jefferson Street, NW  
 Suite 606  
 Washington, D.C. 20007  
 (202) 333-3363 (800) 969-1933 Fax (202) 333-3473

ODI (HQ)  
 25 MALL RD.  
 BURLINGTON, MASS.  
 01803  
 (617) 272-8040

March 14, 1991

Mr. G. Norman Christensen  
 Assistant Director  
 Information Management Division  
 Federal Bureau of Investigation  
 J. Edgar Hoover Building, Room 5829  
 10th Street & Pennsylvania Avenue  
 Washington, DC 20535

Dear Norm:

ODI is pleased to present this proposal to conduct a one-day Total Quality Management (TQM) education and orientation workshop for the Director and approximately seventeen of his top reporting officers, as part of the Executive Conference to be held at Virginia Beach in October. The session will encompass a thorough exploration of the fundamental principles of TQM, with emphasis on successful implementation models from organizations similar to the Bureau in business organizational structure and systems.


To ensure that all content is directly relevant to the needs of the FBI, we plan to spend three days in data gathering and document review, plus three days for analysis and synthesis of our research findings in advance of the workshop. (We envision spending two days at headquarters, conducting up to eight interviews and focus groups, plus one day at a field location. Boston is recommended as the field site, to keep travel costs at a minimum.)

Per your request, the project would be under the direct supervision of [redacted] who would also lead the day's workshop activities. [redacted] would be available for a keynote presentation on the evening preceding the workshop.

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Professional histories for [redacted] are attached.

*In agreement with  
 Director on 3/14/91  
 Approved for operation  
 Long Retreat on 3/14/91*



*OK to Norm 3/18/91  
 to make it happen  
 Date still not known.*

Cost of Investment

1.	Data Gathering and Document Review	
	3 days @ \$2,250.00	\$6,750.00
2.	Synthesis of Research Findings	
	3 days @ \$2,250.00	6,750.00
3.	Workshop Presentation	
	1 day @ \$2,250.00	2,250.00
	Note: The cost for the keynote appearance by [redacted] would be for travel expenses only	
4.	Follow-up meeting at Headquarters	
	1 day @ \$2,250.00	2,250.00
		-----
		Total \$18,000.00

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Note: Day rate is quoted from ODI's Federal Supply Schedule contract # OPM-89-2882. All direct expenses, for travel, lodging, etc., will be billed at cost.

I hope the above is responsive to your needs, Norm. [redacted] and I are delighted with the prospect of working with you on such a significant and challenging assignment.

Cordially,

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[redacted signature box]

PKO:mgc



U.S. Department of Justice

*Mr. [Signature]*  
7118 #235

Federal Bureau of Investigation

Office of the Director

Washington, D.C. 20535

August 14, 1991

MEMORANDUM TO MEMBERS OF THE EXECUTIVE CONFERENCE

Re: EXECUTIVE CONFERENCE RETREAT  
November 21-23, 1991

I am pleased that [redacted]  
[redacted] of Organizational Dynamics, Inc. (ODI) will  
give the Keynote address on Thursday evening of our retreat.  
The following day will be spent in a workshop led by [redacted]  
and [redacted] with ODI. We  
intend to discuss opportunities for meaningful process  
improvement goals and to formulate an action plan for initial  
follow thru on objectives we agree are most important at this  
time.

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To ensure the content is directly relevant to the  
overall needs of the FBI and that our time is used in the most  
effective manner possible, I have requested ODI to do data  
gathering and analysis prior to our retreat. ODI's Advisory Team  
of Messrs. [redacted]  
will be conducting interviews with each retreat participant  
during September and October. [redacted]  
[redacted] are coordinating the scheduling of the interviews.  
They will be in touch in the near future to set a convenient  
interview time for you.

Please use this time to think about areas of concern  
and opportunities for improvement in the FBI.

*[Signature]*  
William S. Sessions  
Director



September 26, 1991

Director Sessions,

In connection with [redacted] request to interview you in October, I offer the following:

All Assistant Directors and above are scheduled to be interviewed in connection with the Executives Conference Retreat. Your interview is considered very important, because it will help focus the consultants regarding the all-day exercise that is scheduled for Friday, November 22.

You will recall that in our earlier discussions I recommended to you having the consultants walk us through a TQM exercise that would help us identify those matters that are most important to the FBI, today, and as we look to the future. We are hoping to initiate discussions weighing the importance of operational needs against infrastructure administrative support to all of our programs. As we continue to hire more Agents, many believe we may be leaving the supply lines behind and that our infrastructure will not be able to support us as we approach the next century.

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The exercise should create an atmosphere that will generate candid discussion between members of the Executives Conference as to what is really important to the FBI. I don't know what the outcome of the exercise will be, but in the process you will have the opportunity to hear your executives discuss many of the issues facing the Bureau as they relate to budget, policy, Congressional oversight, etc. I expect that the discussion will be somewhat free-wheeling and it will be the responsibility of the consultants to focus many of the issues that will surface.

[redacted] interview with you is considered important to the success of the exercise. They would like to hear your "vision" for the Bureau's future. The exercise should be light and lively and give you the opportunity to hear from your Executives Conference in a unique way. This should not be viewed as a sensitivity session but more of an opportunity for each Assistant Director to identify/assess the priorities of their division in the context of the entire organization.

Enclosure

(CONTINUED - OVER)

- 1 - Mr. Clarke
- 1 - Mr. Gow
- 1 - [redacted]

JWG:cwb  
(5)

ODI indicated that they recently did this for Secret Service and it was considered a success by all involved.

As a follow-up to your 9/20/91 message to me attaching [redacted] 9/17/91 memo to [redacted] I had [redacted] prepare a list of questions which they hope to cover with you. They are attached in [redacted] 9/26/91 memo to [redacted]

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I will be glad to follow up with you if you have any further questions. I would recommend that you talk to both [redacted]  
[redacted]

Jim Greenleaf







1000 Thomas Jefferson Street, NW  
Suite 606  
Washington, D.C. 20007  
(202) 333-3363 (800) 969-1933 Fax (202) 333-3473

MEMORANDUM

TO:

[Redacted]

FROM:

DATE: September 26, 1991

SUBJECT: Interview Meeting with Director Sessions

This memorandum expands on my earlier request for an hour interview with Director Sessions on either October 15 or 18. As you will recall, the meeting would be conducted by ODI's [Redacted] and myself.

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The purpose of the interview is to gather advance perspective on a number of issues which will help drive ODI's research and synthesis of findings prior to the off-site Executive Conference Retreat we will help facilitate in November.

We would hope the informal conversation would cover the following questions:

1. In partnership with ODI, what would constitute a fully successful work conference for the FBI, with the goal stated by the invitation "to discuss opportunities for meaningful process improvement...and to formulate an action plan for initial follow-through on objectives we agree are most important at this time"?
2. As the Director perceives them, what are the primary obstacles and opportunities to improve the way the Bureau performs its mission?
3. What processes and systems seem most in need of incremental improvement and/or breakthrough?
4. Is the history or infrastructure of the organization contributing to present or potential operational problems?
5. How effective are measurement systems in determining where dysfunction may exist or may be brewing?
6. What kind of questions should ODI ask of key personnel at headquarters and in the field? Are there any areas of inquiry which might be problematic from the Director's standpoint?
7. Is the systematic rigor of a centralized top-down effort to continuously improve processes and customer focus (currently known as "Total Quality Management") appropriate and feasible at this point in the Bureau's evolution?

Interview Meeting

-2-

September 26, 1991

I hope the above is useful. I'll look forward to hearing from you soon.

Thanks.



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PKO/erb

cc: Jim Greenleaf





1000 Thomas Jefferson Street, NW  
Suite 606  
Washington, D.C. 20007  
(202) 333-3363 (800) 969-1933 Fax (202) 333-3473

## MEMORANDUM

TO:

FROM:

DATE: September 17, 1991

SUBJECT: Interview Meeting with Director Sessions

Per our discussion, this memorandum requests an hour interview with Director Sessions at any time after 10:00am on either October 15th or 18th. The meeting will be conducted by ODI's [redacted] and myself.

The topics of the discussion:

1. The plan and strategy for the Executive Conference Retreat, November 21-23, 1991
2. Specific objectives and desirable outcomes, from the Director's point of view
3. Specific targets for pre-conference interview research, of special interest to the Director.

I hope the above is responsive to your request. Early confirmation of a meeting time will be appreciated, so we can schedule the rest of the day of interviews at Headquarters.

Thanks for your help.

cc:

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b7C



Twenty-Five Mall Road  
Burlington, Massachusetts  
01803-4100  
(617) 272-8040

November 25, 1991

Mr. William S. Sessions  
Office of the Director  
Federal Bureau of Investigation  
U.S. Department of Justice  
Washington, D.C. 20535

Dear Bill,

It was a great pleasure to have the opportunity to have dinner with you and to address your management team. I know that  shares my enthusiasm about working with the FBI.

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I'm sure you probably have the same feeling I do; namely, that given the caliber of people within the FBI, there is not an organizational or managerial problem that they cannot resolve. We would welcome the opportunity to help.

Again, as I mentioned to you at Annapolis, I am committed to being personally involved in any work we do with the FBI. I consider it a privilege to work with you and your colleagues in helping to shape the TQM implementation within the Bureau.

Very best personal regards, and best wishes for a happy holiday season.

Sincerely yours,

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b7C

GHL/jbf

November 19, 1991

Mr. David T. Kearns  
Deputy Secretary  
Department of Education  
400 Maryland Avenue, S.W.  
Washington, D.C. 20202

Dear David,

I am most pleased that you will be able to join us for our Executives Conference Retreat in Annapolis, Maryland. I have attached a copy of some background material which should be of assistance to you.

For your information, the FBI's Executives Conference is comprised of the most senior executives of the Bureau. Although we regularly meet at FBI Headquarters, every six months we meet in a more informal retreat setting to discuss pertinent issues and plan for the future of the FBI. The upcoming retreat is focusing on Total Quality Management (TQM) as a means to improve the FBI's service to its "customers" in all areas of the Bureau's operations.

I look forward to seeing you this Friday. If you have any questions, please contact my Special Assistant, [redacted] at 202-324-3444.

Sincerely,

William S. Sessions  
Director

b6  
b7c

Enclosure

① - Mr. Greenleaf  
1 - [redacted]  
JWG:cwb (4)

## International Police Training (IPT)

This topic is being presented for the consideration of the Executive Conference by Inspector in Charge [redacted] OLIA. The presentation will focus upon recommendations that the FBI seek permanent enabling legislation for IPT, that the Congressional Affairs Office (CAO) identify pending legislation for use as a vehicle to get statutory authority approved, that field police instructor training teams for IPT be developed, that Bureau resourced headquarters or field teams be utilized to support State Anti-Terrorism Assistance (ATA) and International Narcotics Matters (INM) Programs, and that the Training Division (TD) conduct a feasibility study for the development of long-term IPT initiatives.

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Over the past decade, international crime has increased dramatically and projections are this trend will continue at an even greater pace in the future. Most major FBI investigations have had international connections and the FBI finds it is becoming increasingly difficult to enforce the laws of the U.S. under our investigative jurisdiction without the cooperation and assistance of foreign law enforcement agencies. Therefore, it is incumbent upon the U.S. to foster cooperative relationships with counterpart agencies in other countries. In some cases, there are international law enforcement allies who have the political will to cooperate, but lack the skills or expertise to be full and effective law enforcement allies in the fight against international crime. Many of these agencies look to the U.S., and specifically the FBI, to provide the appropriate training and assistance.

The FBI's international role is composed of two separate, but related issues:

1. The conduct of FBI investigations outside the U.S., including sufficient staffing of our overseas Legal Attache offices, to properly discharge our mandated responsibilities in these investigations; and,

2. The training and assistance to foreign law enforcement officials who are or might be assisting the FBI in the conduct of FBI investigations, including a concomitant commitment of resources, monies and personnel to accomplish this objective.

As you are aware, an IPT Working Group (WG), composed of representatives from the pertinent FBIHQ Divisions, has been meeting over the past eight months to study this problem. In addition, mini IPTWGs have been meeting to discuss specialized areas and OLIA, which was designated as the FBIHQ IPT coordinating entity, has been conducting research and surveys.

It is the consensus of opinion that the FBI must take a more aggressive posture in addressing the IPT needs and in discharging its responsibilities in this needed area. This is vital to support our international investigative responsibilities and for the FBI to continue to be a leader in the international law enforcement community. Other U.S. and foreign law enforcement agencies are deeply involved and committed in this arena, to the detriment of the FBI and the FBI's training role internationally. We must take immediate steps to establish our IPT initiatives by approving the recommendations set forth as well as additional considerations indicated below.

