

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  
 From : JAMES W. GREENLEAF

Date 4/16/92

Subject : EXECUTIVES CONFERENCE RETREAT  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92

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

RECOMMENDATION: For information and record purposes.

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

DETAILS: Attached is a volume which contains the results of the 3/22-25/92 Executives Conference Retreat. It is being submitted in order that it may be made a matter of record.

Enclosure

- 1 - Mr. Clarke (Enclosure)
- 1 - Mr. Gow (Enclosure)

JWG:rsm

66-151-13095

4 file  
JWG

ENCLOSURE IN BULKY ROOMS

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and research of John Greenewald, Jr., creator of:

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EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
MARCH 22-25, 1992

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7. IRM; TQM - DAD CAROLYN MORRIS
8. STANDARDS OF CONDUCT; BLACK AGENTS ISSUES - AD JOE DAVIS
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10. FBI AGENTS ASSOCIATION - ADD-ADM JIM GREENLEAF AND  
AD JOE DAVIS
11. "A WORKPLACE OF DIFFERENCE" - ANTI-DEFAMATION LEAGUE
12. COMMENTS BY DR.
13. PROJECT FORCE - DAD DICK SONNICHSEN
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16. COMMENTS BY DIRECTOR WILLIAM S. SESSIONS
17. COMMENTS BY JUDGE ROBERT C. BONNER, ADMINISTRATOR, DEA
18. OTHER POSSIBLE AGENDA ITEMS SUBMITTED
19. ITEMS TO FOLLOW-UP FROM THIS ECR

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EXECUTIVES CONFERENCE RETREAT  
3/22-25/92  
VIRGINIA BEACH RESORT HOTEL AND CONFERENCE CENTER  
2800 SHORE DRIVE  
VIRGINIA BEACH, VIRGINIA 23451

SUNDAY, 3/22/92

P.M.

ARRIVAL, CHECK-IN

6:00 P.M.

RECEPTION  
DINNER

MONDAY, 3/23/92

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

BREAKFAST

8:30 A.M. - 8:45 A.M.

OPENING REMARKS - JIM GREENLEAF

8:45 A.M. - 10:00 A.M.

UPDATE ON PRIOR ECR ITEMS  
WELDON KENNEDY - PERCEIVED  
UNFAIRNESS TO EMPLOYEES

NORM CHRISTENSEN -

- 1) COOPERATION AND COMMUNICATION
- 2) FBIHQ TRACKING OF FIELD OFFICE  
REQUESTS

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

BREAK

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

TQM/IRM - JIM GREENLEAF AND  
CAROLYN MORRIS

11:30 A.M. - 12:00 NOON

ETHICS/AIRCRAFT/TRAVEL - JOE DAVIS

12:00 NOON - 1:30 P.M.

LUNCH

1:30 P.M. - 2:30 P.M.

BLACK AGENTS ISSUES - JOE DAVIS

2:30 P.M. - 3:30 P.M.

INTERNATIONAL POLICE TRAINING -  
PAUL DALY AND JOHN GUIDO

3:30 P.M. - 4:00 P.M.

BREAK

4:00 P.M. - 5:00 P.M.

FBI AGENTS ASSOCIATION - JOE DAVIS  
AND JIM GREENLEAF

6:00 P.M. - 6:30 P.M.

HOSPITALITY TIME

6:30 P.M. -

DINNER - ALEXANDER'S ON THE BAY

TUESDAY, 3/24/92

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

BREAKFAST

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

"A WORKPLACE OF DIFFERENCE" -  
MR. VAL H. BERRY AND MR. [REDACTED]  
(ANTI-DEFAMATION LEAGUE)

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

BREAK

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11:00 A.M. - 12:30 P.M.

EXECUTIVE STRESS; EAP -  
DR. [REDACTED]

12:30 P.M. - 2:00 P.M.

LUNCH

2:00 P.M. - 2:45 P.M.

OPEA STUDY - "FBI ORGANIZATIONAL  
EVALUATION" - DICK SONNICHSEN

2:45 P.M. - 3:30 P.M.

STRATEGIC GOALS AND OBJECTIVES:  
SACAC MATTERS - JEFF JAMAR

3:30 P.M. - 3:45 P.M.

BREAK

3:45 P.M. - 4:30 P.M.

SA SELECTION SYSTEM/TEST DEVELOPMENT;  
EMPLOYEE TURNOVER - WELDON KENNEDY

4:30 P.M. -

REMARKS - DIRECTOR SESSIONS

6:00 P.M. - 6:30 P.M.

HOSPITALITY TIME

6:30 P.M. - 7:30 P.M.

DINNER

7:30 P.M. -

SPEAKER - JUDGE ROBERT C. BONNER,  
ADMINISTRATOR, DEA

WEDNESDAY, 3/25/92

8:00 A.M. - 9:00 A.M.

BREAKFAST

CHECK OUT, DEPARTURE

EXECUTIVE CONFERENCE RETREAT  
3/22-25/92  
VIRGINIA BEACH RESORT HOTEL

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| <u>LIST OF ATTENDEES</u>         | <u>ARRIVAL</u> | <u>DEPARTURE</u> | <u>ROOM #s</u> |
|----------------------------------|----------------|------------------|----------------|
| SESSIONS, WILLIAM S.             | 3/22/92        | 3/25/92          | 824            |
| [REDACTED] (FBI DETAIL)          | 3/22/92        | 3/25/92          | 826            |
| BAYSE, WILLIAM A.                | 3/22/92        | 3/25/92          | 819            |
| *BERRY, VAL (SPEAKER)            | 3/22/92        | 3/24/92          | 730            |
| BONNER, ADM. ROBERT C. (SPEAKER) | 3/24/92        | 3/25/92          | 721            |
| BRIXEY, JAY A.                   | 3/22/92        | 3/25/92          | 835            |
| BRYANT, ROBERT M.                | 3/22/92        | 3/25/92          | 834            |
| *CHASE, WILLIAM D.               | 3/22/92        | 3/25/92          | 719            |
| CHRISTENSEN, G. NORMAN           | 3/22/92        | 3/25/92          | 832            |
| CLARKE, FLOYD I.                 | 3/22/92        | 3/24/92          | 821            |
| COLLINGWOOD, JOHN E.             | 3/22/92        | 3/25/92          | 811            |
| COLLINS, LARRY                   | 3/22/92        | 3/25/92          | 727            |
| [REDACTED] (DEA DETAIL)          | 3/24/92        | 3/25/92          | 722            |
| DALY, PAUL V. (SPEAKER)          | 3/23/92        | 3/25/92          | 718            |
| *BURKE, JOHN J.                  | 3/22/92        | 3/25/92          | 813            |
| DAVIS, JOSEPH R.                 | 3/22/92        | 3/26/92          | 817            |
| FOX, JAMES M.                    | 3/22/92        | 3/25/92          | 816            |
| GILBERT, WAYNE R.                | 3/22/92        | 3/25/92          | 814            |
| [REDACTED] (FBI DETAIL)          | 3/21/92        | 3/25/92          | 829            |
| GOW, W. DOUGLAS                  | 3/22/92        | 3/25/92          | 822            |
| GREENLEAF, JAMES W.              | 3/22/92        | 3/25/92          | 823            |
| [REDACTED]                       | 3/21/92        | 3/25/92          | 732            |
| GUIDO, JOHN E.                   | 3/22/92        | 3/25/92          | 831            |
| HARKER, PATRICK                  | 3/22/92        | 3/24/92          | 717            |
| HAYMAN, RUSSELL (DEA-DEPUTY)     | 3/24/92        | 3/25/92          | 723            |
| HICKS, JOHN W.                   | 3/22/92        | 3/25/92          | 818            |
| [REDACTED]                       | 3/22/92        | 3/25/92          | 720            |
| [REDACTED]                       | 3/22/92        | 3/25/92          | 720            |
| JAMAR, JEFFREY J. (SACAC)        | 3/22/92        | 3/25/92          | 820            |
| JONES, THOMAS F.                 | 3/22/92        | 3/25/92          | 833            |
| KENNEDY, WELDON L.               | 3/22/92        | 3/25/92          | 812            |
| [REDACTED]                       | 3/21/92        | 3/25/92          | 715            |
| MORRIS, CAROLYN G. (SPEAKER)     | 3/22/92        | 3/23/92          | 728            |
| [REDACTED]                       | 3/21/92        | 3/25/92          | 725            |
| PEREZ, JAMES R.                  | 3/22/92        | 3/25/92          | 827            |
| POTTS, LARRY A.                  | 3/22/92        | 3/25/92          | 830            |
| SONNICHSEN, RICHARD C. (SPEAKER) | 3/24/92        | 3/25/92          | 729            |
| [REDACTED] (SPEAKER)             | 3/23/92        | 3/24/92          | 716            |
| * [REDACTED] (SPEAKER)           | 3/22/92        | 3/24/92          | 731            |
| TOOHEY, DELBERT C.               | 3/22/92        | 3/25/92          | 815            |
| TORRENCE, LARRY                  | 3/22/92        | 3/25/92          | 726            |
| YORK, LAWRENCE K.                | 3/22/92        | 3/25/92          | 828            |
| COMMAND CENTER                   |                |                  | 836            |

\*\*ONLY ONE (1) ROOM IS NEEDED FOR [REDACTED] & [REDACTED]  
\*\*OMIT STUKEY, DONALD



U.S. Department of Justice

Federal Bureau of Investigation

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Washington, D. C. 20535

1/17/92

MEMORANDUM TO MEMBERS OF THE EXECUTIVES CONFERENCE

EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

The next Executives Conference Retreat will be held at the Virginia Beach Resort and Conference Center, Virginia Beach, Virginia. Sunday, 3/22/92, will be a travel day. The Retreat will commence with a reception and buffet dinner 3/22/92. It will conclude with lunch Wednesday, 3/25/92. You will be provided further information concerning the Retreat agenda at a later date.

I would like each of you to think about topical issues for discussion at the Retreat. Please furnish me by 1/31/92, with your thoughts for agenda items which you believe would be relevant and thought provoking for this Retreat.

Thank you.

  
JIM GREENLEAF

February 14, 1992

MEMORANDUM TO MEMBERS OF THE EXECUTIVES CONFERENCE

EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-24/92

Reference my memorandum 1/17/92.

Attached for your information is a copy of the tentative agenda for the next Executives Conference Retreat. The retreat will conclude with dinner on Tuesday, 3/24/92.

You will be provided further information at a later date.

Thank you.

  
JIM GREENLEAF

Enclosure

JWG:rsm





U.S. Department of Justice

Federal Bureau of Investigation

Washington, D. C. 20535

March 5, 1992

MEMORANDUM TO MEMBERS OF THE EXECUTIVES CONFERENCE

**Executives Conference Retreat (ECR)**  
**3/22-25/92**  
**Virginia Beach Resort Hotel and Conference Center**  
**2800 Shore Drive**  
**Virginia Beach, Virginia 23451**

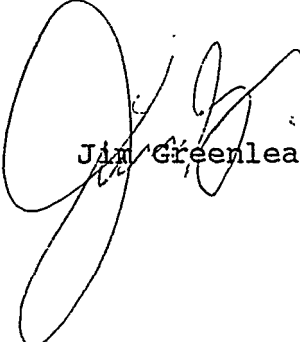
Attached for your information is a copy of the agenda for the ECR.

The dress code will be casual throughout the ECR.

**DIRECTIONS:** I 64 to Norfolk/Virginia Beach  
Exit 79, Rt. #13 North - North Hampton Road  
Exit Rt. #13 at Rt. #60 - Shore Drive  
Shore Drive - East, 5 miles to Rt. #279 -  
Great Neck Road  
Hotel on left

**TELEPHONE NUMBERS:** 804-481-9000 (commercial)  
1-800-422-4747 (Virginia only)  
1-800-468-2722 (other)

Looking forward to a good Executives Conference Retreat. If you have any questions, please do not hesitate to give me a call.

  
Jim Greenleaf

Enclosure

JWG:cwb

**EXECUTIVES CONFERENCE RETREAT**

**3/22-25/92**

**HOTEL TELEPHONE NUMBERS:**

(804) 481-9000 (Commercial)  
1-800-422-4747 (Virginia only)  
1-800-468-2722 (Other)

**COMMAND POST/MESSAGE CENTER (CP/MC) (ROOM 836):**

(804) 496-3420  
(804) 496-3458  
(804) 496-0146  
(804) 496-0163

(Norfolk Agent will be in the CP/MC 24 hours a day)

**Director's Room private line: (804) 496-0282**



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

3/13/92

Mr. Greenleaf,

RE: AIDS PROTECTIVE KITS

In my memorandum to you dated 1/17/92, captioned as above, you authorized the purchase of aids protective kits for all Bureau cars. Unfortunately, there are no commercially prepared "kits" that meet our specifications.

On 2/28/92, two "kits" containing numerous protective devices were forwarded to each field division for analysis. For the sake of brevity they are called "Kit-A" and "Kit-B". One contains additional protective devices not required by the Occupations Safety and Health Administration (OSHA). The field divisions are being asked to choose which "kit" will meet their safety requirements. A response is due by 5/15/92. When all divisions have responded, it is our intent to solicit a contract from a company to produce the "kit" we require. At that time we will ensure that each division receives the appropriate number of protective "kits". In the meantime, all offices have at least two "kits" and certainly can request more if necessary. As you are aware the OSHA regulations require that protective equipment be issued to all employees, or "is readily accessible at the work-site."

The Procurement Unit, Administrative Services Division, in conjunction with the Laboratory Division, is handling this project.

Weldon L. Kennedy

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. Liaison & Int. Affs. \_\_\_\_\_
- Off. of Public Affs. \_\_\_\_\_
- Telephone Rm. \_\_\_\_\_
- Director's Office \_\_\_\_\_

To : Mr. Greenleaf

Date 1/17/92

From : W. L. Kennedy

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

PURPOSE: To provide you the status of captioned matter.

RECOMMENDATION: None. For information.

993  
 WJK  
 SEARCHED \_\_\_\_\_  
 INDEXED \_\_\_\_\_  
 SERIALIZED \_\_\_\_\_  
 FILED \_\_\_\_\_  
 JAN 21 1992  
 FBI - MEMPHIS

Adm. Servs. WJK Laboratory \_\_\_\_\_ Off. of Liaison \_\_\_\_\_  
 Ident. \_\_\_\_\_ Int. Affs. \_\_\_\_\_  
 Public Affs. \_\_\_\_\_

DETAILS: By way of background, you requested that the Administrative Services Division (ASD) consider providing AIDS kits and testing to our field offices. Your request was the result of a discussion you had with AD Wayne Gilbert at the Executives Conference Retreat.

*I BELIEVE WE GO AHEAD & PURCHASE THE AIDS KITS  
 USING EMERGENCY FUNDS RE: CONFIDENTIAL*

In an all SACs' airtel, captioned "Purchase of Safety Equipment Against Infectious Diseases for Bureau Automobiles," dated 10/5/90, the Laboratory Division made specific recommendations as to the contents of the kit (Attachment A). At that time, ASD conducted a market survey, and it was determined the cost would have been about \$70 per vehicle. Since we had about 8100 vehicles in our fleet in 1990, the total cost would have been \$567,000. FBIHQ believed the cost to be prohibitive.

Attachment

- 1 - Mr. Greenleaf
- 1 - Mr. Kennedy
- 1 - Mr. Hicks
- 1 - Mr. Brixey
- 1 - Mr. Hoyt
- 1 - Mr. Gentry
- 1 - Mr. Harman
- 1 - Mr. Wyne
- 1 - Mr. Moss

DEH:dm (10)

Memorandum from W. L. Kennedy to Mr. Greenleaf  
Re: Request for AIDS Kits and HIV Testing  
Follow-up Item to the Executives Conference Retreat  
11/21-23/91

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On 1/13/92, Mr. [ ] Protective Health Services (PHS) Inc., Chico, California, contacted the Procurement Unit. He advised that his company markets an AIDS kit which includes all items currently required by the Occupational Safety and Health Administration regulations. We could probably negotiate a price of \$25 per kit depending on the quantity we decided to buy.

Items not in the PHS kit, but desired by the Laboratory Division, included a disposable CPR mask, stainless steel mirror and wooden paint stirrer. Total catalog cost of the items is about \$11. We should be able to get everything, including those items desired by the Laboratory Division, for approximately \$35 per kit or about \$297,500. Since this would be a full and open competition, we may be able to get an even better price.

Regarding the field test for the HIV virus, the Laboratory Division advised that there is no such procedure. There are currently two methods of HIV testing. Both must be conducted by trained medical technicians in a laboratory setting.

TRANSMIT VIA: \_\_\_\_\_  
CLASSIFICATION: AIRTEL \_\_\_\_\_

DATE: 10/5/90

FROM:

PERSONAL ATTENTION

TO:

Director, FBI

All SACs  
All LEGATs

PURCHASE OF SAFETY EQUIPMENT AGAINST INFECTIOUS  
DISEASES FOR BUREAU AUTOMOBILES

The possibility of an Agent acquiring AIDS from a suspect or subject who is infected with the AIDS virus is highly remote. However, the possibility does exist that infectious blood coming in contact with mucous membranes, open lesions on the skin, cracks in the hands, etc., could infect an Agent as it has in several cases of health care workers in the United States. In addition, there are at least four reported cases of police officers acquiring AIDS occupationally, usually via needle-stick injuries from contaminated needles. Infected needles pose the greatest risk of not only AIDS but also hepatitis B to Agents in the field.

The AIDS virus is extremely fragile outside its host--- the human body. Upon drying, almost all of the viruses are killed very rapidly; however, dried body fluids, like liquid ones, must always be considered infectious regardless of their state or origin. In liquid body fluids the virus is capable of surviving at least 15 days at room temperature. In dried stains, research has determined that 99% of the viruses are killed upon drying; however, experimental levels of infectious viruses were found to be alive in one study up to 72 hours. Therefore, all body fluids, regardless of their state or age, should be considered infectious.

A suggestion from a field Agent was received at FBIHQ suggesting that "AIDS" kits be placed in all Bureau automobiles. The Administrative Services Division has determined that Bureau funding for these kits is cost prohibitive. Therefore, it is

Airtel to ALL SACs and ALL LEGATs  
Re: PURCHASE OF SAFETY EQUIPMENT AGAINST INFECTIOUS  
DISEASES FOR BUREAU AUTOMOBILES

suggested that, at the discretion of the SAC, these kits can be purchased through the office supply budget. If these kits are purchased, it is recommended that commercially prepared kits be avoided as they tend to be inadequate and excessively expensive. The following items are recommended and can usually be purchased from a medical/hospital supply company, an industrial safety company, pharmacies, drugstores, or ordered through scientific supply companies.

AIDS kits for automobiles should include:

- (1) A box of disposable, non-sterile, ambidextrous, latex examination (floor) gloves. There are 25-50 pairs of gloves per box and come in small, medium and large. Example: Baxter Pharmaseal, Flexam Floor/Exam Latex Gloves, manufactured by Baxter Healthcare Corporation, Pharmaseal Division, Valencia, California 91355. There are many different manufacturers of this type glove.
- (2) Two pairs of heavy duty latex gloves. Example: Platex Heavy Industrial Gloves, International Platex Incorporated, Dover, Delaware 19903. These gloves can be purchased at any grocery store.
- (3) Either a pint bottle (plastic) of 70% isopropyl rubbing alcohol, or a box of foil wrapped alcohol swabs. The swabs are packed 200 per box at approximately \$4.00. They can be purchased from any hospital/medical supply company and many pharmacies.
- (4) Disposable paper particle or dust masks. These can be purchased at most hardware stores or pharmacies. Example: 3M 8500 non-toxic particle masks, Occupational Health and Safety Products Division, St. Paul, Minnesota 55144.
- (5) A crime scene disposable jump suit. Example: Tyvek suit with elastic cuffs, Convertors Division, American Hospital Supply Corporation, Evanston, Illinois 60201. These can be purchased from any industrial safety company.



Airtel to ALL SACs and ALL LEGATs  
Re: PURCHASE OF SAFETY EQUIPMENT AGAINST INFECTIOUS  
DISEASES FOR BUREAU AUTOMOBILES

- (6) Disposable CPR masks. These can be purchased in most pharmacies/drugstores or from medical/hospital supply companies. Example: North C.P.R. Microshield Mask, North Health Care, 1515 Elmwood Road, Rockford, Illinois 61103.
- (7) A stainless steel mirror (for looking under car seats, beds, furniture, etc., prior to reaching with the hand to avoid needle sticks). These can be purchased through military exchanges or sporting goods stores.
- (8) A wooden paint stirrer for use in searching between car seats and beside bucket seats for secreted hypodermic needles and syringes. These can be purchased at paint and hardware stores.
- (9) One pair of safety glasses with side shields. These can be purchased at industrial safety firms, optical companies and drugstores.

It is not recommended that bleach solutions be used either on the skin or in Bureau automobiles since the fumes are irritating to the eyes, skin and mucous membranes. However, bleach solutions (one cup of liquid chlorine bleach in one gallon of water) are excellent for disinfecting equipment such as handcuffs and weapons. If bleach solutions are used, they must be mixed fresh each week. For disinfection of body fluids in Bureau automobiles, a commercial disinfectant such as "Lysol" is recommended.

The use of the above listed safety devices is detailed in a booklet entitled, "The Law Enforcement Officer and AIDS," produced by the Laboratory Division. Each field office training coordinator has been sent a copy of the booklet along with a lesson plan dealing with the subject of AIDS. Additional copies of the booklet may be obtained by contacting SSA [redacted] at the Forensic Science Research and Training Center, Laboratory Division, FBI Academy, Quantico, Ext. 1223.

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The Laboratory Division is attempting to determine the actual number of instances in which a law enforcement officer contracted either AIDS or hepatitis B occupationally so that

Airtel to ALL SACs and ALL LEGATS  
Re: PURCHASE OF SAFETY EQUIPMENT AGAINST INFECTIOUS  
DISEASES FOR BUREAU AUTOMOBILES

appropriate countermeasure can be taken. Therefore, SACs are requested to have the Police Training Coordinators/Instructors or other designated Agents contact all law enforcement jurisdictions in their territory to determine:

- (1) If there have been confirmed instances of disease being transmitted to a law enforcement officer on the job and,
- (2) What were the circumstances of the infection.

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These incidents should be reported directly to SSA [redacted] at the FBI Academy, Quantico. The names, or any other identifying information about the officers, must not be included nor requested of the law enforcement agency.

MR. KENNEDY

12/30/91

J. W. Hicks

AIDS KITS

Reference Airtel from Director, FBI to ALL SACS and ALL LEGATS dated 10/5/90, captioned PURCHASE OF SAFETY EQUIPMENT AGAINST INFECTIOUS DISEASES FOR BUREAU AUTOMOBILES (See Attached), memorandum to Mr. Kennedy from James W. Greenleaf dated 11/29/91, captioned REQUEST FOR AIDS KITS AND HIV TESTING; FOLLOW-UP ITEM TO THE EXECUTIVES CONFERENCE RETREAT 11/21-12/91, and memorandum to Mr. Hicks from W. L. Kennedy dated 12/16/91 captioned, AIDS KITS.

PURPOSE: To reiterate specific components of "AIDS" kit for FBI field personnel and to advise that no "HIV" testing kit is available.

RECOMMENDATIONS: (1). That the Property Procurement and Management Section (PPMS) refer to captioned AIRTEL from Director, FBI to ALL SACS and ALL LEGATS regarding detailed information on the contents, and sources of safety equipment for field personnel.

1 - Mr. Clarke, Room 7142  
1 - Mr. Gow, Room 7116  
1 - Mr. Kennedy, Room 6012  
1 - Mr. Gilbert, Room 4026  
① - Mr. Flanders, Room 7110  
1 - Mr. Gentry, Room 6823  
1 - Mr. Wyne, Room 6847  
1 - Ms. Gallagher, Room 1B015  
1 - Ms. Grey, Room 1074  
1 - Mr. Coulter, Room 1B015  
1 - Mr. Hicks, Room 3090  
1 - Mr. Nimmich, Room 3266  
1 - Mr. Bigbee, Room 3911  
PDB:ejb (14)

Memorandum from J. W. Hicks to Mr. Kennedy  
RE: AIDS KITS

(2) The Laboratory is not aware of a reliable field test kit for the presence of HIV. Should one be developed, Legal Counsel should be requested to provide an opinion on the legibility of such testing due to medical confidentiality concerns.

DETAILS: In 1990, the Laboratory Division provided a detailed list of supplies required for Bureau automobiles to provide safety for field personnel against infectious diseases to the Administrative Services Division (ASD). The ASD determined that Bureau funding for such kits was cost prohibitive and that SACs be given the option of purchasing the kits with office supply budgets. This list has been reviewed and is still current.

The Laboratory is not aware of any "field test kit" to determine the presence of HIV in body fluids. The two tests used in the medical community are an ELISA (enzyme linked immunsorbent assay) and a Western blot test. One additional PCR test for the presence of HIV has been developed but is not in widespread use. All of these tests are complex and must be performed by trained laboratory technicians in the proper laboratory. They cannot be adapted for field use. In addition, in 1989, the Laboratory Division requested a legal opinion from the Legal Counsel Division to screen liquid blood samples arriving in the Laboratory for the presence of HIV. Legal Counsel Division advised because of medical confidentiality laws it would not be practical, and possibly illegal.

# Memorandum



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

To : Mr. Hicks  
 From : W. L. Kennedy  
 Subject : AIDS KITS

Date 12/16/91

*Memorandum  
 coordinate  
 memo with spec. prep.  
 for test kit and  
 general guidelines  
 for field.*

Reference memorandum to Mr. Kennedy from James W. Greenleaf dated 11/29/91, captioned REQUEST FOR AIDS KITS AND HIV TESTING; FOLLOW-UP ITEM TO THE EXECUTIVES CONFERENCE RETREAT 11/21-23/91 (See attached).

**PURPOSE:** To identify the specific contents of an AIDS testing kit.

**RECOMMENDATION:** That the Laboratory Division identify specific equipment/supplies that would comprise an AIDS testing kit for use by FBI personnel.

*[Handwritten initials]*

**DETAILS:** In reference to the above memorandum, Property Procurement and Management Section (PPMS) would be responsible for the acquisition of these kits, and must be advised of the specific items that constitute an AIDS testing kit. The PPMS does not have the expertise to determine this specific information and requests the Laboratory Division's assistance. This information is required to determine cost/price variables necessary in the procurement of these kits. These variables will be evaluated and considered in selecting a source best suited to meet this requirement.

The Laboratory Division information should include all items necessary for FBI personnel in the field for maximum protection. This information should be forwarded to the PPMS.

Enclosure

- 1 - Mr. Hicks
- 1 - Mr. Clarke
- 1 - Mr. Gow
- 1 - Mr. Gilbert
- 1 - Mr. Kennedy
- 1 - Mr. Flanders
- 1 - Mr. Gentry
- 1 - Mr. Wyne
- 1 - Ms. Gallagher
- 1 - Ms. Grey
- 1 - Mr. Coulter

GPC:ded (12)  
 GPC

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. Liaison & \_\_\_\_\_  
 Int. Affs. \_\_\_\_\_  
 Off. of Public Affs. \_\_\_\_\_  
 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Mr. Kennedy *WJG 12/2* Date 11/29/91

From : *[Signature]* James W. Greenleaf  
 Assoc. Dep. Dir. - Admin.

Subject : 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.

APPROVED: *[Signature]*

|                   |                    |                       |
|-------------------|--------------------|-----------------------|
| Adm. Servs. _____ | Laboratory _____   | Off. of Liaison _____ |
| Crim. Inv. _____  | Ident. _____       | Intell. _____         |
| Info. Mgnt. _____ | Insp. _____        | Legal Coun. _____     |
| Intell. _____     | Lab. _____         | Off. of EEO _____     |
| Training _____    | Tech. Servs. _____ |                       |

**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)

INFORMAL ADVICE

3/15/92

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

RE: ELECTRONIC MAIL

The software to provide informal communication between FBIHQ and the Training Division at Quantico is being tested. Testing of WordPerfect's most recent software is to start on 3/16/92 and be completed by 4/3/92. The software will be implemented no later than 4/27/92.

The Technical Services Division (TSD) contacted each FBIHQ Division Point-of-Contact to assess the technical feasibility of expanding the Director's informal mail system for the Assistant Directors down to the Deputy Assistant Director (DAD) and Section Chief (SC) levels. The TSD has determined it is technically feasible.

Expanded implementation of the Director's informal mail system requires token-ring local area network (LAN) installation throughout FBIHQ and that each DAD and SC possess an Intelligent Workstation connected to the token ring LAN.

The current TSD plan calls for complete installation of the token ring LAN at FBIHQ by the end of calendar 1992. Based on planning, acquisition, and existing resources the TSD will meet this implementation date.

The TSD is conducting tests to determine if a technical solution will be available in a more timely fashion using a combination of the 10NET and token ring LANs. An update will be available on this possible solution within two weeks.

In addition, TSD will coordinate with the Electronic Mail Committee to make sure that any further recommendations are in sync with their efforts.

Attached is a copy of two memorandums that are related to this matter.

  
W. A. Bayse

Mr. Bayse

12/5/91

G. N. Zacrep

EXECUTIVE SUPPORT SYSTEM (ESS)  
DIRECTOR'S INFORMAL MAIL

PURPOSE: To request authority to procure WordPerfect (WP) Office version 3.

RECOMMENDATIONS: 1. That approval be granted for the purchase of four 20 node packs of WP Office version 3. The anticipated total cost will be \$1,600.

DETAILS: In January, 1990 WP Office mail was implemented in the Executive Corridor. It provides the Director an informal messaging capability between himself and his staff, Deputy Director, and Associate Deputy Directors. In January, 1991 this capability was extended to all FBIHQ AD's and the Inspectors-in-charge of Congressional Affairs Office and Office of Public Affairs. The Director has indicated his need for this same informal communication capability between himself and the AD of the Training Division located at Quantico, VA.

The Technical Services Division has developed a technical solution that meets the Director's need to communicate informally in a timely manner with the Training Division AD. This solution uses software developed by the WordPerfect Corporation for use with WP Office version 3. In order to implement it WP Office version 2 needs to be updated to WP Office version 3.

242-40

① - Mr. Greenleaf  
1 - Mrs. Morris  
1 - J. D. Arbogast  
1 - W. M. Tominosky



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)

INFORMAL NOTE - NOT FOR RETENTION

2/3/92

Norm,

RE: PRIORITIZATION OF LEADS  
SENT TO FBIHQ;  
FOLLOW-UP ITEM TO THE  
EXECUTIVES CONFERENCE  
RETREAT  
4/11-13/91

Reinformal note dated 11/8/91, captioned as above (copy attached).

In order to implement a system to monitor field office action items pending at FBIHQ, it was necessary to wait until FBIHQ Computer System was compatible with the Field Office System (FOIMS). Simply put, FBIHQ had to be able to use the same Universal Case File Number as the field office. This conversion took place during the month of November, 1991, although problem areas are still being addressed. We are in a position to start tracking field office action items, as well as tickler items identified by various HQ entities.

As stated in our previous note, we are using the White-Collar Crimes Section (WCCS) and the Office of Professional Responsibility (OPR) as our pilots. Information Services Teams that support these entities have been trained in this new procedure. OPR and WCCS Agent staff have been provided training by IMD.

OPR is much further along in monitoring and tracking their work and leads utilizing FOIMS Tickler and Leads Application. Their cases are technically easier because FBIHQ is OO in all OPR matters. Their cases are recorded and tracked in the FOIMS System in lieu of the HQ records system. OPR does not intend to allow field offices to have access to their tracking and monitoring system. However, telephone queries from the field can be quickly handled by OPR personnel by querying their Tickler and Leads relating to specific OPR investigations. DAD Binney encourages his staff to utilize these applications by loading critical data themselves, as well as making necessary queries. IMD personnel process all documents and evidence regarding OPR investigations into FOIMS and enter tickler and leads as necessary. DAD Binney recently commented that as a result of this system being implemented the productivity of OPR has increased.

WCCS has a R-Base Tickler System currently being used in a Local Area Network (LAN) environment. IMD and WCCS *is* currently in the process of obtaining critical data from their LAN system and placing it in the FOIMS Tickler Application. Once this data is loaded and meets the requirements of WCCS, a decision will be made as to what information field offices will have access to. This should be accomplished by 4/1/92.

IMD has also become aware of an Intelligence Division project where they want to provide Field Offices the identity of headquarters entities and agents who were responsible for their cases. IMD, INTD, and TSD representatives have met regarding this project and steps have been taken to ensure coordination of efforts.

*Randy*

Randy

1 - Mr. Evans  
1 - Mr. Prillaman

RGP:der (3)

INFORMAL NOTE - NOT FOR RETENTION

11/8/91

Norm,

RE: PRIORITIZATION OF LEADS  
SENT TO FBIHQ;  
FOLLOW-UP ITEM TO THE  
EXECUTIVES CONFERENCE  
RETREAT  
4/11-13/91

Reurmemos dated 5/8/91 and 7/1/91, captioned as above.

In referenced memorandums, Information Management Division<sup>TM</sup> (IMD) was tasked to address these two concerns raised by the SAC Advisory Committee. IMD, along with the paper flow reduction committee, analyzed these suggestions and identified some possible alternatives to address them. IMD did not address the issue of field offices being allowed to prioritize requests sent to FBIHQ and set deadlines regarding these requests. It is believed that FBIHQ entities would have some difficulty with field offices setting deadlines regarding their requests.

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. This information would be available to both HQ and field office managers through FOIMS Leads and Tickler Application. IMD or other entities at FBIHQ could monitor these requests and provide status reports to appropriate managers.

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.

*Randy*  
Randy

1 - Mr. Evans  
① - Mr. Prillaman

RGP:der (3)

# 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. Liaison &  
Int. Affs. \_\_\_\_\_  
Off. of Public Affs. \_\_\_\_\_  
Telephone Rm. \_\_\_\_\_  
Director's Office \_\_\_\_\_

To : Mr. Clarke

Date 12/19/91

From : J. W. Greenleaf

Subject : TOTAL QUALITY MANAGEMENT;  
FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT  
11/21-23/91

**PURPOSE:** To follow-up on Team exercises conducted by the Organizational Dynamics Inc. (ODI) at the last Executives Conference Retreat.

**RECOMMENDATION:** That your office, as well as the Administrative Services Division (ASD) and Information Management Division (IMD), take the lead as set forth in the details of this memorandum to follow up on the three areas of concern raised during the Executives Conference Retreat TQM exercise. An update concerning each of these matters at the next Executives Conference Retreat, 3/22-24/92, will be included on the agenda.

## Enclosure

- 1 - Director Sessions (Enclosure)
- 1 - Mr. Clarke (Enclosure)
- 1 - Mr. Gow (Enclosure)
- 1 - Each Assistant Director and Office Head (Enclosure)

JWG:amv (15)

Memorandum to Mr. Clarke from J.W. Greenleaf dated 12/19/91  
Re: Total Quality Management;  
Follow-Up to the Executives Conference Retreat  
11/21-23/91

**DETAILS:** During the 11/21-23/91 Executives Conference Retreat in Annapolis, Maryland, ODI facilitated a TQM exercise which led to three teams of Executives Conference members considering three issues/themes for review. As a result ODI submitted a memorandum to me dated 12/9/91 (copy attached), which contains the "outlined" results of the teams' deliberations. In order to follow up on these matters, each of them needs to be assigned to a lead entity for consideration and recommendations.

#### **PERCEIVED UNFAIRNESS TO EMPLOYEES**

There is a perception in the FBI that there exists unfairness in personnel administration and disparate treatment of personnel including a perpetuation of "classes" (e.g. Agent vs. support).

#### **DECISION-MAKING PROCESS**

Observations were made that decisions are unclear, inconsistent and highly concentrated with a few people. It also was noted that the process is extremely slow and limits accountability.

#### **LACK OF COORDINATION, COOPERATION AND COMMUNICATION**

It was noted that all too often Divisions are involved in their own areas of concern without adequately communicating and coordinating with other entities outside their Divisions. This results in somewhat of a competition between Divisions and a lack of a corporate view of the FBI.

During the final discussions at the retreat, it was recommended that your office handle the issue captioned "Decision-Making Process," ASD would coordinate the matter "Perceived Unfairness to Employees," and that IMD (in coordination with TSD) would handle the matter "Lack of Coordination, Cooperation, and Communication."

I believe the next Executives Conference Retreat 3/22-24/92, at Virginia Beach would be a good time to have an initial update and status report concerning these matters.



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

MEMORANDUM

TO: Jim Greenleaf  
FROM:   
DATE: December 9, 1991  
SUBJECT: Team Notes

---

Attached are the flipchart notes recorded by the three teams during the November 22nd afternoon workshop at the Director's offsite conference in Annapolis.

Please let me know how I can be of further assistance in any way.

Cheers!

b6  
b7c

KS/bjb

cc:



Team Activity  
November 22, 1991  
Annapolis, MD

## PERCEIVED UNFAIRNESS TO EMPLOYEES

### CURRENT STATE

There is a widespread perception among employees in the FBI that there exists unfairness in personnel administration relating to:

- selection
- promotion
- assignments
- performance appraisal
- recognition & disciplinary matters

...that there is disparate treatment of personnel, and perpetuation of "classes."

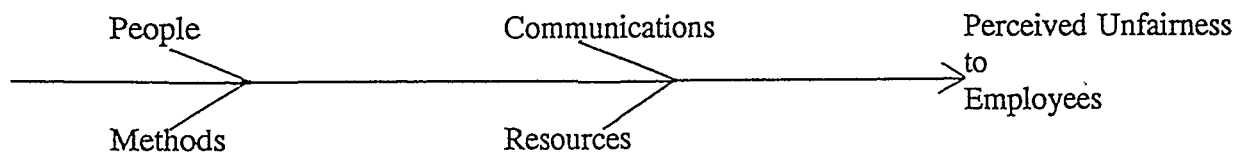
\* \* \* \*

### IMPACT

Results in lower morale, lower productivity, lower quality, and lost resources in dealing with the issues.

### DESIRED STATE

Make system fair and perceived as fair by all employees -- and there's ownership at all levels.



### People

Interpersonal Skills

- Supervisors and managers

"Favoritism"

Class Distinctions

- Agent-agent
- Agent-support
- Support-support

### Communications

- Untimely
- Inadequate
- Lack of feedback

### Methods

Subjective Delays

- Recognition
- Discipline

Selection Progress

- Operations emphasis
- Performance appraisal
- Pool system

### Resources

Lack of Training

- Allocation inadequate

## ACTION TO BE TAKEN

### Class Distintion: Agent-Support

1. Develop appropriate terminology - 3/1
2. Design plan for professional development program - 6/1
3. Awareness training - 4/1

### Delays: Recognition

1. Review data - 12/15 (PRAU)
2. Establish optimum timeframe by class - 1/10
3. Publish results - 1/25

### Delays: Disciplinary Matters

1. Review data/flowchart - 1/15 (OPR/ASU)
2. Develop recommendations - 2/10
3. Implement - 2/28

## DECISION MAKING PROCESS

### CURRENT STATE:

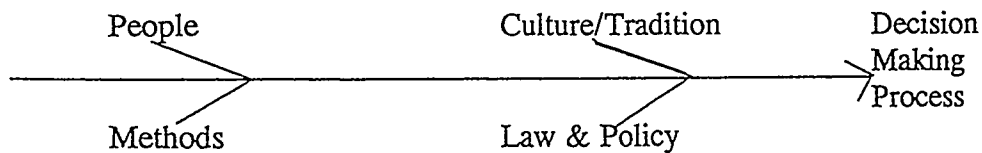
1. Unclear
2. Inconsistent
3. Narrow
4. Highly centralized
5. Time repressor - Too GD Long
6. Highly concentrated within few people
7. Repercussions/Hesitancy
8. Separation of authority & responsibility
9. Problem is clear
10. Procedure/decision becomes "Policy"
11. Layers of unnecessary Admin./Review

### IMPACT:

1. Discontent, frustration
2. Executive management bogged down
3. Trivializes process; resignation/retirement
4. Slows process, wastes time & money & talent.  
Limits accountability authority
5. People "uptop" don't know all the facts
6. Maintains "status quo"
7. Feeds & fosters "OBN"
8. Impedes leadership development and recognition
9. Unexercised leadership and talent

### DESIRED STATE:

- Timely, informed, credible decisions
- Decentralized to "Proper" Levels
- Top leadership defines what they must see (and that they don't need to see...)
- Proper accountability
- Decision-maker is accountable....not the entire chain
- Consolidation of authority/responsibility
- Ready acceptance of decisions
- Empowerment to implement
- Drive-out procrastination (eliminate "the drawer")



People:

"Self-Imposed" Policies  
 Supervision "CYA"  
 Layers--Field & HQ  
 Afraid of Reprisal  
 Authority Unclear  
 - accountability unclear

Culture/Tradition

Hoover/Autocracy  
 "Ain't broke, don't fix it"  
 Centralization history  
 Don't embarrass the Bureau--or else!

Methods:

Unclear Coordination  
 Training (Leaders, Managers)  
 Checks & Balances  
 Over-Document & Re-Document  
 "Traditional" chain of command  
 to share the risk  
 Pecking-order for signature  
 Budget driving authority  
 Record-keeping

Law & Policy

Congressional Oversight  
 Budgetary Regulations  
 Undercover = AG Reaction  
 "Weakest Link Syndrome"

**ACTION PLAN:**

- Multiple groups/levels for decisions identified
- Cascaded down
- Evolutionary
- Placing authority where it belongs

Action to be Taken

- Behavior/System for Surfacing Issues
- "Standardization of Accountability and Sign-off"
- Break up policy, to clean up chain for decision-making

People Responsibility

- "Process Owner": Floyd Clark (and the Director's office)
- Selected ADs
- SACAC Chair/Rep

Method

"Quality Action Team"  
Formula:  
- Focus  
- Analyze  
- Develop  
- Execute  
(with special emphasis on "Analyze" phase)

Resources

Time  
ID Issues  
Recorder  
(Facilitator?)  
Flowcharts  
of decisions

Special Needs

Patience  
Sensitivity  
Off-site  
Open-mind  
Decisiveness  
Evolutionary (fine tune over time)  
Commitment  
Directed downward from the top

First report by February 1, 1992

Team Activity  
November 22, 1991  
Annapolis, MD

## LACK OF COORDINATION, COOPERATION, & COMMUNICATION

### CURRENT STATE

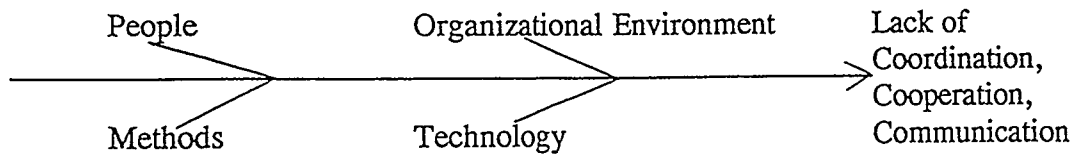
Improvement activities within a Division are not adequately (appropriately) communicated outside the Division.