It is therefore recommended that the following major areas receive immediate attention:

PERMANENT ENABLING LEGISLATION AND APPROPRIATIONS AUTHORITY

While the FBI does not have express authority in general to conduct training for foreign law enforcement officers, the Legal Counsel Division opines that the FBI does have inherent or implied authority to conduct such training as part of its overall law enforcement mission pursuant to Title 28, U.S.C., Section 533, which grants the FBI its investigative authority and Title 42, U.S.C., Section 3771, which grants authority for the FBI to conduct law enforcement training. However, while this authority provides for the training of state and local law enforcement officers, it is silent as to FBI training of foreign law enforcement personnel. Section 3771(a) provides authority to the Director to establish systems and techniques to improve criminal justice.

Congress has generally proscribed the expenditure of Government funds for the training of foreign law enforcement personnel under Title 22, Section 2420(a). The FBI, however, is exempt under that chapter in that it may conduct training of foreign law enforcement officers with respect to either crimes which are unlawful under the laws of the U.S. or assistance authorized under Section 2291a of Title 22, U.S.C., relating to international narcotics control. Title 22, U.S.C., Section 2420(b)(i). This is a law which shows congressional recognition of the FBI's role in the training of foreign law enforcement personnel under limited circumstances. LCD also notes that the general prohibition against training foreign law enforcement agencies set forth in Section 2420(a) does not apply to a country, "which has a longstanding democratic tradition" and

which meets certain other criteria. Title 22, U.S.C., Section 2420(c). Specific statutory authority for providing foreign enforcement training in counterterrorism matters appears in Title 22 U.S.C., Section 2349aa et. seq., known as the Anti-Terrorism Assistance Program.

Implied authority is also based on a number of advisements (letters, testimony, budget submissions) to Congress documenting/confirming foreign law enforcement training and specific Congressional support for this activity in Senate Reports on the USDOJ's appropriation.

However, the enactment of permanent enabling legislation within the DOJ's authorization is the only approach that offers reliable, unimpeded continuing authority for foreign law enforcement training by the FBI. The establishment of specific statutory authority for foreign law enforcement training by the FBI will place such training efforts on more solid legal ground and will eliminate the uncertainty associated with seeking appropriate language in the annual authorization bills.

Included in this authority should be language that would allow the FBI to pay for costs incurred in conjunction with the travel of a foreign police official to attend the FBI training. As an example, it is noted that the FBI pays for the travel costs of local and state police officials who attend the National Academy (NA), however, it cannot pay for the travel of foreign officers who attend the NA. In many cases, the foreign officers are from third-world nations or countries that cannot afford to pay these travel costs, yet these are the very countries which need the training the most. This is becoming readily apparent with the newly emerging nations in the Pacific Region and certain Central and South American nations which, because of the lack of financial resources, are unable to participate in FBI sponsored training. It is therefore recommended that ASD and LCD draft permanent enabling legislation authority for the FBI to provide IPT, as well as funding same, if deemed necessary by the FBI.

Concomitant with the drafting of this permanent legislation, it is further recommended that ASD and LCD consider other appropriate legislation or appropriations submissions that could also be used, perhaps as an interim measure, to obtain limited authority or funding for the FBI to conduct and expend appropriated funds for the training of foreign law enforcement officials.

#### LEGISLATIVE LAUNCHING VEHICLE

It is presumed that any permanent enabling legislation authority drafted by the FBI would be considered a minor bill on Capitol Hill and thus, by itself, would probably receive little



support in Congress. However, if this authority could be consolidated or amended onto a pending bill of major importance on a related matter, e. g. Omnibus Crime Bill or annual appropriations bill, the chances of being passed might be much greater. Therefore, CAO, in conjunction with ASD and LCD, should endeavor to identify any current or future major congressional legislation which could be used as a vehicle to get this statutory authority approved.

#### FIELD OFFICE POLICE TRAINING INSTRUCTOR TEAMS

Due to the projected New Agent training obligations at the FBI Academy over the next several years, as well as the normal training needs, coupled with its budget limitations, the TD's ability to participate in this IPT initiative is limited and therefore, they would not be able to meet all of the necessary commitments in this program. Thus, other delivery methods and systems have been researched and tested.

One of the systems that was recently utilized with success was the use of field office police training instructors in connection with Phase I of the Pacific Training Initiative (PTI), which was a four week "Mini FBI National Academy", held in Guam, during the period 9/16/91 - 10/11/91, for Pacific Region foreign law enforcement officials, with the exception of officers from Guam and Saipan. With the exception of one week of instruction which was given by representatives from the TD, the rest of the instruction was given by field office police training instructors from the Los Angeles, Portland, Seattle, San Diego, and Honolulu field offices, as well as Legat Canberra.

The school graduated 52 police officers from different foreign countries. The respective SACs were readily willing to provide their police training instructors, provided travel and per diem costs were not incurred by their respective field office travel funds; therefore FBIHQ established a special Travel Request (TR) number for the cost incurred. The estimated cost for this travel was approximately \$38,000. The school received extensive media publicity across the entire Pacific Region and greatly enhanced the FBI's image and contacts throughout the region. However, the main thrust of the instructional support was to train foreign police officers in areas of the world where the FBI might have a future need in connection with extra-territorial investigations, and this school assisted immensely in accomplishing this objective. A Phase II of the PTI is scheduled to be held in American Samoa 2/24/92 - 3/20/92.

The FBI field offices have a tremendous reservoir of talent in the law enforcement training fields. Their fields of expertise and proficiency are documented and can be readily matched with the subject matter of any foreign law enforcement training requests received. Indications are that the SACs would

make their police training instructors available for foreign travel to produce such schools, provided the respective field office travel funds are appropriately enhanced to cover the incurred costs.

It, therefore, appears that the use of field office police training instructors for IPT would be an excellent delivery system to either supplement the TD staff or in place of them. It is therefore recommended that such teams be developed for dispatch to foreign countries as "Flying Squads" to conduct IPT and that either field office or Quantico travel budgets be enhanced to cover the incurred costs.

Another alternative delivery system that has been considered and discussed, however, not tested, is the use of retired FBI personnel, under contract, who, prior to retirement or resignation, were assigned to the TD or were field office police training instructors. This system would be considered only as an alternate to the above systems and is not being further considered at this time, due to the unavailability of funds.

#### FBI TRAINING TEAMS TO SUPPLEMENT STATE ATA AND INM PROGRAMS

The IPTWG has determined that a number of federal law enforcement agencies have entered extensively into the IPT field. Oftentimes, the training is done without FBI input, assistance, or coordination, yet the training is in fields where the FBI has the expertise or the primary U.S. investigative jurisdiction. As just one example, State does extensive foreign law enforcement training through their Anti-Terrorism Assistance (ATA) and International Narcotics Matters (INM) Programs. During a recent three month period, ATA trained over 350 law enforcement officers from Poland, Hungary and Czechoslovakia in anti-terrorism training, yet the FBI had no input. ATA used retired U.S. Customs Service and Coast Guard employees as instructors.

It is noted that funding provided by State covers all expenses of the foreign police officers, but does not cover the salary or travel expenses of the agency training instructor. The format commonly used by INM is to invite representatives of foreign police agencies from several countries to a central location. Most INM training is conducted in a foreign country. The ATA format involves foreign police officers travelling to the U.S., at State expense, where they are housed and provided training.

A number of years back, State approached the FBI to assist in providing instructors for these ATA and INM courses, however, the FBI's position at that time was that they, the FBI, did not perceive the training of foreign law enforcement officers as being within the realm of its responsibilities. Within the

past year, based on some overtures by OLIA, State has again approached the FBI for assistance and although some limited training was conducted, for the most part, the requests were not favorably considered by the FBI, due to manpower constraints in CID and the TD, as well as fiscal constraints.

It is perceived that these courses funded by State would offer excellent opportunities for the FBI to carry out its international role and mandate as set forth under paragraph two of the Details Section, supra. The only costs to the FBI would be the salary of the FBI instructor, as well as the travel costs. As demonstrated under the section, "Field Office Police Training Instructor Teams", supra, the use of field office police training instructors in connection with the PTI was a complete success. Field offices have this reservoir of proficient instructors that could possibly be tapped for use in providing assistance to State under the ATA and INM Programs, in addition to the assistance that might be provided by the CID and TD. Again, in order to utilize these field and FBIHQ resources, it would be necessary for the travel funds for these offices and divisions to be supplemented. Therefore, it is recommended that FBIHQ resources or field office training instructors be utilized to supplement the State ATA and INM Programs.

#### FEASIBILITY STUDY OF LONG-TERM IPT INITIATIVES

Regarding international police training, it is perceived that the FBI is today where we were 55 years ago when we addressed local/state training. The world, relatively speaking, is shrinking through the use of computers and the ease of communications and transportation. With the increase in international business/pleasure travel, expansion of foreign trade, easing of international border restrictions, expansion of international banking, increase in international investments, increase in foreign migration, etc., international crime will only increase. The FBI cannot sit back and follow our present posture. The need for a major commitment by the FBI in this field is long overdue and necessary if we are to properly discharge our responsibilities in international investigations. Indications are that Congress recognizes this need and would be receptive to the FBI taking a major role, however, prior thereto, senior FBI management must determine what role the FBI should take and that commitment of sufficient resources will be forthcoming. If we, the FBI, don't articulate what we perceive as our role in this arena, someone else will decide our role, which role we might not like, or someone else will step over us and take the lead role in IPT, much to our chagrin.

In conjunction with plans to expand the FBI Academy to address internal training needs, consideration should be given to the construction of an executive development training center to service projected domestic and international training

programs. On the IPT side, this facility could be utilized to host international symposia and conferences, overseas command courses, specialized courses of instruction for international police managers, the North American Leadership Institute for U.S., Canadian and Mexican police executives, etc.

It is therefore recommended that the TD prepare a feasibility study for the development of long-term IPT initiatives, to include resource enhancements and an IPT facility.

#### EASTERN EUROPEAN POLICE TRAINING ASSESSMENT TEAMS

The past two years have brought about unprecedented change in the Soviet Union and Eastern Europe. The former Soviet Bloc countries of Eastern Europe have moved dramatically toward democracy and free-market economies. Over the long term, the reforms will have considerable impact on the criminal investigative responsibilities of the FBI, due to the surge of criminal activities in those countries and the international aspects affecting the U.S. CID has received numerous requests for training and informational exchanges concerning FBI law enforcement methods and procedures. Most of these requests have fallen under the organized crime and counternarcotics program areas and the investigative support area. CID perceives that as these countries move to a market-based economy, they will need training in the areas of fraud and financial investigations.

The Eastern European governments appear to be motivated by the recognition that their criminal justice systems are fundamentally deficient and they are struggling to develop viable law enforcement agencies. In response to your note to Messrs. Baker, ET AL, dated 8/27/91, captioned "Changes in the Soviet Union and Eastern Europe/Implications for the FBI", the joint working group is preparing a paper as requested. One of the recommendations included in this paper is that FBI assessment teams evaluate the training needs of these Eastern European countries to determine the most effective and efficient method of providing this training. This paper sets forth details as developed by the study group concerning the need for these assessment teams. OLIA wholeheartedly supports this recommendation as well as the other IPT recommendations as set forth in this study paper.

#### INTERNATIONAL CRIMINAL INVESTIGATIVE TRAINING ASSISTANCE PROGRAM (ICITAP)

ICITAP's basic mission is to strengthen democracy in emerging nations, promote the rule of law and strengthen the administration of justice throughout the world. The FBI/ICITAP relationship over the past six years has been of mutual benefit to both organizations. While the FBI has provided resources and

assistance for ICITAP operations, ICITAP, in turn, through their funding capabilities, has supported FBI-sponsored training activities and helped foster international contacts which are valuable to the FBI's expanding international responsibilities.

While ICITAP is funded by State, it is administered by Justice and managed by the FBI. Its Director is an FBI official, and the great majority of its permanent employees are FBI; the majority of its contract employees being retired FBI personnel. Therefore, in the eyes of many recipients of ICITAP training, this is an FBI program, and the FBI is reaping the benefits of the program. ICITAP has a proven track record in Latin America and it is an excellent vehicle to provide IPT. At present, the ICITAP FBI personnel are administratively handled by OLIA. The IPT working group has discussed and given consideration to having ICITAP report back through the Director of the FBI for both policy and administration. Consideration has also been given to the fact that ICITAP, if provided with enabling legislation, would make an excellent vehicle by which the Bureau could deliver its training commitments worldwide. However, this consideration is not being set forth as a specific recommendation at this time, but rather as a point of discussion for future determination.