### IMPACT

- Overload of information
- Communication doesn't accomplish purpose
- Reduced efficiency
- Delay in decision making
- Adverse effect on operations
- Lack of consistency
- Morale affected
- Support systems are strained
- Planning suffers

### DESIRED STATE

- Timely decisions
- Avoid redundancy & adhococracy
- Improved quality of content
- Results in action/best outcome
- Better informed employees
- Conserves Time



### People

Failure to identify audience

- who
- Customer/Supplier involvement early on

Lack of training

- awareness
- how to
- 1 vs.20 pages

Lack of discipline

### Organizational Environment

Need not consistently agreed to

- short sightedness
- competition
- lack of corporate view
- lack of risk taking
- lack of discipline
- lack of time
- formal vs. informal needs distinction not clear
- benefits unclear for others
  - E-mail
  - access/response
  - rewards (personal, teams, \$, informal)
  - feedback
  - partnering
  - peer group
  - outside



## METHODS AND TECHNOLOGY

### Computers

- lacking software
- format
- content
- briefing before memo

### Media

- cumbersome documentation
- inadequate tools for dissemination
- accuracy & clarity
- standards

### Materials

#### Formats

- too many pages
- proforma texts

ACTIONS

WHO

TIME

---

Develop new process  
for communication  
improvement activities

- needs analysis
- goal setting
- feasibility assessment
- alternatives
  - research
  - benchmarks

Cross-  
functional  
taskforce

- Information management
- Technical services
- Operations
- Field

3-6  
months

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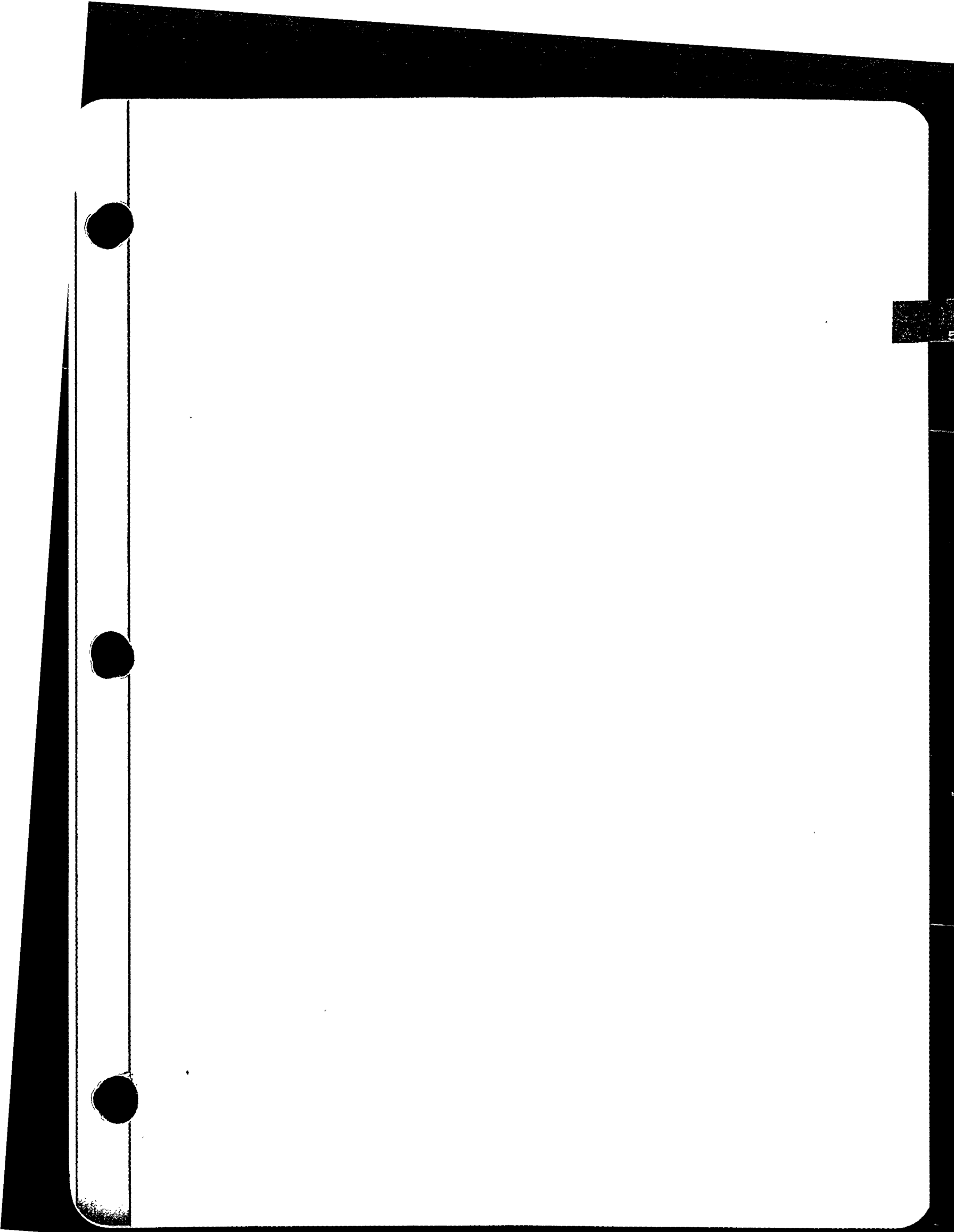
Administrative and Technical systems needed  
to support

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Measurement

- cost/benefit analysis
- 

Recognition





EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: ASSISTANT DIRECTOR WELDON L. KENNEDY  
FOLLOW-UP TO THE LAST EXECUTIVES CONFERENCE RETREAT -  
TQM EXERCISE CONCERNING UNFAIRNESS TO EMPLOYEES

During the last Executives Conference Retreat, one of the TQM exercises dealt with Perceived Unfairness to Employees. The Administrative Services Division (ASD) was tasked with following-up on this exercise. It dealt primarily with: (1) disciplinary matters; (2) awards; (3) "class" distinction between Agents and support personnel.

In the disciplinary matters area, I would point out that this has been one of the highest priorities of the ASD. It also has been considered as critical to the FBI by the SACAC, SAAC and the Agents Association, etc. During the last six months there has been a downward delegation of authority in approving disciplinary matters. In those matters short of an adverse action, Steve Pomerantz takes the action. In some cases the final action is even taken by Ed Leary, Jim Higgins or even the case Agent in ASU. This has accelerated the disciplinary process greatly.

We also have received additional resources which doubled the size of ASU. By mid-January 1992, I also had several ASD Agents on TDY in ASU for 90 days in an effort to improve the timeliness of resolution of these matters.

(Attached is a self-explanatory chart furnished concerning disciplinary matters handled by the ASU.) You will note that from 1989 to 1991 there were significant increases in all areas handled by ASU. There also were increases in the number of appeals handled. I have a target date of 5/1/92 (before the SACs Conference) that we will be handling all routine cases within 30 to 60 days. This is other than those cases as a result of the Perez matter.

(Director Sessions noted that there is no more visibly important area in the FBI. In connection with the loss of Agents, this will mushroom in importance. We'll be retaining them and must treat them fairly. You are to be commended by the Executives Conference for the actions taken.)

(Floyd Clarke pointed out that we are at an all time low in the attrition rate in the FBI and at an all time high in the number of disciplinary actions taken. Carroll Toohey pointed out that OPEA is looking at this, although its study is going to have to be deferred somewhat in view of Project FORGE. Mr. Toohey noted that there has been an increase across the board of all offenses. Director Sessions stated that we will have to look at the class (age) of Agents and inform them at Quantico. Mr. Toohey noted that Dave Binney is teaching an ethics class at Quantico. Mr. Greenleaf pointed out that the Bureau set a higher standard for conduct in the FBI in November 1990.)

(Director Sessions asked whether we continue an inquiry after an employee resigns. Mr. Greenleaf indicated that "no" we don't and that in most cases, probably 95%, the inquiries are completed prior to resignation.)

In connection with commendations and awards, after the last Executives Conference Retreat it was determined that it took 41.89 days to handle such a recommendation when it was farmed out of the unit in ASD. When it was handled internally it only took 21 days. Now, unless the recommendations for awards or commendations are complicated, ASD is not sending these out to other Divisions for handling.

It was determined that there were 5,587 no cash awards which were handled by four employees in the unit for an average of four a day. I shifted two more employees into the unit in order to improve the turn around time. I believe that we are meeting appropriate deadlines in connection with these awards.

Last year there were \$2.362 million awarded. This year there are \$2.463 million budgeted. We are in the lower quadrant of the DOJ in connection with awards but we do give out the maximum number of QSIs. In the 1993-1994 budgets we have asked for further enhancements for the IAP.

In October 1991, we instituted the On-The-Spot Awards of \$50 or \$100. These have been well received. In practice there have been more \$50 awards given out. We just recently have recommended a new program to award Time-Off from duty. This would allow management to award up to 40 hours of time-off from duty for meritorious performance. It is not known whether this will be allowable for SES members but we are looking into it.

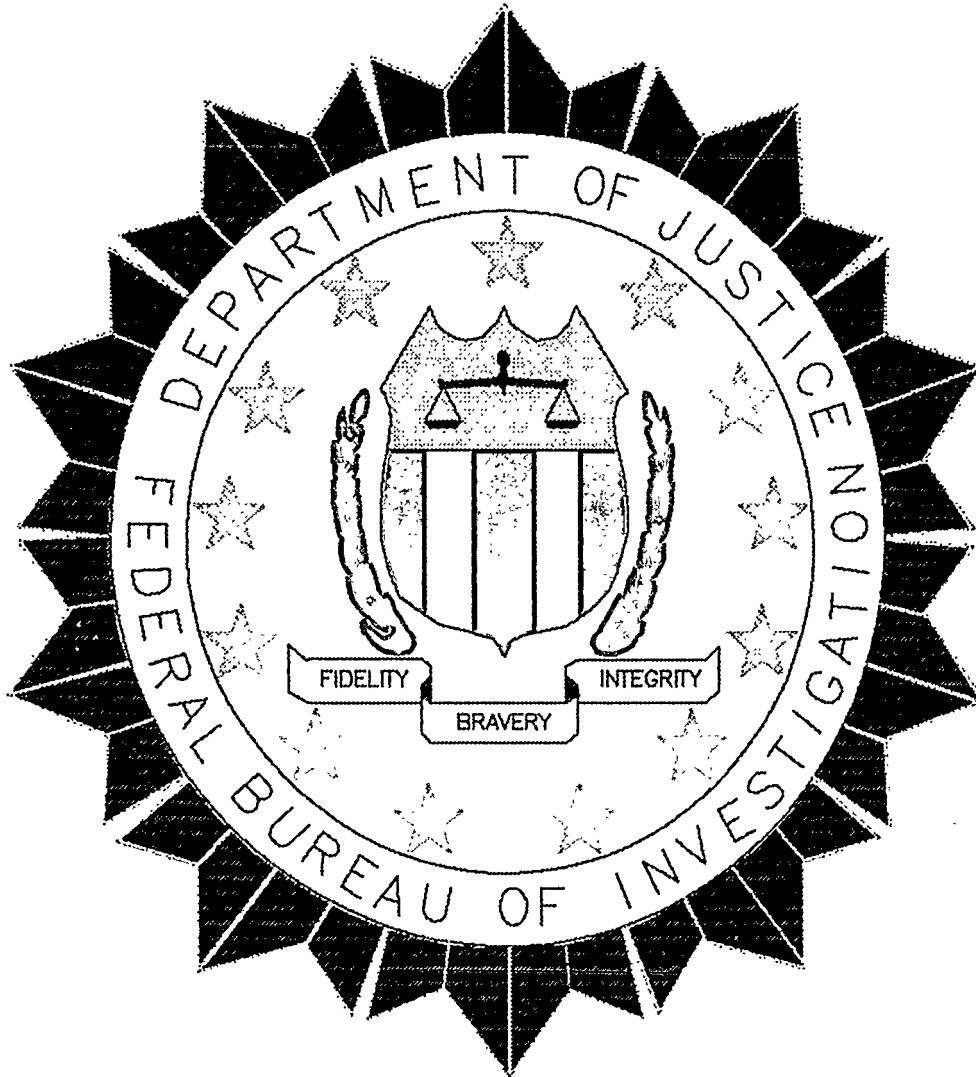
We are also looking into TQM recognition guidelines where Division heads will be given a budget which will allow them to buy things to give to employees as recognition. This will be done within the next 30 days.

The Director's Awards Program is scheduled for 2:00 p.m. on 5/20/92. There will be 15 awards. (The Director commented that an important factor is that the award ought to go to the best nominee no matter where he's from. He mentioned this in connection with the DOJ awards.)

In connection with "class" distinction between Agent and support personnel, I had a quality action team (QAT) looking at the color of Headquarters badges. It is a complex issue. Security guards are concerned that if everyone had the same color SACS badge they would have no way to determine who in FBI Headquarters was carrying weapons. The QAT went to other agencies and determined that no other agencies used color to differentiate. They use security clearance levels (the Director asked if the weapon issue is the only problem). There are other issues e.g., escorting visitors, use of the garage after hours, weekend access, etc. A survey was conducted and 50% of those who responded did not believe that there was discrimination or distinction between Agent and support personnel.

(Attached is a copy of a report to the Executives Conference dated 3/18/92, which was furnished by Mr. Kennedy.)

(Recorded in the first person although not an exact transcription)



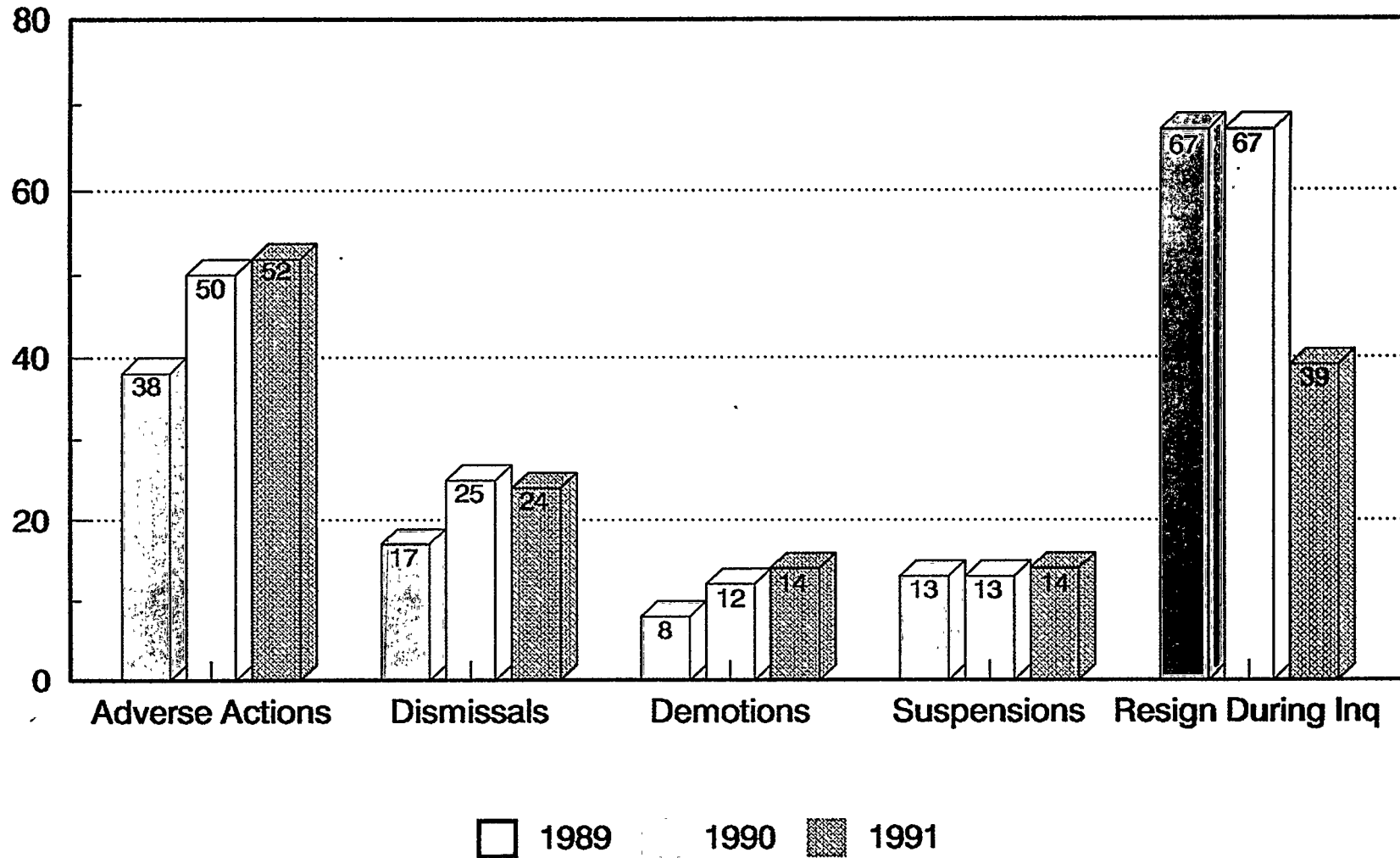
**ADMINISTRATIVE SUMMARY UNIT  
PERSONNEL MANAGEMENT SECTION**

**EXECUTIVE CONFERENCE RETREAT  
MARCH 22 - 25, 1992**



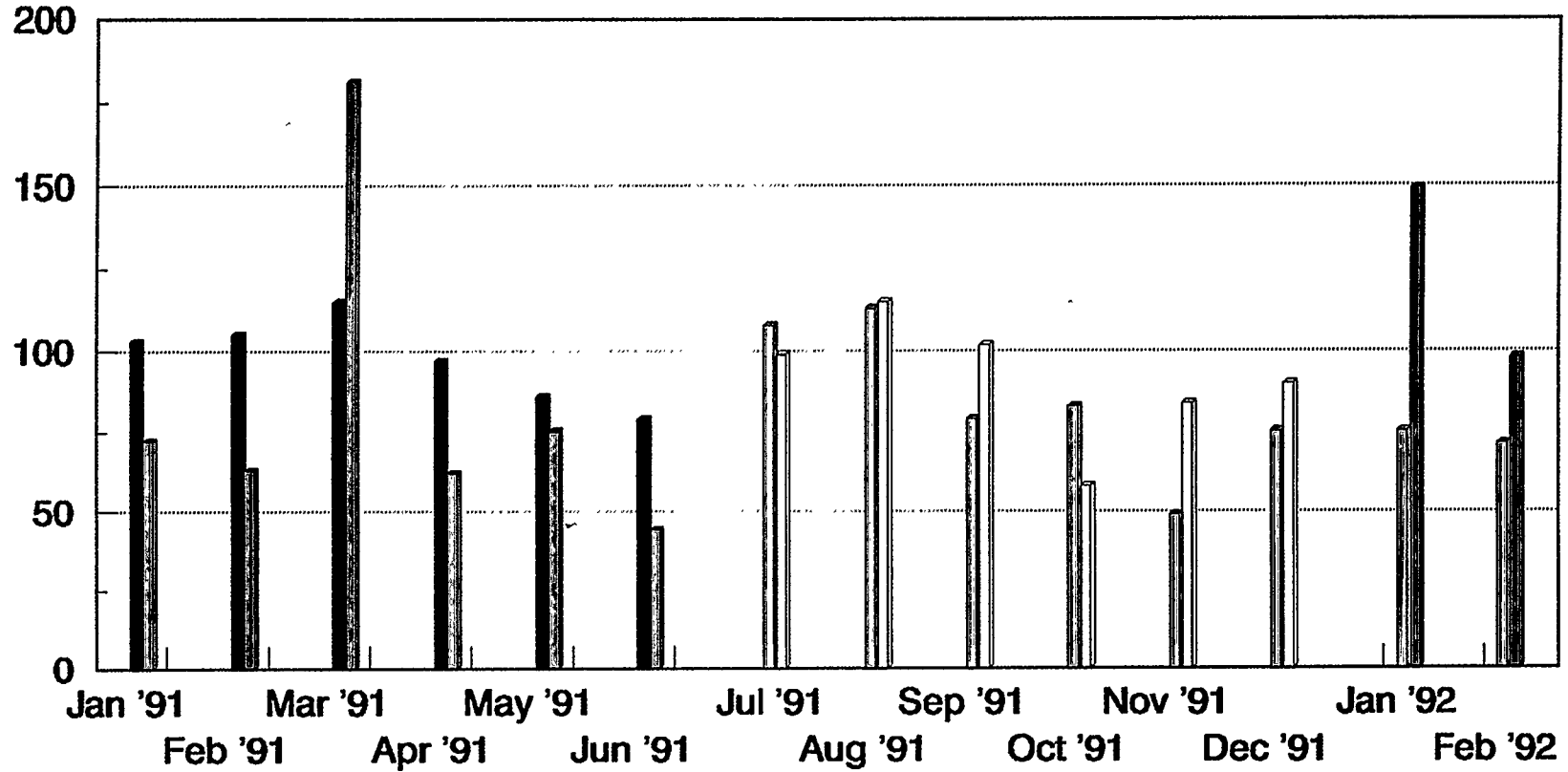
# ASU Adverse Disciplinary Actions

1989, 1990, 1991



# ASU CASE MANAGEMENT DATA

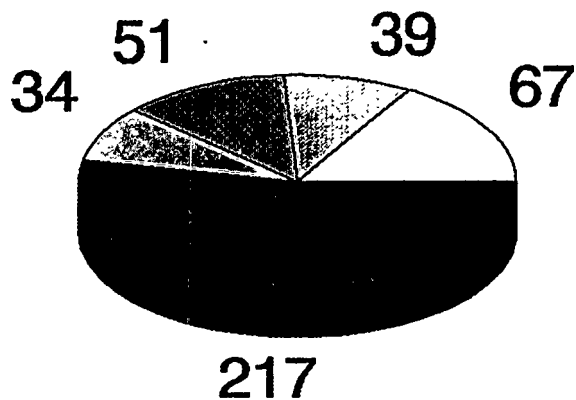
3/20/92



|   |  |  |
|---|--|--|
| <p><b>Cases Assigned</b><br/>1/91 - 6/91<br/>Total-585<br/>Avg/Month-97.5</p> | <p><b>Cases Assigned</b><br/>7/91 - 12/91<br/>Total-507<br/>Avg/Month-84.5</p> | <p><b>Cases Assigned</b><br/>1/92 - 2/92<br/>Total-146<br/>Avg/Month-73.0</p>  |
| <p><b>Cases Approved</b><br/>1/91 - 6/91<br/>Total-497<br/>Avg/Month-82.8</p> | <p><b>Cases Approved</b><br/>7/92 - 12/91<br/>Total-507<br/>Avg/Month-91.3</p> | <p><b>Cases Approved</b><br/>1/92 - 2/92<br/>Total-247<br/>Avg/Month-123.5</p> |

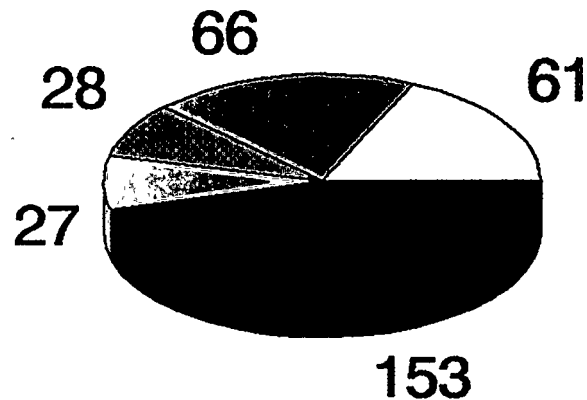
# BI-WEEKLY PENDING CASE STATUS

Total = 410

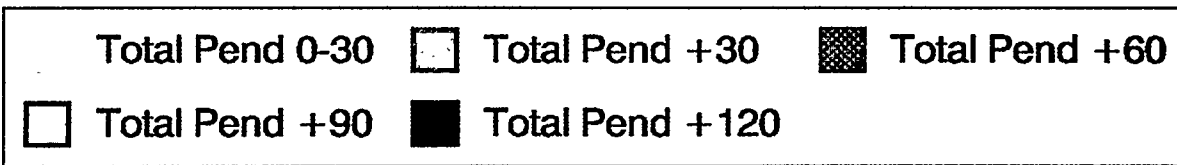


1/2/92

Total = 335



3/6/92



3/18/92

REPORT TO THE EXECUTIVE CONFERENCE

PERCEIVED UNFAIRNESS TO EMPLOYEES - There is a perception in the FBI that there exists unfairness in personnel administration and disparate treatment of personnel including a perpetuation of "classes" (e.g. Agent vs. support).

Class Distinction: Agent and Support

The perception that there is a class distinction between Agent and support personnel came up during the formal TQ assessments of the ~~Administrative Services, Laboratory, and Inspection~~ Divisions, as well as at the Executive Conference Retreat. Focus groups convened as part of the Washington Metropolitan Field Office have raised the same issue. In the ASD the perceived unfairness issue surfaced with respect to the JEH building Security Access Control (SACS) badges -- Agents have blue badges, support personnel have white badges. The badge issue has been the subject matter of at least two formal suggestions that recommended the practice be changed. A team with representatives from throughout Headquarters was convened to examine this issue.

Problem Statement - Currently there are several different background colors used on SACs badges. A point of concern for some personnel is that Special Agents have blue SACs badges and support personnel have white badges. This causes some support personnel to believe that a class system exists at the FBI; and that the badges are visible representations of this class system. An access system should exist that does not perpetuate the perception of classes within the organization that also meets security requirements. This would symbolize the organization's commitment to breaking down any representations that foster class distinctions and create barriers to effective communication.

Data Gathering/Analysis - The reasons for the Agents having blue badges evolve around security. Security personnel believe it important to clearly identify who in the Building is allowed to carry a weapon.

The team contacted the Defense Investigative Service, Drug Enforcement Administration, State Department, Secret Service, and ATF. With one exception, no other agency contacted uses color on access badges to identify personnel authorized to carry weapons. The exception is that members of the State Department use specifically colored badges if they carry a weapon into the White House or the Old Executive Office building. In general, organizations use color coding on badges to signify levels of security clearances.

Enclosures (3)

The team included a question on the badge issue in the ASD Customer Satisfaction Baseline Survey. The survey went to 1,612 customers at FBIHQ. Approximately 50 percent responded. The question read "Color coding of Security Access Control System badges is discriminatory." A range of answers from 1-Strongly disagree to 3-Neither Agree nor disagree, to 5-Strongly agree, were possible. The data shows that as a group Agent responses fell between strongly disagree to disagree that SACs badges are discriminatory. The responses from the support personnel were statistically different from those of the Agents and, in the aggregate, generally fell just on the agree side of 3-Neither Agree nor disagree. A closer examination of the data shows that approximately 80 percent of Agent respondents either 1-Strongly disagreed or 2-disagreed that SACs badges were discriminatory. Approximately 34 percent of the support personnel respondents either 4-agreed or 5-strongly agreed that the color coding on SACs badges was discriminatory. The data went on to show that support males felt more strongly that the badges were discriminatory than females, and that white support personnel felt more strongly than other ethnic groups. Support personnel with 6-25 years of service felt more strongly that the badges were discriminatory than personnel with fewer than 6 or more than 25 years of service. See Attachment A.

In summary the data show that Agents and Support personnel have differing perceptions about the color coding of SACs badges. These attitudes are statistically significant; therefore, it could be argued that this supports the assumption that the present SACs badge system is discriminatory, and that the badges are a visible representation that the organization fosters a two class system.

Next Steps - Data collection is complete. The team is scheduled to meet 3/24/92, to make their findings and recommendations which will be forwarded to Mr. Kennedy. The issue of after-hours parking for support personnel in the JEH building will also be addressed.

Actions discussed concerning class distinction at the November Executives Conference Retreat related to developing appropriate terminology for personnel at the FBI; designing a plan for professional development; and instituting some sort of awareness training around each individual's role in making the FBI a successful organization.

Problem Statement - Currently there is a perception within the FBI that there is a class distinction between Agent and support personnel. This causes some support personnel to feel they are not as valuable to the organization as their Agent counterparts, and that the organization does not recognize their efforts toward the success of the organization as they recognize the efforts of Agents. This sometimes results in lower morale and feelings of frustration of the part of valued support employees. The FBI

culture, or family, should be integrated to a point where each member recognizes that their own individual contributions, as well as the contributions of all other members, are important and necessary to the success of the organization; that all contributions, from the most significant investigation to the proper handling of telephone calls, receive respect from all members of the organization. Everyone should understand their own role as it relates to the organization, and the roles others in the organization play. This should foster feelings of mutual respect within the organization, allowing us to work together effectively to meet the objectives, goals, mission, and vision of the FBI.

~~Data Gathering/Analysis~~ With respect to developing appropriate terminology to describe personnel working at the FBI, a number of other Federal law enforcement agencies were contacted. Among them were Secret Service, INS, IRS, DEA, ATF, and others. The purpose was to learn the terminology used by other organizations, and to determine whether it better describes the functions of support personnel. At the FBI we often hear the terminology Agents and non-Agents. In most of the organizations contacted the terminology is 1811s and non-1811s; not very different.

The next step was to contact OPM - the Office of Personnel Management. The FBI could adopt the categories used by OPM to categorize the characteristics of work done under the General Schedule: Professional work; Administrative work; Technical Work; Clerical work; and Other kinds of work. Explanations of the categories are Attachment B. The positive aspect of using OPM terminology is that the FBI adopts the Government standard which may help eliminate some of the negative FBI connotations around Agent/clerk or Agent/non-Agent terminology. A change in terminology may also send a signal to the support ranks that the FBI wants to appropriately recognize the efforts of support personnel. The issue it doesn't answer is whether changing terminology will lessen feelings of class distinction. For example, the Chief of Human Resources and Support Branch, in the Office of Resources and Development, IRS, thought that developing appropriate terminology wasn't the issue, the bottom line is how people are treated. If people understand their role in accomplishing the mission of the organization and their value to the organization, and if they are respected for their efforts, defining appropriate terminology and class distinctions would not be issues.

It is a fact that the Agent position at the FBI is fundamentally and inherently linked to the mission of the agency, all FBI employees know this, and Agents should take pride in their value to the organization. Perhaps more efforts should be expended on showing both Agent and support personnel how the efforts of support personnel further the mission of the FBI. This gets into the area of awareness training brought up at the last executive conference. The Secret Service has a 5-day class, "Diversity on the Team" which deals with the very issues of how different

members of an organization work together to accomplish the organization's mission. The ATF has Agent and non-Agent staff participate in supervisory training together. ATF believes there are core knowledges, skills, and abilities, necessary to be an effective supervisor/manager that cross job title. ATF believes that sending all groups to supervisory training together helps forge relationships which are important to mission accomplishment throughout the remainder of their managers' careers, Agent and non-Agent alike.

Another way to demonstrate the importance of support personnel to the organization is to institute a professional development program for support personnel similar to the FBI career ~~development program for Agents, or much like the Presidential~~ Management Intern Program. Other Government agencies (CIA) and private companies develop their people by rotating them through a series of progressively more responsible job experiences building employees skill and confidence levels. This makes the employee more well-rounded and, therefore, more valuable to the organization. The Budget Section, ASD, is conducting an extensive study of field office support staffing requirements. A preliminary finding of this study is the need for professional development for support services management in the field. The Training Division is taking a step to fill that requirement by offering an Executive Development for Field Office Managers which is geared to the OSMs/AOs. OPM and Commerce have one- and two-year professional development programs.

Another opportunity currently being pursued by the FBI related to professional development for all employees is our participation in the Attorney General's Department-wide Training and Development project designed to assess the training and development needs of DOJ managers and support personnel. Steve Pomerantz, DAD, ASD, is the FBI's representative for this project. Approximately 30 FBI employees may be interviewed in connection with this effort. Additionally, some FBI members have been asked to participate in panel discussions. See Attachment C for more details related to this effort.

- Next Steps -
- Make final recommendations about terminology and run focus groups among Headquarters and field support personnel to get their input.
  - Gather more data on career development programs at other Government agencies, specifically OPM and Commerce, as well as best practices in private industry.
  - Explore the possibility of having an outside consultant build a career development program for support personnel.
  - Contact each HQ and a sampling of field divisions to learn how efforts of support personnel are

linked to the mission of the organization and how that value is communicated back to support personnel.

- Make recommendations on how individual managers can link support operations to mission accomplishment.
- Explore possibility of grouping Agents and support personnel in introductory supervisory/management classes as a way to build partnerships.
- Research training available such as "Diversity on the Team" that examines issues related to differing roles in mission accomplishment.
- Continue working with the Attorney General's Department-wide Training and Development project with an eye toward effectively articulating the FBI's requirements and learning about training offered by other DOJ components that may be transferrable to the FBI.



# CUSTOMER SURVEY BASELINE DATA

3/18/92

Reponses to "Color coding of security access badges is discriminatory".

## MEAN SCORES

| POPULATION               | AGENT                                  | SUPPORT |
|--------------------------|--|---------|
| <b>DIVISION</b>          |  |         |
| Identification           | 2.5                                    | 2.8     |
| Training                 | 0.0                                    | 2.4     |
| Administrative Serv.     | 0.0                                    | 3.2     |
| Information Mgmt.        | 1.8                                    | 3.2     |
| Intelligence             | 2.2                                    | 3.1     |
| Criminal Invest.         | 1.8                                    | 3.3     |
| Laboratory               | 1.7                                    | 3.4     |
| Technical Services       | 1.3                                    | 3.0     |
| Legal Counsel            | 2.0                                    | 3.2     |
| Inspection               | 1.3                                    | 3.0     |
| <b>GENDER</b>            |  |         |
| Male                     | 1.8                                    | 3.2     |
| Female                   | 2.2                                    | 3.0     |
| <b>ETHNIC GROUP</b>      |  |         |
| Am. Indian/Alaskan       | 0.0                                    | 2.2     |
| Asian/Pacific Il.        | 0.0                                    | 2.7     |
| Black                    | 2.0                                    | 2.8     |
| Hispanic                 | 2.0                                    | 2.3     |
| White                    | 1.8                                    | 3.2     |
| <b>YEARS OF SERVICE</b>  |  |         |
| >1                       | 0.0                                    | 2.5     |
| 1 - 5                    | 1.0                                    | 2.9     |
| 6 - 10                   | 2.2                                    | 3.3     |
| 11 - 15                  | 1.6                                    | 3.1     |
| 16 - 20                  | 2.0                                    | 3.2     |
| 21 - 25                  | 1.8                                    | 3.0     |
| >25                      | 1.8                                    | 2.9     |
| <b>QUESTION RESPONSE</b> |  |         |
|                          | Percentage of Responses for Each Score |         |
|                          | AGENT                                  | SUPPORT |
| Strongly Disagree        | 52.0%                                  | 11.6%   |
| Disagree                 | 25.9%                                  | 23.8%   |
| Neither                  | 5.9%                                   | 30.7%   |
| Agree                    | 12.9%                                  | 14.2%   |
| Strongly Agree           | 2.4%                                   | 19.8%   |

1 = Strongly Disagree 2 = Disagree 3 = Neither 4 = Agree 5 = Strongly Agree

OFFICE OF PERSONNEL MANAGEMENT

grade range for one-grade interval occupations is GS-2 through GS-8, although jobs in some occupations may be at higher grades.

The material below summarizes the general characteristics of work classifiable under the General Schedule. (The general categories of work described are not reflective of the multitude of position titles in General Schedule occupations. Basic titles such as *specialist, analyst, investigator, examiner, technician, assistant, operator, clerk, or aid* are used in series for administrative, technical, or clerical work. The titles of professional positions usually reflect the field concerned; e.g., *engineer, chemist, accountant.*)

1. Professional Work

Professional work requires knowledge in a field of science or learning characteristically acquired through education or training equivalent to a bachelor's or higher degree with major study in or pertinent to the specialized field, as distinguished from general education.

Work is professional when it requires the exercise of discretion, judgment, and personal responsibility for the application of an organized body of knowledge that is constantly studied to make new discoveries and interpretations, and to improve data, materials, and methods.

There are situations in which an employee meets the formal education requirements for a particular professional field but does not perform professional work. This may be due to a lack of professional work to be done, or it may be because the organization and structure of the assignment does not require a professionally qualified employee. In such situations, the position is classified in an appropriate nonprofessional series, based on the duties and responsibilities assigned and the qualifications required to do the work.

Professional occupational series follow a two-grade interval pattern and are identified as professional in the series definitions. If a series definition does not state that the work covered is professional, it should not be considered professional for classification purposes.

2. Administrative Work

Administrative work involves the exercise of analytical ability, judgment, discretion, and personal responsibility, and the application of a substantial body of knowledge of principles, concepts, and practices

## POSITION-CLASSIFICATION STANDARDS

applicable to one or more fields of administration or management. While these positions do not *require* specialized education, they do involve the type of skills (analytical, research, writing, judgment) typically gained through a college level education, or through progressively responsible experience.

Administrative work may be performed as a part of the principal mission or program of an agency or subcomponent, or it can be performed as a service function which supports the agency's mission or program. Employees engaged in administrative work are concerned with analyzing, evaluating, modifying, and developing the basic programs, policies, and procedures which facilitate the work of Federal agencies and their programs. They apply a knowledge of administrative analysis, theory, and principles in adapting practice to the unique requirements of a particular program.

Administrative occupational series typically follow a two-grade interval pattern.

### 3. Technical Work

Technical work is typically associated with and supportive of a professional or administrative field. It involves extensive practical knowledge, gained through experience and/or specific training less than that represented by college graduation. Work in these occupations may involve substantial elements of the work of the professional or administrative field, but requires less than full knowledge of the field involved.

Technical employees carry out tasks, methods, procedures, and/or computations that are laid out either in published or oral instructions and covered by established precedents or guidelines. Depending upon the level of difficulty of the work, these procedures often require a high degree of technical skill, care, and precision.

Some technical work may appear similar to that performed by employees doing beginning professional or administrative work in the same general occupational field. Technical work, however, typically follows a one-grade interval pattern and does not require the application of knowledge and skills equivalent to those required for two-grade interval work. Classification decisions are based on duties and responsibilities, qualifications required, career patterns, management's intent in designing the position, the purpose of the work, and recruiting sources.

OFFICE OF PERSONNEL MANAGEMENT

4. Clerical Work

Clerical occupations involve structured work in support of office, business, or fiscal operations. Clerical work is performed in accordance with established policies, procedures, or techniques; and requires training, experience, or working knowledge related to the tasks to be performed. Clerical occupational series follow a one-grade interval pattern.

Clerical work typically involves general office or program support duties such as preparing, receiving, reviewing, and verifying documents; processing transactions; maintaining office records; locating and compiling data or information from files; keeping a calendar and informing others of deadlines and other important dates; and using keyboards to prepare type written material or to store or manipulate information for data processing use. The work requires a knowledge of an organization's rules, some degree of subject matter knowledge, and skill in carrying out clerical processes and procedures.

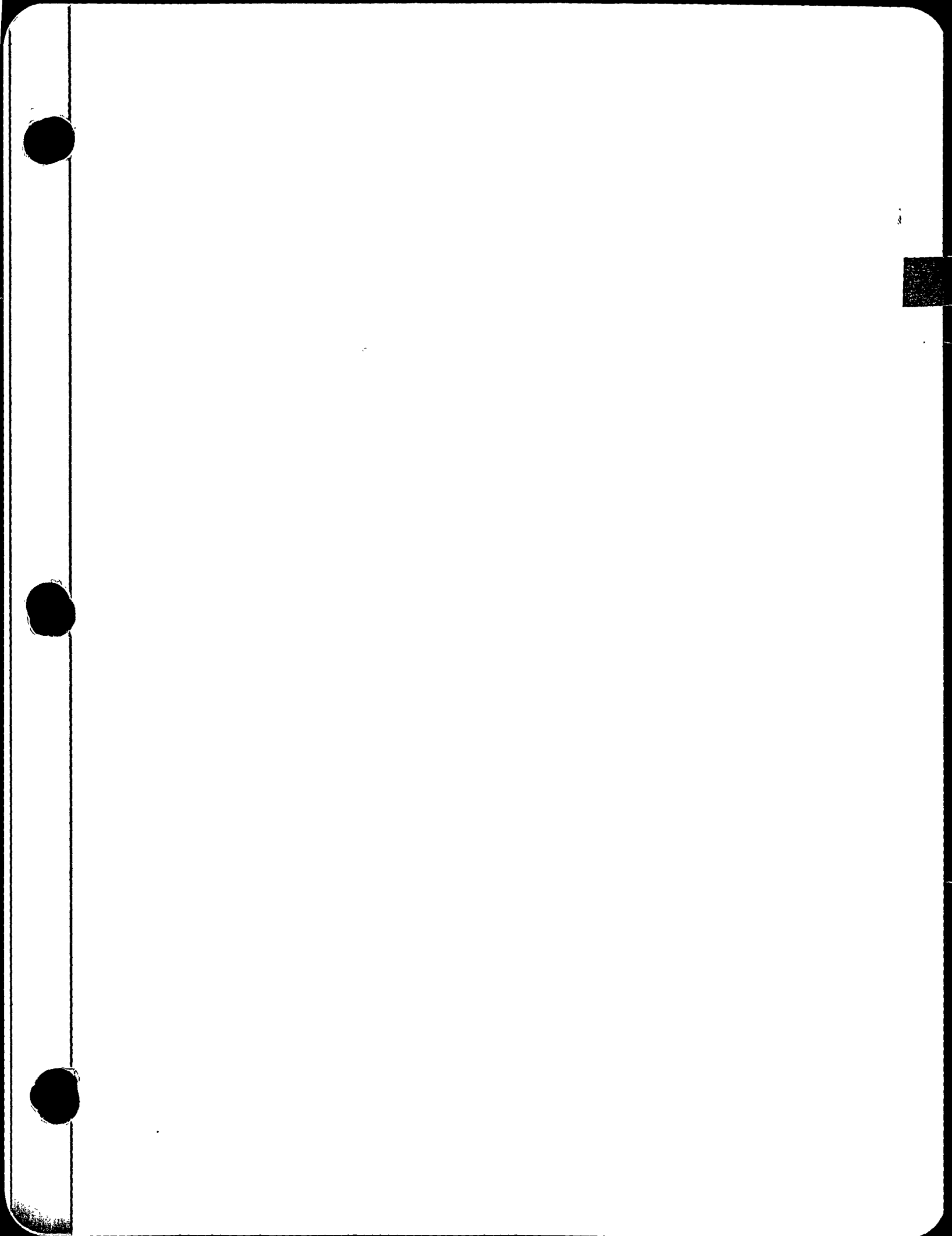
5. Other Kinds of Work

There are some occupations in the General Schedule which do not clearly fit into one of the above groupings. Included among these are series such as Fire Protection and Prevention Series, GS-081, and; Police Series, GS-083. The series definition or classification standard should indicate whether the series is one- or two-grade interval.

D. Position Management

The law which governs the classification system clearly places upon agencies the authority and responsibility to establish, classify, and manage their own positions. The need to achieve an economical and effective position structure is critical to the proper and responsible use of limited financial and personnel resources.

Good position management can be defined as a carefully designed position structure which blends the skills and assignments of employees with the goal of successfully carrying out the organization's mission or program. Sound position management reflects a logical balance between employees needed to carry out the major functions of the organization and those needed to provide adequate support; between professional employees and technicians; between fully trained employees and trainees; and between supervisors and subordinates.





EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: ASSISTANT DIRECTOR G. NORMAN CHRISTENSEN

As a follow-up to the last Executives Conference Retreat (ECR), and based on a recommendation from the SACs Advisory Committee, IMD has been reviewing ways of tracking "leads" that come to FBIHQ from the Field. We have expanded on that. We asked whether we needed to track other matters of interest at FBIHQ. We thought of trying to use existing systems available to FBIHQ, the Field Offices and the Legats to do so. We needed to have the same data base - to have the same ID number for Headquarters and the Field. We started with three pilot projects: (1) OPR; (2) White Collar Crime; and (3) Security Programs.

In connection with OPR matters, they track each of their cases by use of the FOIMS tickler/leads system. They can continually update the status of an OPR investigation. The potential for us is to modify this to cover leads coming in from the Field. In this way the Field will be able to inquire to see who is handling the lead at FBIHQ.

(Director Sessions asked how about non-case related matters.) That will be included also (a) by administrative category so access may be made by a number and, (b) by the Standard Communication Format as the Field will know who the point of contact is. The Pilot Project in connection with the Standard Communication Format is currently going on in the Norfolk Division.

One of the main questions in this regard is who does the data entry. If the lead emanates from the Field, the Field can handle the entry. FBIHQ can modify it in connection with who is handling the matter. Or FBIHQ could do it all. The next thing that could happen is one could check on all activities going on at FBIHQ or even in a specific unit and use this as a management tool.

(Director Sessions asked whether this has been communicated to the Field yet and instructed that it should be done before the SACs Conference.)

Also as a follow-up to the last ECR, a leadership action team was created to address the issue of a lack of coordination, cooperation and communication among FBIHQ Divisions. The team was created to identify factors contributing

to the problem and came up with some initial observations:  
(1) they felt they did not have a clear understanding of what the vision was of the FBI and where the FBI is going; (2) they felt that senior management should set the strategic planning for the FBI and ensure that it is made known throughout the organization; (3) they indicated that planning tends to be from the bottom up rather than the top down and that the planning process is not integrated with the budget process; (4) there was a lack of specificity of exactly what the FBIHQ Divisions' roles are, e.g. who should be doing what. There is somewhat of an overlap as Divisions assume "roles" that do not belong to them in order to get the job done; (5) there is a lack of accountability (indulged permissiveness).

There is a stove-piping effect in the FBI which creates a redundancy of efforts and spawns competition instead of cooperation.

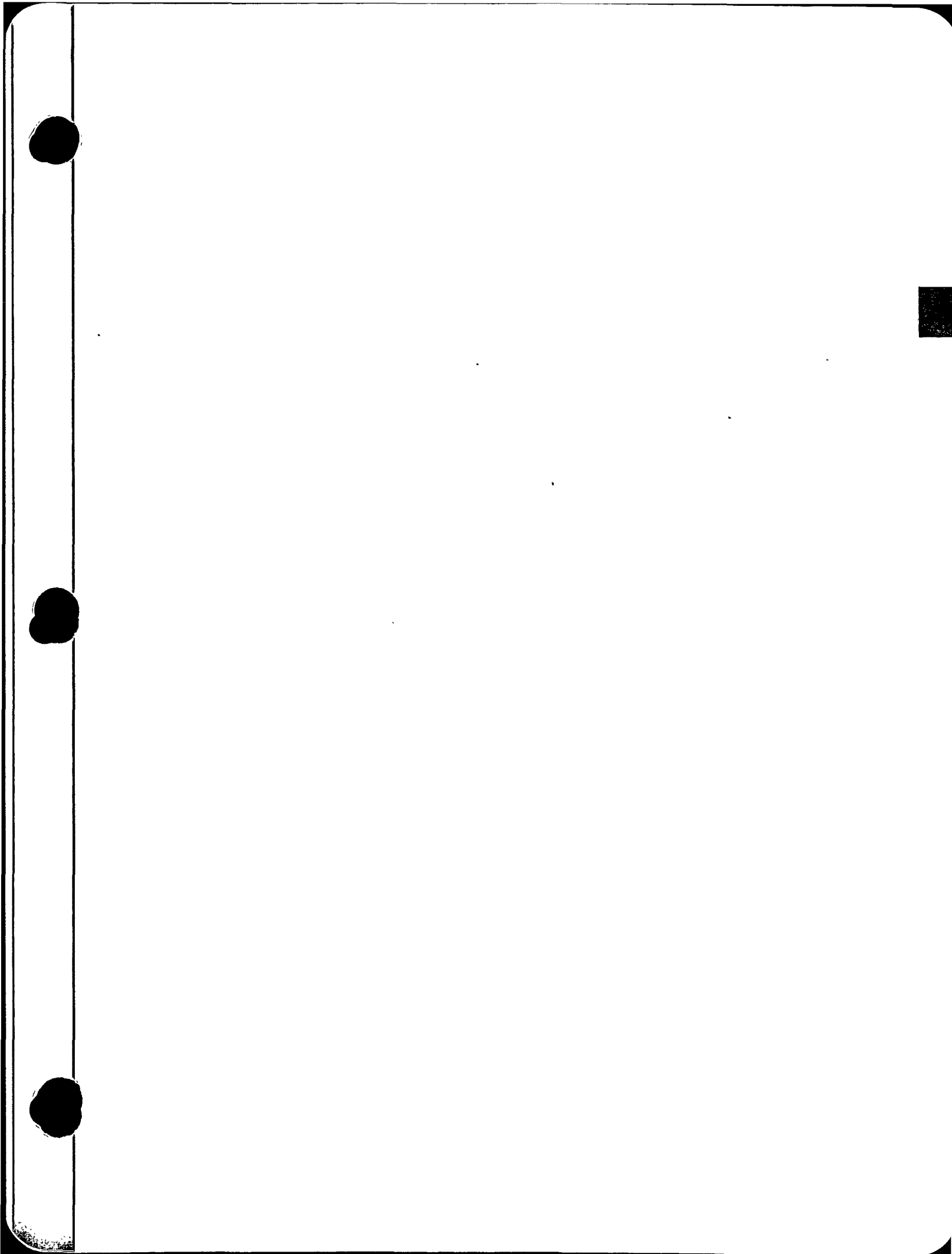
The matter of the Executives Conference itself came up. The team indicated that people know that the Executives Conference meets but what they do is not being driven down through the organization. The Executives Conference needed to set direction and push it down through the organization.

(Director Sessions then stated that if one looked at it from the outside, from a TQM evaluation standpoint, how would you evaluate what they (the team) did with coming forth with these recommendations. Norm Christensen stated that the team dealt with perceptions. Some of the group hid behind old processes. There was a healthy exchange and openness but somewhat of a hesitancy as the team wanted to be told what to do. Director Sessions stated that this captured the essence of what TQM stands for, for example to have them come clean you get very healthy observations. This will follow out of TQM. You did an excellent job in not suppressing what the team did. He indicated he thought this was an excellent step.)

(Recorded in the first person although not an exact transcription)







EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: DEPUTY ASSISTANT DIRECTOR CAROLYN G. MORRIS  
CONCERNING INFORMATION RESOURCES MANAGEMENT (IRM)  
AND TOTAL QUALITY MANAGEMENT (TQM)

By way of background, all Federal agencies must implement IRM and have a central authority. The FBI's product is information. The central authority is Mr. Greenleaf. The IRM Review Committee has oversight for the program. An IRM Working Group was formed with the following tasks: (1) To determine the size of the IRM staff; and (2) To determine what the review committee should be (Director Sessions advised that we should look at adding a CJISD representative to the Working Group).

In connection with TQM, there have been various individual Division initiatives. At the November, 1991, Executives Conference Retreat, TQM was emphasized and the Executives Conference endorsed it. Mr. Greenleaf asked that the Working Group also review TQM and make recommendations. The following objectives were noted: (1) strategic content; (2) need for a vision; (3) integrate with planning; (4) integrate with IRM; (5) integrate with budget; (6) identify TQM structure.

The results should be: (1) a top-down approach with the Director as executive sponsor; (2) a generic TQM process to support delegation, integrate with planning and integrate with budget; (3) a parallel organizational structure.

(See memorandum from Mr. Greenleaf to the Director 3/13/92, copy attached).

(Jim Greenleaf noted that training will be the number one priority in TQM. Director Sessions suggested that Mrs. Morris's presentation be recorded in writing. Floyd Clarke stated that this thinking needs to be used in Project FORGE. Director Sessions stated that TQM is essential. We need to make it a reality. Maybe we need a more, better, faster vision statement. Norm Christensen noted that TQM is a journey that training leads to an ongoing effort.)

(Floyd Clarke asked if there had been any discussion for implementing TQM Field-wide. Jim Greenleaf responded that that will go with the number one priority of the quality manager to see how it can be implemented Field-wide. He will be able to use the Phoenix Division as an example. SAC Ahearn will be appearing before the ASAC Conferences.)

(Floyd Clarke suggested that an outline be prepared concerning TQM for the Headquarters executives to use at the ASAC Conferences and that possibly there should be a mid-term conference for SACs just for TQM training. Mr. Greenleaf advised that Mrs. Morris will prepare briefing material to be used by the ADs - a copy will be furnished to the SACs.)

(A copy of Mr. Greenleaf's memo to the Director 3/13/92, is attached for information.)

(Recorded in the first person although not an exact transcription)

# Memorandum



- Dep. Dir. \_\_\_\_\_
- ADD Adm. \_\_\_\_\_
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- Asst. Dir.:
- Adm. Servs. \_\_\_\_\_
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- Off. of Public Affs. \_\_\_\_\_
- Telephone Rm. \_\_\_\_\_
- Director's Sec'y \_\_\_\_\_

To : THE DIRECTOR

Date 3/13/92

From : J. W. Greenleaf

Subject : INFORMATION RESOURCES MANAGEMENT (IRM)  
MINUTES OF IRM ADVISORY GROUP MEETING  
ON TOTAL QUALITY MANAGEMENT (TQM) 2/12/92

**PURPOSE:** To provide IRM Advisory Group recommendations for implementing TQM in the FBI.

**SYNOPSIS:** The IRM Advisory Group was tasked by Mr. Greenleaf to make recommendations for implementing TQM throughout the FBI. After a few workshop-type meetings, the Group has formulated an approach, a process, and a structure for implementing TQM. Applying a simple and straight-forward TQM process across the FBI would be the most cost effective and expeditious means of implementing TQM. The Director would need a Quality Council and a Quality Manager's Office to provide guidance and direction from the top of the organization. The FBI Quality Council would identify organizational entities and/or programs most in need of improvement from a corporate-wide perspective and set priorities for quality improvement. The Quality Manager would be the overall workhorse for implementing TQM. A value-added benefit of the TQM approach recommended within this memorandum is that the Action Plans to transform the FBI into a learning organization could directly support the Budget Formulation Process. This would result in an FBI budget request which is driven by an corporate-wide strategic plan to improve the performance of the organization. Details regarding the recommended approach, process, and structure are set forth within this memorandum.

**RECOMMENDATIONS:**

- 1) That the Director, as Executive Sponsor, lead a top-down approach to implement TQM in the FBI.

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

|                 |                   |                        |                                    |
|-----------------|-------------------|------------------------|------------------------------------|
| Director _____  | Adm. Servs. _____ | Laboratory _____       | Off. of Liaison & Int. Affs. _____ |
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|                 | Inspection _____  | Cong. Affs. Off. _____ |                                    |
|                 | Intell. _____     | Off. of EEO _____      |                                    |

Attachments (6)  
62-122861  
1 - Mr. Clarke  
1 - Mr. Greenleaf  
1 - Each IRM Advisory Group member  
1 - Mr. Bayse  
1 - Mrs. Morris  
1 - Mr. Walczykowski  
CGM:cda (12)

(CONTINUED - OVER)

RECOMMENDATIONS (Continued):

2) That the TQM organizational structure set forth within this memorandum (Attachment 5) be approved.

APPROVED: Adm. Servs. \_\_\_\_\_ Laboratory \_\_\_\_\_ Off. of Liaison \_\_\_\_\_  
Crim. Inv. \_\_\_\_\_ Legal Coun. \_\_\_\_\_  
Director \_\_\_\_\_ Ident. \_\_\_\_\_ Tech. Servs. \_\_\_\_\_  
Dep. Dir. \_\_\_\_\_ Info. Mgnt. \_\_\_\_\_ Training \_\_\_\_\_ Public Affs. \_\_\_\_\_  
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3) If recommendation 2 is approved, that:

- a) The Target Staffing Level (TSL) for the Quality Manager's Office be set at two positions [one Senior Executive Service (SES) Special Agent (SA) to serve as Quality Manager, and one professional support GS-13/14/15] to serve as the Assistant to the Quality Manager.

APPROVED: Adm. Servs. \_\_\_\_\_ Laboratory \_\_\_\_\_ Off. of Liaison \_\_\_\_\_  
Crim. Inv. \_\_\_\_\_ Legal Coun. \_\_\_\_\_ & Int. \_\_\_\_\_  
Director \_\_\_\_\_ Ident. \_\_\_\_\_ Tech. Servs. \_\_\_\_\_ Off. of \_\_\_\_\_  
Dep. Dir. \_\_\_\_\_ Info. Mgnt. \_\_\_\_\_ Training \_\_\_\_\_ Public Affs. \_\_\_\_\_  
ADD-Adm. \_\_\_\_\_ Inspection \_\_\_\_\_ Cong. Affs. Off. \_\_\_\_\_  
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- b) The Resource Management Allocation Board identify an SA SES position for the full-time Quality Manager who will serve for a maximum of five years prior to rotating the SA workyear back to investigative duties.

APPROVED: Adm. Servs. \_\_\_\_\_ Laboratory \_\_\_\_\_ Off. of Liaison \_\_\_\_\_  
Crim. Inv. \_\_\_\_\_ Legal Coun. \_\_\_\_\_ & Int. \_\_\_\_\_  
Director \_\_\_\_\_ Ident. \_\_\_\_\_ Tech. Servs. \_\_\_\_\_ Off. of \_\_\_\_\_  
Dep. Dir. \_\_\_\_\_ Info. Mgnt. \_\_\_\_\_ Training \_\_\_\_\_ Public Affs. \_\_\_\_\_  
ADD-Adm. \_\_\_\_\_ Inspection \_\_\_\_\_ Cong. Affs. Off. \_\_\_\_\_  
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- c) The Administrative Services Division identify funding for a GS-13/14/15 professional support position to function as an Assistant to the Quality Manager.

APPROVED: Adm. Servs. \_\_\_\_\_ Laboratory \_\_\_\_\_ Off. of Liaison \_\_\_\_\_  
Crim. Inv. \_\_\_\_\_ Legal Coun. \_\_\_\_\_ & Int. \_\_\_\_\_  
Director \_\_\_\_\_ Ident. \_\_\_\_\_ Tech. Servs. \_\_\_\_\_ Off. of \_\_\_\_\_  
Dep. Dir. \_\_\_\_\_ Info. Mgnt. \_\_\_\_\_ Training \_\_\_\_\_ Public Affs. \_\_\_\_\_  
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Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

DETAILS: Throughout the United States, there is evidence that a quality revolution is taking shape. This awakening began in earnest about 10 years ago by Tom Peters, Robert Waterman, Dr. Juran and Dr. Deming. For many businesses, as well as government organizations, quality has become a means of long-term survival. Winning the confidence and loyalty of customers by constantly delivering quality products and services is essential to corporate survival.

Starting in 1988, several FBI Divisions launched TQM initiatives to improve work processes and quality of products and services. Additionally, in 1991, TQM awareness training was provided to the entire executive conference.

For several years, the FBI has been operating under severe fiscal constraints. It appears that this economic condition will exist for some time into the future. This state of affairs has compelled the FBI to consider TQM as a means to make more effective use of available resources. Director Sessions has now made a decision to initiate the quality revolution throughout the FBI. The primary focus of this reform is to:

- ◆ Improve organizational effectiveness by emphasizing:
  - ✓ Customer focus on products, services and processes.
  - ✓ Total involvement of all employees in the quality revolution.
  - ✓ Systematic support of TQM in the areas of strategic planning, budgeting and performance management.
  - ✓ Measurement of TQM progress.
  - ✓ Empowerment of all individuals to seek continuous improvement.

The IRM Advisory Group has been tasked by Mr. Greenleaf to make recommendations on what should be done to implement and sustain a TQM process in the FBI.

On 2/12/92, the IRM Advisory Group met to discuss the TQM issue. Attendees were as follows:

Jay A. Brixey  
Raymond Gilbarte, Jr.  
Carolyn G. Morris

C. David Evans  
John O. Hoyt  
Richard C. Sonnichsen

DETAILS (Continued):

Objectives for this meeting were to:

- Determine and reach consensus on an approach for implementing TQM.
- Develop and reach consensus on a structured process for implementing TQM.
- Develop and reach consensus on a organizational structure for implementing TQM.
- Define and reach consensus on functions; tasks; and knowledge, skills and abilities (KSAs) for TQM organizational structure components.

The IRM Advisory Group successfully accomplished all objectives. Consensus positions reached follow:

TQM Definition and Attributes

TQM is a process that integrates the efforts of all employees to continuously improve the quality and delivery of products and services throughout the organization. It is customer-focused; requires long-term investment of resources; requires change in organizational culture; and a total management-employee team commitment supported by an appropriate reward system.

TQM Approach

Establishing an effective TQM process and culture in the FBI is a challenging undertaking. Considerable preparation is required to do it well and insure its' lasting effect. It requires strong backing, passionate leadership and a firm resolve to see it through. For these reasons, the IRM Advisory Group recommends a top-down approach as the best strategy for implementing TQM in the FBI. This approach signals top management commitment which is critical to people at all levels of the organization embracing the quality movement quickly and enthusiastically. It also insures a more effective culture change and builds a common language among all organizational levels in the FBI.



Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

TQM Approach (Continued):

The Federal Government has approximately 25 contracts with commercial consultants who could provide expertise in their individual approaches to TQM. Two FBIHQ divisions have already used this approach. It typically involves an initial analysis by the consultant of the organization and its current ability to provide quality services or products. It also typically involves an extensive up-front training commitment for the entire organization undertaking quality improvement. The IRM Advisory Group recommends a simple and straight forward TQM process and applying the process across the organization through the aid of a parallel TQM organizational structure. The Group believes that this approach would be the most cost effective and expeditious means of implementing TQM. It follows the school of thought that you learn best by doing.

TQM Process:

The quality improvement process, depicted on Attachment 1, is generic in nature and can be applied to the re-engineering of any organizational entity, program activity or process. It initially involves focused assessments of the internal and external environments for each individual component area. This introspective assessment would provide a clear understanding of current state of the product and service quality provided by the component area as well as a preliminary view of the future desired. A "gap analysis" would provide a preliminary understanding of areas, structures, products, services and processes needing improvement.

The next steps are to develop or reaffirm the component's purpose statement (Why does the organizational entity or program exist?) and mission statement (What does the organization entity or program do to support its purpose for being?). A Vision Statement is then developed to describe the component's desired future state. This Statement, which should be written in present tense, describes the desired outcome of the component's efforts over an established time period; e.g., three - five years. The Vision Statement can be motivating and even lofty; however, it should be brief and clear to preclude any misunderstanding of the Vision's real meaning and direction.

TQM Process (Continued):

To focus resources, talent and attention on the areas, structures and/or processes which would help most in attaining the TQM component's Vision, the "critical few" (four - six) Major Focus Areas (MFAs) or goals are then identified for the individual component. These "critical few" goals are thereafter isolated from the day-to-day activities of the organizational entity or program and tracked to measure progress towards attaining the Vision. The supporting conditions or short-term objectives covering a one - two year time span are developed for each MFA or goal. Subsequently, each component area should have somewhere between 12 - 24 short-term objectives. It is also helpful to identify critical success factors for attaining the component's Vision. These may be such things as TQM training, culture changes, new management practices, etc. A specific Action Plan, along with milestones, is developed for each supporting condition or objective. This now involves the tactical plans needed to transform the component into a continuous learning state and provides a detailed means of tracking progress.

If the above quality improvement process were applied to the FBI in one or two key areas, it could be evaluated and adapted to fit overall FBI needs and the organization's unique cultural attributes.

It is essential that the application of this quality improvement process be guided by a neutral facilitator in a workshop environment and that the outcome be a result of the participants' contributions.

Strategic and Tactical Planning:

The IRM Advisory Group believes that a strategic context is required to implement TQM in the FBI successfully. All organization components need guidance and direction from the top and, as a first step in transforming the FBI to a continuously learning organization, the group recommends that top management use the above TQM approach and process to revalidate the purpose and mission of the FBI along with developing an FBI Vision. This effort could be carried out through a three - four day quality improvement workshop. The 15 - 20 participants would be mostly members of the Quality Council (described later); however, the workshop should include field and professional personnel to include their knowledge and views. The workshop would be facilitated by someone knowledgeable in the TQM process. The outcome would be the requisite guidance and direction, an example of applying the TQM process and an Action Plan for implementing TQM throughout the FBI. For a second example, it would be beneficial to apply the TQM process to the IRM program.

Strategic and Tactical Planning (Continued):

If the quality improvement process were applied to the full range of FBI component areas, both organizational entities as well as individual programs, the outcome would be strategic and tactical plans for improving the entire FBI. This approach is consistent with the TQM precept of delegating responsibility down through the organization. For example, as indicated on Attachment 2, TQM Distribution Example for the FBI, quality improvement for IRM, FCI, Violent Crime, etc. are delegated to the appropriate organizational level. The FBI Quality Council would identify the organizations and programs most in need of improvement and set priorities. The summation of the overall FBI quality improvement process provides an strategic and tactical plan for the entire organization with a balanced level of granularity across all component areas in need of attention. Please note that the environmental assessment for each component area is effected by the quality improvement outcomes of other component areas. The TQM process becomes an ongoing process as the environment continuously changes.

An integrated quality improvement approach could improve the FBI's budget formulation process as well as its planning process. After taking into account the day-to-day activities for each component area, the TQM process could easily flow into budget formulation. The FBI would then have a budget submission based on guidance and direction from top management and an organization-wide quality improvement strategic plan. It is important to note that changes to the FBI's organizational structure should flow naturally from the quality improvement process. Contributing participants in a TQM workshop environment, focusing on the need for quality products and services, can more easily set aside individual agendas and come to consensus on structural and/or process changes which will lead to genuine improvement.

Attachment 3 is an example which shows how Strategic and Tactical Planning could be an MFA or goal for the "FBI-wide Quality Improvement" component with TQM embedded within the goal statement as well as the supporting conditions or objectives. This would connect TQM to the FBI corporate battery and provide a mechanism to measure the FBI's progress in transforming itself. This integrates the quality improvement process into the FBI's strategic and tactical planning activities, and anchors it to the FBI-Wide Vision. A table within Attachment 3 shows how an Action Plan can be developed for each supporting condition within each MFA and within each quality improvement component area. A change in terminology from "goals" and "objectives" to MFAs, supporting conditions and actions can encourage a paradigm shift in the way the FBI does its planning. Attachment 4, Component Area Vision Workshop Products, graphically depicts the relationships between the quality improvement documentation products.

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IRM ADVISORY GROUP MEETING 2/12/92

Parallel TQM Organizational Structure:

The IRM Advisory Group determined that a parallel organizational structure (Attachment 5) is needed to begin the quality revolution in the FBI. This structure should be lean, yet contain the following major components:

**CORPORATE LEVEL**

Quality Council

Quality Council is a top-level Steering Group that guides the application and evolution of TQM within the FBI and then monitors the FBI's progress in transforming itself to a learning organization. It makes key decisions and provides guidance and direction for implementing and nurturing the TQM process throughout the FBI. Since the Executive Conference is the top-level management group in the FBI, the IRM Advisory Group recommends that it serve as the Quality Council. Detailed functions of the Quality Council are set forth within Attachment 4.

Quality Council members, both individually and collectively, must commit to support and involve themselves personally in the quality process so that it will be successfully implemented. This hands-on, top-level involvement is the most critical factor in the successful development of TQM.

The Quality Council business should be conducted in specific TQM meetings facilitated by the Quality Manager.

CORPORATE LEVEL (Continued):

Quality Manager's Office

The Quality Manager's Office consists of an SA SES Quality Manager and a professional support person as an assistant. The Quality Manager supports the Quality Council and is the overall workhorse for implementing TQM within the FBI. This Office would guide and direct daily FBI TQM activities.

The Quality Manager should be a respected SES or mid-level SA manager with an excellent reputation and performance track record. This individual should also be an excellent communicator, possess outstanding leadership abilities and have a strong and abiding interest in TQM. The Quality Manager should be the FBI's primary facilitator - focusing attention on the TQM process and its evolution and remaining neutral on the substantive outcomes of the TQM workshops. A good understanding of the resource planning, budget formulation and budget management processes is needed to promote a strong link between TQM and those processes. Detailed functions and tasks performed by the Manager are set forth within Attachment 5 and Attachment 6 sets forth the KSAs required for this Manager.

The IRM Advisory Group believes that the Quality Manager should report directly to the Director, as he is the highest ranking official who oversees FBI operational activities and the primary focus of TQM should be operational activities, products and services.

If additional resources are required, the Quality Manager should tap the Field Offices/FBIHQ Division-level TQM resources as necessary to support TQM activities. This will generally involve coordinating the activities of the FBIHQ Divisional and Field Office Quality Coordinators and field office facilitators.

Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

#### LINE LEVEL

##### Division-level Quality Council

Each Headquarters and Field Division should form its own Quality Council and develop Visions for appropriate organizational entities or program activities. The individual Field Office Quality Councils will focus on improving the products and services of each individual field office.

##### Division-level Quality Coordinators

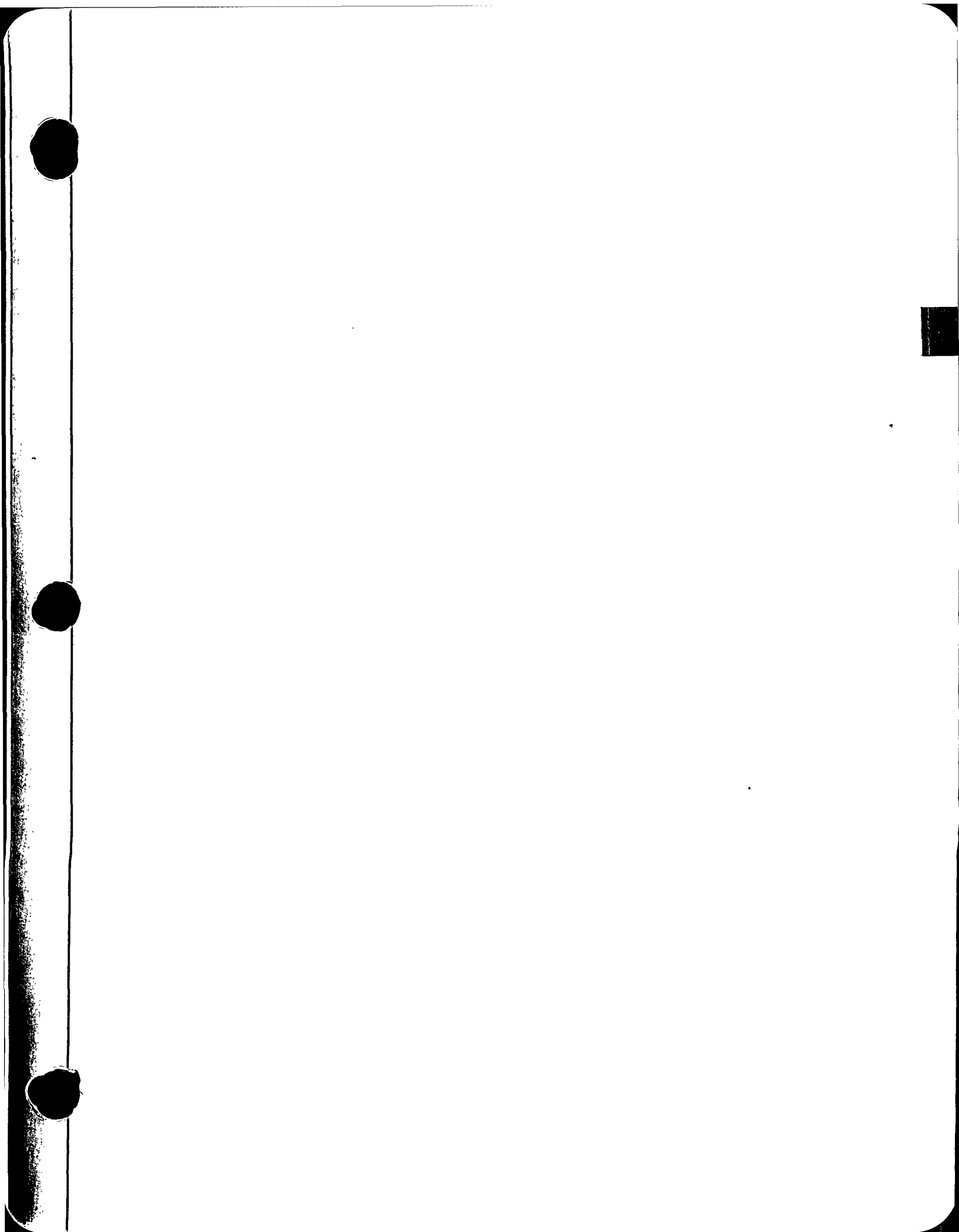
Each Division should have a Quality Coordinator responsible for carrying out day-to-day quality improvement activities for the Division. This would include coordinating activities of the Division Quality Action Teams and making sure the results of their efforts are consolidated into the Division's strategic and tactical plans.

#### QUALITY ACTION TEAMS (QATs)

QATs are the guts of the TQM process. They should be used in a workshop environment at all levels and in all functions to uncover root causes of problems and implement effective solutions that endure for the long-term. Initial QAT efforts should focus on developing strategic and tactical plans for program areas identified by the FBI Quality Council as in need of improvement. Field representatives and professionals should be included in these QATs.

#### FACILITATORS

The FBI will need a cadre of facilitators trained in the TQM process. As they guide the QATs through the process in a workshop environment, the facilitators remain neutral on the substantive issues raised. It may be beneficial for facilitators to work on an inter-divisional or programmatic basis to promote neutrality.



EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: ASSISTANT DIRECTOR JOSEPH R. DAVIS  
STANDARDS OF CONDUCT; BLACK AGENTS ISSUES

Ethics issues in the government are in a state of flux. There has been a new government aircraft order. Government ethics regulations will be issued within the next month. I will have more information at the SACs Conference in May. The Office of Government Ethics can promulgate government-wide ethics regulations. In 1993 there will be a requirement for ethics training. Rules concerning use of airplanes also will be tightened up (Mr. Davis handed out briefing material captioned, "New Developments in Ethics, Aircraft Use and Travel," a copy of which is attached).

In connection with the negotiations with the Black Agents, we are continuing to try to collect information to see if problems exist in many areas, e.g., the Career Development Program, assignment to RAs, etc. We have been going through a great amount of data in an effort to determine just what it means. The process has been quite constructive. I believe we are trying not to go to litigation. We would like to come to an agreement. BADGE claims to represent 340 of the 510 Black Agents in the FBI. If we do come to an agreement, it probably will result in their filing a class action and us filing a motion for a Consent Decree.

There are about 15-16 areas of concern. We are in substantial agreement concerning the prospective areas concerning what the FBI would do. The biggest problems are in the retroactive relief areas: (1) promotions; (2) discipline; (3) transfers to Divisions 5, 6 and 10; performance appraisal matters. The present tolling agreement runs out 3/31/92. (The Director asked percentage wise, how close we were to a final resolution. Mr. Davis advised that we are approximately 85%).

We are also keeping an eye on the Women Agents as some of the same problems are involved there. We may have to do the same thing for the women that we do for the Black Agents.

(Director Sessions noted that he would like to look at the situation a year ago (4/4/91). He noted that we could have had a law suit then or do it within the management approach that has been taken. He expressed his debt of gratitude to Joe Davis and Carroll Toohey.)

(Recorded in the first person although not an exact transcription)



**NEW DEVELOPMENTS IN ETHICS,  
AIRCRAFT USAGE AND TRAVEL**

**1992 EXECUTIVE CONFERENCE**

Since last year's Executive Conference there have been several developments in the area of ethics, aircraft usage and travel applicable to the FBI. These new developments are summarized below.

**1. STANDARDS OF CONDUCT**

**A. Office of Government Ethics Regulations**

The Office of Government Ethics (OGE) published their proposed standards of conduct in the Federal Register on 7/23/91. When implemented these regulations will be codified at Title 5, Code of Federal Regulations (C.F.R.), Part 2635 and will be applicable to all Executive Branch employees. The regulations will effectively supersede our current standards of conduct and will necessitate revisions to various sections of the Manual of Administrative Operations and Procedures (MAOP). We have commented on the proposed regulations and expect a final version to be published in the Federal Register in April, 1992. The regulations will become effective 180 days after publication.

**B. Department of Justice Supplemental Regulations**

The Department of Justice (DOJ) has proposed several supplemental regulations to the OGE standards of conduct. If approved they will be applicable to all DOJ employees. They will: 1) allow us to retain our current policy regarding outside employment; 2) prevent DOJ employees from purchasing directly or indirectly, any property forfeited to the Government and subsequently offered for sale; and 3) designate the FBI as a separate and distinct component within the DOJ for purposes of determining conflicts of interests, acceptance of gifts from prohibited donors and restricting employees from teaching, speaking or writing on matters relating to the operations of the FBI.

**C. FBI Supplemental Regulations**

We have requested the DOJ to forward to OGE two FBI-specific supplemental regulations to the standards of conduct. The first supplemental regulation concerns detailed employees. OGE's proposed regulations would subject an employee detailed in excess of thirty days to another Federal agency or outside entity to only the standards of conduct of the entity to which the employee has been detailed. Our proposed supplemental regulation

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would require our employees so detailed to remain subject to our standards of conduct as well as the standards of conduct of the entity to which the employee has been detailed. Conflicts between the two sets of standards would be resolved by imposing the stricter standard.

The second proposed supplemental regulation concerns the issuance of letters of recommendation or endorsement. OGE's proposed regulations would permit employees to use their official position and title in signing such letters if the employee has dealt with the individual in the course of Federal employment or is recommending the individual for Federal employment. Our proposed supplemental regulation would preserve our current policy, as set forth in MAOP, Part 1, Section 1-15.3, prohibiting FBI employees from issuing letters of recommendation or endorsement without appropriate FBI approval.

D. Clarification to the OGE Regulations

With regard to the OGE's proposed standards of conduct, there were two areas in which the FBI and DEA jointly and informally attempted to obtain supplemental regulations. These two areas concerned the proposed \$25.00 exception to the prohibition on the acceptance of gifts and a law enforcement exception to the standards of conduct for individuals engaged in undercover and sensitive investigations. The DOJ would not request the OGE to issue supplemental regulations in these areas. However, the Department has agreed to request that the OGE provide clarification in these areas within the final standards of conduct.

The proposed OGE regulations contain an exception to the prohibition on the acceptance of gifts for items, other than cash, valued at less than \$25.00. We believe that the acceptance of any gift from an individual or entity associated with an investigation could be used by a defense attorney to discredit a Special Agent (SA) or to cause doubt in the jury's mind as to the SA's impartiality during the investigation, irrespective of the SA's authority to accept the gift. The DOJ will request that an example be included within the standards of conduct clarifying that a Federal law enforcement officer should not solicit or accept any gift or gratuity from an individual connected to an investigation.

The DOJ has also agreed to request that a brief explanation be included within the commentary to the final standards of conduct clarifying that the standards are not

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intended to supersede, negate or in any way interfere with existing authority for Federal law enforcement officers to conduct or participate in lawful undercover or other sensitive investigations.

II. ETHICS TRAINING

A. Training in 1992

Upon implementation of the OGE standards of conduct, we will be required to advise our employees of the new standards of conduct and to provide all 23,000 of our employees with a copy of the new regulations. Formalized training will not be required until 1993.

B. Training in 1993

In 1993, we will be required to begin formal ethics training for all employees on an annual basis. Originally we proposed to conduct the required training through the use of videotaped lectures. However, we have been informed by the OGE that this method of training would not be acceptable. The OGE requires that all training be conducted at least in part in person and allow for a question and answer period. Consequently, the most efficient means to implement the required training program within the field is through the Principal Legal Advisor (PLA) program. During the last annual PLA conference we advised the PLAs of the above training requirement and that they would be tasked with providing ethics training to all employees within their respective field offices. Legal Counsel Division, in coordination of the Training Division, will prepare materials to assist the PLAs with these training duties. The required ethics training will also be provided to all Headquarters personnel on an annual basis.

III. AIRCRAFT USAGE

A. Circular A-126

On 2/27/92, the Office of Management and Budget (OMB) published in the Federal Register proposed changes to Circular A-126, entitled "Improving the Management and Use of Government Aircraft."

The proposed revisions will separate the use of Government aircraft into three categories: 1) "mission

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1992 EXECUTIVE CONFERENCE

requirements"; 2) "official travel"; and 3) "authorized special use."

"Mission requirements" will be defined to include those activities that are directly related to the discharge of our operational and investigative responsibilities. Most use of Bureau aircraft will fall under this category. "Official travel" will include transportation that is incidental to the conduct of agency business, e.g., trips to give speeches, to attend conferences or meetings, to make routine site visits and "authorized special use" travel. "Authorized special use" travel will be defined as the use of Government aircraft to transport an employee based upon bona fide communicatio, security or exceptional scheduling requirements.

The revisions to the Circular will have little impact upon our current use of Bureau aircraft to fulfill our mission requirements. The revisions will impose special review and approval requirements for all travel on Government aircraft other than "mission requirements" by "senior officials" and non-Federal travelers.

Specifically, "senior officials" will be defined for purposes of the FBI as those employees who have an annual salary in excess of level V of the Executive Schedule (\$104,800). [Note that in applying this dollar limitation geographic pay adjustments must be included]. These employees will be prohibited from approving their own travel, their family members' travel and the travel of non-Federal travelers on Bureau aircraft to attend conferences, give speeches or conduct routine site visits. Approval for this type of transportation will have to be made in advance, in writing and on a trip-by-trip basis by the Assistant Director, Legal Counsel Division, or his deputy in conformance with the Circular and the FBI's review and approval system. These new approval requirements will necessitate changes to the Manual of Investigative Operations and Guidelines (MIOG), Part II, Section 25-2(e) permitting SACs and Assistant SACs to approve the use of Bureau aircraft in their respective field offices for noninvestigative transportation.

We expect the revisions to Circular A-126 to be completed soon. When the revisions are implemented you will be notified by appropriate communication.

B. DOJ Order 2460.1

DOJ Order 2460.1, entitled "Aircraft Management," prescribes the policies and procedures for the acquisition, management, use, cost accounting and disposal of DOJ aircraft.

NEW DEVELOPMENTS IN ETHICS,  
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The Order was implemented on 10/1/90, and is the guiding authority behind our policy on the use of Bureau aircraft. Even though the Order has been in effect for some time, I would like to call your attention to Section 7(d) of the Order.

Section 7(d) relates to the recovery of costs associated with the transportation of non-FBI employees and private individuals on DOJ aircraft and establishes the methods by which reimbursement is to be calculated. We have been advised by the DOJ that this Section is to be strictly construed. Therefore, based upon the plain language of the Section the FBI should seek reimbursement from everyone who flies on Bureau aircraft for whatever reason, except FBI employees and individuals who are traveling at the behest of the FBI and in support of the FBI's mission. For example, other Federal Government officials who fly on Bureau aircraft with an employee but on behalf of their agencies, must reimburse the FBI for the value of their transportation; even if flying on a space available basis. Reimbursement is calculated at the commercial rate (coach class) for the trip provided.

The DOJ has advised that they will amend DOJ Order 2460.1, if needed, to ensure compliance with the finalized revisions to Circular A-126, discussed supra.

#### IV. TRAVEL

##### A. Authorization to Engage in Official Travel

On 12/10/91, the DOJ issued Order 2200.11A, entitled "Revised Department of Justice Travel Regulations." Attached to the Order was a commentary which advised that the Department is preparing a lengthy Travel Supplement to the Order and summarized the major changes that will be implemented by the Order and Travel Supplement. Unfortunately, it is clear from the commentary that the Travel Supplement contains additional guidance and limits on delegation of certain approval authorities. Therefore, we cannot draft memoranda to implement the Order until we receive the Travel Supplement. The DOJ has advised that the Travel Supplement is currently being printed and will be disseminated within the next few weeks.

The Order strengthens control over all official travel of DOJ employees by establishing more stringent authorization requirements. The Order imposes a general principle that all official travel shall be authorized by an official occupying a higher level than the traveler, with three important exceptions.

1. All of the Director's domestic and foreign official travel must be authorized by the

NEW DEVELOPMENTS IN ETHICS,  
AIRCRAFT USAGE AND TRAVEL  
1992 EXECUTIVE CONFERENCE

Deputy Attorney General (DAG).

2. The DAG must approve the official foreign travel of the Deputy Director.
3. All heads of component field offices located outside the Washington, D.C. metropolitan area may authorize their own official travel, subject to specified procedures and advance notice to FBIHQ where possible. (I have requested clarification on this exception from the DOJ and have been advised that the SAC, WMFO, will be permitted to approve his travel under the same conditions and requirements as all other SACs).

B. Notice of Foreign Travel

The commentary to DOJ Order 2200.11A provides that the Travel Supplement will require notification to the DAG of all planned foreign travel by members of the Executive Schedule and the Senior Executive Service (generally, all Section Chiefs and above). You will be advised by appropriate communication when the DOJ Order and Travel Supplement are finalized. It is anticipated that the Travel Supplement will provide guidance as to how notification to the DAG is to occur.



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EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: INSPECTOR IN-CHARGE JOHN E. GUIDO AND  
SPECIAL ASSISTANT PAUL DALY  
INTERNATIONAL POLICE TRAINING (IPT)

JOHN GUIDO

We really have not had an International Police Training (IPT) Program before. We have had basically a stovepipe approach with many Divisions doing their own thing. Things were operationally driven as needed. Starting with the breakup of the Soviet Union people started asking us for help. A working group was formed to better answer the challenge. We have been trying to address the requests that are pouring in. Questions have arisen as to, what are we doing?, what are other countries doing?, and how can we get it funded?

PAUL DALY

Referral/Consult

In addition to the FBI, there has been a lot of interest in IPT by other agencies. [REDACTED]  
[REDACTED]. The Department of State is interested in what other countries are doing in this regard. Whatever we do should be an "add on" and not just money taken from somewhere else. We must look at the Foreign Relations Act and protect the rights of the individual.

The question has been raised, why are these other countries seeking this help from us. The United States has an interest in protecting the rights of the people in the new emerging countries and also we want these other countries to help us with our investigations as needed.

(Director Sessions made the observation that if these other countries want law enforcement assistance from us, we need to make it clear to them that they need to quit doing what they have been doing to us from an FCI standpoint. Mr. Greenleaf asked what the "vision" is for the next 2-5 years concerning IPT. He noted that we have had no requests for funding. Director Sessions noted that this should be done for FY 1994.)

(John Collingwood noted that Congress is looking for leadership in this area and that there is support out there for IPT.)



(Director Sessions asked if there is any vision to bring people back to the National Academy. Mr. Daly responded "no." Mr. Daly summarized that what we do internationally must be much more closely coordinated than in the past. John Guido concluded that we now need to know how to organize IPT and how to fund it.)

(Recorded in the first person although not an exact transcription)

The Attorney General

March 13, 1992

Director, FBI

INTERNATIONAL POLICE TRAINING (IPT)

INFORMATION MEMORANDUM

The purpose of this memorandum is to update you on recent initiatives taken by the FBI as a result of recommendations given by an IPT Working Group established at FBI Headquarters during the past year. The Group's recommendations focus our efforts to consolidate and coordinate past and current IPT requests, as well as to establish a framework upon which the FBI's future IPT policy can be based. As a result of implementing those recommendations, the following results have been realized:

• A team of Agents and professional support employees from the Criminal Investigative Division, Intelligence Division, Training Division, and the Office of Liaison and International Affairs, referred to as the International Training Action Team (ITAT), under the guidance of Associate Deputy Director W. Douglas Gow, has been established. The objectives of this team are:

1. To develop a system to receive, assess, prioritize, and coordinate all requests for IPT received by the FBI.
2. To assess the effectiveness of current IPT programs.
3. To effect liaison with other Executive Branch agencies involved in IPT.
4. To make policy recommendations regarding the FBI's future role in the IPT effort.

1 - Mr. Clarke  
2 - Mr. Gow  
1 - Mr. Daly  
1 - Mr. Greenleaf  
1 - Mr. Chase  
1 - Mr. Hartingh  
1 - Mr. Hogan  
1 - Mrs. Munford  
GEG/eab (13)

1 - Mr. Guido  
1 - Mr. Giaquinto  
1 - Mr. Grotz

The Attorney General  
Re: International Police Training (IPT)

• Since the FBI's current IPT initiatives are not centralized, the ITAT has created a computerized program to gather and analyze data on all past, present, and proposed IPT programs. Data is in the process of being gathered from several control files and from surveys of each FBIHQ division.

• With the assistance of the Information Management Division, a single control file, with appropriate sub files for each foreign country that has requested FBI training, has been established.

Referral/Consult



• A communication is being prepared to selected Legal Attaches to determine the nature and extent of host country training initiatives with other countries. This principally addresses the initiatives by Western European countries toward the emerging democracies of Eastern Europe and the Commonwealth of Independent States. The information received from the Legal Attaches will be compared with that received through Interpol channels to get the most complete picture of training initiatives by other countries.

• Unit Chief [redacted], Forensic Science Training Unit, Laboratory Division; SSA [redacted], Economic Crimes Unit, White-Collar Crime Section, Criminal Investigative Division; and Operations Research Analyst [redacted], Training Division, have been selected as the FBI representatives to the assessment team which will be traveling to Poland in late March or early April. It is anticipated that this assessment will act as the model for determining the needs of other Eastern European countries as well. We are working closely with Office of International Affairs Deputy Director John A. Harris in preparation of this trip.

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As further aspects of this initiative evolve, you will be advised.

February 25, 1992

Director Sessions:

RE: INTERNATIONAL POLICE TRAINING (IPT)

The purpose of this note is to update you on the recent initiatives taken as a result of recommendations offered by the IPT Working Group. By memorandum dated January 14, 1992 (copy attached), numerous recommendations were offered in an effort to consolidate and coordinate past and current IPT requests as well as to establish a framework upon which future IPT policy could be based. Since that memorandum was written, the following results have been realized:

° A team of Agents and professional support employees from CID, INTD, Training Division and OLIA, referred to as the International Training Action Team (ITAT), under the guidance of Special Assistant Paul V. Daly, has been established. The objectives of this team are:

1. To develop a system to receive, assess, prioritize and coordinate all requests for IPT.
2. To assess the effectiveness of current IPT programs.
3. To effect liaison with other Executive Branch agencies involved in IPT.
4. To make policy recommendations re the FBI's future role in the IPT effort.