#### CONCLUSION

Recent events have proven the need for the FBI to be in the forefront in the training of foreign police officials. This is also consistent with our Congressional authorization and very logical when you consider the FBI's many law enforcement responsibilities. In the absence of any positive response from the FBI, foreign law enforcement agencies are turning not only to other Western governments, but to other U.S. law enforcement agencies for advice and training. This is particularly evident in the emerging Eastern European democracies. Other U.S. law enforcement agencies are providing positive responses to these requests, many times, to the detriment of the FBI.

If the FBI is to retain its international role and properly discharge its responsibilities, it must take immediate steps to greatly enhance its position in the IPT arena. Initially, the FBI must seek permanent enabling legislation authority and enhance appropriations in this area. The FBI, through its HQ and field police instructor program, have the personnel and the expertise to play a major role in this area. Immediate participation in IPT can be realized by joining forces with the ATA, INM and ICITAP initiatives already underway or proposed. The Eastern European Police Training assessment team concept should be supported in order to develop a plan for that particular region. A feasibility study should be initiated by

the TD in order to develop the longer term IPT delivery systems and facilities for the future. Any further delay in this matter will have negative effects on our ability to properly discharge our mandated investigative responsibilities.

EXECUTIVES CONFERENCE RETREAT  
LOEWS ANNAPOLIS HOTEL  
ANNAPOLIS, MARYLAND  
11/21-23/91

COMMENTS BY DR. PATRICK HARKER

THE FUTURE OF LAW ENFORCEMENT INFORMATION SERVICES AT THE FBI

Director Sessions introduced White House Fellow Dr. Patrick Harker. Director Sessions indicated that the concept began when he came on board in 1987 to find ways to improve the Identification Division. He wanted at least a pilot project concerning the automated Identification Division process. At that time there were only 17 AFIS in the United States trying to tie themselves together. It seemed that this was an area for growth but there were budgetary constraints. Today there are 34 AFISs in the country. The prime question is whether the FBI had the leadership ability for the country and should the FBI be the place for identification systems leadership. We gained the funding to go forward to West Virginia. One segment of it concerns the housing of the identification function. His frustration deepened regarding what we were going to put in the building in West Virginia.

He needed help and asked for a White House Fellow in the systems engineering field to review this matter. Director Sessions wanted a good-faith overview of all of the elements involved and what should go into them. He wanted to know what is best for our institution and for our law enforcement information services responsibility. He tasked Dr. Patrick Harker to review this matter.

Dr. Harker then made a presentation based in part on the items contained in the attached briefing material. He indicated he came to the Bureau with a mission to look at this, but it became clear that it was not just an Identification Division issue but more about law enforcement information services. He indicated this was an "old idea" which had been kicked around before and involves everyone in the Executives Conference. He noted that the Executives Conference needs to apply TQM to do this.

He talked to as many people as he could, both inside and outside the Bureau. He asked whether it is right having Associate Deputy Director Greenleaf at the top of these automated information systems "stove pipes." He indicated that there is a perception of confusion concerning these various aspects. Dr. Harker expressed his belief that a Law Enforcement Information Services Division (LEISD) would be more appropriate to handle the responsibilities of the Identification Division IAFIS, NCIC 2000, UCR and possibly other aspects. The purpose of this new Division

would be to pull together all of these aspects when the "lights go on" in West Virginia. He also suggested that there be a Law Enforcement Information Services Advisory Board to counsel to the new LEISD.

Dr. Harker indicated that the Latent Fingerprint Section (LFPS) issue has to be reopened. If West Virginia is going to be information oriented, he expressed his belief that the LFPS is more science oriented and may have a tough time fitting into the West Virginia structure.

He pointed out that there are obviously "risks" in establishing such a division. He asked whether the date of 1995 is a "hard" date or could it be delayed to make sure everything is done "right" in connection with law enforcement information services at the FBI.

In discussion that followed, Mr. Greenleaf noted that it will take more than a "little" out of everyone's "hide" in the Executives Conference.

Jay BrixeY advised that from a program and funding standpoint such a matter would be quite complex.

Mr. Greenleaf pointed out that as a result of the Congressional mandate for a project office, he has asked Stan Klein to carve out various aspects of the revitalization effort. They now have an IAFIS office, leaving the construction and human resources aspects with the Identification Division.

SAC Bob Bryant expressed his concern that there will be budgetary competitions between Divisions in this regard.

In conclusion Director Sessions commented that he is going to move with dispatch in this area. He noted there are Congressional pressures. The money is at hand. He indicated that we are going to move forward but will pull the Executives Conference together in this matter. He advised that he was grateful for the input of the Executives Conference. He stated that he heard no "naysayers" but only expressions that "caution" should be pursued. He expressed his appreciation for those observations.



**The Future of  
Law Enforcement Information Services  
at the  
F.B.I.**



**Executive Conference Retreat  
November 21-23, 1991**

11/23/91  
PAT HARKER

# Assumptions

- all are working to achieve their stated missions
  
- ID has moved its reputation to the point where this discussion is possible
  
- objective analysis - ignored individual concerns for the moment

# **ADD Administration**

```
graph TD; A[ADD Administration] --- B[IDENT/ IAFIS]; A --- C[NCIC 2000]; A --- D[UCR]; A --- E[OTHERS?];
```

**IDENT/  
IAFIS**

**NCIC  
2000**

**UCR**

**OTHERS?**

# **Methodology**

- **interviewed all internal and external stakeholders**
  
- **involved external contractors**
  
- **basic principles / lessons from the private sector**

# Oversight and Public Relations

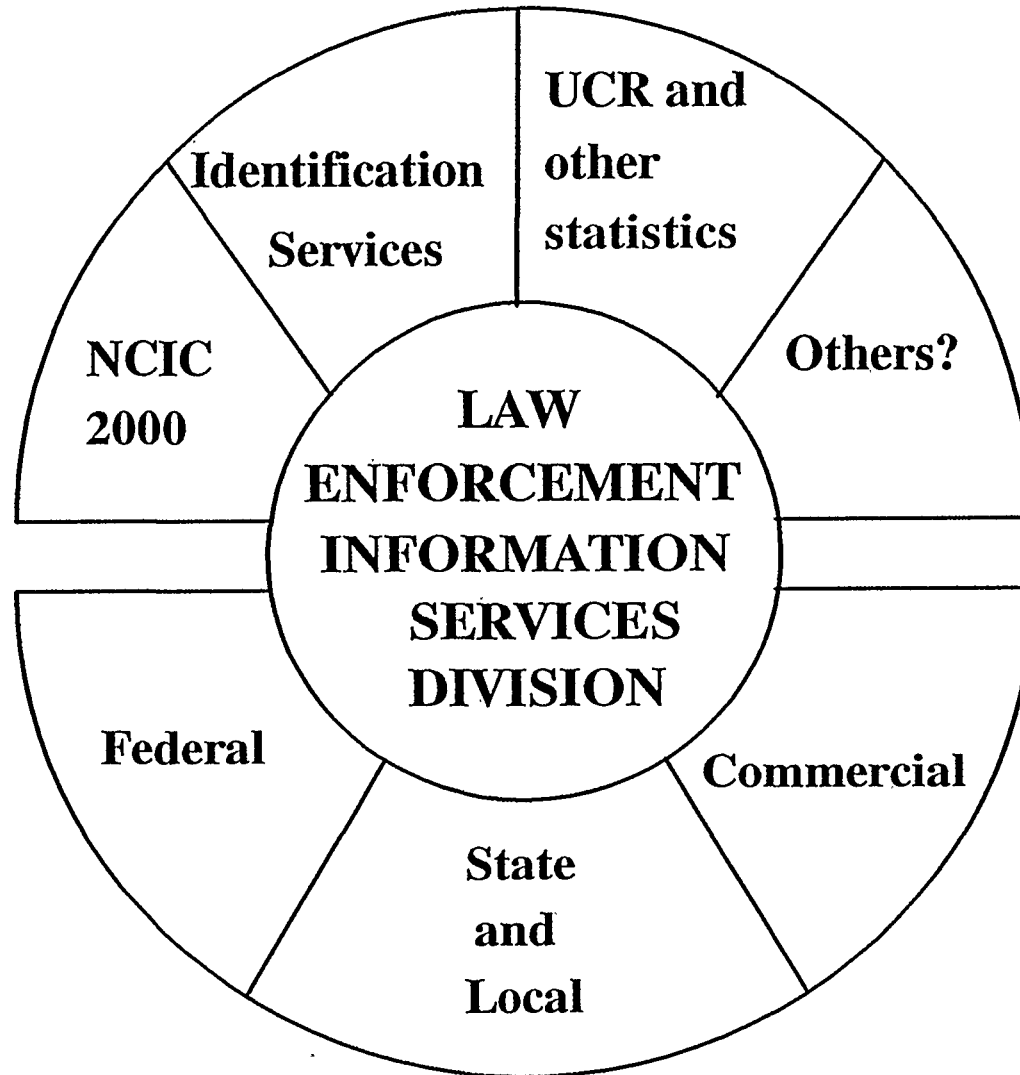
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# Strategic Service Vision



User Focus and Advocate

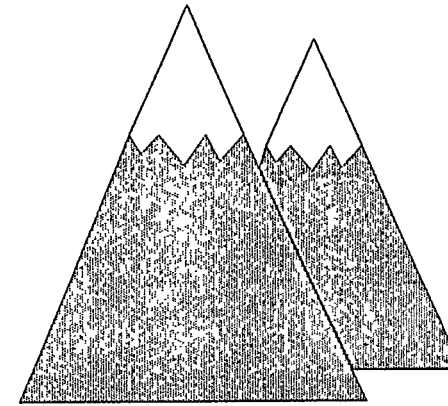
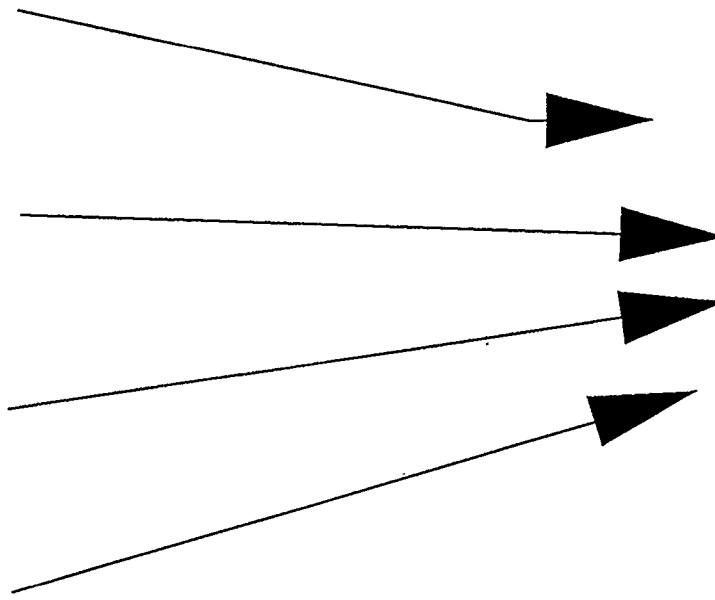
**IDENT**

**West Virginia**

**NCIC**

**UCR**

**Others**



**LEISD**

**TODAY**

**A Matrix Structure**

**1996**

**LEISD Advisory Group**

**Law Enforcement Information Services Divison**

**NCIC**

**UCR**

**Procurement**

**PR**

**Technical Support**

**IDENT**

**Auditing**

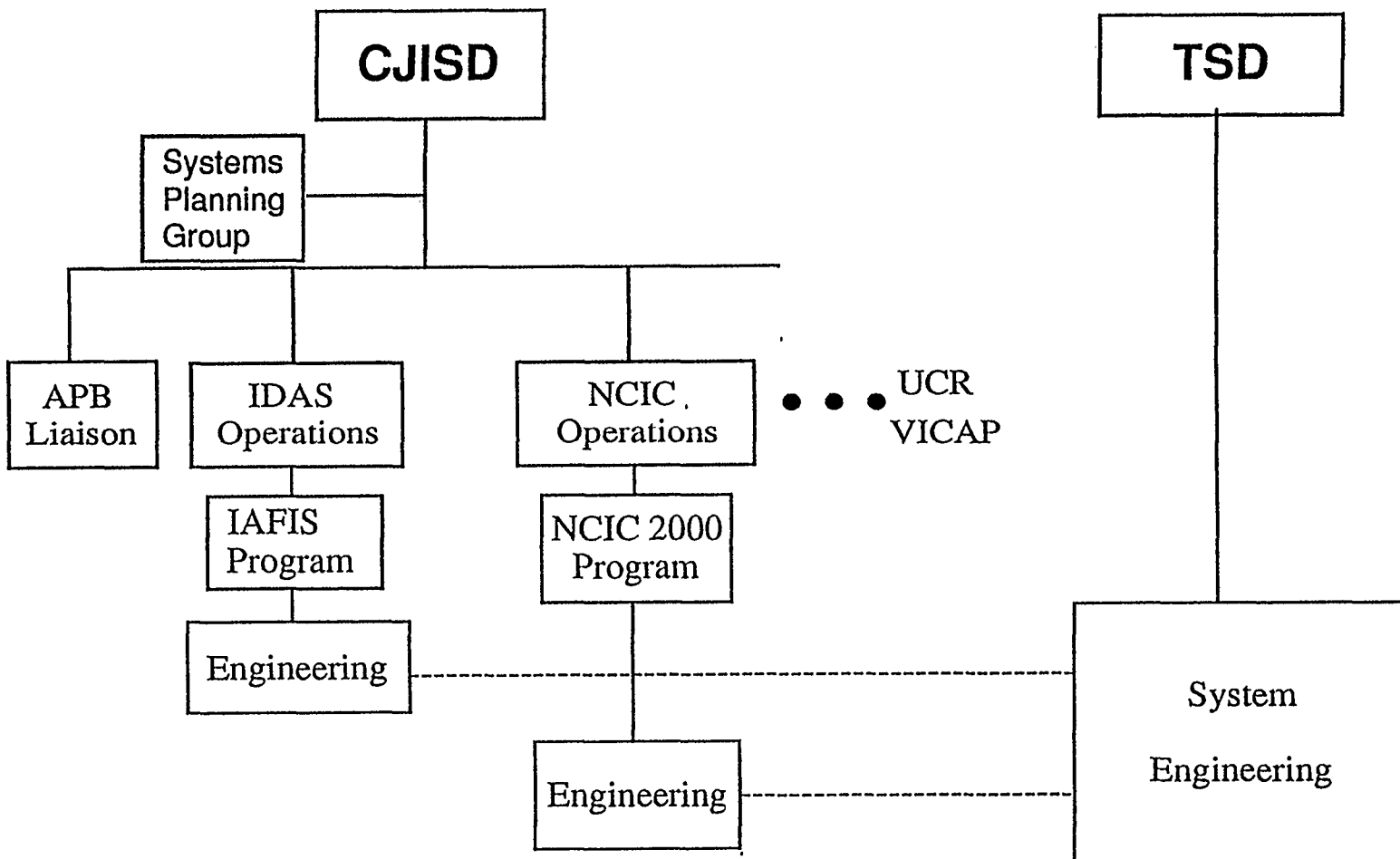
**Legal Council**

**Personnel**

**Building the Service Vision**



# A NEW ORGANIZATION FOR CRIMINAL JUSTICE INFO SYSTEMS



## **Why Now?**

- response to Congress**
- new staffing for ID**
- need to respond to state and local needs**
- reduce confusion**
- the community is ready**
- natural point in the evolution of these projects**
- WHEN ELSE?**

## **What's Involved?**

- **NCIC / UCR / IDENT overlap**

- **other systems (VICAP)**

- **the Latent Section**

## **What Are The Risks?**

- project completion dates**
- internal politics**
- external politics**
- positioning for the future**
- future integration costs**
- the image of the FBI**

## Other Options?

- status quo
- new program office

Leadership with budgetary clout is the only viable option to position the FBI for the future.

**ELSE**

**Stick with the status quo**

## **What's the Issue?**

**This will affect all divisions:**

- the budget process**
- shuffling of talent**
- movement of other services**
- external image**
- future funding**
- new policies / methods to hire "outsiders"**

**THE FUTURE OF LAW ENFORCEMENT  
INFORMATION SERVICES AT THE FBI**

The FBI is involved in a series of projects that have the potential to revolutionize federal, state and local law enforcement information services:

- NCIC 2000
- the revitalization of the Identification Division (the IAFIS project)
- the development of DNA technology and a national database
- the VICAP database for violent crimes and its link to NCIC (communications) and UCR (statistics)
- the upgrading of UCR.

The West Virginia facility, the success to date in the above projects, and positive Congressional attention provides an opportunity for the Bureau to create an integrated approach to law enforcement information services. In order to achieve this integration, the following two-part proposal has been made:

I. Create a new division, tentatively named the Law Enforcement Information Services Division, which would consist of the following sections/ offices:

- (a) NCIC
- (b) UCR
- (c) the Identification Division.

This new division would be created within FY 92 and its sole purpose is to plan for the Law Enforcement Information Services for 1995 and beyond. While the detailed structure of the division remains to be defined, it must include the following skills in addition to the above mentioned sections:

- (a) legal counsel;
- (b) procurement experts;
- (c) a public relations staff;
- (d) personnel experts;
- (d) a technical support team to serve state and local law enforcement agencies as they modernize in order to access the FBI systems; and
- (e) an audit team to insure that the states' databases (III, fingerprints, UCR, etc.) are high-quality along with providing assistance to the states to improve their data quality.

The goals of this new division are:

- (1) to coordinate the design of the work environment, human resources, space utilization in West Virginia;
- (2) to manage the design, procurement and deployment of NCIC 2000 and IAFIS in order to assure that these systems are fully compatible or, at least, can be made compatible in the future;

- (3) to develop a strategic plan for law enforcement information services along with the necessary legislative and institution ties to insure the overall success of this endeavor (including an expansion of the NCIC APB's role with federal and commercial users);
- (4) present an analysis of the role of the Latent Section in this new concept along with uncovering any other services that may fit within the mission of the Division in light of its strategic plan; and
- (5) become the operational division for all of these functions in the 1995-97 time frame when NCIC 2000 and IAFIS become a reality. In addition, this division would become essentially a satellite office in West Virginia that is capable of dealing with the myriad of issues it will face throughout its life (e.g., hiring, the landfill, new procurement, etc.). That is, the new division should be empowered to deal with the majority of issues that will arise during the life of the West Virginia operation.

II. Continue the existing operations of ID, NCIC and UCR until the new Division is fully operational. The proposed **matrix management structure** in which NCIC, UCR and ID would have dual reporting responsibilities (except for those tasked specifically with the development of NCIC 2000 and IAFIS) would:

- (a) minimize the disruption to the on-going work of the groups;
- (b) minimize the political fallout from the NCIC APB and other affected parties by permitting them the opportunity to assist in the development of the new division;
- (c) assure that NCIC, ID and UCR fully cooperate when developing their separate automation plans so that they can be more easily integrated in the not-to-distant future; and
- (d) provide the catalyst for creative thinking in the Bureau's development of such services in the future.



The issues that must be discussed at the Retreat are:

1. The pros and cons of moving ahead with the concept described above.
2. The impact that the formation of this new division may have on other strategically important projects at the FBI (e.g., NDIC).
3. Actions that the Bureau will need to take to manage the internal and external political pressures that will naturally arise in this reorganization.
4. Other projects/ programs/ etc. that may fit within the proposed service concept (DNA, VICAP, etc.).

EXECUTIVES CONFERENCE RETREAT  
LOEWS ANNAPOLIS HOTEL  
ANNAPOLIS, MARYLAND  
11/21-23/91

INTERDIVISIONAL COORDINATION

COMMENTS BY ASSOCIATE DEPUTY DIRECTOR JAMES W. GREENLEAF

It takes a long time to get a memorandum approved. The author prepares a document and sends it around to division after division which often results in addendum after addendum. When the document ultimately reaches the 7th floor, it is an original memorandum plus a pile of other information which is difficult to review and evaluate.

For background information, see my memo to the Director 9/24/91. We must prepare memos but those preparing them must take accountability for them. As I see most addenda, most divisions agree with the originating division. Why can't they get together beforehand so the original document contains the combined information of all concerned divisions and offices. The concept is sound. Obtain comments from divisions through meetings, committees, referring drafts for review, etc. I don't see these efforts as necessarily bad. Divisions need to get together beforehand and hash out their differences. There is no reason why this can't be done in 95% of the memos. There occasionally may be a complex matter that may need an addendum by, for example, the Legal Counsel Division. I'm asking that you force this matter down into your divisions and that they fix deadlines. The author should be responsible that issues get addressed and documented and that the matter moves up the chain for approval.

Communication can be in different ways but ideas should be incorporated in the ultimate memo that is prepared. Once the document is prepared it should be routed through interested divisions for their review and approval. If there is a dissenting view it can be footnoted in the memorandum itself. The bottom line should be making people responsible for these memos.

At this point the Director asked whether there has been any consideration of using E-Mail to alert everyone that such a memorandum is coming. He even suggested that the document itself might be transmitted by E-Mail.

Dr. Harker suggested that a tracer team could be put together to figure out where the bottlenecks are so that you can document where the difficulties are in moving a memorandum through the Bureau.

Mr. Greenleaf indicated that E-Mail is another way by which divisions could be alerted about a particular document and possibly obtain their input. Input could also be obtained by referring a draft document to other interested divisions and obtain their written responses which could be incorporated into the final memorandum.

In closing, Mr. Greenleaf indicated that "we are going to implement this concept."

(Reported in the first person although not an exact transcription).



U.S. Department of Justice

Federal Bureau of Investigation

Washington, D. C. 20535

October 3, 1991

MEMORANDUM TO MEMBERS OF THE EXECUTIVES CONFERENCE

RE: EXECUTIVES CONFERENCE RETREAT 11/21-23/91

Attached for your information is a copy of my memorandum to the Director 9/24/91, captioned "Interdivisional Coordination." For your information, the Director has requested that this matter be discussed at the Retreat. Please review the attached material and be prepared for discussion of it at that time. Thanks.

For your information, the Retreat will be held at the Lowes Annapolis Hotel, 126 West Street, Annapolis, Maryland, 21401, telephone (301) 858-5891. You will be furnished further information concerning the Retreat in the near future.

*for Dave Flanders*  
JIM GREENLEAF

Enclosure

Memorandum



Dep. Dir.   
 ADD Adm.   
 ADD Inv.   
 Asst. Dir.:  
   Adm. Servs.   
   Crim. Inv.   
   Ident.   
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 Off. Liaison & Int. Affs.   
 Off. of Public Affs.   
 Telephone Rm.   
 Director's Office

To : Director Sessions

Date 9/24/91

From : J. W. Greenleaf

Subject : INTERDIVISIONAL COORDINATION

**PURPOSE:** To propose that there be greater coordination between FBIHQ Divisions (and Offices) in order to resolve issues prior to the submission of memoranda for executive review and decision.

**SYNOPSIS:** Decision makers must often review a lengthy and complex memorandum with several addenda and sift through "reams" of information to obtain necessary background information to make a decision. There often has not been the necessary coordination between Divisions which could have resolved issues prior to the submission of the memorandum which is then referred from Division to Division for addendum. There should be more dialogue and coordination before the final well-crafted memorandum is prepared which should include any differences of opinion. The resulting "unified" memorandum should then be easier to review by decision makers. The timeliness of the process should improve by holding the "lead" Division responsible. An addendum should be the exception rather than the rule.

**RECOMMENDATION:** That the "concept" of coordination between Divisions proposed in this memorandum be approved and implemented.