° Since the FBI's current IPT initiatives are not centralized, the ITAT has created a computerized program to gather and analyze data on all past, present and proposed IPT programs. Data is in the process of being gathered from several control files and from surveys of each FBIHQ division.

1 - Mr. Clarke  
2 - Mr. Gow  
1 - Mr. Daly  
① - Mr. Greenleaf  
1 - Mr. Guido  
1 - Mr.   
1 - Mr. Grotz  
GEG/lavl (8)

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° With the assistance of the Information Management Division, a single control file, with appropriate sub files for each foreign country that has requested FBI training, has been established.

Referral/Consult

° A communication is being prepared to selected Legats to determine the nature and extent of host country training initiatives with other countries. This principally addresses the initiatives by Western European countries toward the emerging democracies of Eastern Europe and the Commonwealth Republics. The information received from the Legats will be compared with that received through Interpol channels to get the most complete picture of training initiatives by other countries.

° Unit Chief Roger N. Amrol, Forensic Science Training Unit, Laboratory Division; SSA [redacted] Economic Crimes Unit, White-Collar Crime Section, CID; and Operations Research Analyst [redacted] Training Division, have been selected as the FBI representatives to the assessment team which will be traveling to Poland in mid-March. It is anticipated that this assessment will act as the model for determining the needs of other Eastern European countries as well. Details of this trip, sponsored by U.S. Department of State and coordinated by the Department of Justice, Office of International Affairs, are still being developed.

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As further aspects of this initiative evolve, you will be advised.

W. D. Gow

*Enclosure*

Mr. Clarke

1/14/92

W. D. Gow

INTERNATIONAL POLICE TRAINING (IPT)

PURPOSE: To confirm the results of recommendations discussed during the meeting with you and the heads of the IPT Working Group (IPTWG) on 1/13/92, regarding the future scope of FBI IPT.

RECOMMENDATIONS: (1) That a group of Agents, non-sworn professionals, and support personnel be tasked on special assignment to establish a single coordinating and policy development entity for all IPT.

(2) That this group, to be known as the International Training Action Team (ITAT), will be comprised of one Agent and one support employee from the Criminal Investigative Division (CID), one Agent and one support employee from the Intelligence Division (INTD), one Agent and one support employee from the Office of Liaison and International Affairs (OLIA), and one non-sworn professional from the Training Division (TD).

1 - Mr. [REDACTED]  
1 - Mr. David Kriskovich, ICITAP  
1 - Mr. Clarke  
1 - Mr. Gow  
1 - Mr. Greenleaf  
1 - Mr. Daniels  
1 - Mr. Kennedy  
1 - Mr. Gilbert  
1 - Mr. Potts  
1 - Mr. Taylor  
1 - Mr. Collingwood  
GEG:eab (21)

1 - Mr. Wilson  
1 - Mr. Hogan  
1 - Mr. Torrence  
1 - Mr. Barham  
1 - Mr. Stukey  
1 - Mr. Guido  
1 - Mr. [REDACTED]  
1 - Mr. Dickson  
1 - Mr. [REDACTED]

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Memorandum from W. D. Gow to Mr. Clarke  
RE: International Police Training

(3) That the ITAT be directed by an Agent of Senior Executive Service (SES) rank, who will report to the Associate Deputy Director-Investigations through the Inspector in Charge, OLIA.

(4) That the Facilities Management Unit, Administrative Services Division, provide a temporary site at FBIHQ for the ITAT.

DETAILS: During the past year, the IPTWG, composed of representatives of CID, INTD, TD, International Criminal Investigative Training and Assistance Program (ICITAP), Congressional Affairs Office, and OLIA have surfaced and discussed the following issues relating to the FBI's role in international training:

- The FBI must develop an IPT strategy that incorporates a dual track approach. One track must be developed along traditional lines, i.e. training that is in direct support of the FBI's investigative objectives. The other track, directed principally at the emerging democracies, should be a more long-term, developmental approach concentrating on fundamental law enforcement issues.

- FBI should support the future expansion of the International Criminal Investigative Training Assistance Program (ICITAP) into Eastern Europe and other areas of the world consistent with the FBI's IPT strategy.

- FBI must be part of a team approach, which will most likely include other Executive Branch agencies, under general supervision of the US Ambassador.

- As part of a team approach, the FBI should take part in any in-country assessments of IPT needs sponsored by USDOS that involve other Executive Branch agencies.

Memorandum from W. D. Gow to Mr. Clarke  
RE: International Police Training

- Any potential FBI training requested by governments in emerging democracies must be approved by the Assistant Director, Intelligence Division.

- There are presently no resources (either funding or personnel) budgeted for IPT. Until any supplemental appropriations are realized, any resources devoted to this effort should not come at the expense of existing domestic police training program resources.

- That in order to achieve a reliable, unimpeded continuing authority for IPT, permanent enabling legislation must be sought.

- Assessment of type of training, and what FBI entities are either currently involved or are planning to be involved in international training must be done immediately.

- Relationship between goals/objectives of any FBI international training and the goals/objectives of the International Criminal Investigative Training Assistance Program (ICITAP) must be clearly understood.

- A group, composed of representatives from CID, INTD, TD, and OLIA should be established at FBIHQ to coordinate all requests for international training, determine the extent of and assess the effectiveness of current international training programs, make policy recommendations, effect liaison with other agencies involved in the international police training effort and coordinate with the IPT delivery system based at Quantico.

- The TD should be responsible for developing and coordinating the delivery system for all IPT.

As a result of discussion of the above issues, the IPTWG developed a number of recommendations aimed at implementing a program that can effectively respond to requests for international training. First among these recommendations is that experienced personnel from CID, INTD, TD, and OLIA be detailed on special assignment to form the nucleus of this effort. This group, under the leadership of an SES who would also be detailed to this assignment would be charged with the responsibility of developing and implementing an integrated training system, as opposed to the current system which is decentralized and lacking in focus.



Memorandum from W. D. Gow to Mr. Clarke  
RE: International Police Training

More specifically, this FBIHQ based group, to be named the International Training Action Team (ITAT), would be charged with identifying all of the training systems currently in operation with the goal of designing a cohesive framework within these diverse systems that reinforces and is directly related to our international investigative needs. The IPTWG found that at present a wide variety of programs are being offered to State, local and foreign officers by both field and Quantico instructors. The substantive divisions of CID and INTD are also offering training, both domestically and internationally as is the TD. The Laboratory Division has also participated in international training. However, because this training is program specific to a particular group, neither the information that it occurred nor the potential benefits derived are being reviewed on a larger scale. Since the IPTWG believes that an effective international delivery system can only be developed after a determination is made of the effectiveness of current systems, it will be ITAT's mandate to determine that effectiveness.

The staffing of the ITAT is critical to the success of this initiative for a variety of reasons. First, although it is an outgrowth of the IPTWG, it's mandate is action, combined with further study. The representatives from both CID and INTD will have to have sufficient knowledge of operational goals, objectives and initiatives to make an informed decision on the direction of this training initiative. Secondly, these representatives will also have to have the authority to speak for their respective divisions in those instances where potential training will impact directly on those goals, objectives and initiatives.

It is anticipated that the policies developed by the ITAT for FBI purposes will form the frame work upon which DOJ can develop into the focal point for coordinating all IPT for the U.S. Government. Therefore, the more input the ITAT can make regarding significant international investigative and intelligence issues affecting the FBI, the more likely will be the chance that DOJ will assume the larger coordinating role.

Fourthly, several Sections within CID and INTD have already conducted or are in the process of initiating a wide variety of international training efforts. In addition, Section Chiefs, Deputies, Assistant Directors, and others within these divisions have either attended or sponsored international symposia through which valuable contacts have been developed. It will be incumbent upon those CID and INTD representatives to fully research these initiatives so that the ITAT, as a group,

Memorandum from W. D. Gow to Mr. Clarke  
RE: International Police Training

can assess the overall benefit to the Bureau that these program specific initiatives are making.

The OLIA representative will be responsible for coordination with the USDOS and initiatives either affecting or originating with Legat personnel. The TD will determine the scope of IPT systems for which they are currently responsible. It is anticipated that the TD will eventually assume the role of coordinating the IPT delivery system.

Within 30 days from the establishment of the ITAT, the ITAT will:

- ° Identify all FBI entities involved in IPT.
- ° Identify IPT being conducted by others.
- ° Receive, assess, prioritize, and coordinate all requests for IPT.
- ° Liaison with DOJ and USDOS re U.S. Government IPT policy with the objective that DOJ, with FBI leadership, become the lead U.S. agency for IPT matters.

Within 60 days, the ITAT will:

- ° Correlate assessments of IPT needs for various target countries.
- ° Assess impact FBI IPT has on operations.
- ° Identify training needs for FBI purposes.

Within 90 days, the ITAT will:

- ° Evaluate/assess IPT
- ° Develop a system for long-term funding.
- ° Develop an integrated budget system.
- ° Provide impetus for seeking permanent enabling legislation.
- ° Communicate policy/procedures to Field, FBIHQ, and Legat personnel.

Within 120 days, the ITAT will furnish a report containing their recommendations for future action and remaining tasks and issues. The ITAT will also recommend in this report which FBIHQ or TD entity should become permanently responsible for the coordination and policy recommendation role of IPT.



EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: ADD-ADMIN. JAMES W. GREENLEAF AND  
ASSISTANT DIRECTOR JOSEPH R. DAVIS  
FBI AGENTS ASSOCIATION

MR. GREENLEAF

During August, 1980, there were rumors received that an Agents Association was being considered. There was a lot of misinformation. It was discussed at the Executives Conference Retreat in November, 1980. Everyone supported the Special Agents Advisory Committee. Assistant Director McKinnon and I were sent to New York to interview [redacted] of the Association.

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(Mr. Greenleaf then referred to a memorandum from Messrs. Greenleaf and McKinnon to Mr. Colwell dated 10/20/80, copy attached.)

MR. DAVIS

The FBIAA is a labor organization. The Bureau must have a "relationship" with the FBIAA but does not need to bargain with it or enter into agreements solely with the FBIAA. We should listen to them but not be intimidated by them from a legal standpoint.

We should focus on what the FBIAA wants from us.

In connection with a letter from the FBIAA's attorney, Ed Bethume, I headed up a working group in connection with that letter. We decided to give him certain types of documents he could get under the FOIPA. We will process them and tell him the information he asked for that doesn't exist will not be compiled. He wants to meet with people who are in charge of the disciplinary process. We are still thinking about it as that would give the impression that we are negotiating with the FBIAA.

There was a resolution that came out of the last FBIAA convention that there were many complaints concerning the due process and the disciplinary process of the FBI. Since 1989 we have been talking with the FBIAA but have not really changed our process. They are asking for: (1) notice and specificity of charge; (2) the right to confront the accuser and that there be no ex parte communications; (3) a peer review board; (4) the right to representation; (5) all inquiries completed in 60 days; (6) notify the Agent in writing when the inquiry is over and the results of the inquiry; (7) process for personnel grievances.

The working group has met several times and there were widely divergent views. All agreed however, that the fundamental way we deal with the FBIAA need not be changed. We should not be closer to them than we are now. Some suggested that the point of contact be with the Director's office but I don't think this is proper. I believe that Mr. Greenleaf's office should be the point of contact. I don't believe that peer review groups are workable. I also don't believe that an attorney should be present during administrative interviews.

In connection with the Police Officers Bill of Rights there are a number of states that have passed this but I don't believe Congress will pass it. If Congress passed this bill it might have to consider various items: (1) representation; (2) circumstances of interview; (3) tape recording; (4) notice (5) appeal process.

We don't have a consensus in the working group. We will be further evaluating the letter and sending it to Mr. Greenleaf. There still may have to be some further study in other areas.

This might be the next area that could "blow." I have heard that from multiple groups.

(Mr. Clarke asked if FBIAA concerns are discussed by the SAAC. Mr. Davis responded, yes.)

(Mr. Clarke also asked whether we look at a letter from the FBIAA attorney as we would one from the FBIAA president Larry Langberg himself. Mr. Davis stated that he did not think we need to "jump through the attorney's hoops" from a deadline standpoint.)

(Mr. Greenleaf stated that he had a discussion with Mr. Langberg. It came through loud and clear from Langberg that if the Bureau is willing to share all the information with the Black Agents and their attorneys, why is the Bureau not willing to share it with the FBIAA as well which represents 6,000 Agents.)

(Mr. Davis stated that he will be preparing a memorandum in a couple of weeks in connection with Mr. Bethume's letter.)

(Mr. Greenleaf then related what our relationship is with the FBIAA. He noted we do not acknowledge them as an Association. We have a constructive dialogue with them. We probably agree with 95% of the issues they raise but if they are not willing to give up lobbying then they can't be officially recognized by the Bureau as an Association.)

(Director Sessions then noted that it is important how we approach the FBIAA. In reality we must play the ball where it lies. We have an incentive to correct things. The FBIAA may be threatening but we must take it where it lies. There does need to be a sense of urgency. We must move forward. The FBIAA is another voice. We have been trying to improve many things. It's not easy. Mr. Greenleaf noted that the Director got an invitation to the FBIAA convention. It was Mr. Greenleaf's recommendation that the Director not go to the National Convention. Mr. York stated that was the right decision for if to do so would be yet one more step closer to recognition. Mr. Clarke stated that we need to listen to the FBIAA and be mindful of their concerns but we to make the SAAC work. He expressed deep concerns if we recognize the FBIAA as an official entity.)

(SAC Jeff Jamar recommended that the Director meet with the executive board of the FBIAA. He disagreed with Mr. Greenleaf and was of the opinion that the Director should go to the National Convention. He indicated that he did not like the idea of dealing with the FBIAA attorney.)

(Mr. Clarke stated that he objected to going to FBIAA official functions. He stated that we already have a way for him to furnish their views to Mr. Greenleaf. He noted that the FBIAA looks down their noses at the SAAC and that he thought we would undercut the SAAC if we recognize the FBIAA.)

(Director Sessions then stated that he toyed with going to the FBIAA Convention to confront the issues, but since they would not give up lobbying he decided not to. He indicated that we do need to deal with the issues and stay responsive to the issues, but the SAAC is the right road.)

(Recorded in the first person although not an exact transcription)

Mr. Colwell

10/20/80

J. W. Greenleaf  
C. R. McKinnonb6  
b7cSA [REDACTED]  
EOD: [REDACTED]  
FORMATION OF SPECIAL AGENTS' ASSOCIATION

PURPOSE: To set forth results of interview of captioned employee on 10/16/80 at New Rochelle, New York.

DETAILS: On 10/15/80, Assistant Directors Greenleaf and McKinnon traveled to the New York Office to discuss with ADIC Lee Laster his reorganization plans for the New York Division. This was accomplished on the afternoon of 10/15/80 at which time Assistant Directors Greenleaf and McKinnon were also given a tour of the New York Office.

On the morning of 10/16/80, Assistant Directors Greenleaf and McKinnon traveled to the New Rochelle Office to present to captioned employee a letter signed by the Director which indicated that the Director would be willing to meet with SA [REDACTED] as an individual and as he would be willing to meet with any Agent. SA [REDACTED] accepted the letter and acknowledged he appreciated the Director responding to his letter of August 26, 1980. SA [REDACTED] stated that he expected to hear from somebody from Headquarters and that he welcomed the opportunity to explain his position regarding the formation of a Special Agents' Association.

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[REDACTED] advised in April, 1980, he sent out a survey to the ten largest FBI offices to make a determination as to whether there was any interest on the part of FBI Agents to form a Special Agents' Association. He noted that this poll was taken with the ten largest offices since he felt they represented approximately 60% of the Agent population. Of those Agents polled, approximately 60% responded and of that 60%, 90% were in favor of joining a Special Agents' Association. [REDACTED] said the two associations currently in existence - the Federal Criminal Investigators Association and the Federal Law Enforcement Officers Association - are generally

① Mr. Colwell *JW*  
1 - Mr. Joseph  
1 - Mr. Mullen  
1 - Mr. Otto  
1 - Mr. McKinnon  
1 - Mr. Greenleaf

CONTINUED - OVER

JWG:dlf

Memorandum J. W. Greenleaf/C. R. McKinnon to Mr. Colwell

RE: SA [REDACTED]  
FORMATION OF SPECIAL AGENTS' ASSOCIATION

concerned with problems associated with the New York City area. [REDACTED] felt that in order for an association to be effective, it must be national in scope. Therefore, he felt that the Special Agents' Association would be the best vehicle to use to truly represent all Special Agents' views. [REDACTED] defined the Association as a professional group similar to the American Bar Association (ABA) and the American Medical Association (AMA). He advised that the Association would not be a union and noted that he did not believe in strikes. He also commented that since Agents don't have to negotiate for contracts, there is no need for a union. He feels those people who will make up the Association are rational and not militant, and that the Association would be in a position to say things in support of the FBI that the FBI as an organization is unable to say.

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[REDACTED] was asked to specifically identify those areas which would represent the basic concerns of the Association. [REDACTED] provided the following from his prepared notes:

1. The SAMBA insurance plan was not a good plan and should be looked at by an independent group.
2. It is the perception of Agents in the field that there is too much cronyism in the FBI and that internal political influences dictate assignments.
3. The Association would provide an opportunity for Agents to have a voice in the organization. The Association representatives would meet periodically with officials from Headquarters to discuss matters of mutual concern. (It was not the intention of the Association to take prerogatives away from management.)
4. The Association would provide a voice for the Agents in Congress to represent and defend rights and benefits of Special Agents. Of particular concern is the potential for reduced retirement benefits.
5. The Association would strive to communicate directly with the Director so that the concerns of Agents would not be filtered through other Bureau officials.
6. The Association would be interested in the new performance appraisal and merit pay system to insure its effectiveness.



Memorandum J. W. Greenleaf/C. R. McKinnon to Mr. Colwell

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RE: SA [REDACTED]

FORMATION OF SPECIAL AGENTS' ASSOCIATION

7. The Association would provide counsel and/or representation for Agents who encounter legal problems. The past investigation by the Department of Justice of the Bureau's practices involving the Weathermen fugitives is a good example of a situation where the Association would lend assistance. [REDACTED] felt the lack of defense problem was not the fault of the FBI but that the Association would have a positive impact in protecting Agents by providing a united approach to problems of this nature.
8. The Association would be in a position to assist relatives of Agents killed in the line of duty. [REDACTED] used as an example a situation involving an Agent killed approximately 12 years ago in the Philadelphia Division while trying to apprehend a fugitive. He stated that the Department of Labor handled disbursement of the salary benefits to the widow and 4 children of the Agent and that due to bureaucratic mistakes, the widow had to pay back to the Government money that had been improperly disbursed by the Department of Labor. It was his understanding that the Philadelphia Division had to take a collection to assist the widow in that case. He felt the Association would be better equipped to handle problems of this kind.
9. The Association would be able to provide counsel to those Agents involved in administrative inquiries where there was the potential for the inquiry to become a criminal investigation. He felt that Agents should have the same constitutional protections as all citizens. The Association would provide an Agent with an attorney "at the point of indictment" for alleged job-related violations.

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[REDACTED] acknowledged that "the Association would not be an adversary of management although it could be." He felt that the Association would be an ally of the Bureau's. It could be used to conduct surveys of Agents -- "Agents are naturally suspicious of surveys originating from FBI Headquarters and the Association could do a better job in getting more honest answers from the Agents."

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[REDACTED] also indicated that he had heard that there are informal groups of minorities now forming in offices around the country. He noted that Spanish and Black Agents are informally meeting to discuss matters of mutual concern and that the Association would be in a better position to deal with those problems and possibly take the place of these various splinter groups.

Memorandum J. W. Greenleaf/C. R. McKinnon to Mr. Colwell

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RE: SA [REDACTED]  
FORMATION OF SPECIAL AGENTS' ASSOCIATION

[REDACTED] stated that he felt very strongly that the Association will be a reality within the next five years. He predicted that within the next year, 1,000 Agents would join and within two years, 2,000 Agents would join. He estimated that within five years, 90% of the Agents will be members of the Association. Although he acknowledged he had no hard facts to support these estimates, he felt confident that these were realistic estimates. He noted that the Association would use a "Madison Avenue soft-sell approach" since this would be the most effective.

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[REDACTED] advised that he has been meeting with Sergeant Harold Melnick who has been the President for the past 20 years of the Sergeant's Benevolent Association of the New York City Police Department. He noted Melnick is not a radical or militant, but that he is a reasonable person and conservative in his views. Melnick has instructed at various in-services at the FBI Academy, Quantico, Virginia.

[REDACTED] stated that he discussed these same issues with former ADIC Neil Welch prior to Welch's retirement. [REDACTED] stated that he has always respected Welch and admired him for his independent thinking. He stated he was very pleased when Welch advised him, "If you guys don't protect yourselves, nobody else will." Welch also indicated to [REDACTED] that "he would probably join the Association if he were going to stick around."

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The interview went very smoothly and [REDACTED] expressed appreciation that two officials from Headquarters came to New Rochelle to discuss this matter.

RECOMMENDATION: That immediate steps be taken to develop a program whereby Agents will have direct input to the Director concerning problems that Special Agents are encountering in the field. The proposed program, which was initially discussed approximately one year ago, be presented at the Executives Conference Retreat for the recommendation of the Executives Conference.

March 23, 1992

FBI Agent's Association - Discussion Outline

I. Background

- \* December 19, 1991 letter from Ed Buthune, General Counsel, FBIAA
- \* January 14, 1992 memorandum to ADs Davis, Toohey, Kennedy, Christensen and Collingwood with tasking

II. Overall Relationship with the FBIAA

- \* Liaison and communication with the Association
- \* Access to documents and information requested by Buthune
- \* Request for discussions with FBIHQ official(s) most familiar with the Administrative Inquiry/Disciplinary process
- \* Threat of legal and legislative action if definitive response not provided

III. Specific Issues Raised in Buthune Letter

- \* "Police Officers Bill of Rights" legislation
- \* Due Process in the Administrative Inquiry/Disciplinary process -- eight (8) specific recommendations/demands

IV. Recommendations of Working Group

- \* Several specific changes to administrative inquiry and disciplinary process
- \* A further study group/quality action team to look at several specific areas of the process and recommend more fundamental changes, if needed

11/15/91

Mr. Greenleaf,

RE: FEDERAL BUREAU OF INVESTIGATION  
AGENTS ASSOCIATION (FBIAA)

Pursuant to a 10/29/91 routing slip, you requested that I review and provide my comments regarding a 10/23/91 note to DAVE FLANDERS from the Training Division, captioned as above. The 10/23/91 note discusses the FBI's relationship with the FBIAA from an academic labor relations standpoint. This note is in response to your request and addresses the legal ramifications of developing a more formal relationship with the FBIAA.

The FBI has been exempted by Executive Order (E.O.) and statute from any requirement to recognize or negotiate with any employee labor organization. The FBIAA is a labor organization and any labor relations agreement with the FBIAA could be enforceable and result in the loss of our exemption. Our current practice of considering the FBIAA's comments and recommendations on administrative issues is acceptable.

I. THE FBI IS EXEMPT FROM ANY LEGAL  
REQUIREMENT TO RECOGNIZE OR NEGOTIATE  
WITH EMPLOYEE LABOR ORGANIZATIONS

Title 5, United States Code (U.S.C.), Chapter 71, Sections 7101 et seq., provides Government employees with certain rights regarding labor-management relations. These rights include the ability to organize, bargain collectively, and participate through labor organizations of the employees own choosing in decisions which not only affect the employees, but also those decisions which safeguard the public interest, contribute to the effective conduct of public business and encourage the continued development of modern and aggressive work practices to facilitate and improve employee performances and the efficient operations of the Government. See Title 5, U.S.C., Section 7101.

The framework upon which Title 5, U.S.C., Chapter 71 is predicated is E.O. 10988 (1/19/62). This E.O. was issued by former President Kennedy to establish a Federal labor-management relations program for Government employees. The E.O. sets forth

1 - Mr. Moschella  
1 - Mr. Steck  
1 - ALU  
KBS:kbs (4)

Note from Mr. Davis to Mr. Greenleaf  
Re: Federal Bureau of Investigation  
Agents Association (FBIAA)

a uniform policy governing the respective rights and obligations of Federal employees, employee organizations, and agency management in seeking effective employee-management cooperation. E.O. 10988 was superseded by E.O. 11491 (1/1/70), as amended. E.O. 11491 retained many of the same features of the initial labor-management relations program for Government employees.

E.O. 10988, E.O. 11491 and Title 5, U.S.C., Chapter 71 each specifically excludes the FBI from the provisions of the Governmentwide labor-management relations program. Due to our primary functions of intelligence, counterintelligence, investigation and national security work, the President and Congress have determined that the Governmentwide labor-management program may not be applied to the FBI and its employees in a manner consistent with national security requirements and considerations. See E.O. 10988 at Section 16; E.O. 11491 at Section 3; Title 5, U.S.C., Section 7103(a)(3); see also Department of Justice (DOJ) Order 1711.1D (6/4/81), entitled "Labor-Management Relations," at Sections 2(b) and Appendix 1, Section 1(c).

Based upon the determinations made by the President and Congress, and to ensure the protection of the national security, it is the policy of the FBI not to recognize or negotiate with any labor organization. Additionally, Bureau employees are prohibited from engaging in labor activities such as, but not limited to, strikes, picketing, organizing and campaigning. See Manual of Administrative Operations and Procedures (MAOP), Part 1, Section 1-8.

## II. THE FBIAA FALLS WITHIN THE LEGAL DEFINITION OF A LABOR ORGANIZATION

Labor organizations are defined as those entities which exist, in whole or in part, for the purpose of dealing with agencies concerning grievances, personnel policies and practices, or other matters affecting the working conditions of the agency's employees. See Title 5, U.S.C., Section 7103(a)(4). The FBIAA, based upon its organizational purpose and prior activities would fall within the definition of a labor organization.

The FBIAA is a non-governmental professional association of FBI Special Agents (SA). The Association is a non-profit corporation which collects dues and currently has approximately 6000 active duty SAs as members. The Association

Note from Mr. Davis to Mr. Greenleaf  
Re: Federal Bureau of Investigation  
Agents Association (FBIAA)

has admitted in court that it has often provided assistance to its members and other FBI SAs with respect to FBI proceedings involving grievances, transfers or disciplinary actions. See FBI Agents Association v. Federal Bureau of Investigation, Civil Action No. 82-2150 (D.C. 1982). The FBIAA also provides the FBI with an annual "positions paper." Historically, the FBIAA positions papers have focused on employee related topics such as pay enhancements, outside employment, grievance procedures, administrative inquiries, and disciplinary actions. Therefore, the topics that the FBIAA has previously assisted and addressed on behalf of FBI employees are the same topics contained within the definition of a labor organization, i.e., topics relating to "grievances, personnel policies and practices and other matters affecting the working conditions" of FBI employees.

III. THE FBI SHOULD NOT RECOGNIZE THE FBIAA  
AS AN EMPLOYEE LABOR ORGANIZATION OR  
ENTER INTO ANY AGREEMENT WITH THE FBIAA  
ON BEHALF OF FBI EMPLOYEES

The FBI has not officially recognized the FBIAA as a labor organization nor has the FBI entered into any agreement with the FBIAA on behalf of FBI employees. There exists good reason for not doing so. Should the FBI recognize and enter into any agreement with the FBIAA on behalf of our employees there is case authority which suggests that we may waive our exemption to the provisions of Title 5, U.S.C., Chapter 71 and may therefore be obligated to comply with the Governmentwide labor-management relations program.

In a recent case before the United States Court of Appeals it was determined that the Veterans Administration (VA) was not required under Title 5, U.S.C., Chapter 71 to bargain with a union representing nurses employed at VA hospitals. The VA was not required to recognize employee labor organizations as the Secretary of Veterans Affairs had been given the exclusive authority by Congress to prescribe the working conditions for all medical professionals employed by the VA. See Title 38, U.S.C., Sections 101 et seq. and 4108. Even though the Secretary of Veterans Affairs was responsible for prescribing all working conditions, VA officials in Fargo, North Dakota voluntarily entered into a collective bargaining agreement with the North Dakota State Nurses' Association. The VA declared the agreement unenforceable and the union sued. The Court held that since the VA voluntarily entered into the agreement the provisions of

Note from Mr. Davis to Mr. Greenleaf  
Re: Federal Bureau of Investigation  
Agents Association (FBIAA)

Title 5, U.S.C., Chapter 71 were applicable, that the agreement was enforceable, that the VA must continue to bargain in good faith and that the agreement fell within the jurisdiction of the Federal Labor Relations Authority (FLRA). American Federation of Government Employees, Local 3884 v. Federal Labor Relations Authority, 930 F.2d 1315 (8th Cir. 1991).

While the above case does not involve an agency which has been specifically excluded from the provisions of Title 5, U.S.C., Chapter 71, or whose functions include intelligence, counterintelligence or criminal investigations, I believe that the court's holding should caution us to avoid formally recognizing or entering into any agreement with the FBIAA on behalf of our employees. If we take such action we risk being challenged in court and losing our Chapter 71 exemption.

I am not suggesting that we should discontinue our practice of considering recommendations or advice from the FBIAA in an attempt to improve the operation of the FBI or the working conditions of our employees. The Training Division's note discusses this policy issue and I defer to your judgment. However, the FBI should exercise caution in our relationship with the FBIAA so as not to be perceived as directly or indirectly recognizing the FBIAA as an employee labor organization. Most importantly, the FBI should not enter into any agreement with the FBIAA on behalf of our employees that could be construed as a labor relations agreement.

J. R. Davis   


Federal Bureau of Investigation  
Associate Deputy Director  
Administration

10/29, 1991

Director  
 Mr. Clarke  
 Mr. Gow

Mr. Baker  
 Mr. Bayse  
 Mr. Christensen  
 Mr. Daniels  
 Mr. Davis  
 Mr. DuHadway  
 Mr. Hicks  
 Mr. Kennedy  
 Mr. Toohy  
 Mr. York

Mr. Collingwood  
 Mr. Guido  
 Mr. Jones  
 Mr. [Redacted]

Mrs. [Redacted]  
 Mrs. [Redacted]  
 Ms. [Redacted]  
 Ms. [Redacted]

Mr. Flanders  
 Mr. Hoyt  
 Ms. [Redacted]  
 Ms. [Redacted]  
 Ms. [Redacted]

*See 11/15/91  
Note to  
Mr. G.*

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For Approp. Action  
 For Your Approval  
 Initial & Return  
 Please Call Me

For Information  
 Per Conversation  
 See Comments (over)  
 Please See Me

M \_\_\_\_\_ Room \_\_\_\_\_

Remarks: Re FBI AA -  
*Jim G. had Quantico look at the AA  
from a labor relations standpoint.  
See their response attached. Jim wants  
CO to review it and furnish him  
with any thoughts. He'd like it*

*→*  
James W. Greenleaf  
Room 7110, Ext. 45555



ASAP as he is going to discuss  
the AA at the Ex. Conference  
next coming up.

Tex

Dave Handley

RECEIVED  
OCT 29 10 31 AM 1991

DATE: 10/23/91  
TO: Dave Flanders  
FROM: Training Division  
SUBJECT: FBI AGENTS ASSOCIATION (FBIAA)

This reply is in response to a request raised by BOB SATKOWSKI to look into the FBI/FBIAA relationship from a labor relations standpoint. The following are general points for consideration:

#### Legal Issues

- . The FBIAA has a legal right to form and petition government under the First Amendment to the Constitution.
- . The FBI is not obligated to engage in traditional collective bargaining with this or any other organization. The FBI was specifically excluded from this obligation in the Civil Service Reform Act of 1978. Technically, the FBI administration could ignore the FBIAA.

#### Why the FBIAA Was Formed

It can be generally said that the FBIAA was formed because of a perception that "no one was listening" to the concerns of employees. The filters in the chain of command were perceived as blocking information from reaching the top of the organization. Also, employees perceived that no one was speaking out publicly to defend the organization when under attack from the media and politicians. This is basically why it formed. Like it or not, the challenge is to live with it the best way we can and use it to improve the organization.

#### Employee Relations in a Nutshell

The primary focus of employee groups is "work life." For management, it is productivity and providing a service. Because these are different goals, the potential for conflict and problems is obvious. To address this conflict, in 1935 our country began formalized collective bargaining in the private sector. It was based on an adversarial model and born in an era of labor-management warfare. In the 1960s, John F. Kennedy signed an executive order beginning limited collective bargaining in Federal service with the FBI excluded. This was formalized by law

in 1978. This system was modeled after the private sector adversarial model.

The problems with the adversarial system are obvious. It builds enemies, disguises goals, and often fails to get to the heart of problems. The current thinking is to move toward a problem-solving model built on a spirit of trust, cooperation and teamwork. The approach is management and labor working together to solve problems. (Sounds like Total Quality Management, Participatory Circles, Labor Management Committees, and elected representative systems).

### Issues and Commentary

Premise: The best long-term labor management relationship is one built on a spirit of trust and cooperation, and the people closest to the problem are likely to have excellent solutions.

### Labor/Management Communications Model (e.g., Elected Representative System):

- . Labor representatives able to talk to people at the top, particularly the Director, on a periodic basis.
- . Absolute commitment by the Director to this system. The Director must be personally involved.

Commentary: If the Director can't be at a scheduled meeting, postpone it.

- . The Director should make very few, if any, decisions at the periodic meeting. This should be communicated in advance.

Commentary: The reason for this is the Director will not have input from all levels of management and he needs complete information for decision making. Also, this is necessary to gain commitment from those who must support his decision. Failure to do this has resulted in elected representative systems failing.

- . Elected representatives must present not only problems, but alternative solutions.

Commentary: If solutions aren't offered in the first instance then a committee or task force can

be used. Also, it may require some training in creative problem solving and decision making.

- . Communications back to employees after decisions are made should be prompt.

Commentary: As decisions are made, communicate them back on a timely basis. This may require multiple communications.

- . The same model can be used to solve "office" problems in field or headquarters division.

Recommended FBI Approach

Employee relations is, in large part, communications. With regard to the FBIAA, management could, and should, view it two ways. First, as a danger. Many consultants would say don't engage with third party representative groups. You are doing nothing more than developing a full blown union that will eventually resort to adversarial union-like activities.

The FBIAA also presents an opportunity for upward communications and solving problems. This latter approach should be explored. However, because of universal membership the so-called "street agents committee" concept seems to be the better vehicle for comprehensive communication and problem-solving system. One possibility is to broaden the scope to include professional and support representatives.

It is hoped this information is helpful. If you wish further input, contact [redacted] extension 1222, Quantico.

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*Have -*  
*This exceeds your request, however, some of the additional info might be used.*  
[redacted]

3 2  
Date: September 3, 1991  
From: FLANDERS  
Subject: FBI AGENTS ASSOCIATION(FBIAA)

ATTENTION MR DANIELS: DURING TODAY'S TELECONF CALL THE QUESTIC.  
WAS RAISED BY BOB SATKOWSKI RE WHETHER THE TRAINING DIVISION HAD  
EVER CONSIDERED THE RELATIONSHIP BETWEEN THE FBI AND THE FBIAA  
FROM A LABOR RELATIONS STANDPOINT. I WOULD APPRECIATE IT IF YOU  
WOULD HAVE THE MANAGEMENT SCIENCE UNIT CONSIDER THIS MATTER AND  
FURNISH ME WITH ANY COMMENTS, OBSERVATIONS ETC THEY MAY HAVE  
ABOUT THIS RELATIONSHIP. THIS RELATIONSHIP WILL BE A MATTER JIM  
GREENLEAF WILL BE DISCUSSING AT THE EXECUTIVES CONFERENCE RETREAT  
IN NOVEMBER. I WOULD APPRECIATE HAVING YOUR INPUT BY 10/15/91.

THANKS DAVE F.



Memorandum



To : Director Sessions

Date 9/10/91

From : James W. Greenleaf  
Associate Deputy Director - Admin.

Subject : FBI AGENTS ASSOCIATION

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I have reviewed and discussed the attached note to you from [redacted] with Deputy Director Clarke and Assistant Directors Davis and Kennedy. I also asked the Legal Counsel Division to review the DOJ Order, as well as Executive Order 10988, to further define what we can properly and legally do to respond to Larry Langberg's request.

It was the unanimous opinion of everyone that the FBI should not (and probably could not) pay his travel expenses; however, we all agreed we should grant him administrative leave. This would be consistent with a Comptroller General decision which recognizes the discretion of an agency to grant administrative leave to an employee attending a meeting such as the one being hosted by OPM.

RECOMMENDATION:

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That [redacted] of the FBI Agents Association, be granted administrative leave to attend the advisory committee meeting, chaired by OPM Director Constance B. Newman, made up of representatives of Federal agencies, organizations, and employee groups.

APPROVED: *[Signature]* 9/10

|           |            |             |                              |
|-----------|------------|-------------|------------------------------|
| Director  | Adm. Serv. | Laboratory  | Off. of Liaison              |
| Dep. Dir. | Ident.     | Legal Coun. | Off. of Cong. & Public Affs. |
| ADD-Adm.  | Intell.    | Rec. Mgmt.  | Off. of EEO                  |
| ADD-Inv.  |            |             |                              |

Enclosure

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

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JWG:cwb  
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U.S. Department of Justice

Federal Bureau of Investigation

Office of the Director

Washington, D.C. 20535

June 27, 1991

[Redacted]  
FBI Agents Association  
Post Office Box 24374  
Los Angeles, California 90024

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Dear [Redacted]:

This is in further response to your letter of April 28, 1991, as well as the recommendations/requests made in your April 8, 1991, "Positions" paper which you gave to me when we met on that date. I appreciate your comments of support for the Bureau.

I also appreciate hearing the Association's concerns. I welcome suggestions or recommendations from members of the Association and will continue to have them reviewed and dealt with on an issue-by-issue basis. As I mentioned, however, in my letter to you dated February 12, 1991, I will continue to use the Special Agents Advisory Committee (SAAC) and the SAC Advisory Committee (SACAC), both of which provide me with meaningful information, for consideration of concerns of Bureau employees. Members of the Association, as other employees, should feel free to have any issues they would like to have considered by FBIHQ submitted through their own SAC or a representative of the SAAC or SACAC. Associate Deputy Director (ADD) Jim Greenleaf will continue to be my liaison person with the Association. He will insure that any matters of concern you bring to his attention are reviewed and considered by appropriate entities at FBIHQ, including the SACAC and the SAAC. I believe that this procedure will be satisfactory in lieu of scheduling regular meetings between the Association and Bureau officials.

In regard to your request that Association representatives be allowed to meet with Bureau officials on Bureau time or on administrative leave, I must reiterate what I mentioned in my February 12, 1991, letter to you; i.e., that the Association is a private entity which is not affiliated with the FBI, nor does it act on the FBI's behalf. It would not be prudent to have Agent time or Bureau resources devoted to the operation and management of the Association. I, therefore, do not believe it would be appropriate for Association members to utilize Bureau time or administrative leave in connection with

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Association activities. Specifically, Special Agents attending the Association's National Convention, June 30-July 5, 1991, will not be authorized administrative leave which you requested in your June 12, 1991, letter.

Should the Association desire to have its insurance material furnished to new Agents at Quantico, you should forward it to the Special Agent Training Unit where it will be made available to any new Agent who requests it. This procedure is for the convenience of our new Agents and is not to be construed as an endorsement of the Association or its insurance program.

In your April 8, 1991, "Positions" paper, you reiterated support for your recommendations "to improve the Due Process/Administrative Inquiries System as presented to the Director on May 17, 1989." I want to again assure you that the fair and timely resolution of administrative inquiries continues to be of utmost importance to me. To that end, additional staff have been added to or approved for both the Office of Professional Responsibility (OPR) and Administrative Services Unit (ASU). The Office of Planning, Evaluation and Audits has initiated a study of the overall Administrative Inquiry process. Improved automation is being utilized in both OPR and ASU in order to increase the efficiency of handling of these matters. Presently under consideration is a proposal to reduce the level of signature authority in connection with the resolution of disciplinary matters among other things. This should assist in the more timely resolution of these matters.

By airtel to All SACs dated June 14, 1991, captioned "OPR Matters," the field was advised of some ways where OPR matters may be handled in a more timely fashion. In February 1991, ASU conducted a "blitz" to reduce the number of backlogged cases. Three former ASU Supervisory Special Agents and three additional typists were temporarily assigned to ASU. As a result, the number of cases that had been in ASU for over two months was reduced by approximately 60 percent. These are just a few of the efforts FBIHQ is taking to further streamline these operations in order to insure that these most sensitive inquiries are resolved objectively and in a timely fashion.

I would now like to comment concerning your specific recommendations.

The process the FBI utilizes in the investigation and imposition of administrative action has been repeatedly scrutinized by the Merit System Protection Board (MSPB) and in the courts and has been found to afford employees fundamental due process: 1) notice of the charges against the employee and 2) an opportunity to respond. In fact, several of the procedures we use go beyond the legal minimum required to satisfy due process



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concerns. I believe sufficient safeguards are in place to protect our employees' rights while allowing the FBI to obtain the necessary information to resolve allegations against our employees.

You expressed concern about the amount of notice and the degree of specificity given to the subject of an administrative inquiry. According to Bureau regulations, prior to interview, the subject of such an inquiry is advised of the general nature of the allegation(s). The timing of the notification of the employee is dependent on the nature of the allegation. The results of the interview of the subject of the inquiry are recorded in the form of a signed, sworn statement for the employee to review and to insure it is complete and accurate. Such inquiries are not complete until the specific charges have been made known to the employee and the employee is afforded a reasonable time to answer. This is not only true at the investigative stage but at the time of any appeal.

You also recommended that the subject of an administrative inquiry should have the right to a thorough review of and an opportunity to respond to all findings and recommendations that are related to the inquiry. You pointed out that such inquiries are often based on specifics of evidence which are frequently withheld from the employee. There are often cogent investigative and legal reasons for not divulging the source(s) of allegations against employees; e.g., a complainant's fear of retaliation, or a specific request for anonymity. The law does not require the FBI to afford employees the right to know the identity or confront the source of the allegations against him/her. Again, our internal administrative procedures utilized during the course of administrative inquiries have been reviewed on numerous occasions by the MSPB and the courts and have been found to be lawful. An employee always has the right to obtain appropriate documents as the result of a Privacy Act request, following the resolution of an administrative inquiry.

In regard to your request that a Peer Review Board be established to review administrative inquiries, I do not believe this is warranted as there are presently sufficient review and appeal procedures in existence to insure fair and complete responses by our employees and appropriate resolution. Our employees always have the right to appeal to me or to contact the Office of Professional Responsibility in the Department of Justice if they believe that action is warranted.

You also noted your position that an Agent should have the right to representation and/or consultation with an attorney in connection with an administrative inquiry. An employee obviously can seek consultation with whomever he or she wishes in connection with an administrative inquiry consistent with restrictions covering disclosure of information outside the Bureau. As set forth in the MIOG, Section 263, "There is no

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sixth amendment right to counsel in purely administrative interviews. Therefore, even if the employee specifically requests to have an attorney present during the course of the interview, the Bureau is not legally obliged to agree to this condition. Any administrative decision to allow the presence of counsel during an administrative interview is to be made by OPR, FBIHQ." Obviously, if an employee/subject is to be interviewed in a criminal inquiry, the interview is voluntary and the employee has the right to representation, again, consistent with regulations concerning disclosure of information. I have reviewed this position and find it to be sound.

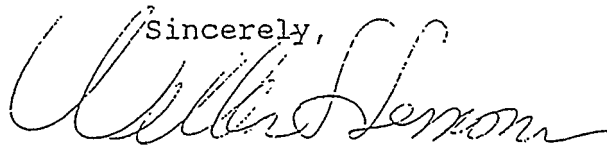
You proposed that all administrative inquiries be completed and a resolution rendered within 60 days unless special mitigating circumstances exist. I, too, believe such inquiries should be completed and adjudicated in a timely fashion. There are, however, many variables that impact on the completing of this process within a set period of time. I have previously set forth some of the actions that have already been taken in an effort, among other things, to improve the timeliness of resolution of these administrative inquiries. I want to assure you that this process is regularly reviewed in an effort to improve the timeliness of resolution without objectivity and thoroughness suffering.

You pointed out that Agents should be provided the right to an investigation of allegations by Bureau personnel who have no direct involvement with the issues or any party to the allegations. I agree that such inquiries should be conducted fairly, objectively and not by an individual who might have a "conflict of interest." Current Bureau regulations provide for this and the OPR is alert to insure that such investigations are conducted in an impartial and unbiased manner.