APPROVED: *[Signature]*  
 Director \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_  
 ADD-Adm. \_\_\_\_\_  
 ADD-Inv. \_\_\_\_\_

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- 1 - Mr. Clarke
- 1 - Mr. Gow
- 1 - Each Assistant Director
- 1 - Each Inspector-In-Charge

JWG:amv (15)

*Jim Q. I APPROVE THIS REQUEST BE DISCUSSED FULLY IN CONFERENCE RESTAURANT*  
*PLEASE DISTRIBUTE MATERIALS WSPH*  
*WSPH 10/2*

Memorandum from J.W. Greenleaf to Director Sessions  
Re: Interdivisional Coordination

DETAILS:

- I. PROBLEM/ISSUE - FBIHQ executive decision makers often must review lengthy, complex and sometimes convoluted memoranda with several addenda and recommendations prepared by different Divisions and have to sift through "reams" of information to get background information necessary to make a decision.
- A. Divisions often act independently in considering matters. There often is not the coordination between Divisions that there should be.
  - B. An addendum is often added to an already complex memorandum which gives different positions which should have been resolved before the communication reached the Bureau executive.
  - C. Often the originating Division will merely prepare its own memorandum and just "pass the buck" by sending it on to other Divisions for comment and addendum after addendum.
  - D. The timeliness of handling such matters suffers as the memorandum goes from one Division to another for review, comment and addendum if considered necessary. Some matters "languish" in someone's in-basket with no one following up on them.
- II. PROPOSAL
- A. There should be more dialogue and coordination between Divisions when necessary before the "final" memorandum is submitted to the decision maker. This should reduce the necessity for any addendum.
  - B. The lead Division (normally the originator of the memorandum) should obtain the necessary input from interested Divisions and include it in a well-crafted memorandum. Issues should be resolved between Divisions before final preparation of the memorandum.
    - 1. Through meetings
    - 2. By drafts of the memorandum submitted to interested Divisions
    - 3. Through E-Mail communications

Memorandum from J.W. Greenleaf to Director Sessions  
Re: Interdivisional Coordination

4. Deadlines should be set by the lead Division which should maintain responsibility for the prompt submission of responses by other Divisions.
  5. Written responses if necessary should be submitted by the interested Divisions and incorporated into the final memorandum.
- C. Where there are differences of opinion between Divisions that remain unresolved at the time of preparation of the final memorandum, they should be clearly pointed out in the memorandum.
1. Consideration should be given to using a footnote type approach to include the actual comments of the differing Division.
- D. There should be appropriate recommendations set forth taking into consideration any differences of opinion.
- E. The goal should be to have a simplified memorandum which will be more easily reviewed by the decision maker.
1. It should flow logically.
  2. There should be agreement between Divisions insofar as possible within the single document.
  3. If there is agreement, the Assistant Director may just initial the memorandum with there being no need to include any addendum in connection with his approval of the recommendation.
- F. It should always be made clear which Division is the lead Division in order that responsibility may be fixed to ensure the matter is handled in a timely fashion.

### III. BENEFITS

- A. The "unified" memorandum will be easier to review with the decision maker not having to "bounce" back and forth between the body of the memorandum and several addenda.

Memorandum from J.W. Greenleaf to Director Sessions  
Re: Interdivisional Coordination

- B. There should be improved timeliness of handling of matters by not having to have the original memorandum go from one Division to another for action/addendum.
- C. There should be improved communications between Divisions (it will force people to discuss matters ahead of time).
- D. It should help to restore "communication discipline" by having fixed responsibility for overall handling of matters.
- E. It should further streamline the communications and paper flow process when used in conjunction with the proposed Standardized Memorandum Format including a synopsis, bullet paragraphs when necessary and a more simplistic writing style as suggested during the U.S. Air Force presentation.

IV. POSSIBLE DRAWBACKS

- A. More meetings (which are often difficult to arrange) may be necessary between Divisions.
- B. More "effort" will be required by the lead Division to coordinate the entire matter and prepare a well-crafted and comprehensive work product.

V. COMMENTS/CONCLUSIONS

- A. This can only work if we all make it work.
- B. The adding of an addendum should be the exception rather than the rule.
  - 1. An Assistant Director should, however, have the discretion and reserve the right to furnish an addendum, or, if desired, a cover note to the decision maker.
- C. I believe those who prepare such communications and those who review them will all benefit from such an approach as that proposed.



EXECUTIVES CONFERENCE RETREAT  
LOEWS ANNAPOLIS HOTEL  
ANNAPOLIS, MARYLAND  
11/21-23/91

COMMENTS BY SAC DON K. PETTUS

I would like to bring you up to date on some of the activity of the SAC Advisory Committee (SACAC) and its relationship with the Attorney General's Advisory Committee (AGAC) which met together in San Antonio, Texas on 10/21-23/91. We meet twice a year with the AGAC. There have been some changes in the SACAC. SAC Andy Duffin is to chair the SACAC during the upcoming year.

Representatives of the AGAC will be available for questions by our SACs at the next SACs Conference. We will then do the same at their USA meeting.

It is imperative that the SACAC get some guidance from FBIHQ. It's noted that the Deputy AG attends the AGAC. The SACAC would like to have the Assistant Director of CID attend our SACAC meetings. We will take this up with the Director when we meet with him in January.

In connection with the investigation/prosecution of bankruptcy fraud matters, we do not have the resources to do them. The U.S. Attorneys are getting heat from Congress and their constituents. Possibly we need training in this area. Possibly these matters are not being referred to us. Maybe we can put some of them on the fast track. The bottom line is that they are not considered priority cases.

(At this time Director Sessions stated that the SACAC needs to coordinate closely with the AGAC. Additionally, each SAC needs to coordinate with the U.S. Attorneys so that they know what our limitations are and they can help us get the resources. The SACs need to deal with this matter with particularity with the U.S. Attorneys. In this was they will be able to assist us in obtaining the necessary resources).

There is a common complaint by the SACAC that priority investigative matters are added by FBIHQ but none are ever removed from the list with no increase in resources.

The SACs have an excellent relationship with the AGAC. The AGAC has substantial "clout" with the DOJ.

(Director Sessions noted that there should be no question about the value of the USA Advisory Committee. Bureau officials should deal with our counterparts at the Department of Justice and in the field. Vigorous exchanges are necessary between the Bureau and the Department of Justice. If there are any problems, raise them so we can solve them. It is each SAC's responsibility to do so).

The full U.S. Attorneys Committee has substantial clout with the Department of Justice.

(Reported in the first person although not an exact transcription).

SAC ADVISORY COMMITTEE MATTERS

TOPICS DISCUSSED AT THE JOINT MEETING OF  
DIRECTOR'S SAC ADVISORY COMMITTEE AND  
ATTORNEY GENERAL'S ADVISORY COMMITTEE  
OCTOBER 21-23, 1991  
SAN ANTONIO, TEXAS

- A. The investigation/prosecution of Bankruptcy Fraud
- B. Compensating cooperating witnesses
- C. FIRREA cases
- D. Burgeoning White-Collar Crime - availability of resources
- E. Case report, organization and complex long-term fraud investigations
- F. Intelligence sharing - drugs
- G. Asset forfeiture
- H. Future role, goals and objectives of the group

The following U.S. Attorneys attended:

Bill Roberts, Chairman, Springfield, Illinois;  
Thomas W. Corbett, Pittsburgh, Pennsylvania;  
Deborah J. Daniels, Indianapolis, Indiana;  
Ron Ederer, San Antonio, Texas;  
Joe D. Whitley, Atlanta.

SACs Andrew Duffin, Jim Esposito, Jeff Jamar, and Don Pettus attended as members of the Director's SAC Advisory Committee.

EXECUTIVES CONFERENCE RETREAT  
LOEWS ANNAPOLIS HOTEL  
ANNAPOLIS, MARYLAND  
11/21-23/91

COMMENTS BY DIRECTOR WILLIAM S. SESSIONS

I want to thank you for a job well done. This has been an exceptional conference. The next Executives Conference Retreat will be at Virginia Beach. I'm trying to find facilities closer to Washington, D.C. Let Jim Greenleaf know your thoughts.

My sense is that all of us were taken aback when we heard about the numbers reported in connection with the Employee Assistance Program (EAP). We've heard about so many tragedies. We need to pay attention to what's happening to all of our employees. The numbers set off a real "siren" in my mind. I'm extremely pleased in the results and acceptance of the EAP. We need to support all our employees better. The stress factor among Agents and support employees alike is tremendous. We need to ensure that we are responding to their needs. Confidentiality is a given.

Our overall concern for our employees is great. There is a concern now with the threat of cancer. The same is true with emotional stress. We must find ways to do what needs to be done. As we move into TQM we'll find it to be a positive force for our employees. They'll find mechanisms for release of tensions to benefit the Bureau. We have quality employees and must treat them as such.

During the conference I heard no naysayers regarding TQM. I have however, heard that I was ambivalent in connection with TQM. I am intensely interested for the Bureau to build itself by self determination to do things as opposed to me saying to do it. I wanted you to understand the principle of an adaptive corporation. You could be AT&T, IBM or Xerox. What's different about the FBI? Nothing. If we recognize our weaknesses, we should be prepared to handle what's necessary. We have decided that we are going to force decision making down.

My belief is to broaden decision making and make the systems function. I was concerned about possible mass retirements. Now I'm not as concerned as I was in 1987. We have a cadre of great leaders. These coming years should be your finest. We now have a springboard into a pool where we can out-distance everyone because of our capabilities.

I take great pride in the Executives Conference wherever I go in the United States. We've been recognized by the outside. We don't necessarily set our goals to obtain the Malcolm Baldrige Award but should set our sites at being an organization capable of receiving it. We'll always have "warts," but we must face them and deal with them. We cannot sit back on our laurels.

We'll move forward with TQM within our programs but we must be willing to change. Our world is embroiled in change. We need to harness that energy and run with it.

This has been the most satisfying of all of the Executives Conference Retreats we have had. I was stunned as [redacted] [redacted] drew out of us such a plethora of things that were on our minds. This was just the tip of the iceberg. In four or five years I hope we can look back and see that we have driven down decision making and strengthened all processes of the Bureau. We won't recognize it but we'll still be the leading law enforcement organization in the world.

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(Reported in the first person although not an exact transcription).

July 24, 1991

MEMORANDUM TO MEMBERS OF THE EXECUTIVES CONFERENCE

RE: EXECUTIVES CONFERENCE RETREAT  
NOVEMBER 20-23, 1991

The next Executives Conference Retreat will be held from the evening of Wednesday, November 20, 1991, until Mid-day Saturday, November 23, 1991. The location has yet to be determined. You will be advised of further details.

For your information, Organizational Dynamics, Inc., (ODI) will be conducting a one-day TQM education and orientation workshop for the Executives Conference on either 11/21 or 11/22/91. It will be preceded by a presentation the evening before by ODI's

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Each of you should give this matter serious consideration. Please furnish me with other possible agenda items/topics you believe would be relevant and thought-provoking for this retreat. Also let me have your observations concerning an overall theme and suggestions for possible speakers.

Deadline: 8/9/91.

Many thanks.

  
Jim Greenleaf

JWG:rsm

August 29, 1991

TO MR. GREENLEAF

RE: EXECUTIVES CONFERENCE RETREAT  
ANNAPOLIS, MARYLAND  
11/21-23/91

Jim,

This is a summary of the suggested agenda items submitted by members of the Executives Conference.

You previously had decided to have one agenda item be the Employee Assistance Program which was recommended by Carroll Toohey. He noted that this would fit in well with and provide a preview for the next SAC Conference theme of "Employer/Employee Relations in the FBI".

During the last retreat, one agenda item was not covered -- the relationship between the FBI and the FBI Agents Association. I mention it here in case you want to consider it for this retreat, especially now that there is a recommendation for the enhancement of the SAAC.

As a possible theme, Joe Davis suggested that the conference be geared to the TQM theory of looking to our suppliers and our customers and considering the "market forces" that are acting on our organization. He proffered the question, "Can we be all things to all people and hold onto all the jurisdiction we have without resources to service our clients?"

CID furnished the following as suggested themes:

1. Maintaining Jurisdictional Integrity  
Over the last ten years, the FBI has steadily lost jurisdictional ground to other Federal agencies. It is believed it is time to reassert ourselves.
2. Improving Vertical Communications
3. Changing the Decision-Making Formula
4. The Art of Delegation
5. Other Perspectives in Problem Resolution
6. Consolidation of Overlapping/Duplicative Services  
Each of these five themes (2 through 6) has as a common thread, the refinement of the management process to the end that efficiency is enhanced and fiscal, personnel and equipment costs are minimized.
7. The Direction of FBI Programs from 1990-2000

8. Administrative Services Division (ASD): Preparing for the 21st Century
9. Multi-Division Cases vs. Sole Ownership  
Oftentimes, "going it alone" is unproductive; discourage single-office efforts.

In connection with speakers, you have [redacted] scheduled to speak on Thursday evening, 11/21/91 and [redacted] on Friday evening, 11/22/91.

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The following speakers were suggested:

1. The AG or the DAG (by [redacted])
2. Congressional leaders from our Oversight Committees (by [redacted])
3. [redacted], a political commentator/prognosticator (by John Collingwood)
4. [redacted] of Creative Think, and [redacted] A Kick in the Seat of the Pants and A Whack on the Side of the Head. (By CID)
5. Richard G. Darman, Office of Management and ;budget, and Harry H. Flickinger, Department of Justice to speak on various topics, to include budget projections, management initiatives, aircraft management, etc. (By CID)  
~~Coping with loss of experience when large numbers of Agents will retire in the near future. (York)~~

The following is a list of possible agenda items furnished by members of the Executives Conference:

1. Coping with loss of experience when large numbers of Agents will retire in the near future (York)
2. Applicant investigations. Why they take so long and what can be done (York)
3. How to continue to diversify our work force in the face of challenges to the affirmative action aspects of our Special Agent Selection System, where we are going and how do we hope to get there in light of legal, political, and employee morale issues (Davis)
4. National Security Strategy of the United States for 1991, as well as the President's intelligence priorities for 1991 (These will have an impact on our FCI, CT, OC and Drug Programs) (DuHadway)
5. Training needs as the FBI moves toward the year 2000, i.e., New Agent, In-Service and management training (Daniels)



6. Continuing education/training for FBI support personnel (Christensen)
7. Career Development for Special Agents in support divisions (Christensen)
8. Succession Planning (Christensen)
9. EEO Matters: Recommend an outside review of our Climate Survey. How the Bureau will develop a complete comprehensive program for managing a diverse work force (Christensen)
10. Changes in the Career Development Program (Hicks)
11. Special Agent Selection System and recruitment policies (Hicks)
12. Language Program (Hicks)
13. EEO Matters, i.e., status, policy and procedures, initiatives at FBIHQ and in the field

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CID furnished the following possible agenda items:

1. How to contain Department of the Treasury and Inspectors General encroachment on DOJ/FBI investigative and prosecutive programs.
2. Strategies for dealing with the encroachment of other Federal investigative agencies into areas once the exclusive province of the FBI.
3. Alternatives for training inasmuch as Quantico will be virtually closed to all but new Special Agent training.
4. The more efficient use and coordination of analytical investigative support and intelligence data bases, and the respective personnel. Many investigative and supervisory personnel are unaware these data bases are in existence and available to support our investigative effort. In-Service classes could ensure the most efficient use of available analytical resources.
5. Address the current low level of SAC authority for case expenditures. (NOTE: Unit Chief level of approval is three times higher than that of an SAC.)
6. Assessing the performance of SACs.
7. Develop meaningful SAC appraisal system.

8. Develop integrated criminal intelligence system to support FBI investigative and management functions in all criminal programs.
9. Assignment of personnel resources to Special Operations Groups (SOG) on a program basis as opposed to allocating investigative program resources to SOG teams.
10. Gang problem in inner cities - a current "hot topic" in Congress and elsewhere. Inform all executives of CID initiatives regarding gangs.
11. Matters relating to the international arena.
12. Assess new areas of investigation and evaluate older violations and procedures.
13. Analysis of ASD by future needs regarding equipment and personnel matters (i.e. hiring salary structure), to be more competitive with other agencies and the private sector.
14. Revisit proposal to merge FBI and the Drug Enforcement Agency in an effort to eliminate interagency rivalry and pervasive duplication which results in ineffective and inefficient drug law enforcement.
15. Two automation goals and objectives for the FBI:
  - a) Develop an FBI-wide criminal intelligence data base with link analysis capability
  - b) Fully equip CID with automation equipment and network for access to all FBI data bases necessary for program management responsibility
16. Current terrorist threat assessment:
  - a) Post-Persian Gulf crisis terrorist threat
  - b) Possible terrorist concerns resulting from the upheavals in eastern Europe and the Soviet Union
  - c) 1992 Olympics in Barcelona, Spain
17. Update on American hostages in Beirut and release of British hostage John McCarthy and American hostage Edwin Austin Tracy in August 1991.

Dave Flanders

August 2, 1991

TO: MR. KENNEDY

RE: EXECUTIVES CONFERENCE BREAKFAST MEETING

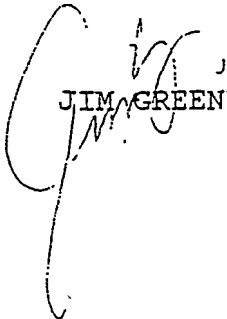
WELDON:

I previously requested you arrange a briefing for the Executives Conference Breakfast on the subject of the Employee Assistance Program (EAP). Upon further consideration I believe the EAP program is of such importance as to warrant scheduling time during our next Executives Conference Retreat where more details can be provided and more discussion can occur. Therefore a replacement topic for the September 5, 1991 Executives Conference Breakfast will be needed. I suggest an update on the impact Agent retirements and first office rotations will have on our small to medium sized offices.

I understand that [redacted] in the Special Agent Transfer Unit (SATU) is preparing a computer model on which to test future transfer policies. I also understand this model may not be completed by September 5, 1991, however, I believe it is important for our executives to hear the efforts underway to deal with the transfer and staffing problems facing us at this time.

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Thank you for your attention to this.

  
JIM GREENLEAF

1 - Mr. Clarke  
1 - [redacted]  
① - Mr. Flanders  
SWG:amv (4)

EXECUTIVES CONFERENCE RETREAT - NOV. 20-23, 1991

Suggested items/topics for discussion:

Coping with the expected loss of experience when large numbers of field Agents and Supervisors retire in two years. How will we meet that challenge? What will such a loss really mean to the FBI? Should we just "let it happen" ?

Applicant background investigations. We are constantly told by people inside the Bureau, as well as outside, that background investigations take too long. This has been a common complaint for years. What can be done about the length of time it takes to complete a background and bring an applicant on board ? Would it be possible to complete a National Agency Check, bring the applicant in with limited access contingent on completion of the background ? Are there other things we can do to expedite the process ?

LARRY YORK

August 9, 1991

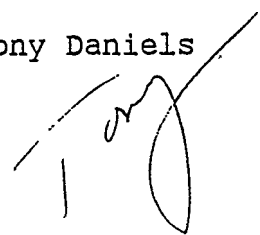
Jim,

Re your note to Members of the Executives Conference, dated July 24, 1991, captioned, "EXECUTIVES CONFERENCE RETREAT, NOVEMBER 20-23, 1991.

As I know you are well aware, the influx of New Agents over the next five years, the demands for the FBI's expertise to provide state and local training, coupled with the limited capacity at the FBI Academy present the FBI with what I and my staff believe is a training crisis. I am recommending, as an agenda item, a presentation by myself and members of the Academy staff to the Executive Conference on the issue of Training Needs - The FBI Moving Towards the Year 2000.

The need for a continued dynamic New Agent curriculum and increased amount of in-service, both generic and specialized, to deal with a less experienced Agent population and the need to provide the highest possible quality management training for the future executive of the FBI is the topic that I believe should be discussed in a forum like the Executive Conference Retreat. Should this most important topic be selected, and I recommend that it is, I will draw up an outline of specific topic areas and provide them to you.

Tony Daniels



- 1 - Mr. Gow
- 1 - Mr. Daniels
- 1 - Mr. Burke
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- 1 -
- 1 -

MJS:jco

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INFORMAL NOTE - NOT FOR RETENTION

August 13, 1991

Mr. Greenleaf:

RE: EXECUTIVES CONFERENCE RETREAT  
NOVEMBER 20-23, 1991

Re your note 7/24/91, requesting possible agenda items.

Some suggested topical areas for discussion at the retreat are:

(1) CONTINUING EDUCATION/TRAINING FOR FBI SUPPORT PERSONNEL

"The work place must become a university" reflects the attitude of one of the most rapidly growing small enterprises in the United States. It contains the recognition that people with the proper education and skills are a scarce commodity now and will be more so in the future. This company has created flexibility in the weekly work schedules so that one day each week is devoted to advanced training of the employees. There is an attitude that a better trained employee is a better employee, regardless of the area of training. Contemporary educational literature suggests that 75% of training after age 25 will occur "on the job."

The FBI has limitless opportunities to provide advanced training for its support personnel through the FBI Academy and through affiliation with community colleges. IMD is currently working with Mount Vernon College to provide such training and credit. There is preliminary agreement that fundamental courses will be taught, such as English, College Math, and Introduction to Computers. These will be college credit courses and the instructors will be selected from FBI employees with appropriate credentials. The costs related to the course will be based on administrative overhead costs to maintain the records and certify the course content and instructors. Therefore, it is anticipated the costs per hour will be minimal. IMD intends to provide a flexible work schedule for employees who are interested in advancing their skills and education. An investment of this nature in the employee will be returned to the FBI in the form of more dedication, greater motivation, and increased interest in quality of work performance.

1 - Mr. Christensen  
GNC:pdh (2)

(2) CAREER DEVELOPMENT FOR SPECIAL AGENTS IN SUPPORT DIVISION

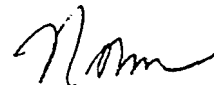
It would appear there is disparity between advancement opportunities for Agents assigned support divisions versus Agents assigned the investigative divisions, Inspection Division, and the Administrative Services Division. It is possible that management training experiences are as good, or perhaps even better, in the support divisions as those in the aforementioned divisions. Should management training experience in the support divisions be a stepping stone to further advancement within support divisions or can these Agents be considered equally competitive for field management positions? An overall clearly defined career path for Agent personnel is needed.

(3) SUCCESSION PLANNING

With the publication of the recent survey by Administrative Services Division, the impact of retirements in the next few years is substantial. It will affect management of the Bureau at all levels. The Bureau has never transcended through a turnover of this magnitude. It seems it would be imperative for the current leadership of the Bureau to develop a program and take some aggressive actions to identify potential leaders and place them in a development program. Selected individuals should be provided an opportunity to work in many management/leadership positions in the Bureau on a temporary assignment basis. Some of the developmental experience could include short term assignments to other Government agencies, private progressive corporations, and university-sponsored graduate-level programs.

(4) EQUAL EMPLOYMENT OPPORTUNITY MATTERS

Regardless of who we are, to include individuals and organizations, there is a certain amount of baggage which attaches to our own experiences and history. Understanding biases, that is their source, the cultural climate that supports biases or spawns them, and the forms in which biases manifest themselves within an organization, is something that confronts us all. I recommend an outside review of the EEO climate survey since there are preliminary indications that this survey may be interpreted many different ways. It is not necessarily so negative as initially portrayed within the Bureau. I am also of the opinion that it is imperative the Bureau develop a complete, comprehensive program for managing a diverse work force. It appears that there are many segments or aspects of a program in place but they lack cohesion. Many appear to be in response to particular incidents or events that occur within the organization.



G. Norman Christensen

# Memorandum



To : Jim Greenleaf

Date 8/7/91

From : Tom DuHadway

Subject: Executive Conference Retreat  
November 20-23, 1991

In your memorandum to the members of the Executive Conference dated July 24, 1991 your requested possible agenda recommendations that would be thought-provoking for the November retreat.

Clearly the continuing worldwide political changes effecting the international landscape, will have long range and profound impacts on the FBI's mission. The FBI can not escape the impact these changes will have on all our various investigative programs. It is essential we maintain a clear understanding of the long range goals and objectives of the U.S. Government in the international area, as well as an understanding of what political transitions can be anticipated for the future.

Accordingly we would suggest a significant topic for the retreat is a discussion of the new National Security Strategy of the United States for 1991, signed by the President in July along with a discussion of the President's Intelligence priorities for 1991. Both of these policy guidance will have a significant impact on our FCI, CT, OC, and Drug programs. We would suggest a formal presentation on the 1991 National Security Strategy followed by an up-date by INTD on the status of implementing NSTL. This discussion should include the impact of world events on our CT, OC and Drug programs.

1-Mr. DuHadway

1-Mr. Brandon

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Memorandum



Dep. Dir. \_\_\_\_\_  
 ADD Adm. \_\_\_\_\_  
 ADD Inv. \_\_\_\_\_  
 Asst. Dir.:  
   Adm. Servs. \_\_\_\_\_  
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 Telephone Rm. \_\_\_\_\_  
 Director's Sec'y \_\_\_\_\_

To : Mr. Greenleaf

Date 8/21/91

From : W. M. Baker

Subject : EXECUTIVES CONFERENCE RETREAT  
NOVEMBER 20-23, 1991

PURPOSE: To furnish possible agenda items/topics for captioned retreat, observations for an overall theme and suggestions for possible speakers.

RECOMMENDATION: None. For information only.

APPROVED: Adm. Servs. \_\_\_\_\_ Laboratory \_\_\_\_\_ Off. of Liaison \_\_\_\_\_  
           Crim. Inv. W. M. Baker Legal Coun. \_\_\_\_\_ & Int. Affs. \_\_\_\_\_  
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 Dep. Dir. \_\_\_\_\_ Info. Mgnt. \_\_\_\_\_ Training \_\_\_\_\_ Public Affs. \_\_\_\_\_  
 ADD-Adm. \_\_\_\_\_ Inspection \_\_\_\_\_ Cong. Affs. Off. \_\_\_\_\_  
 ADD-Inv. \_\_\_\_\_ Intell. \_\_\_\_\_ Off. of EEO \_\_\_\_\_

DETAILS: Reflected herein are the results of a survey of all CID Sections concerning possible agenda items/topics, observations for an overall theme and suggestions for possible speakers for the upcoming Executive Conference Retreat.