You finally suggested that the Bureau notify the Agent when the inquiry is over and provide the Agent with a written account of the results of the inquiry. Under current procedures, the ASU notifies the appropriate Bureau official concerning the resolution of any administrative inquiry in which the Agent does not otherwise receive written notification of the resolution. The official in turn notifies the Agent. ASU presently has under consideration a proposal to provide Agents with written notification of "no action" resolutions.

I trust the above is responsive to your concerns. \*  
Please feel free to communicate with ADD Jim Greenleaf whenever you desire to do so.

Sincerely,



William S. Sessions  
Director

April 18, 1991

[REDACTED]  
FBI Agents Association  
P.O. Box 24374  
Los Angeles, California 90024

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Dear [REDACTED],

This is a follow-up to our meeting at FBI Headquarters on April 8, 1991. I appreciated hearing of the concerns of the Agents Association.

Your "Positions" paper dated April 8, 1991, is being reviewed at FBI Headquarters. You will be advised by Associate Deputy Director Jim Greenleaf of the results.

Again, it was good to see you on the 8th.

Sincerely,

William S. Sessions  
Director

(SEE NOTE, PAGE 2)

1 - Mr. Clarke  
1 - Mr. Revell  
2 - Mr. Kennedy  
    (1 - Mr. [REDACTED])  
    (1 - Ms. Kelly)  
1 - Mr. Toohey (Attn: Mr. [REDACTED])  
1 - Mr. Davis  
① - Mr. Flanders  
JWG:amv (9)

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NOTE: On 4/8/91, Director Sessions met with [redacted] and other representatives of the Agents Association. They presented their most recent "Positions" paper (copy attached).

"Position number 1" deals with the Association's "strong support for our recommendations to improve the due process/administrative inquiry system (as presented to the Director on 5/17/89)." The recommendations are summarized in the attached "Positions" paper. The Administrative Summary Unit, ASD (in coordination with OPR and LCD) should review this "Position" and furnish Mr. Greenleaf with appropriate proposed responses. The Association wants some specifics concerning "why" each recommendation should not be instituted. For background information, Director Sessions by letter dated 2/12/91, (copy attached) advised Mr. [redacted] that "the 1990 SAAC representatives reviewed all of the FBIAA recommendations concerning due process and were of the opinion that our Inspection Division was making sincere efforts at addressing issues of import to all of our employees in this regard. As such, they did not endorse the FBIAA recommendations, and I agree with their findings." In that regard the Association in its most current "Positions" paper indicated that "Rejecting our recommendations by saying the SAAC did not like them, without offering a logical rationale is an unfair disregard for the opinion of thousands of Agents." They also indicated that "The Association is prepared and willing to seek an outside solution to this issue if all options within the Bureau remain closed."

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In their "Position number 2" the Association urges the Bureau "to adopt a formal policy of recognizing the FBI Agents Association." In the Director's 2/12/91 letter, he advised Mr. [redacted] that "The Agents Association (FBIAA) is a private entity which is not affiliated with the FBI, nor does it act on the FBI's behalf. I do not believe that it would be prudent to have Agent time or Bureau resources devoted to the operation and management of the FBIAA." Ms. Kelly, Ombudsman, ASD, should prepare proposed responses for Mr. Greenleaf to "Position number 2," in coordination with LCD, regarding "why" the Agents Association isn't "afforded the same privilege" as other entities, e.g. SAMBA and the FBIRA.

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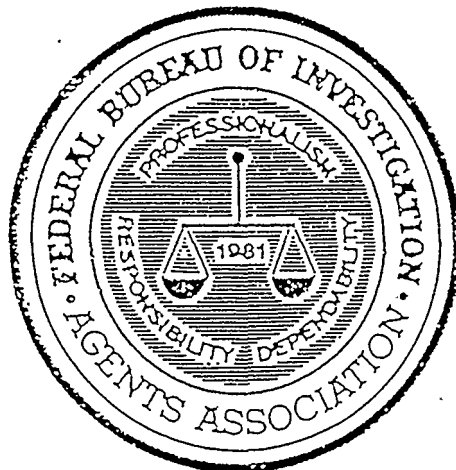
The Association's "Position number 3" is a statement of their belief that "it is inappropriate and counterproductive to interject their (the Special Agent Advisory Committee and the SAC Advisory Committee) views in a dialogue between the FBIAA and the Director." In the Director's 2/12/91 letter to Mr. [redacted], he was advised that Mr. Greenleaf will serve as the point of contact between the FBIAA and the Bureau and that "Future recommendations from the FBIAA will continue to be forwarded to members of the SAAC for their consideration and further comments."

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The proposed responses should be furnished to Mr. Greenleaf by 5/1/91 so he may prepare a prompt follow-up response to Mr. [redacted].

Federal Bureau of Investigation  
Agents Association

FBI AGENTS ASSOCIATION POSITIONS



Presented to Director William S. Sessions  
and Executives of the Federal Bureau of Investigation

Presented by the National Executive Board  
of the FBI Agents Association

April 8, 1991

POSITION: We continue the strong support for our recommendations to improve the Due Process/Administrative Inquiry System (as presented to the Director on May 17, 1989).

We acknowledge the Bureau's continued rejection of the above recommendations. However, we have seen nothing that articulates specifically, why each recommendation should not be instituted. These recommendations are basic to the principles which are embodied in the very foundations of what our country stands for. These same recommendations are germane to the elements of justice as revered in our country's legal system.

Moreover, our experience has shown a need for a revision of the system.

The linchpin of our recommendations is: FAIRNESS. This word, fairness, sums up the rationale behind each recommendation.

A copy of the original recommendations, and accompanying facts is attached. There are seven recommendations and, in summary, they are as follows:

- (1) Provide notice and specificity.
- (2) Eliminate lack of opportunity to confront and ex parte communications.
- (3) Establish a peer review board.
- (4) Provide the right to representation and/or consultation.
- (5) Complete all administrative inquiries and render a resolution within sixty days, unless special mitigating circumstances exist.
- (6) Provide the right to an investigation of allegations by Bureau personnel with no direct involvement with issues or any party to the allegations.
- (7) Notify the agent when the inquiry is over and provide the agent with a written account of the results of the inquiry.

A final note on this issue. The Association is prepared and willing to seek an outside solution to this issue if all options within the Bureau remain closed.

POSITION: We urge the Bureau to adopt a formal policy of recognizing the FBI Agents Association.

Former Acting Director John Otto characterized the Association as "a very constructive and worthwhile entity within the FBI". And although we are a non-governmental organization (which is by design and consistent with our continuing philosophy), we are still part of the FBI family. We are an association of FBI Agents. We are almost 6000 active duty FBI Agents which is approximately 60% of total agent compliment. That makes us special within the FBI and different from other non-governmental groups.

We find that the Bureau gives other associations more attention and privileges. In an SAC letter dated 2/20/91, the Bureau directed that an alumni corner be established in each field division for the Society of Former Special Agents. Yet we cannot present our program to new agents at Quantico. We see representatives of SAMBA and the FBIRA conduct business on Bureau time, yet we must take annual leave to meet with the Director of the FBI. We see the Federal Law Enforcement Foundation in New York openly solicit money under the Bureau seal, yet we are told not to connect the FBIAA's College Education Loan Fund for Children of Deceased Agents with the FBI.

We bring these situations to the attention of the Bureau not in a negative sense, because we think the items cited are positive for the FBI. Our question is--Why aren't we afforded the same privilege? !

We urge the following changes be made in the Bureau's relationship with the Association: Schedule regular meetings of the Association leadership with high Bureau officials including the Director; allot administrative leave time for such meetings and other appropriate activity; give timely written answers to Association recommendations; acknowledge the Association's contributions on certain issues, when appropriate; coordinate and discuss actions on issues of mutual concern; give serious, in-depth, logical consideration of Association proposals, all for the good of the FBI.

POSITION: The Special Agent Advisory Committee (SAAC) and the SAC Advisory Committee are entities established by the Bureau, controlled by the Bureau, and entities within the Bureau. While the Bureau is certainly free to create, staff and meet with any member of such a group, we believe it is inappropriate and counterproductive to interject their views in a dialogue between the FBIAA and the Director.

Our positions always reflect the opinions of large numbers of agents. This is true in the case of our recommendations to improve the Bureau's Administrative Inquiry System. We are told by the Bureau that the SAAC did not support our recommendations, yet individual members of the committee tell us they were not opposed to some of our suggestions. Moreover, they say they did not have the time to consider the recommendations at length. Nor, did they have the benefit of our personal input.

Our Association stands ready to argue each recommendation, point by point, with the Bureau. Rejecting our recommendations by saying the SAAC did not like them, without offering a logical rationale is an unfair disregard for the opinion of thousands of agents.



Office of the Director

Washington, D. C. 20535

February 12, 1991

[REDACTED]  
FBI Agents Association  
Post Office Box 24374  
Los Angeles, California 90024

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b7c

Dear [REDACTED]:

This is in response to your letters to me dated November 27, 1990, and December 31, 1990. I would also like to take this opportunity to respond to several issues you raised with Associate Deputy Director Jim Greenleaf and Assistant Director Weldon Kennedy during their separate meetings with you in Los Angeles during October of last year.

I appreciate being given the invitation to meet with you and to speak before the National Convention in Orlando, Florida. I have a strong desire to continue to use the Special Agents Advisory Committee (SAAC) and the SAC Advisory Committee, both of which provide me with meaningful information regarding the concerns of Bureau employees. They make sound recommendations to FBI executives, and perform a viable function for all the FBI.

I also appreciate your desire to assist the FBI in securing better compensation for our employees. I believe that your enthusiasm for a separate FBI pay system may, however, be somewhat premature. During my meeting with the SAAC in January of last year, I advised that I believed exemption from the pay and position sections of Title 5 of the U.S.C., as recommended by the National Academy of Public Administration (NAPA), was the best solution to the pay and staffing problems that the Bureau was experiencing at that time. As you point out in your letter, various recent pay reforms favorable to the FBI and law enforcement in general, have been enacted by Congress. As a result of these initiatives, I am now of the opinion that we must proceed cautiously with respect to removing ourselves from the provisions of Title 5. In many respects, the FBI's new pay schedules are more



Mr.

generous than they would be outside of Title 5. Rather than advocate exempting the Bureau from Title 5 at this time, the Administrative Services Division is reviewing the various complex pay systems established by those Federal agencies who are currently outside Title 5 and will make recommendations following that review. Without question, I will advocate support for whichever system provides the best compensation for all of our employees.

The FBI Agents Association (FBIAA) is a private entity which is not affiliated with the FBI, nor does it act on the FBI's behalf. I do not believe that it would be prudent to have Agent time or Bureau resources devoted to the operation and management of the FBIAA; therefore, I cannot act favorably on your request in that regard.

In your November 27, 1990, letter to Mr. Kennedy, you wanted to know if there would be any circumstances under which the Bureau would pay time-and-a-half scheduled overtime to Agents in lieu of Administratively Uncontrollable Overtime (AUO). Mr. Kennedy has advised that this was one of the areas he previously discussed with you. Practically speaking, in view of overall budgetary considerations and especially the recently augmented AUO, at this time I cannot envision a circumstance in which the FBI would opt for payment of time-and-a-half overtime rather than AUO. I would also like to add, as I am sure you are aware, that overtime compensation is not credited for retirement purposes.

Additionally, in that letter you requested that a review be conducted of the FBIAA's seven recommendations to me concerning the "Due Process/Administrative Inquiry System," dated May 17, 1989. As Mr. Greenleaf explained to you in his letter of August 2, 1990, the 1990 SAAC representatives reviewed all of the FBIAA recommendations concerning due process and were of the opinion that our Inspection Division was making sincere efforts at addressing issues of import to all of our employees in this regard. As such, they did not endorse the FBIAA's recommendations, and I agree with their findings.

In connection with your December 31, 1990, letter, yours was the third communication that has come to my attention regarding the fact that the New Haven Division, with the exception of the

Mr.

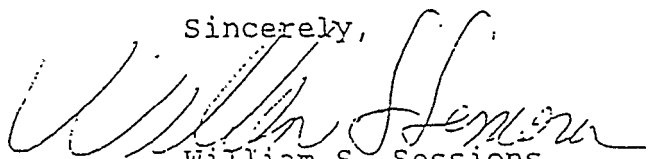
Bridgeport Resident Agency, has been excluded from both the cost-of-living and the general pay reform legislation and the NACLE pay reform, due to take effect in January, 1992. The Agents and support staff of the New Haven Division sent a communication to me and subsequently sent a communication to the Attorney General to advise of their concerns.

I am aware that the New York consolidated metropolitan statistical area, as defined, does not include most of the employees in the New Haven Field Office. As you have stated in your letter, I have taken the initiative to bring this to the attention of the Department of Justice, and now have personally met with Constance B. Newman, Director of the Office of Personnel Management. I want to assure you that I will continue efforts, as I have previously stated, to provide the best compensation for all of our employees.

Following the pattern I followed with John Otto, I have designated Associate Deputy Director Greenleaf as a liaison person with the FBIAA. You may want to write directly to him concerning FBIAA matters. His office will serve as the point of contact for any future communications between the FBIAA and the Bureau. The FBI's Assistant Directors will continue to be made available to respond to FBIAA questions as required. Future recommendations from the FBIAA will continue to be forwarded to members of the SAAC for their consideration and further comments.

Although I will not be able to join you at the Orlando convention, I will be pleased to see you when you are in Washington or I am in Los Angeles.

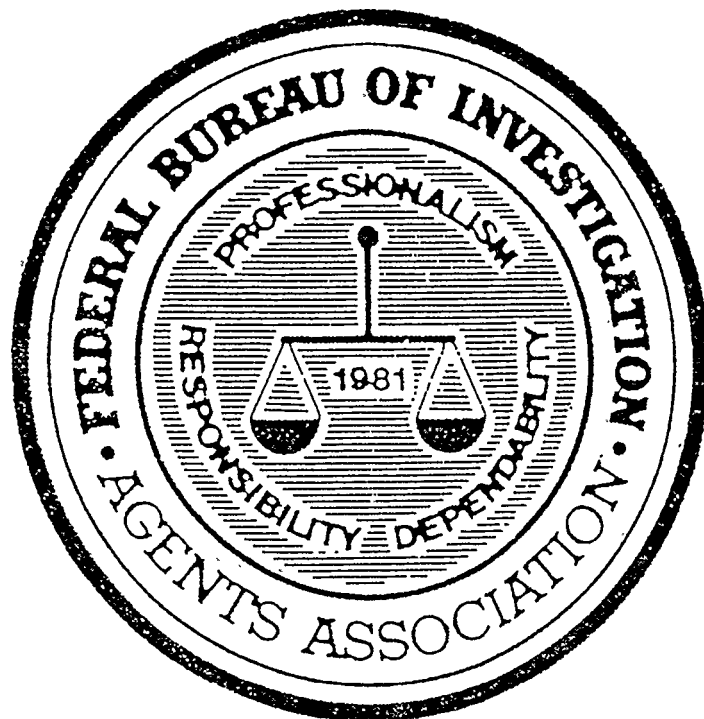
Sincerely,



William S. Sessions

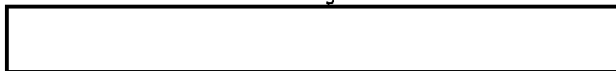
Director

*Federal Bureau of Investigation  
Agents Association*



PROPOSALS FOR CONSIDERATION BY  
DIRECTOR WILLIAM S. SESSIONS

Presented on behalf of  
The Association Membership  
and  
The National Executive Board  
by



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Los Angeles, California  
May 17, 1989

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III APPENDIX

Attachment A (IBM document)

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I MAJOR TOPIC

FEDERAL BUREAU OF INVESTIGATION  
AGENTS ASSOCIATION

Recommendations to enhance  
the due-process/administrative inquiry system  
of the FBI

Despite the fact that the FBI was excluded from the mandates of Executive Order 10984, issued by President Kennedy in 1962, the Association believes that, as Director of the FBI, you have the discretionary authority to institute measures to insure that all Bureau employees will be protected against arbitrary and unjust administrative actions. As the above-mentioned Executive Order pointed out, such measures "...will promote the efficiency of the service, assist in maintaining a high level of employee morale, further the objective of improving employee-management relations, and insure timely correction of improper adverse action...." The institution of a system providing for a fair hearing of allegations and meaningful appeals from adverse decisions, as well as the promulgation of rules concerning both informal and formal grievance procedures will go a long way toward achieving these goals.

Agents are different than employees in the private sector, in that agents are not only employees of a Federal agency but also citizens, against whom that governmental agency's conduct must be judged by certain standards.

May 17, 1989  
Los Angeles, California

On behalf of its many members, the FBI Agents Association proposes that the FBI Administrative Inquiry System can be enhanced by the incorporation of changes to effect a fair and more widely acceptable system of due process.

## BACKGROUND

Most agents involved in a potential disciplinary situation are treated in a fair manner under the Bureau Administrative Inquiry System; some agents are not. However, most agents with substantial service to the FBI can testify to having witnessed examples of unfair treatment of agents under the system.

The system does not guarantee fairness; and, it can be argued that no system guarantees fairness. It is the Association's belief that, for the betterment of the FBI and its agents, the FBI Administrative Inquiry System can and should be enhanced by inclusion of the following procedural changes.

Two significant and interrelated issues are at the heart of Association due-process concerns: (1) the need for a properly promulgated and structural system to resolve personnel grievances; and (2) the need for procedures to ensure fair processing of allegations that may result in adverse administrative actions. Unlike the economic crisis currently facing all Bureau employees, continued lack of resolution of these two issues affect no one directly except the involved individual and, unfortunately, the individual's family.

It is clear to the Association, with its long-term, intimate knowledge of the Bureau, that nonresolution of these issues has a continuing, pervasive and negative effect on morale and, as a result, on the productivity and professionalism of agents. These negative pressures, of course, affect the overall functioning of the Bureau itself.

## GRIEVANCE PROCEDURES

Agents who may feel aggrieved by management officials often complain of having no procedure through which their concerns can be aired, except by direct involvement of the individuals and mechanisms that they believe are responsible for those concerns. Recent (and adverse) publicity as well as litigation suggest that excessive subjectivity and other possible deficiencies of Bureau procedures in dealing with compliance with Equal Employment Opportunity (EEO) guidelines and requirements.

Although the Director has instituted major revisions in Bureau procedures and indicated that grievances related to career development will be treated differently in the future, we urge that procedural revisions be made to apply to not only this type of grievance.

For the health of the Bureau, all types of personnel grievances can have clear channels for resolution, and they can include procedures to guarantee a right to be heard -- without fear of reprisal, with impartial fact-finding and adjudication, and with meaningful review and appeal. Details of procedural revisions (similar to those shown in Attachment A for the respected private-sector organization, IBM) must be addressed in greater length.

## ADMINISTRATIVE INQUIRIES AND ADVERSE ACTION

Agents who are held accountable for alleged misconduct are faced with a range of concerns and pressures. The agent's response may have administrative, civil and, in some instances, criminal ramifications. When viewed by the subject of the inquiry, current practices and procedures utilized in these situations seem to be less than adequate.

Deficiencies include apparent violations of principles that most Americans associate with fairness, such as lack of notice, inadequate specificity, ex parte communications, no opportunity to confront evidence or witnesses, no hearing, no right to representation or even consultation, lack of impartiality of the fact finder and adjudicator, and no meaningful right of appeal.



## RECOMMENDATIONS

The Federal Bureau of Investigation Agents Association makes the following seven recommendations for enhancing the FBI Administrative Inquiry System.

1. Provide Notice and Specificity. Generally there is little or no notice when the agent is faced with an administrative inquiry. Former Director Webster expressed great concern that the number of instances of "lack of candor" on the part of agents was a stain on Bureau professionalism. The Association believes that this is often the result of lack of notice and specificity along with the lack of right to representation or consultation. Confusion as to rights, facts, consequences and options in many instances needlessly taint the fact-finding process.

The Association recommends that the agent is advised of the nature of the inquiry, at least 24 hours prior to the inquiry. Once scope and inquiry specifics are offered to the agent, the need for immediate response should be determined. All allegations need to be written to ensure full understanding by the agent and superiors.

If there is a need, rather than an arbitrary demand, for a quicker response, the basis of this need should be written and incorporated into the record. There is no reason for an agent to not take the time for a careful, considered and thoroughly professional response. To ensure that responses are provided in total candor, the agent should be allowed the time to reflect, to consult personal records, and to establish accuracy by consulting with others.

2. Eliminate Lack of Opportunity-to-Confront and Ex Parte Communications. Association members' experience indicates that specifics of evidence upon which the inquiry is based are frequently withheld from the accused. Additionally, the most-significant communications in the process are oral, telephone conversations between administrators or written recommendations that are included in the inquiry report. The subject of the inquiry therefore has limited means to respond to possible deficiencies. As a result, not only fairness but also inquiry accuracy suffer.

The Association recommends that the subject of the inquiry have the right, absent extenuating factors, to thoroughly review, as well as to respond to, all findings and recommendations that are related to the inquiry.

3. Establish a Peer Review Board. At present, a limited number of agents have a meaningful avenue of appeal that involves an impartial body with the authority to take a fresh look at the facts and conclusions of Bureau administrative actions. Most agents, including a disproportionate percentage of female agents, virtually can only go through the same administrative hierarchy that initially served as fact-finder, recommender and adjudicator. The reality of such a limitation in appeal rights, we believe, can and has resulted in special treatment during the adverse action process for agents with veteran's preference status.

There is a question as to whether agents have a property or liberty interest in the continuation, terms and conditions of their employment. The consequence is a general lack of availability of judicial scrutiny of the abuses of an imperfect system. In the landmark Loudermill case (1985), the Supreme Court gave extensive analysis to how much pre-adverse action process is due as a matter of constitutional law. The court emphasized the relevance of the availability of a post-action hearing in determining constitutional adequacy of pre-action procedures.

The Association believes that it is not merely dealing with an issue of constitutional law but of sound policy and fairness. A comprehensive resolution of the problem may require legislation or litigation. However, the Association strongly concurs with Supreme Court recognition of the interrelationship between pre-action and post-action procedures in obtaining a fair result. It seems that agents may currently be discharged without access to either a pre- or post-termination hearing.

The Association therefore recommends establishing a Peer Review Board, composed of five active-duty agents and weighted on the street-agent side to eliminate the potential perception of management control and lack of independence. The Association proposes that the Review Board include three street

agents, one field supervisor and one Bureau supervisor. An important element of the Review Board is that it would review situations in which the agent under investigation requested a review, and only after the investigation is complete and a disposition rendered. Most cases would never go before the Review Board although, once before the Review Board and with total openness on all sides, the Review Board would offer a nonbinding opinion to the Director for consideration. The opinion as well as the compelling arguments that led to the opinion could, however, be published.

The Association believes that the Review Board can neutralize any bitterness accompanying decisions made under the current disciplinary system. The agent will have been judged by peers and had what will be perceived as a fair day in court. The Bureau and its Director, if in agreement with the Review Board's decision in a particular case, would then enjoy fuller, broader support by all concerned for action based on the concurrence of the Review Board. If the Bureau chooses not to accept the Review Board opinion, the Bureau could independently decide on an appropriate action in a particular case, as it does currently.

4. Provide the Right to Representation and/or Consultation. It is currently the Bureau's position that an agent who is subject of the inquiry has no Sixth Amendment right to representation or consultation in connection with administrative inquiries. (See Attachment B, SAC letter, dated 4/8/85, Employee Right to Counsel in Administrative Interviews.)

The Association believes that, aside from questions of whether the current position interferes with employee Fifth Amendment due-process rights in some situations, it is a short-sighted policy which restricts agent privileges as citizens. The Association also believes that such policy, and the attitude of the Office of Professional Responsibility/Inspection Division which underlies it, results not merely in unfairness to agents but in less-accurate, less-thorough, and less-factually complete responses to interviews. Results of such interviews may not only adversely affect the agent but also the Bureau. Inasmuch as third-party lawsuits, EEO or other administrative claims, and public notoriety may attach to the examined issues, the Association recommends a policy change that would generally allow at least consultation and, in some instances, representation. The role of private counsel or an FBI legal advisor should be further explored with regard to this point.

5. Complete all Administrative Inquiries and Render a Resolution within 60 Days, Unless Special Mitigating Circumstances Exist. Under former Director Hoover, the inquiry and punishment were quick. It was not unusual for an agent to know the fate of such action within 24 to 48 hours. The system then was, no doubt, too fast, and did not allow for in-depth consideration of all factors. However, in response, the Bureau system since Hoover has evolved into a situation where inquiries drag on...for one year...two years...or more. Not only is this situation detrimental to the Bureau but also to the agent, who is left to "swing in the wind" for an indeterminate, unacceptable period of time. The current situation also affects the agent's morale and productivity which, in turn, affect the morale and productivity of agents with whom there is regular contact. In addition, the agent's personal life is usually deeply affected by such a situation.

The Association therefore proposes that timeliness be restored, to improve overall effectiveness of the Bureau. The Association also proposes severe limitations on the granting of extensions to this time limit, beyond 60 days, concerning mitigating circumstances.

6. Provide the Right to an Investigation of Allegations by Bureau Personnel with no Direct Involvement with Issues or any Party to the Allegations.

The Association recommends this change so as to limit the role of favoritism, politics and cronyism as factors affecting an investigation, and thereby increase the likelihood of an unbiased, finished investigation.

7. Notify the Agent as to When the Inquiry is Over and Provide the Agent with a Written Account of the Results of Inquiry.

Little justification seems necessary here. Notification is not currently provided, nor is there a statement provided as to results.

## SUMMARY

The Federal Bureau of Investigation Agents Association has previously recommended enhancements to the due-process/administrative inquiry system. Under Director Webster, none of the recommendations were implemented. The Association again proposes that there is merit in these recommendations, and that acceptance of these recommendations precludes and defuses future cases similar to the Perez case and the Rochon case, where agents perceive that they have been treated unfairly. The frustration of agents, who believe that the system has dealt them an unfair blow, presents a serious threat to morale and to the stability of the Bureau, as well as to the concept of "FBI as a family."

If the above points are acceptable to the Director, the Association believes that the administrative inquiry system will be significantly enhanced.

Acceptance by the Director and implementation of these recommendations, while not precluding the need for additional enhancements, can constitute a significant, positive step toward resolving major issues confronting the Bureau.

While some critics of these recommendations may argue that acceptance could weaken the Bureau by infringing on the rights of supervision, the Association believes that these recommendations make a more-fair system, which can only strengthen all participants, including Bureau management, while invigorating the Bureau itself.

Other critics may go so far as to predict the end to discipline and to control over disciplinary issues by the Bureau. The Association believes that the Peer Review Board, at times, would recommend stiffer punishments than the Bureau. The Association also believes that most agents accept the necessity for, and positive nature of, discipline.

The goal of Association recommendations is to make the system more, not less, responsive to the needs of management, the rule of law, and the mandate of the American people. Therefore, with respect to your position as Bureau Director, and with a deep sense of loyalty towards the Bureau, we propose that you, Director Sessions, consider and adopt the above enhancements to the due-process/ administrative inquiry system. We further request the responsibility to share the obligation for implementing and reporting on the progress while implementing the proposed enhancements.

It is our goal to match the high standards for Bureau professionalism and productivity that you have articulated and personally demonstrated. It is our hope that you will, therefore, share our commitment to enhancing the procedures as outlined above. In any case, we deeply appreciate your consideration of our proposal.

II SECONDARY TOPICS

## A. THE PAY ISSUE

(1) In the opinion of the FBI Agents Association, the pay issue has evolved into the most important issue facing the FBI today. The Association receives more inquiries, comments, suggestions, thoughts, and recommendations for action on this matter, than any other matter confronting us today. Also it is our opinion that the issue is so critical in the high cost-of-living areas, that it dramatically affects the day to day operations of the FBI. It is our feeling that Agents around the country have recognized and identified the problem as existing; we feel the Bureau and you the Director have recognized and identified the problem as existing; however we feel the Administration, the Congress and the public are not as acutely aware of the problem as they could be. To help educate these other entities of our society, we recommend the following:

### RECOMMENDATION:

Designate the pay issue as a top priority issue to be addressed by the Director and all Bureau officials at all public presentations and forums, as well as within all formal and informal gatherings, and most importantly before the public media, as appropriate.

(2) Other areas of the country besides New York and not limited to Los Angeles, Boston, San Francisco, and Newark suffer from the pay disparity situation as well as the cost of living problem. Because an office is more desirable and has an office of preference list should not mean it does not qualify for consideration by the Bureau for some type of financial relief. In addition to the above offices, the New Haven Division and the San Diego Division are both desirable offices. Both however are high cost areas where Agents have difficulty maintaining a decent standard of living, especially young Agents. Because an Agent lives in a desirable environment does not mean he has any easier time paying his bills or qualifying for a house than an Agent in New York.

### RECOMMENDATION:

Institute appropriate action that will (1) Obtain retention/cost of living payments immediately for San Francisco, Boston, Newark, and Los Angeles; and (2) Establish cost of living standards for all other areas of the country, and based on these statistics, institute accelerated grade raises or other favorable action for all high cost areas regardless of their desirability factor.

(3) The Agents Association strongly supports the establishment of the National Advisory Commission on Law Enforcement. We know as the Director of the FBI,

you are a member of this Board. We applaud the significant effort put forth by the Board, and we believe the results will be positive for law enforcement.

**RECOMMENDATION:**

We urge you to maintain the superiority status of the FBI over other federal law enforcement agencies regarding pay and benefits; we urge you to impress upon the Commission the need to accelerate their findings, and not allow the Commission to delay their mandated schedule.

(4) The AVO Bill is well known to the Bureau. In the current session of Congress, it is designated as HR215. The Association has noted that the Bureau has accepted the concept of the AVO Bill in recommendations before the National Advisory Commission on Law Enforcement. The Association is of the opinion that HR215 does not need lengthy study or consideration, but is good legislation that could result in immediate and substantial financial relief for Agents.

**RECOMMENDATIONS:**

We urge you to support HR215 in any appropriate way possible.

## B. POLICY REGARDING OUTSIDE EMPLOYMENT FOR SPECIAL AGENTS

The issue of outside employment for Special Agents has been raised by field agents for a number of years. In response FBIHQ has cited the Bureau's policy in the Manual of Administrative Operations and Procedures (MAOP), as well as 28 Code of Federal Regulations (CFR) 45.735-9 and Executive Order 11222 upon which this policy is based as prohibiting such employment. The basis cited include real or apparent conflict of interest, adverse reflection upon the Department of Justice and interference with proper and effective performance.

However, while 28 CFR 45.735-9 generally prohibits professional employees of the Department from engaging in private practice, it states "teaching will not be considered professional practice for purposes of this rule". It indicates that the policy regarding teaching is set forth separately in 28 CFR 45.735-12. Both the policy enunciated in this subsection and longstanding practice at the Department permits professional employees to teach, write and lecture for compensation. In fact Section 202 of Executive Order 11222 specifically states that "such teaching, lecturing, and writing by employees are generally to be encouraged" providing applicable laws and regulations are observed.

The Bureau has also recognized that teaching falls into a different category than other outside employment by authorizing certain Special Agents to teach at recognized institutions of higher learning albeit without compensation. It would therefore appear that such activity does not have any of the detrimental effects underlying the more general prohibition on outside employment. Compensation in and of itself would not alter this conclusion. This is borne out not only by Departmental policy and practice, but by the Bureau's authorization for non-Agent personnel to be compensated for outside employment provided that the other provisions of the regulations are adhered to.

Properly authorized teaching and writing would serve to enhance the professional status not merely of the Special Agents involved but of the Bureau itself. The recognition that compensation should be permitted in this connection would be a change consistent with Department policy and practice. It would also serve as a welcome sign to economically strapped Agents that the Bureau is sensitive to their situation.

### RECOMMENDATIONS:

FBIHQ modify its policy to allow Special Agents to be granted authority to receive compensation for teaching, lectures and publication provided there is no interference with their official duties or violation of the provisions of 28 CFR 45.735-12.

C. FBIAA PRESENTATIONS TO NEW AGENTS AT QUANTICO

For years, SAMBA (a non-governmental association) has been allowed to solicit membership before new Agents at Quantico. They have been allowed to provide information about their medical plans, dental plans, and insurance plans. This activity has occurred during normal business hours and on Bureau time. It has been perceived as a service to Special Agents and received in the same way.

REQUEST:

It is requested that a representative of the FBI Agents Association be allowed to make formal presentations to new Agents at Quantico, in order to provide membership information and dental plan information.



D. AUTHORITY TO CONDUCT LIMITED FBIAA BUSINESS ON BUREAU TIME.

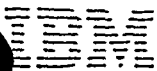
It is the understanding of the FBI Agents Association, that Bureau employees who are also officers of SAMBA (a non-governmental association) conduct a limited amount of SAMBA business on Bureau time. Since almost all FBI Agents Association business is related to the activities of the FBI and is in the interests of the FBI profession, it would seem logical that certain FBI Agent Association officers should be allowed a limited amount of on duty time to conduct Association business.

REQUEST:

Allow certain officers of the FBI Agents Association to conduct limited Association business on Bureau time.

APPENDIX

ATTACHMENT A



SUBJECT: OPEN DOOR POLICY

The Open Door Policy is deeply ingrained in IBM. The fact that each manager's door is open to any of his or her employees or to others who have a problem and want help has been a key element in maintaining our high standards of human relations.

Each manager has the responsibility for maintaining an effective employee/manager relationship and for taking actions necessary to resolve the problems of employees. The Open Door Policy is a further reflection of our belief in the dignity of the individual and the right to appeal the actions of those for whom one works. It not only provides the means of resolving the employee's problem but also serves as a continuing survey of the health of the company.

Every manager has the responsibility to assure that each of his or her employees understands the Open Door Policy and to support its utilization for the resolution of problems. The Open Door Policy should be discussed with every new employee during the first weeks of employment.

The main components of the Open Door procedure are as follows:

A. Employee Appeal

1. Any employee who has a problem which has not been resolved to that employee's satisfaction by his or her immediate manager may bring the complaint or concern to the attention of higher management.
2. While the employee will normally choose to address an appeal first at the local level, the Open Door procedure makes available to an employee either direct or progressive access to any level of management in the Corporation.
3. Normally the appeal will be brought to the attention of the senior manager at the employee's location or to the personnel manager, if the employee prefers. If more appropriate, it may be made to the regional, operating unit or corporate staff manager.

4. If the employee is still not satisfied the problem may be reviewed with the IBM Chief Executive Officer by mail, or personally if that is appropriate to the resolution.
5. Management should be sensitive to assure that no action is taken which may appear to be retaliation for an employee's appeal under the Open Door Policy. Management decisions that have been communicated to the employee need not be suspended when the employee requests an appointment to see higher management. However, higher management to whom an appeal is made (or the assigned investigator) may, if judged appropriate, delay implementation of such decisions pending the outcome of the investigation.

B. The Investigation Process

It is inappropriate to establish a rigid procedure for the investigation of Open Door appeals. However, certain guidelines should be followed in the investigation of Open Door appeals. These are:

1. If the recipient of an Open Door appeal does not investigate the issue personally, it should be assigned to an individual who is in a recognized and responsible position organizationally removed from the employee's immediate management, and who is free of prior involvement in the circumstances of the particular case or individual's appeal.
2. The person making the appeal should receive verbal or written acknowledgement of receipt of the appeal, usually within 24 hours. The facts of the situation should be analyzed and a clear-cut decision made as soon as possible, normally within fifteen working days.
3. Before alerting management, the investigator must contact the person making the appeal to advise the individual of the investigator's assignment and to make arrangements to discuss the

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issues raised. To assure maximum objectivity, the investigator will normally meet with the individual to hear his/her views before meeting with management. The investigator should view the situation from the perspective of the individual making the appeal.

4. At their initial meeting, the investigator should fully explore and understand the issues raised by the individual. In addition, the investigator should explain the investigation process, advising the individual that:

- a. a fair and impartial review of all relevant facts will be made.
- b. management's views have not yet been obtained.
- c. the investigation can not be anonymous; however, discussion will be restricted to those necessary to resolve the issues. Those consulted will be advised to keep the matter confidential.
- d. there are often two sides to an issue and the investigation may substantiate the individual's point of view or that of his or her manager.

5. Each investigation should be completed with as little visibility as is required to gather pertinent facts. It may be appropriate, however, to seek advice of staff areas such as medical, personnel, legal, etc.

6. In rare instances, the investigator may find it necessary to meet with two parties simultaneously to clarify a key issue.

7. The investigation of a problem should be confined to all pertinent factors relating to the appeal. However, since we are attempting to judge

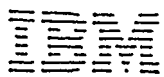
both the merits of an individual appeal and to assess the health of the business, Open Door investigations should be comprehensive enough to judge whether a pervasive or systemic problem exists. Personnel managers and equal opportunity compliance officers are available to assist in this review. Although the examination of such broader issues should not delay resolution of an individual's appeal, the investigator retains the responsibility to assure that such issues are brought to an appropriate conclusion.

8. In the case of investigators assigned by executive management, it will frequently be appropriate for the investigator to review the conclusions reached with that executive before discussing them with the individual making the appeal. In any event, at the close of the investigation, the investigator will review the investigation, findings, and recommended conclusions with the individual. To the degree possible this review should protect the privacy of others contacted during the course of the investigation and in no case should the person be advised of the extent of management discipline. In the case of Open Door investigations assigned by the IBM Chief Executive Officer, the individual will also be told that the findings will be reviewed by the CEO and a written decision forthcoming.

9. The investigator will review the investigation findings and conclusions at an appropriate level of the management involved. If a manager's action is reversed, the reasons for the reversal must be reviewed with that manager and with other appropriate management, as well as with the individual making the appeal.

10. When the appeal is of significant complexity or when made to executive management, a report, to be filed with the original complaint, should be prepared by the investigator to enable such

MAD 014



Section:

\* review as may be required during the established retention period. The report should include:

- a. A profile of the individual including job title, salary level, performance, and such other facts as may be deemed pertinent.
- b. A description of the individual's complaints or perceptions as established by the investigator.
- c. Documentation of the findings, normally in chronological format, and of the source of facts, including those interviewed. The file should also reflect the investigator's analysis of pervasive issues suggested by the complaint or any follow-up investigations to be conducted regarding such issues.
- d. The conclusions of the investigator regarding what should have been done, actions already taken by management and actions which remain. Responsibility for actions to be taken should be fixed at the level of authority required to assure implementation. Normally this will not be lower than a regional manager or plant/lab manager in the field or a director level at a headquarters location. The individual responsible should be identified together with the date he/she will advise the executive to whom the Open Door was addressed, in writing, that the action has been completed.
- e. Confirmation that the investigator has reviewed the recommendations with the individual who made the appeal and his/her reaction.

C. Handling Appeals from Others

- 1. Open Door appeals received from former employees, applicants, retirees, spouses, or others

on their own behalf or in their personal interest will be handled within the guidelines established in Section B, above.

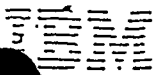
- 2. Third-party appeals (one individual on behalf of or representing another, i.e., spouse on behalf of employee, clergyman on behalf of former employee) should be acknowledged, and should be explained that we consider the issue a personal one with the affected individual. It will be discussed with him or her, and investigated at his/her direction if appropriate.
- 3. A third-party appeal should be investigated only upon concurrence of the individual for whom the appeal was made. No report shall be made to the third-party originator.
- 4. In the event of a complaint received from a lawyer, governmental or private agency, consult the appropriate personnel manager for guidance prior to response.
- 5. On occasion, unsigned Open Door appeals are received. They will be investigated if the company deems it appropriate.

D. Retention of Open Door Material

To protect an employee's privacy, and to curtail the proliferation of Open Door documentation, the following retention procedures have been established for Open Door files:

- 1. The individual to whom an Open Door complaint is addressed must retain the investigation documentation and associated material for 3 years from the date closed. At the completion of this retention period, files are to be stored in compliance with litigation requirements.
- 2. The investigator of an Open Door case (if different than the above) may retain material related

MDD 011



# Manager's Manual

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to the Open Door for a period not to exceed 90 days. This should allow sufficient time for any necessary follow-up activity. At the conclusion of the 90 day period, the investigator's file must be consolidated with the original file above.

3. There should be no further retention of information related to an Open Door appeal or investigation beyond that specified above.
4. In no case should Open Door material be filed in an employee's personnel folder. Access to any Open Door data should be strictly controlled by the responsible party to whom the Open Door was addressed.

of a private nature relating to others or to proprietary materials. Individuals with a specific concern regarding their Open Door file may be advised that the original investigator will meet with them and will review the file material to see if there is anything in it bearing on the person's concern. Depending on the outcome of this review, it may be appropriate to conduct another investigation to resolve any remaining concern.

## Communicating Open Door Data to Employee's Immediate Management

The solution to an Open Door case sometimes requires the assignment of an individual to a new position. When such action is taken, management should make every effort to ensure that the employee's participation in the Open Door program is kept confidential while at the same time informing the manager of any pending action or commitment to the employee.

## F. Documentation of Action Plans or Commitments

Where the final resolution calls for a future course of action by management, or a future commitment is made to the individual, appropriate documentation is required to ensure that such action or commitment is consummated. This documentation should not reference the individual's involvement in an Open Door situation and should be removed from the files when this action or commitment is concluded.

## G. Access to Open Door Files

People who request to see their Open Door files should be advised that these cannot be made available for individual review because they often contain information

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ATTACHMENT B



SAC 1 ✓  
 SAC 2 ✓  
 SAC 3 ✓  
 SAC 4 ✓  
 SAC 5 ✓  
 SAC 6 ✓  
 SAC 7 ✓  
 SAC 8 ✓  
 SAC 9 ✓  
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 SAC 12 ✓  
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 SAC 17 ✓  
 SAC 18 ✓  
 SAC 19 ✓  
 SAC 20 ✓

TRANSMIT VIA: AIRTEL  
 CLASSIFICATION: \_\_\_\_\_

DATE: 4/8/85

FROM: DIRECTOR, FBI

TO: ALL SACS PERSONAL ATTENTION  
 ALL LEGATS

1/4  
 OSM

EMPLOYEE RIGHT TO COUNSEL IN  
 ADMINISTRATIVE INTERVIEWS

You are reminded that the case law is well settled that there is no sixth amendment right to counsel for employees during interviews which are strictly administrative in nature. The policy of the FBI is well settled as well, that employees are not allowed the presence of counsel during interviews which are administrative in nature. That policy is set forth in MAOP, Part I, Section 13-6.2 (4).

The question of an employee's right to consult with an attorney during administrative interviews, including whether or not the employee may consult with the attorney before signing a statement, has recently been brought to the attention of OPR/Inspection Division (OPR/ID). The question has been researched by Legal Counsel Division. That research indicates no change in the case law and no reason to change current policy.

The relevant section of the MAOP cited above indicates that OPR, FBIHQ, may decide to allow consultation with counsel during an administrative interview in a given fact situation. However, in the absence of some unique circumstances, it is generally inadvisable to permit either the presence of counsel or any form of consultation with counsel from the time the interviewee is first informed of the nature of the inquiry at the inception of the interview until the time the statement is signed. The involvement of attorneys will almost invariably complicate the interview due to the nature of the obligations of counsel. Therefore, it is reiterated that consultation with counsel in a purely administrative interview may be allowed only after the express approval of OPR/ID. It is anticipated that such authority would be granted rarely, if ever. Moreover,

Pls. handle as  
 SAC memo.  
 HJH  
 Handled

SERIALIZED  
 APR 10 1985  
 FBI - NEW YORK

AIRTEL TO ALL SACS AND LEGATS  
RE: EMPLOYEE RIGHT TO COUNSEL IN  
ADMINISTRATIVE INTERVIEWS

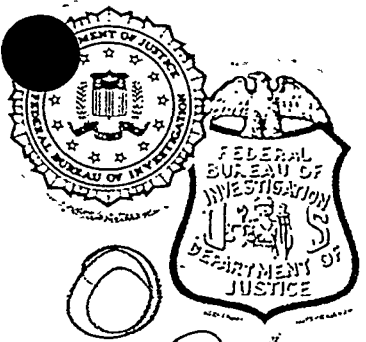
there is no point in prohibiting the presence of counsel and then allowing personal or telephonic conversation with an attorney before the employee signs his/her statement. Such a concession clouds the nature of the interview which is managerial rather than legal. The granting of this concession without express OPR/ID authority results in unilateral actions which conflict with stated policy and established precedent. Such unilateral actions create the appearance of policy inconsistencies and present procedural difficulties at other levels, particularly in administrative hearings which grow out of disciplinary actions. Therefore, you are reminded that you will be expected to adhere to the policy stated herein.