SPEAKERS

- 1) \_\_\_\_\_ of Creative Think, and \_\_\_\_\_ A Kick in the Seat of the Pants and A Whack on the Side of the Head.
- 2) Richard G. Darman, Office of Management and Budget, and Harry H. Flickinger, Department of Justice To speak on various topics, to include Budget Projections, Management Initiatives, Aircraft Management, etc.

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- 1 - Mr. Greenleaf
- 1 - Mr. Baker
- 1 - RMPU File

MCH (4)  
*Mch*

CONTINUED

ITEMS/TOPICS

- 1) How to Contain Department of the Treasury and Inspectors General Encroachment on DOJ/FBI Investigative and Prosecutive Programs.
- 2) Strategies for dealing with the encroachment of other Federal investigative agencies into areas once the exclusive province of the FBI.
- 3) Alternatives for training inasmuch as Quantico will be virtually closed to all but new Special Agent training.
- 4) The more efficient use and coordination of analytical investigative support and intelligence data bases, and the respective personnel. Many investigative and supervisory personnel are unaware these data bases are in existence and available to support our investigative effort. In-Service classes could ensure the most efficient use of available analytical resources.
- 5) Address the current low level of SAC authority for case expenditures. (NOTE: Unit Chief level of approval is three times higher than that of an SAC.)
- 6) Assessing the performance of SACs.
- 7) Develop meaningful SAC appraisal system.
- 8) Develop integrated criminal intelligence system to support FBI investigative and management functions in all criminal programs.
- 9) Assignment of personnel resources to Special Operations Groups (SOG) on a program basis as opposed to allocating investigative program resources to SOG teams.
- 10) Gang problem in inner cities - a current "hot topic" in Congress and elsewhere. Inform all executives of CID initiatives regarding gangs.
- 11) Matters relating to the international arena.
- 12) Assess new areas of investigation and evaluate older violations and procedures.
- 13) Analysis by ASD of future needs regarding equipment and personnel matters (i.e. hiring and salary structure), to be more competitive with other agencies and the private sector.
- 14) Revisit proposal to merge FBI and the Drug Enforcement Agency in an effort to eliminate interagency rivalry and pervasive duplication which results in ineffective and inefficient drug law enforcement.

CONTINUED

- 15) Two automation goals and objectives for the FBI:
  - a) Develop an FBI-wide criminal intelligence data base with link analysis capability
  - b) Fully equip CID with automation equipment and network for access to all FBI data bases necessary for program management responsibility.

THEMES

- 1) "Maintaining Jurisdictional Integrity"  
Over the last ten years, the FBI has steadily lost jurisdictional ground to other Federal agencies. It is believed it is time to reassert ourselves.
- 2) "Improving Vertical Communications"
- 3) "Changing the Decision-Making Formula"
- 4) "The Art of Delegation"
- 5) "Other Perspectives in Problem Resolution"
- 6) "Consolidation of Overlapping/Duplicative Services"  
Each of these five themes (2 through 6) has as a common thread, the refinement of the management process to the end that efficiency is enhanced and fiscal, personnel and equipment costs are minimized.
- 7) "The Direction of FBI Programs from 1990-2000."
- 8) "Administrative Services Division (ASD): Preparing for the 21st Century"
- 9) "Multi-division Cases vs. Sole Ownership"  
Oftentimes, "going it alone" is unproductive; discourage single-office efforts.

Memorandum from [redacted] dated 8/14/91  
Re: Executives Conference Retreat  
November 20-23, 1991

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ADDENDUM: COUNTERTERRORISM SECTION (CTS); 8/21/91, DM:dm

In response to a request for topics relevant to the upcoming Executives Conference Retreat, the CTS recommends that the following be considered for discussion:

1. Current terrorist threat assessment:
  - o Post-Persian Gulf crisis terrorist threat
  - o Possible terrorist concerns resulting from the upheavals in eastern Europe and the Soviet Union
  - o 1992 Olympics in Barcelona, Spain
2. Update on American hostages in Beirut and release of British hostage John McCarthy and American hostage Edwin Austin Tracy in August, 1991.

APPROVED: \_\_\_\_\_

Director _____	Adm. Servs. _____	Crim. Inv. <u>WJE/KWS</u>	Ident. _____	Laboratory _____	Legal Coun. _____	Off. of Liaison & Int. Affs. _____
Dep. Dir. _____	Info. Mgnt. _____	Inspection _____	Intell. _____	Tech. Servs. _____	Training _____	Off. of Public Affs. _____
ADD-Adm. _____				Cong. Affs. Off. _____		
ADD-Inv. _____				Off. of EEO _____		

August 15, 1991


Mr. Greenleaf:

RE: EXECUTIVES CONFERENCE RETREAT  
NOVEMBER 20-23, 1991

This is in response to your note of July 24, 1991, seeking input on possible agenda items for the retreat.

I suggest that there be opportunity for presentation and discussion of the proposed or effected changes to the Career Development Program and a further discussion of the Special Agent selection system and recruitment policies. I also suggest that the Laboratory Division present a one and one-half hour block on the language program, unless the Executives Conference is briefed on this topic prior to the retreat.

Each of the above areas are issues of such strong concern to the field that it would be helpful if the entire Executives Conference is conversant on the issues.

  
John Hicks

August 2, 1991

TO: ADD Greenleaf

Re: Executive Conference Retreat;  
Possible Agenda Items

I believe that the most important issue facing the FBI at the present time is the continuing concern over how to continue to diversify our work-force in the face of challenges to the affirmative action aspects of our SA Selection System. By November it is virtually certain we will have received some direct guidance/instructions from DOJ on some aspects of our process. Also, the Verinder Committee should have made substantial progress in identifying alternative tests for us to use in lieu of the SAEF -- or be in position to recommend major revisions of it. I suggest that we schedule a considerable block of time to really take stock of where we are going and how we hope to get there in light of legal, political and employee morale issues. I know this may be viewed as a somewhat negative issue to focus on, but it is one we must face head-on and with all the wisdom and insight we can muster.

As to the overall theme, I suggest it be geared to the TQM theory of looking to our suppliers and our customers and considering the "market forces" that are acting on the organization. Can we be all things to all people and hold on to all the "jurisdiction" without resources to service our clients?

I have no specific suggestions for speakers.

J.R. Davis

JRD  
8/2

1 - Mr. Davis

7/30/91

MR. GREENLEAF,

EXECUTIVES CONFERENCE RETREAT  
NOVEMBER 20-23, 1991

Jim,

This is in response to your 7/24/91 note soliciting agenda items/topics for captioned retreat.

I believe there is some confusion among our FBIHQ and Field executives regarding the role of the Employee Assistance Program (EAP). I believe it would be good to have a presentation on the EAP emphasizing management responsibility to recognize problems and take action prior to development of crisis situations. This would fit in well with and provide a preview for the next SAC Conference theme of Employer/Employee Relations in the FBI.

  
D.C. TOOHEY

1 - Mr. Toohey

DCT:jo  
(3)

August 9, 1991

TO: Mr. Greenleaf

Re: Executive Conference Retreat  
Future Topics

Jim:

At some future Executive Conference Retreat, especially if it is close by, I recommend having [redacted] as a dinner speaker or to make a presentation. [redacted] is a veteran political commentator considered to be an expert on how the process really works as well as a prognosticator of things to come. He is entertaining and I think the Conference would find him very informative.

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I am uncertain how much he charges but I would be glad to explore that for you, if you are interested.

  
John E. Collingwood



August 2, 1991

Mr. Greenleaf:

Re: **Executive Conference Retreat**  
**November 20-23, 1991**

Re your note dated July 24, 1991.

My recommendations for speakers would be the following:

1) Attorney General or Deputy Attorney General to discuss the Department of Justice's view on international law enforcement cooperation in the future.

2) Congressional leaders from oversight committees.



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August 13, 1991

Mr. Greenleaf:

RE: EXECUTIVES CONFERENCE RETREAT  
NOVEMBER 20-23, 1991

I suggest some time be scheduled to discuss follow-up actions as the result of the various meetings concerning EEO issues. The following items could be covered:

1. Status of all EEO Complaints
2. EEO or EEO-related Policy and Procedural Developments

Recruitment, SA Applicant Testing, New Agents Class Composition, Career Board Development, etc.

3. EEO Activities Initiated by HQ and Field Divisions



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EXECUTIVES CONFERENCE RETREAT  
4/11-13/91  
FOLLOW-UP ITEMS

- (1) Per Floyd Clarke, we need to put together a committee to revamp, renew the Performance Appraisal System for the SACs. It's not doing what it should. There needs to be a formalized procedure. Jim Greenleaf indicated that he would like to have input concerning this issue from the SAC Advisory Committee.

Status: This matter is currently under review by the OPEA in coordination with LCD and ASD.

- (2) Carroll Toohey was asked to arrange for some time to be set aside at the next SACs conference for Floyd Clarke to discuss the Climate Survey.

Status: This matter was handled by Mr. Clarke at the last SACs Conference.

- (3) Per Director Sessions, the IMD should create a document to train those supervisors and support employees at FBIHQ who handle documents to know just what to do with them i.e. which to send to file, which to destroy, etc. The Director noted that if some "extraneous" mail/documents are sent back by IMD to the person who sent them for filing, the present practice of sending all items to IMD would stop.

Status: This matter was handled by the IMD. A memorandum was furnished to all Bureau officials and supervisors advising them of how they should properly handle "paper" that comes to their attention.

- (4) The IMD is to pursue with the Air Force having a session of the "Executive Writing Course" before the Executives Conference.

Status: The IMD sponsored an Executive Writing Course on 7/12-16/91, which was presented by the Department of English, United States Air Force Academy.

- (5) The IMD is to go to the SAC Advisory Committee to have them get a "prioritization" of leads which they send to FBIHQ.

Status: This matter was reviewed by the IMD. It's believed that FBIHQ entities would have difficulty with Field Offices setting deadlines for FBIHQ concerning requests sent to FBIHQ.

- (6) Per Jim Greenleaf, he would like to know who (Division) should take the lead at FBIHQ on TQM. The Director added that he agrees with this but that each entity should "do its own thing" in connection with their implementation of TQM.

Status: This matter is being coordinated by Special Assistant [redacted] with Mr. Greenleaf and Mr. Clarke.

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- (7) Director Sessions advised that Mr. Revell should put his presentation concerning the history of the Career Development Program into the form of a memorandum with a recommendation to Tony Daniels to "look it over."

Status: SAC Revell has been contacted and will submit the requested memorandum as soon as possible.

- (8) Per Jim Greenleaf, Buck Revell at the SACs Conference should tell the SACs just what it is that FBIHQ expects of them to be considered the "cream of the crop."

Status: This matter was handled at the last SACs Conference. Also see #1 above.

- (9) The Director believes the EDI should have a "testing" aspect.

Status: The Training Division has advised that it and the Psychological Services, Inc. (PSI) were opposed to having a testing feature incorporated into the EDI. The Training Division agreed with PSI that the Bureau would be better served through evaluating skills rather than knowledge. Special Assistant [redacted] advised that this was brought to the Director's attention and his question was resolved.

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- (10) Status of the validation of the SA Entrance Examination.

Status: This matter is currently being coordinated by the ASD and LCD with the DOJ.

- (11) Status of ASD's Career Training Program.

Status: At this time the Career Training Program is still in the discussion stage. ASD is presently analyzing our recruitment capabilities and proposing major changes from a general recruitment concept to one of selective recruitment. ASD is optimistic that through selective recruitment we will be able to fully satisfy the skill needs of our organization

and also provide a diversified Special Agent workforce. As we move forward with our selective recruitment ASD will continue to monitor its successes and make necessary changes such as a Career Training Program, if deemed appropriate.

A similar program entitled the Critical Skills Scholarship Program has been proposed and the funding for this program is presently in a bill before Congress. If the bill is approved it is anticipated that the program would commence in the fall of 1993. A memo has been prepared and is presently being reviewed in the ASD that outlines the projected number of participants and parameters of the program. This program is currently being used successfully at CIA and has about twenty students enrolled in the program.

- (12) Concern regarding the SA Applicant Interview Process. Status of the revamping of the Process.

Status: This matter is being coordinated by the ASD and LCD with the DOJ.

- (13) The SACAC reiterated its recommendation that "it is the sense of the SACs that ever increasing requirements from the various units at FBIHQ are rarely accompanied by new resources. Our ability to efficiently and effectively respond is hindered when new requirements do not factor in the need for personnel, equipment, training and knowledgeable supervision. The SAC again recommends that a personnel impact statement be completed to consider personnel, equipment, training and supervision before FBIHQ places new requirements on the Field."