The contents of this airtel should be brought to the attention of the PLA and all supervisory personnel.

see p. 7



# A Message to all FBI Employees from Director William H. Webster



FEBRUARY 23, 1981

## *Special Agent Advisory Committee*

I write to you as I begin my fourth year as Director.

The FBI is alive, well and responding to increasingly demanding challenges in all our programs. Part of our success now and in the future depends upon a clear understanding, by all our employees, of where we are going and how we are getting there - an awareness both of our limitations and our opportunities. Opening more lines of communication has been an important part of this process.

During the first three years, I concentrated a good deal of my own and the Bureau's efforts in demonstrating public accountability, in fostering public trust, in moving good men and women into positions of leadership as openings occurred, and in delivering solid performance in quality and priority programs. These efforts will, of course, continue.

During this same period, I made a concerted effort to meet with you in the field, to better understand your needs and to improve the relationships between the field and headquarters. These too will continue. Many of the field leaders whose performance impressed me are now assisting me at headquarters and in larger field assignments. The "Director's Update" has been another means of communicating with as many of you as possible on areas of mutual interest. Planning for it has helped me to identify those areas of greatest importance to you.

In all these efforts and throughout the occasional "bumps in the road" I anticipated, you have given me unfailing loyalty and cooperation. For this I thank you. I hope you know that the same loyalty goes from me to you.

In planning for 1981, I have asked our executives to give special emphasis to the needs of our employees, to reexamine old policies and programs which may be creating unnecessary hardships in these times and to recommend changes, including legislative

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changes, which would improve the quality of life in the Bureau. I asked that we improve our methods of anticipating future needs. I also invited a group of representative street agents to meet with me at headquarters to discuss their special concerns and recommendations for the Bureau. The results of the November Executive Conference retreat and the Special Agents meetings in December and January will be explored at the SAC Conference in March. While many of the areas discussed deal specifically with the Special Agents, attention is also being given to the needs and aspirations of our support employees.

I would like to summarize the status of these initiatives.

#### THE EXECUTIVE CONFERENCE RETREAT

This special emphasis on employee needs became the theme of our Executive Conference retreat in November. The purpose of the annual "retreat" is to get away from the day-to-day problems and focus collectively on the major planning issues which impact upon all of us in the Bureau. Field commanders from New York and WFO participated. No startling decisions are made. Instead, efforts are made to identify directions and the steps necessary to move forward. It is in the subsequent implementation that movement actually occurs.

Long Range Planning. Draft proposals for a five year system of long range planning (LRP) were considered. I have subsequently approved the final draft. Lee Colwell, EAD-Administration, will coordinate LRP assisted by three FBIHQ supervisors. Senior headquarters executives are being instructed in the LRP plan, following which each division will submit LRP proposals for a May, 1981, meeting. LRP will be discussed at the annual SAC Conference in March. The first five year plan will incorporate the budget years 1984-88. As we improve our forecasting ability, we should significantly improve the Bureau's ability to deal with its own needs and those of its employees.

Career Development Program (CDP). The retreat identified management problems resulting from rapid turnover in recent years prompted by pension policies which tend to accelerate retirements and create excessive movement in the field. Related areas of discussion included the financial and emotional hardships caused by frequent transfers; better forecasting of transfer needs; development of alternative career paths for those within investigative and service divisions who are staff rather than line oriented;

the proper role and limitations of MAP in CDP; development of a procedure to identify managers who have reached their highest level of competence and those who no longer desire advancement; and use of field refresher courses taught by field supervisors for those returning to the field. These and other related matters have been under study since the conference and were addressed at a Career Board meeting February 10-13, which included SACs, street agent representatives, and field supervisors. You are already aware of our efforts to provide legislative relief for transfer expense and a recent policy change which makes field supervisors and ASACs eligible to be regularly considered for promotions in place. Non-legislative alternatives to relieve those in high cost areas and maximum utilization of permissible fringe benefits are being considered. A legislative package for a separate FBI Senior Executive Service is under study.

Employee relations. At the conference, I received a number of recommendations for empanelling a group committee of non-supervisory street agents from representative offices around the country to discuss matters of special interest to them. As you know, such a group has already met twice with me and their cooperation has been outstanding. Later in this message I will report on these discussions.

Affirmative Action. The progress made in recruitment and advancement of qualified minority and female agents has been outstanding. Retention has been high. The conference considered ways to improve the base of such applications to assure a top range available for selection. Ways and means were discussed and will be the subject of separate communications. A new field survey is now in process to determine our special needs. A re-analysis of our method of class selection consistent with EEO requirements is underway to assure maximum fairness to all groups interested in becoming Special Agents, including our own support employees.

Public Affairs. The effort of the Congressional and Public Affairs Office to improve our effectiveness in dealing with Congressional matters since the mandate of the October, 1979, retreat was reviewed. An internal reorganization has already shown results, made possible in large measure by the FBI's striking performance in the field this past year. With many new members in Congress this will be a busy year for OCPA, but the climate is good and the opportunity is likewise.

A VIEW FROM THE BRICKS

As I mentioned earlier, the November Conference retreat was helpful in formulating a method of-gathering together a group of informed and respected non-supervisory Special Agents to meet with me and share their thoughts and suggestions about our FBI. On December 12, 1980, ten Special Agents from five regions of equal agent population met with me at headquarters. They were selected by their fellow agents from their own division; one large division and one smaller division were selected initially from each region. These representatives were encouraged to consult with agents in the other divisions within their region in order to develop an agenda for discussion.

The participants were:

|            |                             |
|------------|-----------------------------|
| Region I   | SA [redacted] - Buffalo     |
|            | SA [redacted] - New York    |
| Region II  | SA [redacted] - Cincinnati  |
|            | SA [redacted] - WFO         |
| Region III | SA [redacted] - Miami       |
|            | SA [redacted] - Savannah    |
| Region IV  | SA [redacted] - Chicago     |
|            | SA [redacted] - El Paso     |
| Region V   | SA Roger H. Lee - Anchorage |
|            | SA [redacted] - Los Angeles |

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The first meeting consumed more than seven hours and was very helpful to me. I will only attempt here to summarize the major areas of discussion.

Transfers. Concern was expressed that Office of Preference policies may be unevenly applied and a few examples of possible "hook jobs" were given to me. These and other examples submitted in writing have been investigated and the results were made available to the agents at a subsequent meeting. The Office of Preference policy, consistent with the need to staff each division with a balanced, capable complement, must not be subverted by internal policies. Likewise, the tail must not wag the dog. I believe the policy is being applied properly today but it is also obvious that the grapevine, with its usual quantity of misinformation, is casting doubt on its efficiency and fairness.

To remedy this, I have directed that a list of transfers be available for inspection by all employees in each division office. I am also putting in place an ombudsman position within ASD with a published FTS number. Any questions or complaints about any transfers may be referred to the ombudsman, whose appointment I will approve and whose duty it will be to look into such matters and to supply, consistent with privacy interests, factual information to any employee of the FBI. Any apparent violation of policy will be reported to me. In this way, I expect to deal with any real problems and eliminate those based upon unfounded rumor. Additional efforts from time-to-time will be made to clarify both at headquarters and in the field, the policies which control the timing and selecting of transfers. Finally, I have requested a review of these policies to determine whether weight should be given to such considerations as large city (high cost) assignments in determining rank in OP listings.

I was interested in comments that better planning and advance notice of transfers could materially alleviate some of the wear and tear of moves. You are aware of our initiatives to obtain relief on moving costs, allowances and taxation of benefits. We will keep up these efforts with OMB and the new Congress. We will make an extra effort to help agents subject to transfer in making their plans as soon as a decision to transfer has been made and will continue to be receptive to delay requests based upon genuine need. We continue to search for available avenues to assist those in unusually high cost areas.

Agents generally regarded hardship transfers as taking precedence over OP lists, and I agree. I am familiar with a number of the contested rulings on hardship transfer requests. I prefer to deal with these matters through regular channels starting with the SAC, but an appeal is open after these avenues have been exhausted. I have under study a suggestion for a hardship review committee. It is not always easy to balance compelling claims for the same opening; it is important that our employees be satisfied that the process is a fair one.

Hiring Practices. The Special Agents relayed concerns that our affirmative action program may require reduction in standards for selection. First, our EEO plan is based on federal policy. I have asked that it be reviewed to determine whether we are on track with those requirements. I have also recently initiated a field survey to determine our current needs in all categories. Second, no minimum standards have been reduced. No modification in training requirements has been made to accommodate affirmative action. If

there are slight variations in test scores above the minimum this results from a smaller base of applicants in the minority-female categories. We have taken steps to defer applicants who cannot demonstrate sufficient strength and physical fitness at time of application. This should serve to reduce drop-outs during new agent training.

I was interested to know that applicant recruitment may not be regarded as priority work in some offices and the agents urged me to give this effort greater headquarters support. I intend to do so. On the success of our applicant program hangs the future of the FBI. I will stress this at the upcoming SAC Conference and take steps to make sure that other tasking requirements do not interfere with our obtaining the best talent available to fill our ranks.

Finally, I was pleased to note agent support for career opportunities among our support employees, including consideration for those interested in Special Agent status. I personally put a high value on loyalty, dedication and experience, especially when combined with ability of a high order. More effort will be made to enhance career opportunities for qualified support employees.

Standards of Conduct. As in any large organization, especially one which prides itself on discipline, there will be many allegations of misconduct each year. These are investigated by the Special Agent in Charge or by the Office of Professional Responsibility and a recommendation is made by the Administrative Summary Unit of the Administrative Services Division. A monthly report of actions taken is sent to the Office of Professional Responsibility, Department of Justice.

You are aware of my effort to improve the disciplinary procedures of the Bureau to assure fairness in the process. At the same time a good deal of attention has been given to the substantive offenses. Individual views may differ about the seriousness of particular offenses and the appropriateness of any particular disciplinary action. In the past two years, most of the agent concerns centered upon two cases involving marijuana. Both cases, neither of which involved proven use while employed as an FBI employee, resulted in substantial discipline. It was apparent that rumors in the field had very substantially distorted the facts in these two cases.

Other rumors about misconduct and excessiveness or inadequacy of punishment are likely to continue as they have in the past. I think the Bureau should deal with these matters as privately as possible. On the other hand, it does damage to



individuals and to the Bureau to have these rumors go unanswered, especially when they represent only a very few instances out of several hundred complaints or allegations each year. To permit a more accurate assessment of discipline within the Bureau, I have directed that a summary of actions taken without identifying places or parties be available for review in each field office, on a trial basis. Questions or comments can be processed through the SAC.

Agents' Association. I was asked whether I thought an agents' association would be helpful to the Bureau and the agents. First, I support the right of association. Individual agents have the right to form private associations if they believe it will be beneficial. Second, there are two important limits to this endorsement. For very sound reasons the FBI is exempted by statute from dealing with any bargaining representative and this is as it should be. Also, it is important that the FBI should speak with one voice and I am frankly concerned that any lobby efforts by a private association of employees may be construed in Congress either as an indirect attempt of the Director to influence the Congress or, equally bad, as a sign that the Bureau is "out of control." This is hardly the time to run that risk and I could not support any organization of agents that attempted to function in this way.

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A second meeting of the agent representatives was held January 15, 1981, to complete our agenda. SA [redacted] replaced Roger Lee who was ill. As many of the remaining items involved technical matters, I asked that the agents first meet with some of our executives. Among the areas discussed with the executives during the morning were: SWAT training and New Agents' Training; utilization of Bureau cars; delays in processing workmen's compensation claims; accelerating cash advance for temporary duty assignment; rumors of modification in the retirement system and status of AUO; records retention and destruction problems; current FOIA and protection of retention legislation; FCI guidelines and practices; guidelines for informants; the field needs for technical services; status of Federal Tort Claims Act Amendments and adequacy of available health insurance plans in the FBI. I have reviewed the reports on these meetings and will follow the progress of the programs outlined to the Special Agent representatives.

Career Development Program. In the afternoon, the agents and I discussed the Career Development Program. This is important to the street agent for two reasons: whether the program is worth entering and whether it produces the best possible supervisors and managers.

I was made aware of concerns that our new Performance Appraisal System may be unduly time-consuming to supervisors and may not adequately identify the performance. I gave my assurance that these problems would be closely watched, but that we should give the system developed for the FBI a fair trial.

In the interest of continuity it was suggested that a career supervisor position be established. I reviewed our efforts to reduce unnecessary movement. We will explore a number of avenues of alternative career paths to take advantage of available talent, as well as finding ways to exit persons who lack the ability to perform under the program. The MAP program will be an indicator, but it will not be controlling. These and other observations by the Agents were considered in the very recent Career Board semi-annual policy meeting. I look forward to receiving the Board's conclusions and recommendations.

Informant Guidelines. Corroboration of informants was discussed. I noted these requirements are intended to protect the agent from false allegations by informants, but will be restudied in terms of the actual burden placed on the agents.

Future Meetings. I would like to plan semi-annual meetings with representative street agents. To assure both representation and continuity, I will rotate off a few agents and rotate in new representatives from other divisions within the same region. There will be follow-up on all open items.

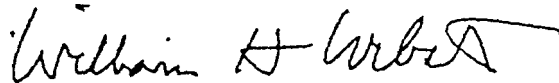
#### CONCLUSION

This message is longer than I had intended. At the same time it is not as detailed as I would have preferred had there not been so much to cover. I hope to improve this in the future by more frequent messages on subjects which have been identified as of special interest to you.

While I have concentrated on areas of "concern" this should not overshadow the impressive successes we have enjoyed together during the past three years. Recently, my friend, General of the Army Omar N. Bradley, spoke to our supervisors at headquarters. When he was asked what was the most important strategy in World War II, he replied, "We won, didn't we?" Our performance speaks for itself and you know it as well as I do. Our particular war will have no

ending. Many external factors such as resources affect our performance. But our professionalism -- how we prepare and handle ourselves in any situation within our jurisdiction -- has never been higher. We win only as we pull together to improve our effectiveness. Let us keep our lines of communication open. We can and we will do the job our fellow citizens count on us to do.

Sincerely,



William H. Webster  
Director

EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: VAL MONROE BERRY, NATIONAL DIRECTOR AND  
[REDACTED], TRAINING SPECIALIST  
ANTI-DEFAMATION LEAGUE (ADL) OF B'NAI B'RITH  
"A WORKPLACE OF DIFFERENCE"

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(Messrs Berry and [REDACTED] were introduced by Inspector In-Charge James Perez of our Office of Equal Employment Opportunity Affairs. They were introduced as being the national training coordinator and a consultant to the ADL which is headquartered in New York city. Mr. Berry gave some initial introductory comments followed by more specific comments by Mr. [REDACTED].)

ADL teaches respect and dignity for others. There must be dialogue to effect change. Through experience and education we can learn from others.

The ADL is 78 years old. Its purpose is to protect the democratic ideals of everyone. It has over 550 full time employees world wide. It is education oriented.

When kids go off to college this is basically the first time many of them may encounter differences.

The ADL got involved in relationships with law enforcement entities. They produced a "hate crimes" tape. It merged two programs together. They have various relationships with police departments and are proactive in their approach. They don't see the FBI in the same way as they view a local police department e.g. the Los Angeles Police Department. They also have a program which deals with human behavior.

This is what our "Workplace of Difference" program entails:

(1) Human Timeline - a discussion of people in the room. There is a reemergence of women, of people of color, of Asians, Hispanics and Blacks. "Winning by majority is disempowering to the minority."

(2) Four Questions Exercise - to have participants ask questions, give answers and set up an environment.

(3) The Name Five Test - this deals with how we communicate with people. It involves asking questions concerning how you view other people.

(4) The Film "I Am Homophobic."

(5) An analysis of the group - have you ever been a victim of discrimination? What do you want to do to avoid it?

(6) Video Vignettes

(7) Hate Crimes video - how to recognize it, how to investigate it, and how to be proactive. Involve community leaders.

(8) How to apply principals to your own environment. What can I do? What can my Division do? What can my organization do? (Executive decision making)

The start of the first day of this exercise is from the top down and you end the day with a bottom-up approach. The above takes one day.

The following is feedback from their most recent group of training the trainers in the FBI: (1) diversity is beyond an affirmative action issue. There must be focus on human treatment. (2) There will be impact on the community. (3) There is not enough "top down" approach to the program. There must be a diversity plan focusing on Workforce 2000. A staff of color wants to be part of the process and they want to stay. That's unusual when compared to organizations outside the FBI. Despite pitfalls in the FBI they want to stay and want full ownership/partnership in the organization.

What are the benefits of diversity? (1) higher visibility in the community; (2) greater interaction with the community; (3) diversified skills within the community.

The FBI wants to be an organization of choice. There are major populations developing. The white male workforce is decreasing when we downsize; these tend to be the senior people. There will be a decrease of white males and an increase in minority. Also, males are decreasing as a group.

What are the FBI markets?: (1) 22% of U.S. college graduates, 10% of black college graduates, 6% of Hispanic college graduates and 6% of Asian college graduates. There is high competition for these groups. The major question is how can we get the best and brightest of these groups and keep them.

If you want diversity: (1) you want quality people; make diversity more than just a black/white matter; it's good business to buy everyone into the process; (2) "access" - bring people into the organization, e.g. cooperative programs, internships, etc.; (3) there must be respect and dignity; this must be the standard for the organization; have respect for everyone's abilities; this is a 50/50 responsibility; (4) be fair, (it depends on who holds the candy bar).

"When dialogue stops, the trouble begins."

In connection with EDI class responses, some people noted that some people do have it rougher than others e.g. persons of color and women. This is the perception.

In connection with promotions, it is perceived that there are still some barriers because minorities and women have no mentors. You may need to foster a mentor program officially.

There is perceived to be a dual culture in the FBI, i.e., support personnel versus the line officers (Special Agents). It is imperative that there be a career path for support employees. This is a measurable item. If you lose support employees it will cost you three times their salary to replace them. Continuity will be disrupted for a year and a half following loss of a support employee.

(The Director noted that there is a fourth factor/"facts of life" - if you accept the fact that 85% of the increase of a workforce will be minorities and women.)

Corporations have become very proactive in reaching out into the high schools to give a career track. You need to take such initiatives. You must have a clear message. You got into the room, therefore you have quality. You must have a long-range plan. You may have to have a Diversity Team.

(Floyd Clarke asked "what is the ideal situation? how do we get around looking at individuals race and sex?") This country was founded on diversity. It used to be a melting pot but now it's a "tossed salad." The #1 immigrant group now is Asian. The #2 immigrant group is Hispanic. Divisiveness comes when we don't dialogue. You hear what you listen for. If all you hear is negative, that's all you get. How do we get beyond our first culture? This is a key to diversity. I have to ask you how you want to be treated. There must be dialogue to have growth in our relationships.

(Mr. [ ] then conducted an exercise on values. He noted that the room is more diverse than what we think e.g., by class, socioeconomic background, religion, upbringing, etc. He noted that people do not identify themselves just by one descriptor. He noted that the large group was more comfortable than the small groups.)

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(Mr. [ ] then showed a videotape and asked whether the officers were doing their jobs appropriately. He indicated that people take all sides and that he takes the role of the devils advocate.) Reality is the courtesy issue. Do I have the right dialogue? We all saw the same tape but had different perceptions.

There are three types of people an organization needs: (1) champions at the top; (2) advocates to ensure information flows; and (3) irritants who ask the tough questions.

(Director Sessions closed this presentation by indicating he is an advocate for change and that without irritants there is no growth.)

(Recorded in the first person although not an exact transcription)



U.S. Department of Justice

Federal Bureau of Investigation *W. J. ...*

FBI Academy  
Quantico, Virginia 22135

February 21, 1992

Mr. Val Berry  
National Director of Special Training  
Anti-Defamation League of B'nai B'rith  
823 United Nations Plaza  
New York, New York 10017

Dear Mr. Berry:

It is a pleasure to extend an invitation for you and an associate to present a two hour overview of your seminar entitled "A Workplace of Difference" at our Executive Conference Retreat, 8:30 a.m. to 10:30 a.m., Tuesday, March 24, 1992. The Conference will be held at the Virginia Beach Resort Hotel and Conference Center, 2800 Shore Drive, Virginia Beach, Virginia 23451.

Your program will be presented to approximately thirty-five conference participants consisting of the Director of the FBI and his Executive Staff.

It is agreed that you will present the training free of charge and request reimbursement for travel and related expenses only. Accordingly, the FBI will provide you round trip airline travel from New York to Virginia Beach and will furnish meals and accommodations at the Conference site. You will also be reimbursed for any other travel related or incidental expenses.

- 1 - New York (Attn: Training Unit) (For information)
- 1 - Norfolk (Attn: Training Coordinator) (For information)
- 1 - Mr. Greenleaf (Room 7110)
- 1 - Mr. Flanders (Room 7110)
- 1 - Mrs. [redacted] (Room 7176)
- 1 - Mr. Kennedy (Attn: [redacted] Room 6037)
- 1 - Mr. Pérez (Room 7901)
- 1 - Mr. Cordier (Room 7901)
- 1 - Mr. Campbell (Detached)
- 1 - Ms. [redacted] (Room 1829)
- 1 - Mr. [redacted] (Detached)
- 1 - Ms. [redacted] (Detached)
- 1 - Ms. [redacted] (Detached)

JAK:mcg (11)

SEE NOTE: page 2

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Mr. Val Berry

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It is requested that you contact Supervisory Special Agent [redacted] at the FBI Academy, telephone (703) 640-1177 to confirm details.

I appreciate the ADL's continued support and look forward to your presentation.

Sincerely yours,

James R. Perez  
Equal Employment Opportunity  
Officer

NOTE: Mr. Berry and his associate have agreed to present a two-hour block of instruction at the Executive Retreat Conference. They are providing this instruction free of charge; however, request reimbursement for travel, lodging and incidental expenses. Total expenses are estimated at \$1,200. The cost is well within the range for such services. The Office of Equal Employment Opportunity Affairs (OEEOA) is sponsoring this training. The EEO Training Account (SOC 2508) has budgeted for Fiscal Year 1992 to cover this expense.

VAL MONROE BERRY

NATIONAL DIRECTOR

ANTI-DEFAMATION LEAGUE'S DEPARTMENT OF SPECIAL TRAINING

Val Berry is the ADL's National Director of Special Training located in the New York International headquarters. As department head, he has overall responsibility for design and delivery of programs that celebrate diversity and foster intergroup understanding.

Mr. Berry brings ten years of experience as a Human Resources professional serving in labor relations, staffing and training capacities before joining ADL.

Mr. Berry attended Cornell University where he earned his Bachelor of Science degree in Industrial and Labor Relations. Currently he is pursuing a Masters degree in Organizational Psychology at Teachers College, Columbia University.

[REDACTED]

TRAINING SPECIALIST

ANTI-DEFAMATION LEAGUE'S DEPARTMENT OF SPECIAL TRAINING

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[REDACTED] professional career shows a serious commitment to multiculturalism and the higher education community. Currently he is now serving as a consultant to the ADL. Prior to being the [REDACTED] [REDACTED] for Anti-Defamation Leagues's Department of Special Training. Formerly the [REDACTED]

[REDACTED], his responsibilities centered on the research, assessment, advisement, and communication of student trends in higher education to designated campus and community groups. Special emphasis was on multicultural and non-traditional students. [REDACTED] was also involved with multicultural staff recruitment and production of a newsletter dedicated to related higher education issues and trends.

Other positions held included [REDACTED]

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[REDACTED] earned his Bachelor of Arts degree in American Studies and Philosophy, and his Master of Arts degree at [REDACTED]. He is the recipient of numerous awards, fellowships, and scholarships, and has been an active participant in cultural, civic, and community affairs. Mr. [REDACTED] frequently speaks on multicultural issues as a consultant, seminar leader and conference presenter.

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A WORKPLACE OF DIFFERENCE

A Training Program

FOR LAW ENFORCEMENT PERSONNEL

SUBMITTED

On Behalf of the ANTI-DEFAMATION LEAGUE

For further information,  
Please contact the ADL  
Department of Special  
Training at:

212-490-2525 x269 or x103

Organizational Disclosure

This prospectus contains ideas and descriptions that are considered to be of a proprietary nature and interest to the consulting organization. The contents of this prospectus are intended for the exclusive review and consideration of the Police Department. No subsequent redistribution or disclosure of the ideas and descriptions contained herein is authorized.

Reviewed and Agreed To:

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Police Department  
Representative

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Date

### Statement of Assurances

The Anti-Defamation League does not discriminate in the selection or hiring of training staff. All personnel selected to deliver the proposed A WORKPLACE OF DIFFERENCE training program will be fully qualified and prepared. All costs shown in the attached prospectus are true estimates and represent the most advantageous cost to benefit ratio to the prospective client.

  
Val Monroe Berry  
National Director  
Anti-Defamation League  
Department of Special Training

### The Challenge

America is changing. Rapid shifts in U.S. demographics have dramatically altered the American culture. The Center for Immigration Studies has concluded that the number of legal immigrants entering the United States between 1981 and 1990 will equal or surpass the 8.7 million that arrived between 1901 and 1910, the historic highmark for immigration in the U.S. It is estimated that by the turn of the century, 33 percent of all Americans will be members of ethnic or racial minorities.

This change in the populace will have great impact on the workplace. White males, traditionally noted as the majority in the work-force, are, for the first time, a minority. Today, white males constitute only 46% of the workforce. The U.S. department of Labor projects that within just a few years, 75% of those entering the workforce will be minorities and women. The labor pool is not only changing, it is also getting smaller. In the 1990's, there will be four to five million less entry-level employees than in 1980. The results of such changes are apparent. Employers will be forced to compete for women and minorities, and others who may not meet the old theory of "institutional fit". Employers will need to provide an environment that is conducive to productivity by a highly diverse work force. Additionally, leaders will need to examine previously acceptable work norms and make adjustments that will allow this new group of employees to grow professionally and rise within the ranks of the institution. Finally, by following through on these measures, identified leaders will be able to insure a better work environment, a higher level of employee satisfaction, and a larger pool of employee applicants, with a greater diversity of skills. Previous research has shown us that these three factors combine to increase productivity and service receiver satisfaction.

For law enforcement professionals, the challenge is even greater. Not only do these professionals face the challenges of diversity within their own ranks, but they also must face these issues with the community at large. Law enforcement professionals are challenged to work within a diverse environment while serving a highly diverse population. Moreover, the conditions under which these professionals must work are highly stressful and public in nature.

### Meeting the Challenge

Many institutions across the United States have taken great steps to meet the challenges outlined above. Titles such as "Director-of-Work-Force-Diversity" or "Director-of-Valuing-Differences" have begun to creep onto the organizational charts of some of our leading institutions. Others have begun to offer courses to employees dealing with issues of race and gender. Many have identified special task forces or committees to examine the problem and to propose solutions.

However, designing solutions often requires outside expertise. The Anti-Defamation League has enjoyed a history of over 75 years of service in civil rights and human relations work. The training specialists employed have been taught the specific skills necessary to effectively impart knowledge, as well as techniques. These specialists realize that in order to effectively manage a diverse work force, one must be able to appreciate the benefits that such differences bring to the corporation. As such, they will be authorities on the topic; remain neutral during discussions which may result in temporary conflict amongst participants; insure that conflicts are resolved to a level that allows for continued productivity; and, will draw on their experiences in other locations to discuss alternatives and suggest examples without having to pigeon-hole a particular participant, department, or division. All of these points are of great significance when dealing with issues of race and/or gender.

### Goals of the A WORKPLACE OF DIFFERENCE Training Program

- Goal #1: To create a situation which will allow participants to examine the concepts of stereotypes and assumptions.
- Goal #2: To create a situation which will allow participants to examine individual's perceptions about themselves and others with regard to unique differences.
- Goal #3: To create a situation which will allow participants to explore the idea of culture; their own perceptions of culture; and others' perceptions of culture.

- Goal #4: To create a situation which will allow participants an opportunity to experience both observation and interaction with a different culture in an effort to examine behaviors, attitudes, and commonalities.
- Goal #5: To create a situation which will promote discussion of the issues related to discrimination and bigotry in the workplace, as well as to empower participants to be a part of the solution to these problems.
- Goal #6: To create a situation which will allow participants to examine how diversity enhances the workplace while demanding some behavioral changes as well as cognitive understanding; and, how this all translates into a more productive workforce and a higher level of customer satisfaction.
- Goal #7: To prepare participants for integrating concepts explored in the program into the work environment.
- Goal #8: To examine how diversity management directly effects law enforcement work, including its relationship to hate crimes work.

#### Outline of the A WORKPLACE OF DIFFERENCE Training Program

##### I. Introduction

- A) Of Facilitators
- B) Of ADL
- C) Of A WORLD OF DIFFERENCE

##### II. Explanation of Agenda & Ground Rules

##### III. Warm-Up Exercises

To effectively deal with issues such as cultural diversity, participants must be made to feel at ease. Additionally, participants must be able to examine themselves and determine their own views on the topics presented and discussed. The Warm-Up Exercises selected are done with these two goals in mind.



IV. Cultural Self-Knowledge Exercise

This is a short self-test entitled "NAME FIVE" that assists participants in identifying their own knowledge gaps about cultures other than their own. The discussion following the exercise centers around the extent of these gaps; their impact on the workplace; and why training programs of this type are so important.

V. Cultural Understanding & Respect

Film: Eye of the Beholder

Powerful documentary special featuring Jane Elliott and her workshop on prejudice - Blue Eye/Brown Eye - for adults. Film is processed through intensive discussion which challenges participants to address the following points:

1. Feelings associated with being an "outsider" or "insider".
2. Personal "real life" situations which have presented similar feelings. Workplace situations?
3. How productivity, communication, and ultimately customer satisfaction are impacted by these feelings.
4. Identifying specific experiences, norms, expectations, or situations that occur at work that produce these same feelings.

VI. **\*\*OPTIONAL ACTIVITY\*\*** - Panel Presentation

Following up upon the discussion generated as a result of exercise V, the panel members will relate personal "on-the-job" diversity experiences they have faced. Panel members will include 3-4 ethnically diverse law enforcement professionals.

If this activity is selected, the sponsoring Police Department would be responsible for procuring panel participants.

VII. L---U---N---C---H!!!!

VIII. Training Video Vignettes

Facilitators will present two video vignettes. Each presents a situation that requires program participants to decide where the line is drawn between personal choice, personal freedoms, and discrimination. The discussion is brought from the abstract to the specific police department work environment. Appropriate behaviors are discussed as a part of this exercise.

IX. Hate Crimes Film/Discussion

The Anti-Defamation League in cooperation with the State of New Jersey has produced a video entitled: HATE CRIME, A TRAINING VIDEO FOR POLICE OFFICERS. The video is designed to introduce police trainees and police officers to:

- \* ways in which hate crime can be distinguished from other offenses
- \* the special consideration that should be given to the victims

This video, accompanied by a discussion guide, will be distributed by ADL to police departments throughout the country and will make a valuable contribution in an area that is growing in importance in the law enforcement community. The Training Specialists will lead the participants through a discussion of the points highlighted in the film.

X. On The Job Behavior

The facilitators will work with participants to examine appropriate behaviors or responses to on-the-job situations. Final discussion will center on how the group being trained can address the problems identified and produce solutions or make recommendations for change. Consideration will be given to individual feelings; institutional environment; image within the institution; image to the public; employee satisfaction and service receiver satisfaction. This is accomplished through the use of role play simulations and discussion.

XI. Questions & Answers/Wrap-Up/Evaluation

## Materials & Supplies

### I. Materials & Supplies Provided by the client:

- 1 Room with moveable seating
- 1 VCR & Monitor (The larger the screen, the better.)
- 1 Newsprint Pad, Easel, & Markers
- Two Sheets of Blank Paper, and A Pen or Pencil Per Person

### II. Materials & Supplies Provided by ADL:

Facilitators will distribute appropriate work packets to each participant. Included will be hand-outs on appropriate behaviors, bias-free communication, available resources, and related articles. Facilitators will bring all tapes, exercises, etc.

### III. Budget

Fees for the A WORKPLACE OF DIFFERENCE training program are determined based on the number of facilitators used; the number of trainees; coordination/administrative time; and materials. Proceeds from the program are used to support educational programs and services.

The Anti-Defamation League's

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TRAINING PROGRAM

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TO COMBAT

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PREJUDICE AND

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DISCRIMINATION

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A WORKPLACE OF DIFFERENCE



## ADL AND A WORKPLACE OF DIFFERENCE

*The Anti-Defamation League of B'nai B'rith (ADL) is a human relations organization founded in 1913. It has grown into an international agency with 30 domestic and 1 overseas offices.*

### *The ADL's Mission is:*

*"To promote understanding of diversity and translate our country's democratic ideals into a way of life for all citizens."*

### *We attempt this goal through four main areas:*

- \* Education*
- \* The Media*
- \* Community Action*
- \* The Law*

### *ADL is made up of seven divisions:*

- \* Civil Rights*
- \* Community Service*
- \* Marketing and Communications*
- \* International Affairs*
- \* Intergroup Relations*
- \* Finance and Administration*
- \* Development*

# A WORKPLACE OF DIFFERENCE

The "A Workplace of Difference" program is managed through the Intergroup Relations division and is directly related to one of our most extensive and dynamic programs "A World of Difference" ("AWOD"). "AWOD" is an educational and media training program designed to combat prejudice and discrimination, as well as, promote intergroup understanding and America's democratic ideals.

"AWOD" is designed for use by the schools, media and community.

Because of the ADL's "AWOD" program and our decades of training experience, corporations and universities across the country approached us to develop a corporate training program which is what you are participating in today. This program called "A Workplace of Difference" is specifically tailored to the corporate community and is designed to have participants:

## Program Goals

- \* Critically examine stereotypes & assumptions
- \* Examine perceptions of others, and how others perceive them
- \* Observe & explore "culture" and perceptions of cultural differences
- \* Increase awareness of their attitudes and assumptions
- \* Appreciate commonalities among different cultures
- \* Identify enriching aspects of diversity in the workplace

**A WORLD OF  
DIFFERENCE<sup>SM</sup>**  


1) In terms of my heritage, I am a \_\_\_\_\_  
\_\_\_\_\_/\_\_\_\_\_/\_\_\_\_\_

2) An experience shaping this description was  
\_\_\_\_\_

3) One positive thing about being a \_\_\_\_\_  
\_\_\_\_\_/\_\_\_\_\_/\_\_\_\_\_

is \_\_\_\_\_.

4) One difficult or embarrassing thing is  
\_\_\_\_\_.

GUIDELINES FOR ACHIEVING COMMUNICATION  
FREE OF RACIAL OR ETHNIC BIAS

INTRODUCTION

The reality of global communication....is here. More and more countries are becoming multicultural and multilingual. Groups of various heritages are challenging the dominance of West European influence on daily life in the United States and Canada.

Discrimination based on race, color and national origin has been with us for centuries. It remains with us now, despite these trends and a claim to being an enlightened society. Our language - with all its power to reinforce bias and shape thought --- is still stubbornly preserving that "Old World" culture as the standard against which all other groups are judged.

Bias is subtle. The more deeply it has been assimilated, the more difficult it is to uncover.

It is important to examine language and select ways of communication that recognize a broadening racial and ethnic culture.

1. **BE AWARE OF WORKS, IMAGES, AND SITUATIONS THAT SUGGEST THAT ALL OR MOST MEMBERS OF A RACIAL OR ETHNIC GROUP ARE THE SAME.** Stereotypes may lead to assumptions that are insupportable and offensive. They cloud the fact that all attributes may be found in all groups and individuals.
2. **AVOID QUALIFIERS THAT REINFORCE RACIAL AND ETHNIC STEREOTYPES.** A qualifier is added information that suggests an exception to the rule.

Example: "The intelligent Black MBA associates were our guests as part of an orientation program." Under what circumstances would you write, "The intelligent White MBA associates..."?

3. **IDENTIFY BY RACE OR ETHNIC ORIGIN ONLY WHEN RELEVANT.** Few situations require such identification.

Example: If this identification is inappropriate: "Michael Dukakis, noted White Massachusetts Governor...", is this phrasing any different: "Jesse Jackson, celebrated Black Democratic leader..."?

4. **BE AWARE OF LANGUAGE THAT, TO SOME PEOPLE, HAS QUESTIONABLE RACIAL OR ETHNIC CONNOTATIONS.** While a word or phrase may not be personally offensive to you, it may be to others.



Examples: "culturally deprived" or "culturally disadvantaged" - these terms may imply superiority of one culture over another. In fact, people so labeled are often bicultural and bilingual.

"non-White" - this word implies that White is the standard. In North American language, similar words such as "non-Black" or "non-yellow" do not exist.

"minority" - This word is accurate in North America. However, its use ignores the fact that people of color comprise the majority of the world's population (and may comprise the majority of your immediate locale).

5. **BE AWARE OF THE POSSIBLE NEGATIVE IMPLICATIONS OF COLOR SYMBOLIC WORDS.** Choose language and usage that do not offend people or reinforce bias. In some instances "black" and "yellow" have become associated with the undesirable or negative.

Example: "black reputation" or "yellow coward"

6. **AVOID PATRONIZING AND TOKENISM TOWARD ANY RACIAL OR ETHNIC GROUP.**

Example: Once-a-year articles or special editions about a particular group may be interpreted as cultural tokenism, especially when such a group constitutes a large part of your community. This approach may suggest that a racial or ethnic group is out of the mainstream.

7. **SUBSTITUTE SUBSTANTIVE INFORMATION FOR ETHNIC CLICHES.** Do more homework. Don't let ethnic cliches substitute for in-depth material.

Example: A person of Spanish heritage might prefer to be asked about family history or political experiences rather than about fiestas.

8. **REVIEW MEDIA TO SEE IF ALL GROUPS ARE FAIRLY REPRESENTED.**

Examples: Are persons portrayed in positions of authority almost invariably White?

Does your media provide racial and ethnic role models?

\*\*\*\*\*

This information is based upon excerpts of Without Bias: A Guidebook for Nondiscriminatory Communication (second edition) prepared by Ellen Bettmann, ADL, Boston, MA, edited by Peggy O'Keefe, ADL, NY.

## GUIDELINES FOR DEALING WITH ISSUES OF DIVERSITY AND EQUALITY

1. DON'T IGNORE IT! Do not let an incident pass without remark. To do so sends the message that you are in agreement with such behavior or attitudes. The intervention may not always take place at the exact time or place of the incident but it must be brought up as soon as appropriate.
2. EXPLAIN AND ENGAGE when raising the issue - don't preach or be self-righteous.
3. DON'T BE AFRAID OF POSSIBLE TENSION OR CONFLICT. In certain situations it may be unavoidable. These are sensitive and deep-seated issues that won't change without some struggle.
4. BE AWARE OF YOUR OWN ATTITUDES, STEREOTYPES, AND EXPECTATIONS AND BE OPEN TO DISCOVERING THE LIMITATIONS THEY PLACE ON YOUR PERSPECTIVE. We are all victims of our misconceptions to some degree and none of us remain untouched by the discriminatory images and behaviors we have been socialized to believe.
5. PROJECT A FEELING OF UNDERSTANDING AND FORGIVENESS when events occur. Don't guilt trip!
6. RECOGNIZE THAT IT IS A LONG TERM STRUGGLE, so try not to get too frustrated. The "isms" won't be eradicated in a day or from one "multicultural presentation." It is a constant process of change and growth.
7. BE AWARE OF YOUR OWN HESITANCIES TO INTERVENE in these situations. Confront your own fears about interrupting discrimination, set your priorities, and take action.
8. BE A ROLE MODEL. Always reflect and practice the positive values you are trying to teach. Don't compartmentalize your responses to "multicultural time."
9. REMEMBER that issues of human dignity, equality, and safety are non-negotiable.

Written by Patty DeRosa, reprinted with permission by the author from Cultural Links, the Multicultural Project, Boston, MA.

# Meet Your New Work Force

By Sharon Nelton

**B**renda L. Roth had high hopes for Mary, a white woman she hired last year as a receptionist for the front office at SBE, Inc., a computer-products manufacturer in Concord, Calif.

Mary was "a mature, articulate, educated, well-put-together, handsome woman," recalls Roth, SBE's vice president of administration. Throughout the new recruit's first day, Roth heard she was doing a good job, so at the end of the day, Roth was surprised when Mary, smiling pleasantly, said she was quitting. "I don't like to work with gays, coloreds and boat people, so I won't be back."

"If that's the way you feel," Roth told her, "we don't want you back."

Mary had discovered that the workplace just isn't what it used to be. Nobody's workplace is.

SBE has a multicultural employee mix and likes it that way. Of its 100 workers, 40 percent are women and 23 percent are minorities—blacks, Hispanics or Asians.

SBE's variety symbolizes what is happening all over the United States: The work force is becoming more and more diverse. White males are already in a new minority of their own, representing 45 percent of America's 117.8 million workers in 1986. Over the next dozen years, their share will decline to 39 percent.

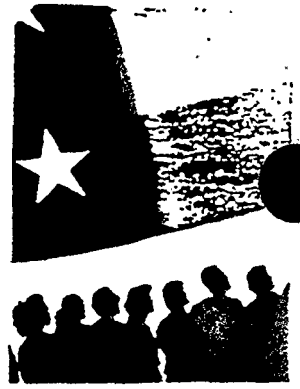
"White males, thought of only a generation ago as the mainstays of the economy, will comprise only 15 percent of the net additions to the labor force between 1985 and 2000," says *Workforce 2000*, a report prepared by the Hudson Institute for the U.S. Department of Labor last year. The rest will be American-born white females, immigrants and a rich mix of native minorities that includes blacks and a wide variety of Hispanics, Asians, American Indians and Pacific Islanders.

Little by little, senior executives and management experts across America are recognizing that these vast demographic shifts demand a new way of



PHOTO: ROBERT HOUNGHER

*White males are already a minority in the American work force. The new and growing majority: women, blacks, Asians and Hispanics. How your company adapts to these dramatic changes could determine its future.*



*Beneficiaries of a work climate that supports diversity, Sidney Fernandez, Kerry Canada and Brenda Roth have all enjoyed advancement opportunities at SBE.*

running things—an approach often called “managing diversity.” This means recognizing that diversity is already a fact of life, learning to understand “culturally different” workers and creating an environment in which they will flourish.

“The company that gets out in front managing diversity, in my opinion, will have a competitive edge,” says Xerox Chairman David T. Kearns in a three-part series of training videotapes “Valuing Diversity,” produced by Copeland Griggs Productions of San Francisco.

“We want to attract the very best talent available. And talent is gender-blind and color-blind,” says James E. Preston, president and chief operating officer of Avon Products, Inc.

Proponents of the new concept say companies stand to gain a number of advantages when they do a good job of managing diversity. Among them are:

The opportunity to hire and keep the best of the new labor pool. Companies with reputations for being good places for women or minorities to work are sought out by those workers.

Greater innovation. The broader the spectrum of backgrounds in a group, says one executive, the richer the ideas that emerge.

“Without women, *USA Today* would have been *USA Yesterday*,” Nancy J. Woodhull, president of Gannett New Media, told participants at a University of Southern California conference. When *USA Today* was launched, she said, readers liked it immediately because they found it interesting. “The reason we were interesting is that there were a lot of ideas from different people with different points of view in our news meetings every day. There were women; there were minorities; there were young people; there were old peo-

**Meet Your New Work Force**

*Roosevelt Thomas of the American Institute for Managing Diversity, at Morehouse College, in Atlanta, says you shouldn't try to "pure" your*

*employees into a homogeneous substance. When a company does that, it loses the added value that a multicultural work force can offer.*

ple. There were people who went to Harvard. There were people who went to Trenton State in New Jersey."

**Better performance among female and minority workers.** When only white males have opportunities to attain positions of power in a company, it "diminishes the sense of motivation and commitment of the workers who are underrepresented," says Denise Cavanaugh, an organization-development consultant in Washington.

**Ability to make the most of ethnic or international markets.** "We are consumer marketers, and the marketplace is very diverse in this country," says Avon's Jim Preston. "Who best understands the needs of Hispanics, Asians and women than Hispanics, Asians and women?"

**P**rocter & Gamble has had great success in recruiting minorities and women, according to Calvin A. Harper, who is black and is an officer in the company. "We're convinced that this diversity in our work force can give us a significant competitive advantage if managed or utilized effectively."

But for many companies, success in meeting affirmative-action goals has created a new problem: retaining women and minorities and moving them up through the ranks.