Status: In June 1991, the Resource Management and Allocation Board (RMAB) met and approved increasing the number of Supervisory Special Agents in a number of the smallest offices in order to relieve the ASACs of direct case or squad supervisory responsibility. This resulted in increases to 12 offices. During the same meeting consideration was given to increasing the number of ASACs in large and medium sized offices in order to assist SACs in management responsibilities. Additional ASACs were approved in various offices, thus relieving SACs of some management responsibility.

- (14) Status of the SACAC's suggestion for a single entity at FBIHQ to coordinate all non-investigative taskings.

Status: Various entities at FBIHQ use computerized and manual management control methods to monitor requests from field offices. They are self-contained within their respective entity and there is no access to this information by field offices or other entities at FBIHQ. These systems require redundant data entry and don't usually provide the management control reports offered by the FOIMS Leads Application.

IMD is proposing a method of providing critical information which could assist FBIHQ as well as field offices in knowing the status of field office requests pending at FBIHQ. Field offices would have responsibility for entering FBIHQ lead information into the FOIMS Leads and Tickler application; FBIHQ would up-date to indicate receipt and Unit/Agent assigned the lead.

Several operational sections in CID and the Intelligence Division have expressed interest in utilizing the FOIMS Tickler application to assist them in monitoring operational and administrative requests pending in their sections. IMD has implemented a pilot project in the White Collar Crimes Section, CID, and the Office of Professional Responsibility, Inspection Division, to determine the benefit of this proposed system. Access to this system will only be to FBIHQ entities initially. After evaluation of the pilot projects, field offices will be given access to their action items. Some minor modifications will be needed for FOIMS Leads and Tickler application and the modification requirements are to be submitted to Technical Services Division as the pilot project continues.

December 2, 1991

**EXECUTIVES CONFERENCE RETREAT  
11/21-23/91  
FOLLOW-UP ITEMS**

(1) AD Wayne Gilbert asked that information concerning the EAP be shared at the SACs Conference, especially relative to what SACs can do to help the EAP. Mr. Clarke indicated that there should be a more formalized process for the sharing of such information. Mr. Greenleaf pointed out that the EAP is one aspect of the "theme" for the next SACs Conference.

(2) AD Wayne Gilbert asked that FBIHQ look into providing AIDS kits for the field, as well as testing provisions for the HIV virus as necessary.

(3) AD Bayse was asked to look into the status of the Training Division at Quantico being capable of receiving E-Mail messages.

Mr. Kennedy

11/29/91

James W. Greenleaf  
Assoc. Dep. Dir. - Admin.

EMPLOYEE ASSISTANCE PROGRAM (EAP);  
FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT  
11/21-23/91

**PURPOSE:** To record a matter discussed at the Executives Conference Retreat.

**RECOMMENDATION:** That the Administrative Services Division take appropriate action in connection with its EAP presentation at the next SACs Conference.

**DETAILS:** At the Executives Conference Retreat in Annapolis, Maryland, 11/21-23/91, you and your staff made an excellent presentation concerning the EAP and related matters. During the discussion that followed, Assistant Director Wayne Gilbert asked that some of this same information be shared at the next SACs Conference, particularly as to what SACs can do to help the EAP. Mr. Clarke also indicated that there should be a more formalized process of sharing information about the EAP with the field offices. As I pointed out, the EAP is scheduled to be part of the over-all "theme" for the next SACs Conference.

1 - Mr. Clarke  
1 - Mr. Gow  
1 - Mr. Kennedy  
1 - Mr. Gilbert  
1 - Mr. Toohey  
① - Mr. Flanders

JWG:cwb

(6)



Mr. Kennedy

11/29/91

James W. Greenleaf  
Assoc. Dep. Dir. - Admin.

REQUEST FOR AIDS KITS AND HIV TESTING;  
FOLLOW-UP ITEM TO THE EXECUTIVES CONFERENCE RETREAT  
11/21-23/91

**PURPOSE:** To record a matter discussed at the Executives Conference Retreat.

**RECOMMENDATION:** That the Administrative Services Division consider providing AIDS kits and testing for the HIV virus as necessary to our field offices. Please provide me with a status report within 60 days.

**DETAILS:** During the Executives Conference Retreat, 11/21-23/91, in Annapolis, Maryland, Assistant Director Wayne Gilbert pointed out that there have been several occasions in the Philadelphia Division when Agents have dealt with incidents involving individuals who have AIDS. He indicated that he had his Agents obtain various items which could be classified as an "AIDS kit" to be used in connection with such incidents. He also pointed out that there could be times when testing for the HIV virus would be necessary. He suggested that FBIHQ look into the obtaining of such AIDS kits and provide them to the field offices. Similarly, he suggested that there be provisions made for the field offices to have tests for the HIV virus in connection with incidents where personnel may come into contact with an individual carrier of that virus.

1 - Mr. Clarke  
1 - Mr. Gow  
1 - Mr. Gilbert  
1 - Mr. Kennedy  
① - Mr. Flanders

JWG:cwb (5)

Mr. Bayse

11/29/91

James W. Greenleaf  
Assoc. Dep. Dir. - Admin.

ELECTRONIC MAIL;  
FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT  
11/21-23/91

**PURPOSE:** To record a matter discussed at the Executives Conference Retreat.

**RECOMMENDATION:** That the Technical Services Division take appropriate action in connection with the matters set forth in the details. Please provide me with a status report within 60 days.

**DETAILS:** During the Executives Conference Retreat in Annapolis, Maryland, 11/21-23/91, the question arose as to the availability of E-Mail between FBIHQ and the Training Division at Quantico. You indicated that you would look into the status of having E-Mail capability with Quantico.

Assistant Director Weldon Kennedy also raised the fact that he was receiving some E-Mail messages which might more appropriately have been received and handled by his subordinates. In connection with your review of the E-Mail capabilities, I also would appreciate your looking into the possibility of E-Mail between the present "participants" (for the most part, at the Assistant Director level and above and their staffs) and those possibly at the Deputy and Section Chief levels.

1 - Mr. Clarke  
1 - Mr. Gow  
1 - Mr. Bayse  
1 - Mr. Kennedy  
① - Mr. Flanders

JWG:cwb (6)

Memorandum



- Dep. Dir. \_\_\_\_\_
- ADD Adm. \_\_\_\_\_
- ADD Inv. \_\_\_\_\_
- Asst. Dir.:
- Adm. Servs. \_\_\_\_\_
- Crim. Inv. \_\_\_\_\_
- Ident. \_\_\_\_\_
- Info. Mgnt. \_\_\_\_\_
- Insp. \_\_\_\_\_
- Intell. \_\_\_\_\_
- Lab. \_\_\_\_\_
- Legal Coun. \_\_\_\_\_
- Tech. Servs. \_\_\_\_\_
- Training \_\_\_\_\_
- Cong. Affs. Off. \_\_\_\_\_
- Off. of EEO \_\_\_\_\_
- Off. of Liaison & Int. Affs. \_\_\_\_\_
- Off. of Public Affs. \_\_\_\_\_
- Telephone Rm. \_\_\_\_\_
- Director's Office \_\_\_\_\_

To : Mr. Clarke *h. 12/31* Date 12/9/91

From : J. W. Greenleaf *0* EXECUTIVE CONFERENCE

Subject : EXECUTIVES CONFERENCE RETREAT  
ANNAPOLIS, MARYLAND  
11/21-23/91

**PURPOSE:** To record the documentation received in connection with this retreat.

**RECOMMENDATION:** For information and record purposes.

APPROVED: \_\_\_\_\_

Director _____	Adm. Servs. _____	Laboratory _____	Off. of Liaison & Int. Affs. _____
Dep. Dir. _____	Crim. Inv. _____	Legal Coun. _____	Tech. Servs. _____
ADD-Adm. _____	Ident. _____	Training _____	Off. of Public Affs. _____
ADD-Inv. _____	Info. Mgnt. _____	Cong. Affs. Off. _____	Intell. _____
	Inspection _____	Off. of EEO _____	

**DETAILS:** Attached is a volume which contains the "results" of the 11/21-23/91, Executives Conference Retreat. It is being submitted in order that it may be made a matter of record.

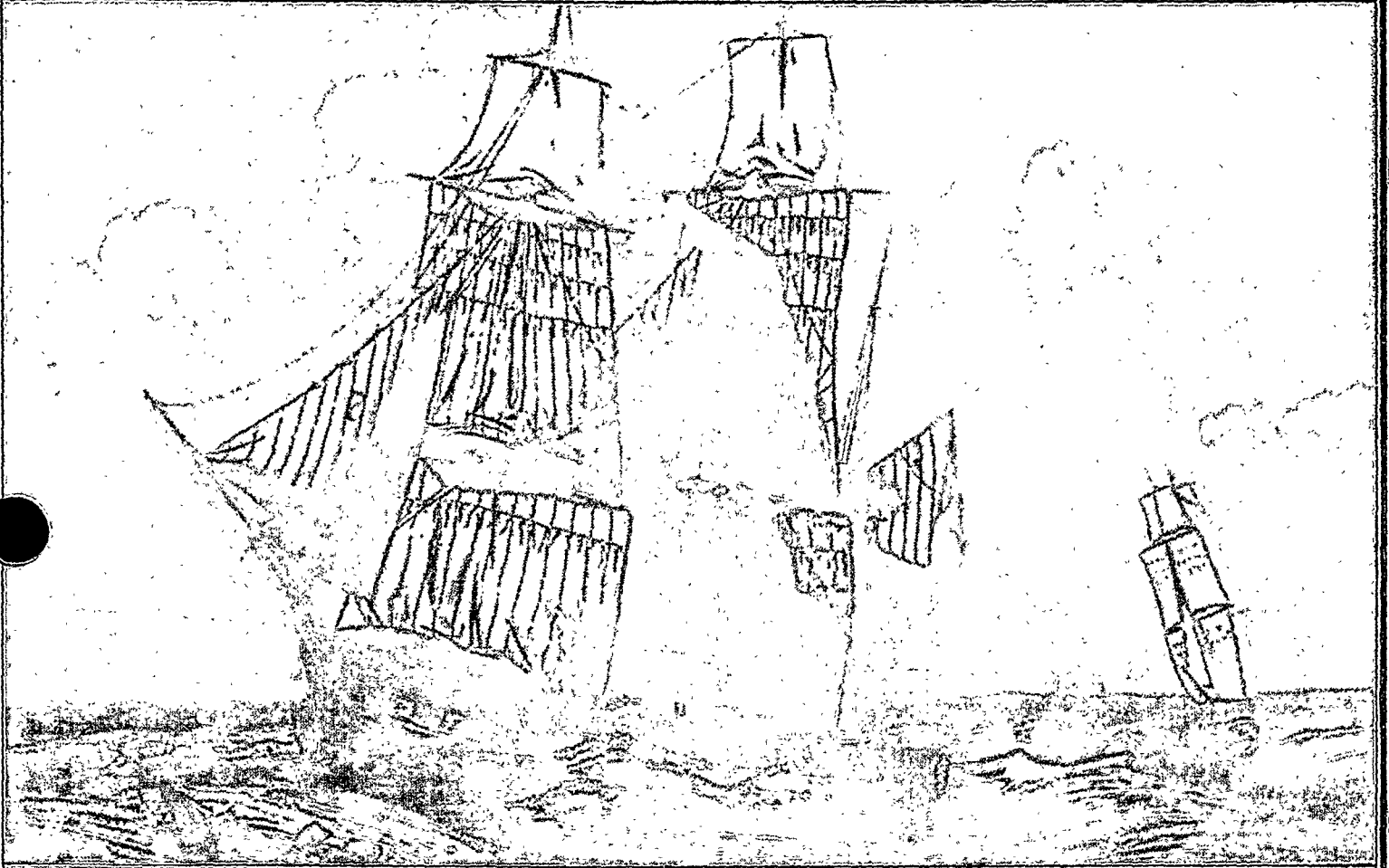
**ENCLOSURE**

"ENCLOSURE IN BULKY ROOM"

- 1 - Mr. Clarke (Enclosure)
  - 1 - Mr. Gow (Enclosure)
  - 1 - Mr. Flanders (Enclosure)
- JWG:amv (4)

66-2554-13087

*J. file*



## EXECUTIVES CONFERENCE RETREAT

Loews Annapolis Hotel  
Annapolis, Maryland

NOVEMBER 21-23, 1991

66-2554-13087

ENCLOSURE