"We tried everything," says Preston. "We tried mentoring, we tried recruiting at black and other minority universities, we had special internship programs, we had internal tracking. You name it, we tried it all."

The problem, Avon found, was not getting minorities and women in the door. It was keeping them.

It was a classic example of what R. Roosevelt Thomas, Jr., calls "the frustrating cycle." A company meets its hiring goals for minorities and women, and it develops high expectations that they will work well and move up in the corporation. "Unfortunately, these expectations are rarely met," says Thomas, director of the American Institute for Managing Diversity, Inc., at Morehouse College, in Atlanta.

"So you have frustration," he continues. "Frustration on the part of people who were recruited because they are not experiencing what they had hoped to have happen, and frustration on the part of managers because they don't understand why these 'right' people aren't moving up the hierarchy and because they are not being given credit for a good-faith effort."



PHOTO BY LALLO

The disappointed minorities or women leave the company. Often, the company will make another recruitment effort, beginning the cycle again.

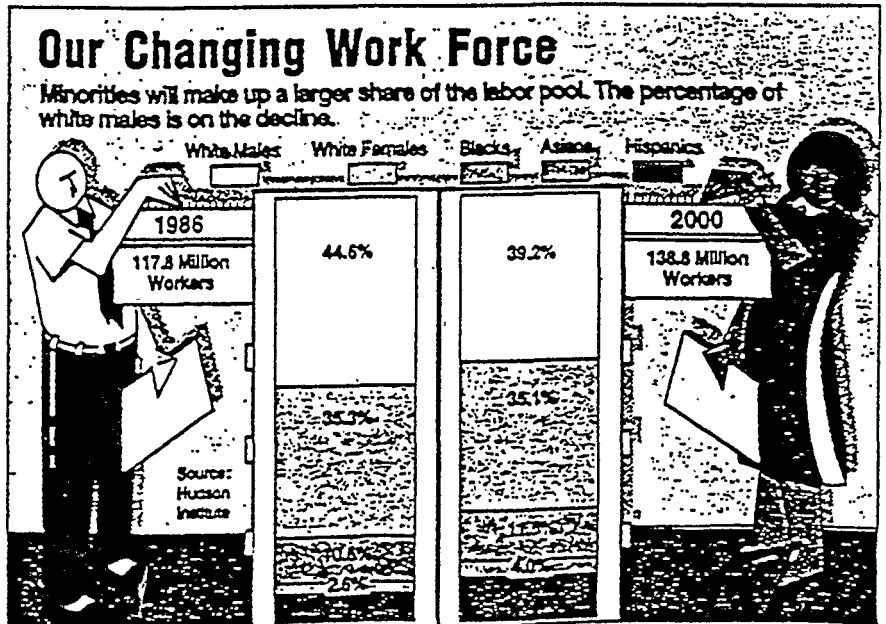
Avon's Jim Preston and other business leaders find that meeting the challenges of the new work force requires some fundamental changes in corporate culture. Most American businesses have corporate cultures that have "been described and imprinted by white males," he says. "Small wonder, then, that minorities and women have had difficulty over the years in adapting to the climates that exist in these businesses."

Companies can make the culturally

different worker feel uncomfortable or alienated by instituting rules that favor traditional white male culture—such as banning corn-row hairstyles popular among black women or setting dress codes that require white shirts and ties.

At more serious levels, companies often inadvertently prevent the advancement of women and minorities. White males may feel they can take the measure of another white male more easily or feel more comfortable with him, says Denise Cavanaugh. They may fear going out on a limb to promote a woman or a minority employee.

Or they may misinterpret the behavior of people unlike themselves. One of



*Pace Foods President Kit Goldsbury, right, joins employees in the daily taste testing that assures the quality of his firm's picante sauce. He and his company are bilingual.*

the Copeland Griggs videos demonstrates, for example, a scene in which a white male manager questions the wisdom of giving a promotion to an Asian because the Asian is reluctant to speak of his own personal achievements. In the manager's view, the employee has not shown that he can provide leadership; in the Asian's view, it is inappropriate to toot your own horn.

"Some cultures emphasize working as a team in a group; others emphasize individual pursuits," observes Andrew M. Geller, vice president of the Hay Group, a management consulting company. "Some value consensus-building; others emphasize competition and winners and losers."

The white male system that predominates in American business, many psychologists say, is marked by emphases on objectivity, competition and "getting down to business." "We're trained throughout our education to become critical thinkers and to be hard-nosed and adversarial," says Nancy Rule Goldberger, a co-author of a study called *Women's Ways of Knowing*.

But women tend to gain much of their knowledge subjectively—through intuition, for example. When they get into the business world, they find this kind of knowledge belittled by their male peers. They also are uncomfortable with the adversarial style favored by men. In fact, women and minorities frequently complain of being ignored in business situations even though their ideas may be better than those of their white male colleagues.

**M**anaging diversity means not only tolerating differences but also supporting and nurturing them, says the Hay Group's Geller. One popular assumption has been that women aren't assertive enough and therefore need assertiveness training so that they can be more like men.

"I would prefer to see organizations that instead say there are different ways to make your points around here, and it isn't necessarily by being the most assertive about it," says Geller.

Smaller firms may have the advantage in managing diversity because they are more in touch with their individual workers and are more likely to accommodate their differences.

About 75 percent of the 180 employees at Pace Foods, Inc., in San Antonio are Mexican-Americans. Pace, which makes Pace Picante Sauce, is headed by a white male, President Kit Goldsbury.



Goldsbury has been watching the demographics and knows that, if anything, he can expect still more Mexican-Americans in the company's future. And he's prepared.

"We're a bilingual company," says Goldsbury, who spent much of his youth on a family-owned ranch in Mexico, where he learned Spanish. Publications are printed in two languages, and even meetings are conducted in both Spanish and English.

Pace might have lost a good mechanic had it not been so flexible. One applicant took a company-required test and failed. "We gave it to him again in Spanish, and he scored very, very high," says Goldsbury.

At SBE, where the Asian workers are primarily Filipino, Brenda Roth says, "There was a lot of consciousness-raising when the Philippine government went through a complete

change two years ago." The company offered extended leaves of absence to people who wanted to go back to the Philippines to check on their families. Two employees accepted the offer.

SBE is headed by two white males, Thomas C. Andersen, chairman and CEO, and William R. Gage, president. But Roth credits them with creating an environment in which all kinds of people can develop and advance. Roth started as a sales administrator when she was hired five years ago, and she received several promotions before becoming a vice president. One Hispanic and three Asians hold management or supervisory positions. And last year, the company named a woman to its seven-member board of directors.

Does she see the possibility of a minority or a woman ever running the company? "Absolutely," she says.

In large companies, accommodating

Meet Your New Work Force

diversity in a corporate culture is a more deliberate process. And one of the best examples of what a large company can do is Avon, with 30,000 employees worldwide.

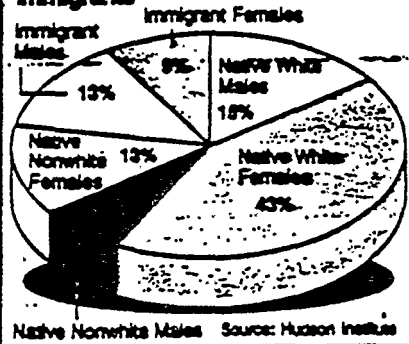
Four years ago Avon brought in Roosevelt Thomas and a San Francisco consultant, Ron Brown, to help it address its turnover problem. According to Jim Preston, Thomas and Brown first worked with top managers, helping them identify the subtle "negative assumptions" that existed in Avon's culture, such as "Asians generally make good technicians but not good managers," or "blacks inherently aren't as smart as whites." Over the next three years, all of Avon's middle managers were put through seminars that aimed at attacking such biases.

Three years ago Avon also created two positions with the unusual title of "director of multicultural planning," one post for the corporate office and one for the company's beauty-products division, which brings in 92 percent of Avon's \$3.2 billion annual revenues.

Daisy Chin-Lor, a Chinese-American

## Entrants To The Work Force: 1985-2000

Most New Workers Will Be Nonwhite, Female And/Or Immigrants



born in New York, was moved into the beauty-group post from a marketing job. Top management, she says, wanted someone "who had not only the line-management mentality but could attack this like a business."

One thing that makes Avon's approach unique, says Chin-Lor, who was recently promoted to area director of human resources for continental Eu-

rope, is that it ties multicultural planning into its strategic plan.

Representatives of three ethnic networks—black, Asian and Hispanic—meet regularly with Preston and Avon's chairman, Hicks B. Waldron. Once, the minority delegation said Avon's process for selecting people for promotion left too much to the whims of a few people in upper management. In response, Avon last year improved its system of tracking employee skills. When an opening occurs, the candidate slating is done not by line management but by the human-resources department.

Says Preston: "We insist that there be a representation of women and minorities on every slate, and if there is none, we won't look at it until there is one or they tell us that for this particular position there just are no minorities. But we challenge it each time."

Although Preston says Avon is still "far from perfect," its approach is beginning to pay off. The company has increased the number of minorities at the director level from 15 to 22 since

## For Help Learning To Manage Diversity

Managing diversity is a complex issue, especially if your work force contains many different cultural groups. For further study, you can buy or rent a three-part film/video training series, "Valuing Diversity," produced by Copeland Griggs Productions, 411 15th Avenue, San Francisco, Calif. 94118; (415) 668-4200.

The series deals with the issues of race, gender and cultural differences in the workplace and is accompanied by a training manual for each part.

The American Institute for Managing Diversity offers two-day seminars called "Managing the Diverse Work Force." For information and dates, call (404) 524-7316, or write to the organization at Box 83, Morehouse College, Atlanta, Ga. 30314.

Ask your professional and trade associations for help.

A number of associations—among them the American Newspaper Publishers Association and the American Society for Personnel Administration—have included the topic of multicultural management in their annual-meeting



Husband and wife Lewis Griggs and Lennie Copeland are producers of the video series "Valuing Diversity."

programs recently. The ANPA Foundation also offers two-day "multicultural training" sessions for newspaper managers and their minority employees.

And read, read, read.

The American Management Association at 135 W. 50th Street, New York, N.Y. 10020, devoted the entire December, 1987, issue of its magazine, *Management Review*, to the topic of the advancement of blacks and women.

A new book offering insight into

trends in the Hispanic population is *Hispanic U.S.A.* (Harper & Row, New York), by Thomas Weyr.

The Copeland Griggs training manuals provide a lengthy reading list that includes such titles as *A Guide for Helping Refugees Adjust to Your/Their New Life in the United States* (Center for Applied Linguistics, Washington, D.C.) and *Industrial Relations in a New Age*, edited by Clark Kerr and Paul D. Staudohar (Jossey-Bass Publishers, San Francisco).

Most important, get to know your own workers.

Exercise your curiosity, urges Washington organization-development consultant Denise Cavanaugh.

Learn to celebrate everybody's holidays: If you have Asians or Hispanics on your staff, find out about the distinctions within these larger groups. Mexican-Americans, for example, differ greatly from Cuban-Americans or Puerto Ricans.

"It's a simple matter of personal attention to the fact that there are a variety of people who have different motivations, different backgrounds and different values for themselves," says Cavanaugh.

"We need to appreciate what those are."

At Avon, representatives of Asian, Hispanic and black networks meet regularly with the top brass. In session with Chairman Hicks B. Waldron, second from left, and

President James E. Preston, standing, are, from left, Daisy Chin-Lor, Sonia M. Green, David H. Snipe, Jr., and Ronald M. Shane.

1986. Over 60 percent of its managers are women, and 13 women hold senior management positions.

**A** company still has a choice. "A uniform set of expectations and rewards makes sense when you've got a fairly uniform work force," says Andrew Geller. "Senior management can still insist on uniformity even in a diverse work force. Both diversity and uniformity, he says, are "viable alternatives."

Large or small, if your company chooses the approach of managing diversity, here are some of the measures you can take:

- Aim for an environment where no one has an advantage or a disadvantage because of race, sex, ethnic origin or creed. This includes white males, says Roosevelt Thomas.

- Identify the elements in your corporate culture that prevent you from retaining good minority and female employees. You may find prejudices that serve as deterrents, or that some of your systems, like Avon's promotion system, need to be altered.

- Couple awareness or sensitivity training with action. Accepting and valuing diversity is a formal goal of the Hoechst Celanese Chemical Group in Dallas, and its managers are put through training to make them aware of prejudices. But, says the group's human-resource manager, R. W. (Bob) Swanbeck, they are also rated on how well they meet employee equality objectives as part of their performance appraisals.

- Take on some of the burden of adjustment. When you expect minorities and women to do all the adapting to your culture, you sap them of energy that could otherwise go into their work. Pace Foods not only offers classes in English to its Hispanic workers, but also provides Spanish lessons for its English-speaking employees.

- Help minorities and women fit in and advance. Make sure they understand the unwritten rules of your organization. Look for development opportunities for them. Some companies this year, for example, will be sending promising women managers to one of six four-day seminars called "Executive Women Workshop: Development for Women as Leaders." They are sponsored by the Center for Creative Leadership of Greensboro, N.C.

Does managing diversity well really help the bottom line? It's too soon to tell, but Brenda Roth says SBE's di-



verse work force has helped the company grow from 17 employees in 1982 to its present 100 employees and \$9 million in annual sales. And Preston says that sales and profits for the Avon beauty group have been "straight up" during the past 2½ years.

When it comes to valuing diversity, Preston is a true believer. Instead of thinking of the United States as a melt-

ing pot, he says, "I'd rather view it as a mosaic—composed of many cultures, many races, many colors, many religions. We all have to recognize that America's greatness is a result of the fact that we are this beautiful mosaic, the only one in the world." ■

Reprinted From Nation's Business July 1988

## Should You Have A Language Policy?

Language can be a source of friction in a company with a diverse work force.

At SBE, a computer-products manufacturer in Concord, Calif., some black employees became upset when Filipino workers spoke their native language on the plant floor.

Their supervisor called representatives of the two groups into his office to discuss the matter, recalls Brenda L. Roth, SBE's vice president of administration. What he learned was that one of the black employees was angry because he thought one of the Filipinos was talking about him.

"I wasn't talking about you," the Filipino responded. "I was talking about the date I had last night and maybe his name sounded like yours."

Getting the involved parties to talk about the problem cleared the air, says Roth. "There hasn't been a complaint like that since."

There was some discussion of adopting an English-only policy on the floor, Roth says, "but we were able to defuse the problem before it got to that point."

John W. Aldrich, a Shelton, Conn.,

consultant for human-resource development, says that some people—including managers—"become intimidated by workers who speak Spanish or other foreign languages because these people don't know what's being said." They react by saying no foreign languages should be used in the workplace.

"A person should be able to speak any language as long as the receiver of the information understands what's being said," says Aldrich. "The only time a foreign language would become a problem is when the speaker is not understood and it is important for the person to be understood in order to get a job done."

In their videotape series, "Valuing Diversity," San Francisco training film producers Lennie Copeland and Lewis Griggs say use of a foreign language can sometimes harm work relationships, especially if it is seen as a way to exclude those who do not speak the language.

But, they point out, it's tough to speak a second language all day. "Those who speak only English should learn to accept other people's need to speak their own language, but it also makes sense for all employees to either use the dominant language or to let others know what is being discussed."



# SUCCESS STRATEGIES

## Dealing With Diversity:

### Playing Straight With A Mixed Deck

by Bob Abramms-Mezoff & Diane Johns

**T**ry to imagine a sharp, responsible, effective manager today who has somehow been able to avoid learning anything about computers. . . Not too easy to picture, is it? We have all had to learn, most of us starting at an awkward "0", at least a little about computers because of the tremendous impact they have had on our worklife.

Now, try to imagine this same sharp and effective manager trying to pretend that if he stays in his office long enough, his suddenly very diverse workforce will somehow go back to being comfortably white and male. At which time he can come out of his office and start communicating again.

Yes, it's true. Despite the clearly changing face of the workforce, some otherwise impeccable managers are forgetting that their responsibility for communicating means communicating with *everyone*.

#### Communication expectations

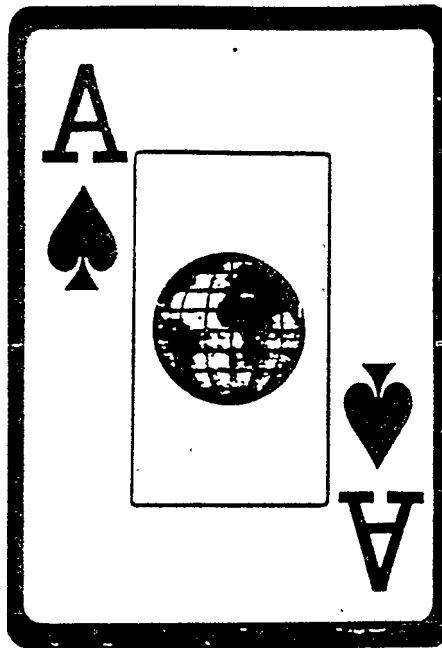
Today we are required to communicate effectively with people cross-culturally, through the generation gap, among races, between genders and across those subtle but pervasive barriers of class. No wonder it may feel uncomfortable—we've never been asked to do this before!

Unconsciously, although understandably enough, most of us hold the notion that our own reality is the only *real* one and that anything that doesn't comfortably fit within it is wrong, bad, unworkable or alien. At best, differences in others from this perspective are perceived as being irritating or inconvenient.

#### Global connectedness

We have always lived in a world of diversity. Irish, Jewish, Black, Polish, Hispanic, Asian, and Italian groups were all highly visible contributors to the early growth of our nation. It is only now that we are accepting the

Bob Abramms-Mezoff is president and Diane Johns is director of product development at ODT Associates, a management consulting firm specializing in upward influence and managing cultural diversity.



challenge to respond more expansively and sensitively to what Marshall McLuhan has called "the global village." Technological advances and the increasing electronic "connectedness" of the last 50 years has brought us closer to other parts of the globe than ever before. The world, in its great variety, is now spilling into our schools, our neighborhoods, and being more accurately reflected in our workforce.

For managers, this new mission of taking responsibility for communicating across differences is a particularly challenging invitation to growth. For just as flexibility in management styles (situational leadership) has become a widely used tool for increasing workplace effectiveness, flexibility in *styles of communication* is a further step in the same direction.

#### Management for the future

Now more than ever, learning to draw on the richness of a kaleidoscopic workforce, expanding to be able to help all team members bring out their best efforts, is an astute managerial decision. In fact, the predicted workforce shortage will see broader utilization of immigrant and handicapped workers within even the next 3-5 years.

White, male managers who continue to try to fall back along traditional and comfortable "white" communication patterns may be doomed in the domestic economy as well as in the global marketplace. Findings have shown that there is a definite physiological basis for the experience that women think,

communicate, and act very differently than men do. Even if a woman is of the same race and class as a man, he shouldn't be fooled into thinking her communication styles and frame of reference at work are the same as his.

Add the fact that many minorities do not feel their position in the organization has really improved much over the past few years, and it seems clear that the lack of alternatives to the white male club's management/communication styles has made it difficult for minorities and women to progress beyond the mid-range of corporate hierarchies.

#### So what's a sharp manager to do?

First of all, acknowledge that learning to communicate flexibly has benefits you want to obtain—personal, professional, or organizational enrichment being among them. Having access to the much wider range of problem-solving skills, solutions, perspectives, approaches, and input that a diverse workforce brings is significant among those benefits.

Next, you can start to take a look at *you*. Where do you fit in the mosaic? What is your ethnic or cultural background, social or economic class/status, education level (and favorite learning mode—do you like to read and see, listen, or *do*?), what interests you, what inspires you and gives you a sense of fulfillment?

Answering these questions can begin to put you in touch with an essential reality—a touchstone for communication with others—that everyone else that you work and play and deal with is as complex, contradictory, talented and vulnerable as you are—all in ways that come in different colors, packages, and speech patterns.

Pretty basic stuff, but so easy to forget.

#### Action Step - Find Out!

So how does this translate to the daily interaction of work? Apprising yourself of some of the main traits about, or communication pitfalls with, the people that you work with is a commendable next step. Finding out, for example, that the uncomfortable "closeness" you may feel with your Italian or Arabic colleagues may have everything to do with how those cultures experience physical space between people—the closer the better in those cultures, to express interest, enthusiasm and loyalty. People with northern European backgrounds tend to find this proximity invasive or unpleasant.

With the sharp increase in international business, there is a wealth of material

available on these kinds of cultural differences. Your local library can be a good place to begin looking. Remember too, as you read about cultural differences, that even second and third generation members are still influenced by family environments pervaded by these same subliminal cultural styles.

#### Action Step - The Other's Shoes

Next, you might want to consider an exercise your parents may have introduced you to when you were a child if you ever called attention to "differences" in others. To give children a sense of what being blind, or handicapped in some way is like, parents will often invite a child to imagine "what it would be like to be in the other person's shoes."

Native Americans cultivate understanding, compassion and harmony by withholding judgement on another until they have "walked a mile in the other's moccasins." Try to imagine for a while what it would be like to be new in this country, to live with and be responsible for a large number of family members, not to speak or understand English well or at all, to spend most of your life in a wheelchair, to be pregnant, to not have access to a full range of mental abilities or emotional control.

#### More help - company & community courses

If you find that you have trouble with all this shoe-changing and want some help, or if it opened up some doors and you want to

step inside, you may want to explore any programs your company may offer in training on "differences." Forward thinking organizations like Digital, AT & T, ComputerLand, PepsiCo, General Dynamics, Hoescht-Celanese and the U.S. Forest Service are now actively promoting training programs that help employees to appreciate working with others who might be different than they are. Check with your human resource department to see what's available.

Often continuing education programs, civic, community or religious groups have "civility" courses, or "introduction to other cultures" events. Local newspapers frequently have listings of those offerings.

#### Back at the office

On an interpersonal level, you can plunge in by simply expressing honestly your concerns and confusions:

"I get uneasy when you don't look at me when we speak. Is something wrong that I need to know about?" (*Direct eye contact, especially for some Asian cultures, is considered rude.*)

"I'm never sure how much feedback to give you. I'd like to support your work performance but I can't tell if my suggestions are helpful or even welcome. Can you tell me?" (*Many times black/white*

*speech patterns lead whites into unnecessary "over-explaining" to blacks.*)

"I just don't know sometimes if I should open the door for you or not. I'd like to be helpful, but I don't want to offend you. Would this have been an appropriate time to help or not?" (*A concern for many around people with limited physical ability. Sometimes perplexing as a gender issue, too!*)

Treating another person naturally and affirming the innate human dignity that we all share, goes a long way towards opening up communication.

#### The Golden Ace

And, along those same lines, we have a golden ace up our sleeve—a technique that's fast, relatively easy, and it works:

*Treat the other person as though she or he were you in disguise.*

The level, friendly, honest encounter that can happen as a result of maintaining this perspective can override a myriad of cultural details.

Acceptance, good-will, and respect are the cornerstones of successful communication and exchange—ones that cross all barriers of class, gender, race, and ability.



Resource lists on managing cultural differences are available from ODT Associates, P.O. Box 134, Amherst, MA USA (413) 549-1293.



## SOME HELPFUL TERMS

### PREJUDICE

A set of rigid and unfavorable attitudes toward a particular group or groups which is formed in disregard of facts. An unsupported judgment usually accompanied by disapproval.

### STEREOTYPING

A stereotype is a preconceived or oversimplified generalization involving negative beliefs about a particular group. Negative stereotypes are frequently at the base of prejudice. The danger of stereotyping is that it no longer considers people as individuals, but rather categorizes them as members of a group who all think and behave in the same way. We may pick up these stereotypes from what we hear other people say, what we read, and what people around us believe.

### DISCRIMINATION

Discrimination is differential treatment based on unfair categorization. It is denial of justice prompted by prejudice. When we act on our prejudices, we engage in discrimination. Discrimination often involves keeping people out of activities or places because of the group to which they belong.

### SCAPEGOATING

Scapegoating refers to the deliberate policy of blaming an individual or group when the fault actually lies elsewhere. It means blaming another group or individual for things they did not really do. Those that we scapegoat become objects of our aggression in work and deed. Prejudicial attitudes and discriminatory acts lead to scapegoating. Members of the disliked groups are denied employment, housing, political rights or social privileges. Scapegoating can lead to verbal and physical violence, including death.

### ANTI-SEMITISM

Anti-Semitism is prejudice or discrimination against Jews, based on negative perceptions of their religious beliefs and/or on negative group stereotypes. Anti-Semitism can also be a form of racism, as when Nazis and others consider Jews an inferior "race."

### RACISM

Racism couples the false assumption that race determines psychological and cultural traits with the believe that one race is superior to another. Based on their belief in the inferiority of certain groups, racists justify discriminating against, segregating, and/or scapegoating these groups.

Racists, in the name of protecting their race from contamination, justify the domination and sometimes even the destruction of those races they consider inferior.

### SPECIAL NOTE

It is important that participants understand that each stage of prejudiced behavior feeds the next. Extreme forms develop only when the more subtle forms are permitted to flourish.

February 28, 1992

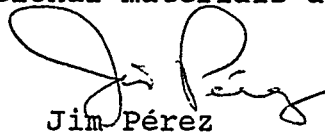


Director:

Attached is the agenda for the Train-the-Trainers program scheduled for March 16-20, 1992 at Quantico. Twenty Special Agents and Support personnel from various field divisions will comprise the first third of the faculty to be trained this year to, in turn, provide training to all FBI personnel concerning diversity in the work force.

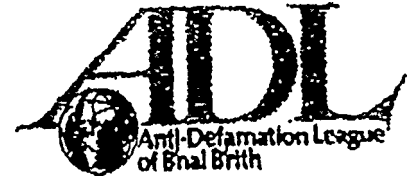
The major group that is providing this training is the Anti-Defamation League of B'nai B'rith, whom you will meet when an abbreviated two-hour presentation of the program will be presented at the Executives Conference Retreat at Virginia Beach.

As we receive additional materials and developments I shall share them with you.



Jim Pérez

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - ① - Mr. Greenleaf
- 



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General Counsel  
ARNOLD FORSTER

February 27, 1992

Mr. [redacted]  
FBI Academy  
Quantico, VA 22135

Dear [redacted],

I am looking forward to spending the week of March 16-20, 1992 at the Academy. We consider it an honor that the ADL has been selected as the provider for your Train-the-Trainers program. I am enclosing the agenda for the Special Training for Law Enforcement Officers.

**MONDAY MARCH 16 - REGULAR TRAINING PROGRAM**

The participants of the T-T-T class must attend the full day workshop; however, you are welcome to invite additional participants for this session only.

1. Welcome and introductions
2. ADL and AWOD Overview
3. Ground Rules
4. Four Questions
5. Name 5 test
6. Workforce 2000
7. Eye of the Beholder

**LUNCH**

8. Video vignettes
9. Hate Crime video
10. Action Planning
11. Summary and evaluation

**TUESDAY MARCH 17**

1. Agenda review for the week
2. Ground Rules Review
3. What is a Trainer? - discussion of the role of teacher-facilitator-trainer-presenter, etc.
4. Introduction Review
5. Four Questions Exercise - The exercise will be reviewed and the training group will be divided into two groups. Each participant will be responsible for presenting his/her answers. Feedback and rationale for process will be addressed.

b6  
b7c

- 6. Name Five Exercise will be discussed and the process explained.
- 7. Workforce 2000 - Participants will break into groups, review information and develop creative presentations.
- 8. Questions and Answers
- 9. Evaluation

**WEDNESDAY MARCH 18**

- 1. Workforce 2000 Presentations - Feedback and discussion.
- 2. Eye of the Beholder - Introduction, important points, discussion questions, processing.
- 3. Victim/Victimizer - Explanation of exercise, processing
- 4. Video vignettes - Introduction, view each of three vignettes, discuss how to process.
- 5. Explanation of Taste of Home concept - Each participant will develop a personal example and will share it with the group. Feedback will be provided.
- 6. Assignments will be determined for individual presentations.
- 7. Questions and answers
- 8. Evaluation

**THURSDAY MARCH 19**

- 1. Name Exercise - Explanation, interaction and discussion.
- 2. View Hate Crimes Film - Process - discuss how it is used, why it is used, what the major points are.
- 3. Discussion and preparation for group presentations.
- 4. Group Presentations
  - THE IDENTIFICATION OF A HATE CRIME
  - THE EFFECTS OF A HATE CRIME
  - THE SPECIAL ROLE OF THE LAW ENFORCEMENT OFFICER
- 5. Individual presentations to the group - Discussion and feedback.
- 6. Questions and answers
- 7. Evaluation

**FRIDAY MARCH 20**

- 1. Finish individual presentations
- 2. Explanation of Action Planning Exercise
- 3. Administer final test
- 4. Questions and review
- 5. Final evaluation

[redacted], this agenda covers the substance issues, processing time and group feedback sessions. The evaluation at the end of each day will be crucial in terms of identifying any adjustments that may be needed. I would also like to allow for individual feedback sessions; I thought we might be able to set up fifteen minute appointments throughout the week. If necessary, I would be willing to use some of our evening hours for this purpose.

b6  
b7c

If I may be of any further assistance, please do not hesitate to contact me. I look forward to speaking with you soon.

Sincerely,

[redacted]  
Department of Special Training

CTF:dm  
Enclosure

cc: Val Monroe Berry





## ANTI DEFAMATION LEAGUE'S DEPARTMENT OF SPECIAL TRAINING

[redacted] was recently appointed as A WORLD OF DIFFERENCE Institute's [redacted]. As such, he implements the array of specialized training modules created by the Institute on issues of diversity. In addition to his responsibilities with the Anti-Defamation League, [redacted] also maintains a private consulting practice which focuses on small business management and economic development issues. A writer as well as a speaker, [redacted] has written on the subject of diversity in addition to speaking about diversity before professional groups, college administrators, and students from middle school through college. Besides diversity, [redacted] speaks on leadership development and goal setting as a vehicle for personal achievement.

b6  
b7c

[redacted] earned his Bachelors of Arts degree in International Relations from [redacted]. He has also completed the Masters [redacted]

In his leisure, [redacted] is committed to community service and personal fitness. An avid reader, weight lifter and sometimes squash enthusiast, [redacted] never passes up the opportunity to talk about politics and sports of his favorite city, which is also his hometown, Chicago.



ANTI-DEFAMATION LEAGUE'S DEPARTMENT OF SPECIAL TRAINING

[REDACTED] is the A WORLD OF DIFFERENCE INSTITUTE'S [REDACTED] of Special Training, located in the ADL's New York international headquarters. [REDACTED] brings nine years of experience at two institutions in the field of educational administration and six years in corporate marketing to this position. Additionally, training has been a major responsibility for the past 15 years.

b6  
b7C

At present, [REDACTED] responsibilities include marketing the ADL's training programs to universities, corporations and police departments, serving as a senior training specialist, providing consulting services and special program design as well as having administrative responsibilities for the Department of Special Training.

[REDACTED] has a B.A. in English/Communications from the [REDACTED] and has completed her coursework for a Masters of Science in Teaching at [REDACTED] and is in the process of completing her thesis focusing on multicultural education.

...translating the country's  
democratic ideals into a way of life  
for all Americans since 1913.



...an educational and media  
project that celebrates intergroup  
understanding and America's  
democratic ideals.

For further information, contact:

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THE  
ANTI-DEFAMATION  
LEAGUE'S

---

A WORKPLACE  
OF DIFFERENCE

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A Training Program To Combat  
Prejudice and Discrimination in  
the Workplace: In conjunction with  
the ADL's "A World of Difference"  
project

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## POSITIVE ACTION FOR A CHANGING WORLD

ADL announces a training program designed to help corporations and small businesses:

- manage diversity
- examine stereotypes
- expand cultural awareness
- work with executives, managers, line-employees, support staff and others to combat prejudice and discrimination

## THE CHALLENGE OF DIVERSITY

As business people, you know that the United States has been undergoing enormous changes. One of those changes is the ongoing demographic shift which has dramatically altered the composition of our population. In fact, The Center for



*Caryl M. Stern, Director—ADL Department of Special Training*

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Immigration Studies (CIS) reports that, by the turn of the century, one-third of all U.S. citizens will be members of what have traditionally been referred to as minorities.

This change in the composition of our population has had—and will continue to have—a great impact on the workplace. Consider these facts:

- CIS predicts that the number of legal immigrants entering the U.S. between 1981 and 1990 will equal or surpass the number that arrived between 1901 and 1910—the highmark for unrestricted immigration into this country.
- The Department of Labor predicts that 75% of those entering the job market in the next few years will be women and people of color.
- They also predict that there will be 4-to-5 million fewer entry-level employees available than in 1980.

The impact of this transformation is not only far-reaching, but already apparent.

Corporations and small businesses are already reporting increased racial, religious and ethnic tensions in their workplaces. As our demographics change, these same institutions will be competing for women and men of diverse backgrounds who may not meet traditional standards of “institutional fit.” The corporate community, therefore, must create an environment that is conducive to productivity by a changed workforce—one that will allow these new employees to advance and grow professionally.

## PROGRAMS TO MEET THE CHALLENGE

Some Work Has Already Begun.

A number of corporations have developed new positions to help manage their diversifying workforce. Some have introduced courses to their employees which address issues of diversity. Others have created special task forces or committees to exam-

2

ine specific problems and propose solutions within their own organizations. But more needs to be done.

Sometimes, the task of identifying problems and creating solutions requires outside expertise. In 1984, as part of its efforts to combat prejudice and discrimination, the Anti-Defamation League established a campaign called "A World Of Difference", an educational and media project that celebrates intergroup understanding. Today, ADL is pleased to announce the A WORKPLACE OF DIFFERENCE training program, specially designed for use by corporations and small businesses addressing the management of diversity. An extension of the "A World Of Difference" project, this program reflects ADL's distinguished history as a nationally recognized leader in the field of civil rights and human relations.

The program is facilitated by training specialists who have both substantive and technical expertise. Workshops are aimed at training executives, managers, support staff, line employees and others. Each program is tailored to meet the needs of the sponsoring institution; all written, audio-visual, and exercise materials are selected to best reflect the environment of that institution and the needs of its participants.

## GOALS

### ADL's A WORKPLACE OF DIFFERENCE:

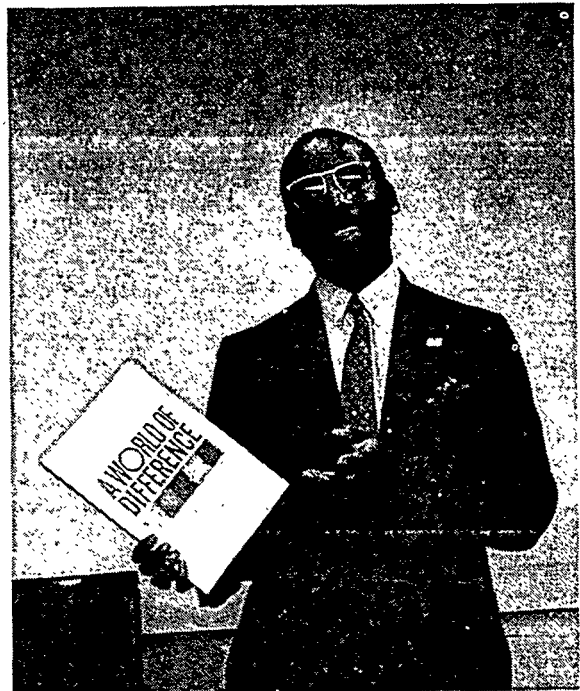
- allows participants to critically examine stereotypes and cultural assumptions;
- provides participants with an opportunity to examine the ways in which they perceive others... and others perceive them;
- invites participants to explore the idea of culture and how it effects perceptions of differences;
- helps participants observe and experience cultural differences, increase awareness of their own attitudes and behaviors, and begin to

appreciate the commonalities among diverse cultures;

- teaches participants how diversity in the workplace can lead to an enriched experience for all;
- assists participants with translating this information into workplace skills.

The program promotes discussions about prejudice and discrimination and empowers all those participating to become a part of the ongoing solution to these divisive issues.

*Kevin Slater, an ADL Training Specialist*



## METHODOLOGY

The A WORKPLACE OF DIFFERENCE program—tailored carefully to meet the needs of each individual group—is interactive, and includes a number of exercises designed to promote full participation. Exercises include:



*Training Session*

- **Warm-ups:** to relax and focus, encouraging participants to feel at ease while examining their own experiences and attitudes.
- **Cultural Self-Knowledge Exam:** to help participants find out what they do not know about other cultures. Facilitators demonstrate the relevance of these knowledge gaps with real-life examples.
- **Cultural Simulation Exercises:** to help participants experience and observe cross-cultural interaction, and develop a definition of "other" cultures. Facilitators show the relevance of these experiences to the particular institutional environment.
- **Video Vignettes/Appropriate Behavior Exercises:** through video presentations of real-life situations, participants learn to distinguish between personal freedoms and discriminatory behavior. They debate issues, voice opinions, and discuss appropriate behavior for a variety of situations.

The program concludes with a segment called, "The Future: A Summary of Today, Planning for Tomorrow," in which facilitators stress the importance of translating this new learning into new behavior. Participants have the opportunity to do just this in a final action planning exercise.

## TRAINERS & FACILITATORS

ADL's A WORKPLACE OF DIFFERENCE training program has been designed by human relations specialists who also have significant experience in both corporate and small business environments. Drawn from cities—and cultures—throughout the United States, our training personnel reflects the marvelous diversity of our nation's people.

*Diane Caruso, an ADL Training Specialist*



REFERENCES - PRIVATE COMPANIES & GOVERNMENT AGENCIES

The following individuals may be contacted as references for the Anti-Defamation League's A WORKPLACE OF DIFFERENCE training program:

- \* AT&T Corporation - Taxation Division

[Redacted]

- \* AT&T Corporation - Finance Department

[Redacted]

- \* AT&T Corporation - Orlando, FL

[Redacted]

- \* BELLCORE

[Redacted]

- \* Little Rock Police Department

[Redacted]

Cpt. [Redacted] & [Redacted]

[Redacted]

b6  
b7c

- \* New York City Bias Prevention and Response Team

[Redacted]

- \* New York City Human Resources Administration

[Redacted]

- \* New York City Triborough Bridge & Tunnel Authority

[Redacted]

- \* Security Pacific Bank Washington NA

[Redacted]

- \* Southeast Banks NA

[Redacted]

[Redacted]

HATE CRIME

A TRAINING VIDEO FOR POLICE OFFICERS

DISCUSSION MANUAL





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DEPARTMENT OF LAW & PUBLIC SAFETY

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This project was funded by the William and Naomi Gorowitz Institute on Terrorism and Extremism, and by the Rockoff-Bear families.

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## FOREWORD

The development of "HATE CRIME — A Training Video for Police Officers" is the result of a joint effort of the Anti-Defamation League of B'nai B'rith (ADL) and the Department of Law and Public Safety of the State of New Jersey. The Video was filmed in New Jersey through the cooperation of various state, county and local law enforcement agencies which furnished personnel and equipment. Its content was structured and produced to have application for police throughout the nation.

The Video and this Discussion Manual have been developed to assist law enforcement agencies and individual police officers about their important role in the proper investigation of hate crimes and how they can assist the individual victim and the community.

If you have any questions concerning the Video or Discussion Manual, please contact the following agencies:

Anti-Defamation League of B'nai B'rith (ADL)  
823 United Nations Plaza  
New York, NY 10017

(212) 490-2525

State of New Jersey  
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This project was funded by the William and Naomi Gorowitz Institute on Terrorism and Extremism and The Rockoff-Bear families.

## INTRODUCTION

Hate Crimes are unlawful actions designed to frighten or harm an individual because of his or her race, religion, ethnicity, or sexual orientation.\* They can range from verbal intimidation and harassment, to damage and desecration of property, to physical violence and murder.

There is a significant difference between hate crimes and other types of criminal behavior. In a hate crime the goal of the perpetrator is not only to terrify or harm a specific victim, but at the same time, to threaten and terrorize the entire group of which the victim is a member. Because hate crimes have this potential of harming a whole class of people they are extremely serious offenses: And, their gravity is magnified even further by the fact that every hate crime places in jeopardy the basic freedoms of American society -- the right to individual liberty, to equality of opportunity, to freedom of religion, and to freedom of association.

The video "HATE CRIME" is designed as an educational tool for police officers and trainees. Through a series of incidents it explores the devastating effect that hate crimes have on their victims, and offers suggestions to law enforcement officers as to how to deal with such traumatic offenses.

The incidents portrayed in the video include:

- a cross-burning at the home of a Black family;
- a threatening phone call to an Hispanic family;
- a synagogue desecrated with graffiti;
- a victimized Asian-Indian family;
- a violent assault on a homosexual man;
- a manaced white woman;

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\*Some jurisdictions do not include sexual orientation within the definition of hate crimes.

- ° an assault on a young Black youth;
- ° an attack on police officers responding to a false report of a crime in progress.

This Discussion Manual develops the information and perspectives contained in the video. It is divided into three sections: "The Identification of a Hate Crime"; "The Effects of a Hate Crime"; and "The Special Role of the Police Officer." In each of these sections the video incidents are utilized as illustrations and catalysts for discussion and understanding.

## I. The Identification of a Hate Crime

How can law-enforcement officers determine if an incident they are investigating was actually motivated by hate?

### A. The Presence of Visible Symbols of Hate

Bias is clearly indicated by the presence of visible symbols of hatred and contempt. These might be racial slurs such as "Gook" or "Spic," messages such as "Hang the Nigger," or images such as swastikas or the Nazi SS symbol, thunderbolts.

In the video two incidents involve the use of bias symbols.

A cross is burned on the lawn of a Black family -- the traditional KKK symbol used as an instrument of terror to force the family to move from the neighborhood, and, by extension, to warn other Blacks not to consider moving into the area themselves.

A synagogue is defiled by graffiti stealthily placed on its walls during the night -- a large red swastika, the Nazi SS Deathhead insignia of skull and crossbones, the letters KKK with a burning cross behind them, and the messages "In.. Take a Shower Jew," "Death to the Jude," and "Dead Jew." The purpose of the perpetrators is to use horrible images from the Holocaust to cause pain and fear to the people who worship in the synagogue and, by extension, to all Jews who live in the community.

Some other examples of the use of symbols to express hatred are the wanton desecration of venerated objects in a church or synagogue; the damage and defacement of tombstones with words and symbols of hate; and arson used as a means of destroying religious objects or property.

### B. The Victim's Report as to What the Perpetrator Said and Did

The investigating officer, through proper and effective interview techniques, must clearly distinguish between hate crimes and those criminal activities that result from interpersonal disagreements to which the victim might have been a party.

Statements made by victims and witnesses that offer information to the office as to what the perpetrator said, as well as to the broader implications of what the perpetrator did, are important elements in determining if the crime was actually motivated by hate.

1) What the Perpetrator Said

A number of the video incidents feature statements of bias by the offenders. The burning cross in front of the house of the Black family in itself leads to a presumption of bias. But this indication is further reinforced by the shouts of the perpetrators: "Hey Nigger, you're not wanted in our neighborhood...This is your last warning, Nigger...Next time, we're going to burn your house down."

A menacing phone call to the Hispanic woman threatens her son with bodily harm because of his relationship with a "white" girl — "Unless you want his arms and legs broken, see he keeps to his own kind. You got that message, Spic?" These vicious words are evidence of the hate that drives the offender.

In another incident, young people openly discuss their hatred of homosexuals and indicate their approval of violence against them. "I don't approve of gay people at all...I hate 'em...They're giving out AIDS and stuff...I'd smack 'em in the head." These expressions are fair indicators of the kind of bigotry held by the men with the bats who attack and seriously injure the homosexual man.

The white woman's statement that her assailant's foul language included the term "fucking white bitch" indicates that this was a hate crime rather than an interpersonal disagreement.

Taunts and racial epithets are used by the men attacking the Black youth on his way home from school. "I'm going to whip your head. Ya -- It's white boys turn now Nigger." In addition, their language makes it clear that they are targeting this young Black man simply because he is there; they have had no previous relationship with him. Thus the words used by the perpetrators confirm that this violent incident is indeed a hate crime.

2) What the Perpetrators Did

In all the incidents portrayed, the perpetrators act out their hatreds in violent ways, whether these be desecrations of property, physical attacks, or threats of attack.

In the incident featuring the Asian-Indian family, the questioning of the victims by the investigating officer elicits the information that the damage to their house, which could have resulted in serious injury -- "Look at these steel balls... that's what they are using to break the windows" -- was but the latest offense in a pattern of malicious violence that had been directed against the family. "Our car is the only one singled out and has been vandalized five, six times." One motive which must be considered is that the offender has undertaken a continuing effort to threaten, frighten and endanger the Asian-Indian family until they find it impossible to remain in the area.

In the incident featuring police officers being attacked as they respond to a supposed crime in progress, the police uniform is as much a focus of hate for the perpetrators as is the color, ethnicity, religion or sexual orientation of the victims in the other incidents. By their attack on the police officers, the offenders show their contempt and hatred for the justice and authority that the police represent.

C. The Absence of Any Other Apparent Motive

In the incidents featured, the evidence presented confirms the fact that hate is the only motive for each of these crimes. The victims have not been attacked because they have personally been in some conflict with the offenders. Rather they are the subjects of violence because they represent to the offenders a specific object of hate, whether it be a hated minority -- Black, Hispanic, Asian, Jewish; or a hated sexual orientation -- homosexuality; or a hated racial group -- white woman; or a hated profession -- police officer.



In the two homeowner incidents, the victims have not had any arguments or personal confrontations with any of their neighbors or acquaintances. It is clear that they have been targeted, not as specific individuals, but as representatives of their entire racial group. If it had been another Black or another Asian-Indian who had moved into these same houses, they would have been subjected to the same treatment.

In the incident featuring the Hispanic family, the son is not threatened because of any arguments or difficulties he may have experienced. He is threatened because of white supremacist objections to his social life. By extension, the perpetrator is also threatening all other Hispanic young men who may date "white" girls.

In the two similar incidents in which a homosexual man and a Black youth are attacked, each by several offenders who come up to them in a car, there has never been any previous contact between the victims and the perpetrators. The victims are selected because the offenders cruising in their cars wish to harm representatives of the groups the victims represent.

The white woman just happened to be in the way of a Black man who acted out his hatred of whites against her.

The police officers attacked in the public housing project were not being targeted specifically because of something they had done to one or more of the offenders. Any police car responding to the dispatch of a crime in progress would have been subjected to the same taunts, rocks, and bottles.

The synagogue was desecrated not because the perpetrators had a specific grudge against one or more of the congregants. Rather, the offenders were expressing a generalized contempt and hatred for all the people to whom the synagogue was important.

D. The Nature of the Perpetrator

The majority of hate crime perpetrators are young people who are more inclined to act out their hatreds and prejudices in violent ways. Arrest records document that most of the bias crimes in the United States in the past seven years were committed by persons under the age of 21. The 1989 Audit of Anti-Semitic Incidents by the Anti-Defamation League notes that 87 percent of those arrested in connection with anti-Semitic incidents were under 21 years of age.

The ADL Audit also points out that many anti-Semitic acts were perpetrated by groups or gangs of youths rather than by individual miscreants.

This rise in hate crime activity by groups of youths parallels a rise in the organization of young people into formal hate organizations. This has been particularly manifested in the growth of the Skinhead movement. An ADL "Special Report" issued in 1989 indicated that Skinhead gangs ranging in age from 13-25 now total about 3,000 members operating in 31 different states.\* They are shaven-headed, sport Nazi regalia, and preach violence against Blacks, Hispanics, Jews, Asians, and homosexuals. Heavily armed, not only with knives, chains, and steel-toed Doc Maarten boots, but increasingly with handguns, shotguns, and assault firearms, they have engaged in murder, violent assaults, and extensive vandalism of religious institutions, particularly synagogues.

These young neo-Nazi Skinheads are now linking up with the old-line hate groups in the United States and attending their rallies and marches. The effect has been to boost the morale and activity of such white supremacist groups as the KKK, the Aryan Nations, and the White Aryan Resistance.

Even with the rise of hate-group activity, most hate crimes are still committed by unaffiliated individuals and groups. For example, while the synagogue in the video may have been desecrated by Skinheads or members of other extremist groups, unless they are known to be active in the area, it is more likely that the

\*Note: Not all young people who adopt Skinhead styles of haircuts or dress are racists or neo-Nazis. For some, the style may signal only a search for a singular identity.

synagogue was targeted by "copycats" who utilized the methods and symbols of extremists to express their own prejudiced beliefs.

Police officers should view youth who commit hate crimes, whether they are over or under eighteen, as potentially violent and dangerous. They should be arrested and treated with the same seriousness with which adult offenders are treated.

E. Questions An Investigating Officer Might Consider To Confirm a Motive of Hate

1. Is the victim different from the suspected perpetrators with regard to race, religion, ethnicity, or sexual orientation?

2. Did the incident occur because of this difference?

3. Did the victim recently move into the area? Is his or her family the only one, or one of just a few families, of their racial, ethnic or religious group in the neighborhood?

4. What is the victim's relationship with his or her neighbors, and/or local community groups?

5. Has the victim experienced past or repeated incidents of a similar nature?

6. Was the victim put in a state of fear by the incident? Did the perpetrator commit the crime with the goal of creating such fear?

7. Is there a connection between the date of the incident and holidays or special programs or events? For example, November 9-10, 1988 marked the 50th anniversary of the infamous Kristallnacht when Nazi-inspired mobs in Germany and Austria burned synagogues, smashed Jewish shop windows, and killed or injured many Jews. During the week of November 6-13, 1988 over 60 incidents involving anti-Semitic graffiti and verbal or written threats were recorded by the Anti-Defamation League of B'nai B'rith.

9. Is an organized hate group indicated in the incident? Is hate literature involved? Is there suspected hate activity in the area?

9. Does the M.O. signify a "copycat" syndrome that might be the result of media coverage of other similar incidents?

10. Were there any recent occurrences in the community, or incidents reported in the media, in which a member of the offender group was harmed by a member of the group to which the victim belongs? In other words, could this incident be the result of "payback" or "revenge" by one group against another?

## II. The Effects of a Hate Crime

### A. On the Victim

Victims of hate crimes experience deep emotional stress that is heightened by feelings of fear, terror and personal violation and degradation. The victim's race, religion, ethnicity or sexual orientation has made him or her vulnerable to criminal attack. Yet this same race, religion, ethnicity or sexual orientation is a crucial element in the victim's identity. It cannot be changed, hidden, or denied. Thus, the victim may face a crippling blow to his or her self-esteem. This results in a lasting fear that at any point he or she could again become a target of hatred and terrorism.

In the incident featuring the desecrated synagogue, an elderly man recalls how in his youth in Europe hooligans attacked him because he was Jewish. Now he points out, "Some 40 years later... in this great country it is happening to me all over again."

The Black homeowner tells the police, "If these guys can come and do this to me last night, they can get me any time." He points out that he is a "prisoner" in his own home, as are the other members of his family. His children have not attended school; neither he nor his wife have gone to work. His fear and trauma are very evident.

The Asian-Indian homeowner tells the investigator, "We are concerned and scared." If the house is again targeted, actual bullets might be used in place of the steel balls that broke the windows. The calmness displayed by the Asian-Indian couple as they speak to the police officer may be reflective of their culture, which rejects overt expressions of inner feelings. The investigating officer should realize that the couple's calm facade is actually masking strong and long-lasting feelings of terror and helplessness.

In an attempt to deal with their continued vulnerability, both the Black and Asian-Indian homeowners speak of acquiring guns to defend themselves. They are dissuaded by their own good sense and with the help of the investigating officers.

The Hispanic mother is faced with a frightening situation -- her son may be killed. The mother's reaction is to give in to the terrorists. "George, don't go to school today. Stay away from that girl for a little while." However, her son points out the dreadful vulnerability they actually face. Simply giving in to the telephone threats will not result in security. "They are going to come after me just because of who I am...They're going to say 'Get out of here, you Spic.'"

Gays and lesbians are faced with the continuous fear that they may be attacked at any time by zealous young offenders like those featured in the video. The injured man describes the incident that resulted in 30 breaks in his bones. "A car had pulled away from the curb and was coming down the street...on both sides at the back of the car were people with what looked like baseball bats...I remember getting hit twice...I think there was a presumption that I was gay." According to a report submitted to the National Institute of Justice homosexuals are probably the most frequent victims of hate crime.

Hate-crime investigations should be conducted in as timely a fashion as possible. The investigating officer should realize that the victim's fear and anxiety may continue until the perpetrator is found. In one of the incidents a white woman describes the fright she experienced during the six weeks the Black man who attacked her was still at large. "I couldn't leave the building, I couldn't go to work in the morning, and I couldn't come home at night by myself. He was always out there and he had the keys to the building."

Imagine the terror being felt by the Black youth who, because of his race, is attacked by four white men as he walks home from school. He is alone, isolated, and totally at their mercy.

The police officers who are attacked as they respond to a call experience some of that same fear and vulnerability. They too feel isolated and attacked. The youth is the victim of a hate crime because of his color. The police officers are victims of hate because of their profession and the uniforms they wear.

B. On the Wider Community

When individuals are the target of hate because of their race, religion, ethnicity or sexual orientation, the fear they feel is projected outward to other members of their group in the wider community. This is, of course, what the perpetrators desire. They want their violence against the designated victim to serve as a warning to all others like him or her.

In the incident featuring the Asian-Indian family, Mr. Singh mentions that he talked to his friends about the harassment he was experiencing. It was they who suggested that he purchase a gun. The troubles of Mr. Singh's family have become a topic of discussion for the wider Asian-Indian community. Since it is likely that the crimes against the Singh family have been committed by one or more residents of the area who do not want Indians as neighbors, all Asian-Indians in the community may now be viewing their non-Indian neighbors with apprehension and suspicion. They may be worrying as to who will be the next victim to be targeted, and may be thinking in terms of violent solutions to their problem.

In the incident featuring the synagogue desecration, the wider community responds with shock and disgust to this crime that attacks basic American beliefs and values. At the meeting in the synagogue there are present, in addition to Jews, representatives of other races, other ethnic groups, and other religions. This evidence of community solidarity against hatred and intolerance is the best way for a community to respond to the bigotry spewed by the purveyors of hate.

In the next section we will discuss some ways in which police officers can attempt to allay community tensions and fears.

### III. The Special Role of the Police Officer

A police officer faced with a suspected or confirmed hate crime should perform the investigative and enforcement aspects of his or her job in a way that most reduces victim trauma and alienation, and maximizes the alleviation of community tension and fear.

#### A. The Relationship Between the Police, the Victim and the Wider Community

Investigating officers in hate crime situations will often be dealing with victims whose background, culture, and orientation are different from their own. To work with such victims on the occasion of any crime requires the police officer to exhibit a multicultural perspective, a knowledge of diverse cultures, and sometimes even a bilingual facility.

To all the above, a hate crime adds the need for the investigating officer to demonstrate empathy, compassion, and a keen awareness of the hurt, fear, and loss of self-respect that the victim is experiencing.

Treating victims of hate crimes in a sensitive and caring manner is not only the humane and moral thing to do, but it is also the most professional way for the police officer to behave. A professional manner that quietly and confidently takes control of the situation; calms the victim; indicates the seriousness with which law enforcement regards the crime; and assures the victim of the shared outrage, sympathy and understanding felt by the police is one that will maximize the investigating officer's ability to obtain all the information needed about the crime.

In the cross-burning incident the investigating officers realize that they are not getting adequate answers to their questions because of the homeowner's distraught and worried state of mind. They try to moderate the impact of the hate crime by urging the victim to leave the scene of the crime and come into the house with them. They assure him that more marked patrol cars will be cruising the



neighborhood. They use terms like "I understand" and "We're gonna do the best that we can for your family." Later in the video, we see one of the officers bringing a minister to the house, probably the family's pastor whom they know and trust, to counsel the family and assist the police in their investigation.

In the incident featuring the Asian-Indian family, the police officer tells the victim, "You have a serious problem here, and I assure you the police department will do everything we can to ensure you and your family's safety."

Given the fact that probably all Asian-Indians in the community are now tense and fearful of the motives of their neighbors, it would perhaps be useful for the police department to hold two meetings in this community.

The first, with only the Asian-Indian residents of the area, would be called to indicate to them police concern for their safety, and also allay any ideas they may have of utilizing violent means against those they consider their oppressors.

The second meeting would be with the community at large. It would again involve the Asian-Indians, but also all other people of good will in the community. Its purpose would be not only to calm the community, but also to send a clear message to the perpetrators that the vast majority of people in the community view their harassment of the Asian-Indian family with loathing and horror.

Neighborhood meetings of the same sort might also be useful in the case of the Black homeowner who was subjected to the cross-burning.

In response to the attack on the police officers in the public housing project, the police might hold a series of meetings between selected police officers and the residents of the project. These meetings would provide an opportunity for the residents to get to know the police officers as individuals, and help them to obtain a better understanding of the role of the police in protecting their lives and property. Since the attackers were young people, some educational work by police officers in the schools, perhaps in the form of talks in classes or assembly programs, might also be useful.

The chief of police personally comes to address the congregation in the desecrated synagogue. His presence and his words serve to assure both the victims and the wider community of the outrage felt by the entire police department, and of their strong commitment to bring the offenders to justice.

In some cases, hate-crime victims never report the crime to the police.. During their worried discussions of the threatening phone call they have received, neither the Hispanic woman nor her son suggest reporting the incident to the local police department. Apparently, they do not consider the police as having any concern or interest in their problem, or of having the capacity to do anything about it. This view of law enforcement may be held by many new immigrants who come to the United States from oppressive societies.

The situation might have been different had the son's school at some point offered him the opportunity to hear a police officer discuss hate crimes at a class or assembly program; or, if the mother had attended a forum on hate crimes in her church or communal group.

The above are elements of police-community relations that will make people more cognizant of their civil rights, and of the police role in upholding these rights. Efforts such as these can also help to reduce the potential for hate crimes by creating closer interrelationships between the police and the residents of the community.

B. Federal and State Hate Crime Legislation

In order to prosecute hate crime most effectively, law-enforcement officials need to become familiar with the existing crimes statutes in their own jurisdiction and on the federal level.

1. Federal Legislation

In June, 1988 Congress passed "The Federal Religious Vandalism Act." This law makes it a federal crime intentionally to deface, damage or destroy any religious real property because of the religious character of that property (where the loss

exceeds \$10,000). The law also punishes anyone who "intentionally obstructs, by force or threat of force, any person in the enjoyment of that person's free exercise of religious beliefs." 18 U.S.C. 247.

In June, 1989 the House of Representatives passed a hate-crime statistics bill that requires the U.S. Attorney General to collect and publish data on hate-motivated crimes. In February, 1990 the Senate passed essentially the same bill. This "Federal Hate Crime Statistics Act," which requires the gathering of comprehensive data on the number, location and types of bias incidents, will help law-enforcement officials to accurately gauge the dimensions of the hate crime problem which has increased in recent years in many parts of the country.

## 2. State Legislation

Forty-three states plus the District of Columbia now have statutes aimed at combatting intimidation, harrassment or institutional vandalism based on race, color, religion, and in some cases, sexual orientation. A chart detailing the nature of each state's hate-crimes legislation is included in this Manual as Appendix B.

## C. A Summary of Professional Police Behavior in a Hate-Crime Situation

1. View all suspected or confirmed hate-crime incidents as serious.
2. Conduct hate-crime investigations in a timely fashion using all appropriate resources to quickly determine the facts and circumstances surrounding each incident.
3. Give careful attention to identifying the motive and cause of the hate incident and to identifying suspects.
4. Be sensitive to the feelings, needs, and fears of the victim and of the community at large.
5. Reassure the victim that appropriate investigative and enforcement methods will be utilized by the law-enforcement agency.
6. Work with the victim and the wider community to allay fears, reduce tensions, and improve intergroup relations. This may entail a continuing program of "touching base" with community leaders on a regular basis.

CONCLUSION

The action taken by police officers in responding to a suspected or confirmed hate crime is a visible sign of their concern for and commitment to the citizens of the community in which they serve. It is also a visible sign of their concern for and commitment to core American democratic beliefs and values.

Crimes motivated by hate erode the basic fabric of American society. As Justice William O. Douglas once wrote:

What our Constitution says, what our legislatures do, and what our courts write are vitally important. But the reality of freedom in our daily lives is shown by the attitudes and policies of people toward each other in the very block or township where we live. There we will find the real measure of A Living Bill of Rights.\*

\*William O. Douglas. A Living Bill of Rights, New York: Anti-Defamation League of B'nai B'rith, 1961, p. 69.

APPENDIX A

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APPENDIX B

State Hate-Crime Legislation

|    | INSTITUTIONAL<br>VANDALISM | INTIMIDATION/HARASSMENT<br>(INCLUDING CROSS<br>BURNING AND<br>INTERFERENCE WITH<br>RELIGIOUS WORSHIP) | PARENTAL<br>LIABILITY | DATA<br>COLLECTION |
|----|----------------------------|---|-----------------------|--------------------|
| AL | x                          |   | x                     |                    |
| AK |                            |   | x                     |                    |
| AZ | x                          |   | x                     |                    |
| AR | x                          |   | x                     |                    |
| CA | x                          | x   | x                     |                    |
| CO | x                          | x   | x                     |                    |
| CT | x                          | x   | x                     | x                  |
| DE | x                          |   | x                     |                    |
| DC | x                          | x   |                       |                    |
| FL | x                          | x   | x                     | x                  |
| GA | x                          | x   |                       |                    |
| HI | x                          |   |                       |                    |
| ID |                            | x   |                       | x                  |
| IL | x                          | x   | x                     | x                  |
| IN | x                          |   | x                     |                    |
| IA |                            |   | x                     |                    |
| KS | x                          |   | x                     |                    |
| KY | x                          |   |                       |                    |
| LA | x                          |   |                       |                    |
| ME | x                          |   | x                     |                    |
| MD | x                          | x   |                       | x                  |
| MA | x                          | x   | x                     |                    |
| MI |                            | x   | x                     |                    |
| MN |                            | x   | x                     | x                  |
| MS | x                          | x   | x                     |                    |
| MO | x                          | x   |                       |                    |

For a list of citations to each state's statutes that are included in this chart, please refer to: "Hate Crimes Statutes: A Response to Anti-Semitism, Vandalism and Violent Bigotry," Anti-Defamation League of B'nai B'rith -- Spring/Summer 1988 and 1990 Supplement.

APPENDIX B

State Hate-Crime Legislation

|    | INSTITUTIONAL<br>VANDALISM | INTIMIDATION/HARASSMENT<br>(INCLUDING CROSS<br>BURNING AND<br>INTERFERENCE WITH<br>RELIGIOUS WORSHIP) | PARENTAL<br>LIABILITY | DATA<br>COLLECTION |
|----|----------------------------|---|-----------------------|--------------------|
| MT |                            | x   | x                     |                    |
| NE |                            |   | x                     |                    |
| NV | x                          | x   | x                     |                    |
| NH |                            |   |                       |                    |
| NJ | x                          | x   |                       | x <sup>a</sup>     |
| NM | x                          | x   | x                     |                    |
| NY |                            | x   | x                     |                    |
| NC | x                          | x   | x                     |                    |
| ND |                            | x   | x                     |                    |
| OH | x                          | x   | x                     |                    |
| OK | x                          | x   | x                     | x <sup>b</sup>     |
| OR | x                          | x   | x                     | x                  |
| PA | x                          | x   | x                     | x                  |
| RI | x                          | x   |                       | x                  |
| SC |                            | x   | x                     |                    |
| SD |                            | x   | x                     |                    |
| TN |                            | x   |                       |                    |
| TX | x                          |   | x                     |                    |
| UT |                            |   |                       |                    |
| VT |                            |   | x                     |                    |
| VA | x                          | x   | x                     | x                  |
| WA | x                          | x   | x                     |                    |
| WV |                            | x   | x                     |                    |
| WI | x                          | x   | x                     |                    |
| WY |                            |   | x                     |                    |

<sup>a</sup>Executive Directive from the New Jersey Attorney General.

<sup>b</sup>Legislative mandate to the Oklahoma State Bureau of Investigation to establish a standard system of data collection.



C L I E N T S

A CAMPUS OF DIFFERENCE

Among the many clients ADL has already served with its A CAMPUS OF DIFFERENCE training program are:

- Arizona State University
- Brandeis University
- California State University – Long Beach
- Columbia University
- Fashion Institute of Technology
- Illinois Central College
- Mount Hood Community College
- Occidental College
- Santa Monica Community College
- Sarah Lawrence College
- Seton Hall University
- SUNY College at Oneonta
- Syracuse University
- University of Connecticut
- University of Florida – Gainesville
- University of Kansas – Wichita
- University of Maryland – Baltimore Campus
- University of Nebraska – Omaha
- University of Texas – Austin
- Washington University
- Westchester County College Consortium
- Yale University



For further information, contact:  
 Special Training Department  
 Anti-Defamation League  
 823 United Nations Plaza  
 New York, NY 10017  
 (212) 490-2525

A WORKPLACE OF DIFFERENCE  
 A CAMPUS OF DIFFERENCE  
 Training programs  
 addressing issues of diversity

C L I E N T S

A WORKPLACE OF DIFFERENCE

Among the many clients ADL has already served with its A WORKPLACE OF DIFFERENCE training program are:

- Arizona Public Service
- Association of Junior Leagues International, Inc.
- AT&T Taxation Division
- Bellcore
- Bell Labs
- Beth Israel Hospital
- Bonneville Power Administration
- California State Bar Association
- Conoco
- Coors
- Danbury Housing Authority
- Dupont
- Internal Revenue Service
- Little Rock (AR) Police Department
- Michigan Department of Social Services
- Navistar
- New Jersey Partnership
- NYC Human Resources Administration
- Private Industry Council
- Security Pacific Banks NA
- Southeast Banks
- U.S. Merit Systems Review Board



## A WORKPLACE OF DIFFERENCE

- By the turn of the century, one-third of all U.S. citizens will be members of what have traditionally been referred to as minorities (The Center for Immigration Studies).
- In the next few years, 75 percent of those entering the job market will be women and People of Color (Dept. of Labor).
- By the year 2000 there will be 4 to 5 million fewer entry-level employees available than in 1980 (Dept. of Labor).

These predictions underscore the fact that ongoing demographic shifts in the United States are transforming the workplace. Corporations and small businesses are already reporting increased tensions related to diversity in their workplaces. As our demographics continue to change, institutions large and small will be competing for women and men of diverse backgrounds who may not meet the traditional standards of "institutional fit."

The corporate community — to remain healthy and productive — must create environments that will allow all employees to grow professionally and to advance. These environments must ensure positive interaction between members of a rapidly changing workforce.

To assist the corporate community in shaping such environments, the Anti-Defamation League has created A WORKPLACE OF DIFFERENCE. Designed by human relations specialists with significant experience in both corporate and small business environments, the program is delivered by an ethnically diverse team of professionals who come from business backgrounds.

### ORIGIN

A WORKPLACE OF DIFFERENCE and A CAMPUS OF DIFFERENCE have been created by the Anti-Defamation League based on the success of the A WORLD OF DIFFERENCE education project. All three training programs are aimed at teaching people to value, manage and celebrate diversity.

Diversity exists when people in a group of two or more see themselves as being different from one another.

### PURPOSE

ADL's training programs are designed to help participants:

- examine stereotypes
- expand cultural awareness
- explore the value of diversity
- combat anti-Semitism and other forms of bigotry

### GOALS

- to critically examine stereotypes and cultural assumptions
- to examine the ways participants perceive others, and others perceive them
- to explore the idea of culture and how it effects perceptions of differences
- to observe and experience cultural differences, to increase awareness of attitudes and behaviors, and to appreciate the commonalities across diverse cultures
- to discuss the negative effects of prejudice and discrimination
- to become empowered to confront these divisive issues
- to turn knowledge into usable skills for managing diversity

### METHODOLOGY

The A WORKPLACE OF DIFFERENCE and A CAMPUS OF DIFFERENCE programs are tailored carefully to meet the needs of each group. Programs are interactive, and include both large- and small-group exercises designed to promote full participation:

**Warm-ups:** to relax and focus, encouraging participants to feel at ease while examining their own experiences and attitudes.

**Self-Examination Exercise:** to provide participants the opportunity to define themselves based on their background, ethnicity, or other cultural factors, and to discuss related experiences.

**Cultural Self-Knowledge Exam:** to help participants realize what they don't know about other cultures. Facilitators demonstrate the relevance of these knowledge gaps with real-life examples.

**Exercise for Tapping Into the Affective:** to help participants experience and understand the emotional responses to cross-cultural interaction.

**Video Vignettes/Appropriate Behavior Exercises:** to encourage participants — through video presentations of real-life situations — to distinguish between personal freedoms and discriminatory behavior. They debate issues, voice opinions, and discuss possible responses to situations.

**The Future: A Summary of Today, Planning for Tomorrow:** to translate new awareness, knowledge and skills into new behaviors through an action planning exercise.



The Anti-Defamation League, established in 1913, is a human rights agency dedicated to fighting bigotry and prejudice against all people.



## A CAMPUS OF DIFFERENCE

- There has been a significant increase in the reporting of hate-related incidents on college and university campuses across the United States.
- Of the total college population in the 1990s, 30 percent will be composed of what have traditionally been referred to as "minorities."
- Over the next few years, the number of college-bound students will decline by 23 percent.
- Women now constitute the majority in the 16- to 24-year old age group. Of these women, more than one in five are Women of Color.

These statistics underscore the fact that the ongoing demographic shift in the U. S. population is dramatically altering college and university campuses. This comes at a time of increased competition for students from a dramatically decreased applicant pool and of greater difficulty in recruiting and retaining diverse faculty and staff.

Concurrently we are experiencing an alarming increase in racial, religious and ethnic tensions on campuses across the country. More than ever, colleges and universities need to work to create an atmosphere in which a diverse student body can achieve both intellectual productivity and intergroup harmony.

To assist colleges and universities in shaping such an atmosphere, the Anti-Defamation League has created A CAMPUS OF DIFFERENCE. Designed by human relations specialists with significant professional experience on college and university campuses, the program is delivered by an ethnically diverse team of professionals who come from college and university backgrounds.

EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

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b7c

COMMENTS BY: DR.

There's good new and bad news. The issues I am going to discuss today concern a very specific group, i.e. the Executives Conference and SACs. Not the Bureau as a whole.

The statistics from the EAP are typical. It's a pattern we observed early. We hope the EAP program will be used. Its needs are under-identified. One of the major questions is "who is going to pay for the EAP?"

The good news is that for the most part all FBI Agents are abnormal and more abnormal than most individuals. By that I mean for example in intelligence, they are far above their education. They are adept at learning and solving problems. In connection with social skills they are good listeners. They also meet people well although they have a great ability to "BS" people. They are above average in health, both physical and emotional. Their fitness level is good for a group as a whole. It will help you as you get into your 60s, 70s, 80s, or even 90s. Examples of schizophrenia don't really exist for FBI Agents, although the world's population for this problem is 1%. Other disorders however, are quite prevalent in the Bureau. The Bureau's health program is above average now.

This group (the Executives Conference) is "underserved." I don't believe this group could be cared for by the EAP.

The use of our program was not what we expected. It was disproportionally used by executives in the Bureau. Support employees used it less than proportionally.

The level of work satisfaction is very high compared with other similar groups but the job satisfaction level has dropped off in the last few years especially among SACs. There is less differentiation between Field and Headquarters executives. The news from the outside is that the work satisfaction on the outside is even less than in the Bureau. Increased use by executives of Dr. Soskis services is not to be considered a negative.

What health issues are experienced by members of the Executives Conference and SACs:

(1) **Isolation (negative health impact)** - This is present as you go up the executive ladder, and is especially prevalent for SACs. When you do get isolated some really bad things happen to you. There is a lack of social support. There is a lack of someone you can talk with concerning your real problems, fears, feelings, etc.

Who should they be talking to - spouses, brother/sister, friends. There must be meaningful communication and contact outside the home at least weekly. This helps in connection with feelings of isolation.

Agents are very good parents however, some of their kids may be damaged by the setting of high standards.

It can be quite dangerous if an individual has no one to talk with about his or her problems.

(2) **Denial** - This is the psychological style of most people in the Executives Conference. They have a lot in common with surgeons. Some even deny physical conditions and symptoms and just charge ahead.

In some ways this is not something you can change. It is very hard to change this style because you in essence can "BS" yourself and others. You need a backup system. Ask someone "is there something I'm missing?" You might even consider having a physical examination just to check on the list of your body. Or, are my finances ok.

(3) **Alcoholism** - This is a very scary illness. It is a disease that can be treated. It can strike anybody. If combined with Isolation and Denial it can produce a "malignant cancer." It has a genetic component.

The problem is that SACs and above have no one to grab a hold of them and tell them they have a problem. This is before the person is stopped by the police. There has been history in the Bureau where we've covered up alcoholism in the past.

The results of alcohol treatment at facilities are good. Good treatment is effective but some treatments are shoddy.

Alcoholism makes your life feel out of control. It spins off into all areas of your life.

(Mr. Clarke asked whether people can mask an alcohol problem. Dr. [redacted] responded "yes, in theory, but with Isolation and Denial it is hard to cover alcoholism up.")

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(4) **Depression** - This is very common among Bureau executives and SACs. As you go up in the Bureau the tendency for depression rises. High achievers have more episodes of depression. Children of alcoholics have more tendencies to depression.

It's hard to spot depression. It may not affect your work. It is often hidden (masked depression). I've had two SACs indicate depression by instances of increases irritability and sleep sickness (wake up early). There is a loss of pleasure - a decrease in eating and sexual pleasure. Generally a "loss of savor." Executives however, continue to eat and have sex.

This responds well to treatment. FBI Agents are fair to good at picking treatment. You must pick treaters of depression well. If you deal with a minister make sure he has training in counseling.

Dentists, psychiatrists and lawyers have tendencies toward depression.

People can be profoundly depressed but still be responsible. People with depression take on responsibility. I don't believe responsibility causes depression. Frustration does not lead to depression. Frustration leads to depletion.

There is a need for an emotional budgeting. Pay attention to your "load." It also may cause physical problems. You may need to do something you don't feel you have time to do.

Ask yourself "Am I taking care of me ok?" You can serve others but you must take care of yourself.

Be cautious of the selection of hospitals for depression. The Fairfax hospital psychiatric unit is a good facility.

(5) **Revenge** - This is the least important but most unique.

Often your own family is the target. This can be true of spouses especially if they hate the Bureau. Kids of FBI Agents when they are bad can be really bad.

In summary in connection with various possible emotional difficulties, work can help you. Family can help you. Religion can help you. It just depends on what the problems are. There is one excellent preventive measure - stay in touch with each other and friends. Use telephones. Money spent on telephone costs is a good investment. Go visit friends.

(Recorded in the first person although not an exact transcription)

[REDACTED] M.D.

[REDACTED] is a Clinical Associate Professor of Psychiatry at [REDACTED]. He has been a psychological consultant to the Bureau since 1980. Dr. [REDACTED] a graduate of [REDACTED] Medical School, served in the Navy as a psychiatrist and later was [REDACTED] of the "Task Force on Terrorism and Its Victims" of the American Psychiatric Association.

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FY 92 TO DATE:

APPROX: 737 REFERRALS

405 - FIELD

332 - HQ

95 Coordinators

FT Counselors - 4 (2 HQ, 1-CG, 1-LA)

PT Counselors - 10 (Field)

EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: DEPUTY ASSISTANT DIRECTOR RICHARD C. SONNICHSEN  
OFFICE OF PLANNING, EVALUATION AND AUDITS (OPEA)  
PROJECT FORGE

DAD Sonnichsen furnished an overview of Project FORGE and furnished members of the Executives Conference with a handout (copy attached).

Project FORGE is an FBI organizational evaluation. Such an effort has only been attempted twice before, once in 1924 when former Director Hoover set standards and goals, and again in 1975 when former Director Clarence Kelley moved the FBI into quality investigations. Now is the opportunity for a third change in the FBI's organizational structure.

We're using 70% of the OPEA staff in conducting this project.

Mr. Clarke then noted that the staff did not have anyone in the group who has been active in and out of Headquarters and the Career Development Program. Mr. Gow noted that they need to broaden the experience base of the team. Mr. Greenleaf stated that they also need to have input from the Field. Mr. Sonnichsen noted that OPEA representatives are the facilitators for this evaluation.

Mr. Sonnichsen noted that it will take the supporting commitment of all employees to get the project to be successful. There is going to be a survey of all GM-15s and above by the end of the month. The Assistant Directors need to "push" this and ensure that the survey forms are filled out with candor.

Assistant Director Toohey noted that the project team composition needs to have the confidence of Bureau management.

Director Sessions noted that Floyd Clarke is correct. We need to think about what we are producing. We need to have people who have the concept of a mission but who are not wed to it. We need to emphasize a clear mission. It would be wise to have people who are mission oriented and who can draw the mission out.

Mr. Clarke noted that it is important that everyone in the organization have confidence in the team. We may try to justify what we are doing. He indicated he had confidence in the team but inquired as to how we can structure this so that everyone has confidence in it.

Mr. Toohy noted that if we need to add people to raise the confidence level we should do so now.

Joe Davis noted that a broader scope of experience on the team might help.

Mr. Greenleaf asked that Mr. Sonnichsen consider to do the survey of all GM-14s and a sampling of GM-15s.

Mr. Sonnichsen then noted that OPEA are the facilitators and the Executives Conference are the "doers." He related that OPEA are the data gatherers and the Executives Conference are the decision makers in connection with what to change.

Mr. Clarke noted that we should not make decisions about organizational change based on assumptions. We need to look at the data.

(Recorded in the first person although not an exact transcription)



# PROJECT FORGE

## FBI Organizational Evaluation



Office of Planning, Evaluations and Audits

(OPEA)

## THE DIRECTOR'S MANDATE

DETERMINE IF THE FBI'S ORGANIZATIONAL STRUCTURE IS PROPERLY ALIGNED IN ORDER TO EFFICIENTLY AND EFFECTIVELY RESPOND TO THE TASKS REQUIRED BY THE FBI TO CARRY OUT OUR LAW ENFORCEMENT AND NATIONAL SECURITY MISSIONS. THE MANDATE SPECIFICALLY FOCUSED ON THE FOLLOWING ISSUES:

- FBI HEADQUARTERS ORGANIZATIONAL STRUCTURE AND DESIGN;
- FIELD OFFICE ORGANIZATIONAL DESIGN;
- ROLE, RESPONSIBILITY, AND AUTHORITY OF FBI HEADQUARTERS MANAGERS AND OFFICIALS;
- COMMUNICATION NETWORKS;
- MANAGEMENT LINKAGES BETWEEN FIELD OFFICES AND FBI HEADQUARTERS; AND
- OPPORTUNITIES TO FLATTEN THE HIERARCHY AND IMPLEMENT QUALITY PRACTICES THROUGHOUT THE ORGANIZATION.

## PHILOSOPHY OF ORGANIZATIONAL CHANGE

- In the past, we considered change a disruption to our work. In the future, we must think of change as the focus of our work.

[Redacted]

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Xerox

- "Today's organizational structures and management systems, originally designed to facilitate planning and decision-making in a relatively stable, information-sparse operating environment, will have to be re-designed to facilitate planning and decision-making in a dynamically-changing, information rich operating environment. If this is not done, investments in new technology and human resource development will be largely wasted!"

[Redacted]

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Consulting Futurist

- "Today the strict vertical hierarchy is losing its efficiency. . . there is more information flowing up to management than ever before in history, and far more than the individual manager can absorb and cope with . . . consequently, effective decisions today must be taken at lower and lower levels within the organization."

[Redacted]

b6  
b7C

Futurist

- We're in a period of rising public expectations [and] disenchantment with the performance of government everywhere. One thing government must do to turn around that perception is to look at new and more efficient ways of doing business. Organizations will need to become leaner, more cost-efficient and more service-driven.

[Redacted]

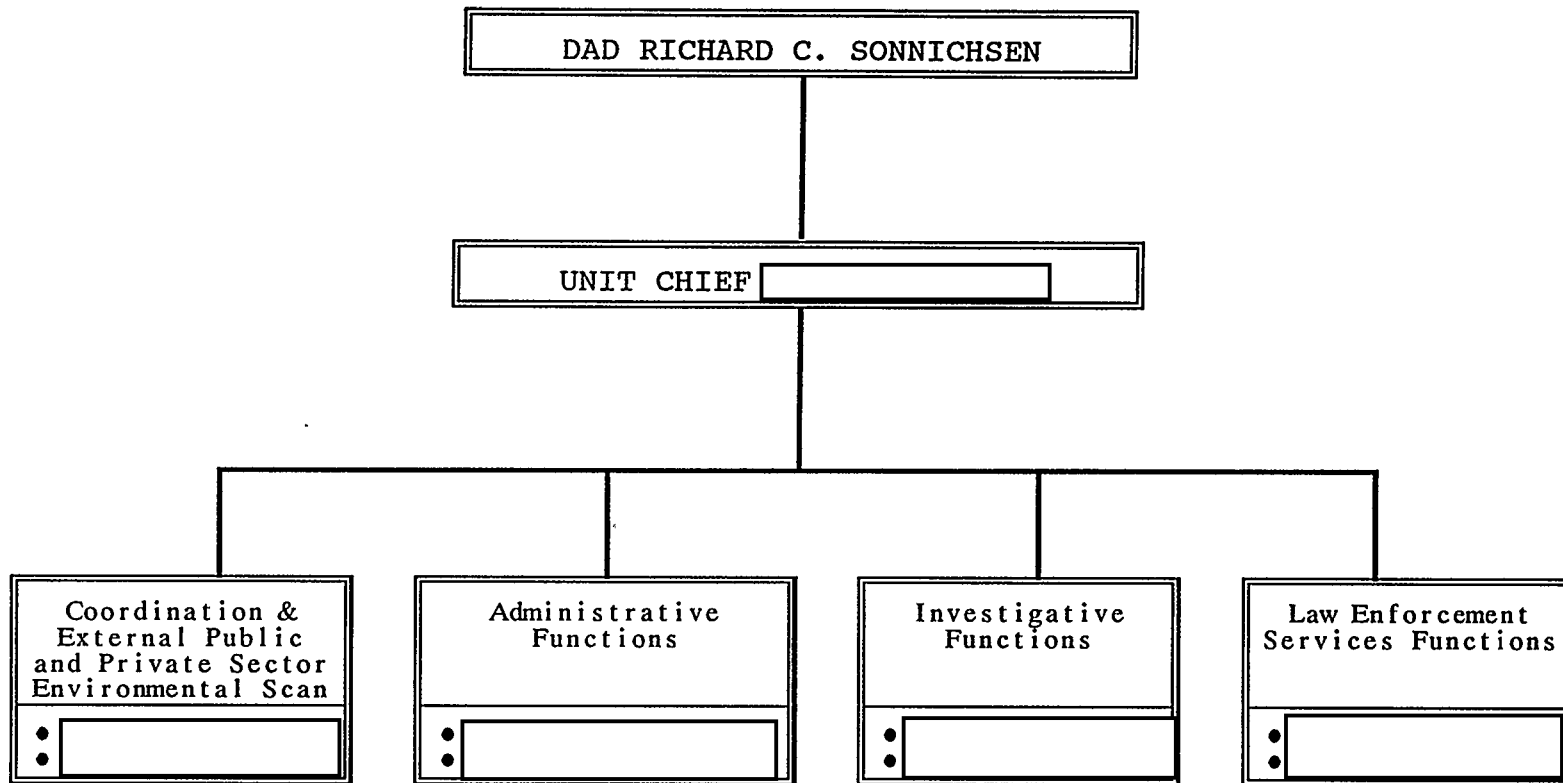
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National Academy of Public  
Administration

- "The most fundamental need is for a philosophy of Federal management which is aimed at enhancing the role and accountability of the manager. The attitude of those who design and administer the rules must be reoriented from a 'control mentality' to one of how can I help get the mission of this agency accomplished."

1986 Federal Government Study  
National Academy of Public  
Administration

PROJECT FORGE - ORGANIZATIONAL DEVELOPMENT TEAM



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**PROJECT TEAM**  
**7 Agents, 2 Professional Support**

**Average Age:** 42.6

**Bachelor's Degree:** History (2)  
Business Administration (2)  
Accounting (CPA)  
Criminology  
Soviet Studies  
International Relations  
Engineering  
Psychology

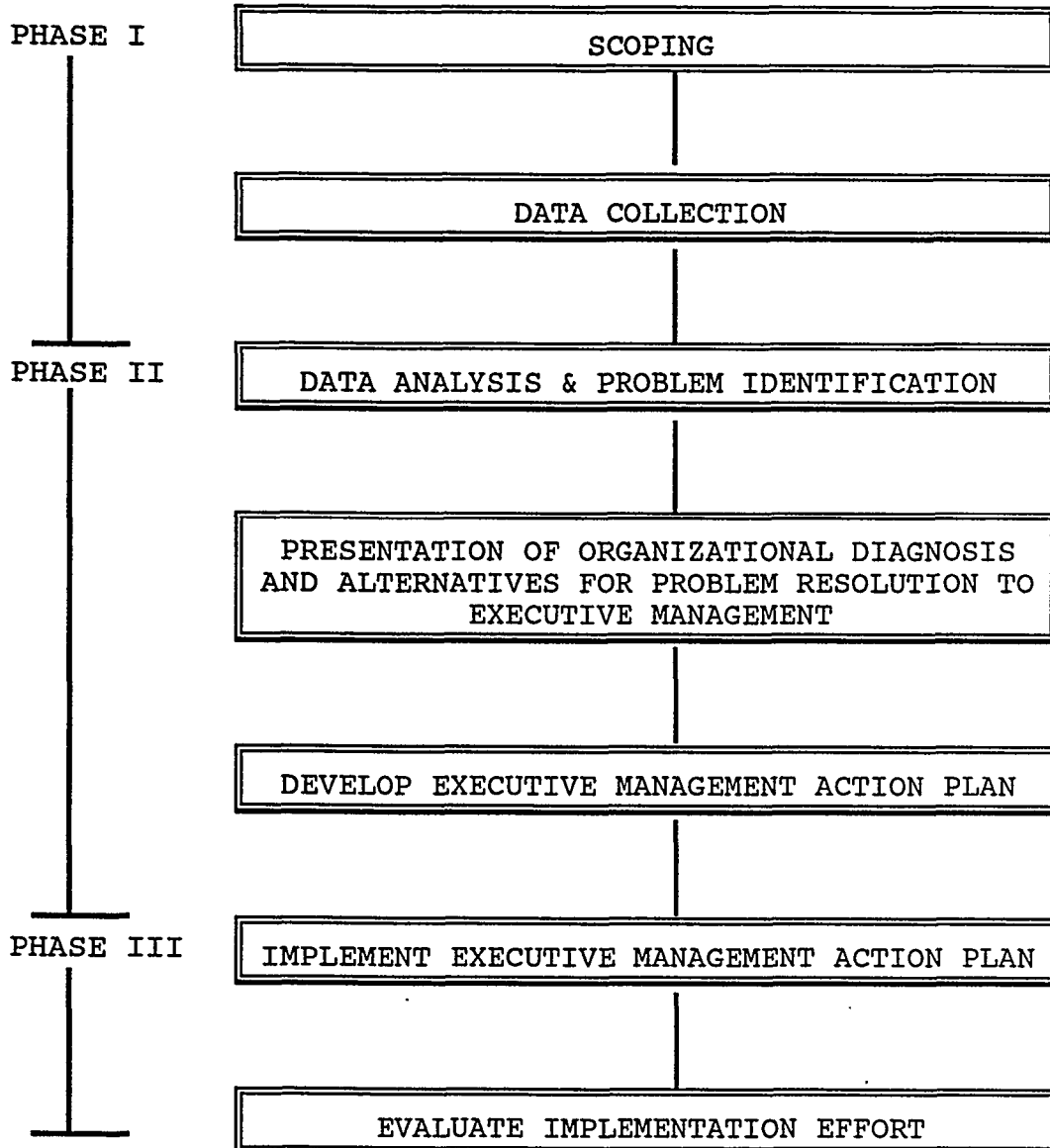
**Advanced Degrees:** Masters - Public Administration (2)  
Masters - Business Administration (4)  
Masters - Operations Research  
Masters - Education  
PhD - Public Administration  
JD

**Average Years in Bureau:** Agents: 14.0  
Professional Support: 3.3

**Agent Experience (Years Total):** Counterterrorism (16)  
WCC (32)  
FCI (7.5)  
Public Corruption (4)  
Civil Rights (2)  
FBIHQ (29)

**Other Professional Experience (Years):** Military (42)  
Public Accounting Firm (2)  
House Appropriations Committee  
Program Evaluator (5)  
GAO Evaluator (2)  
Systems Analyst (5)

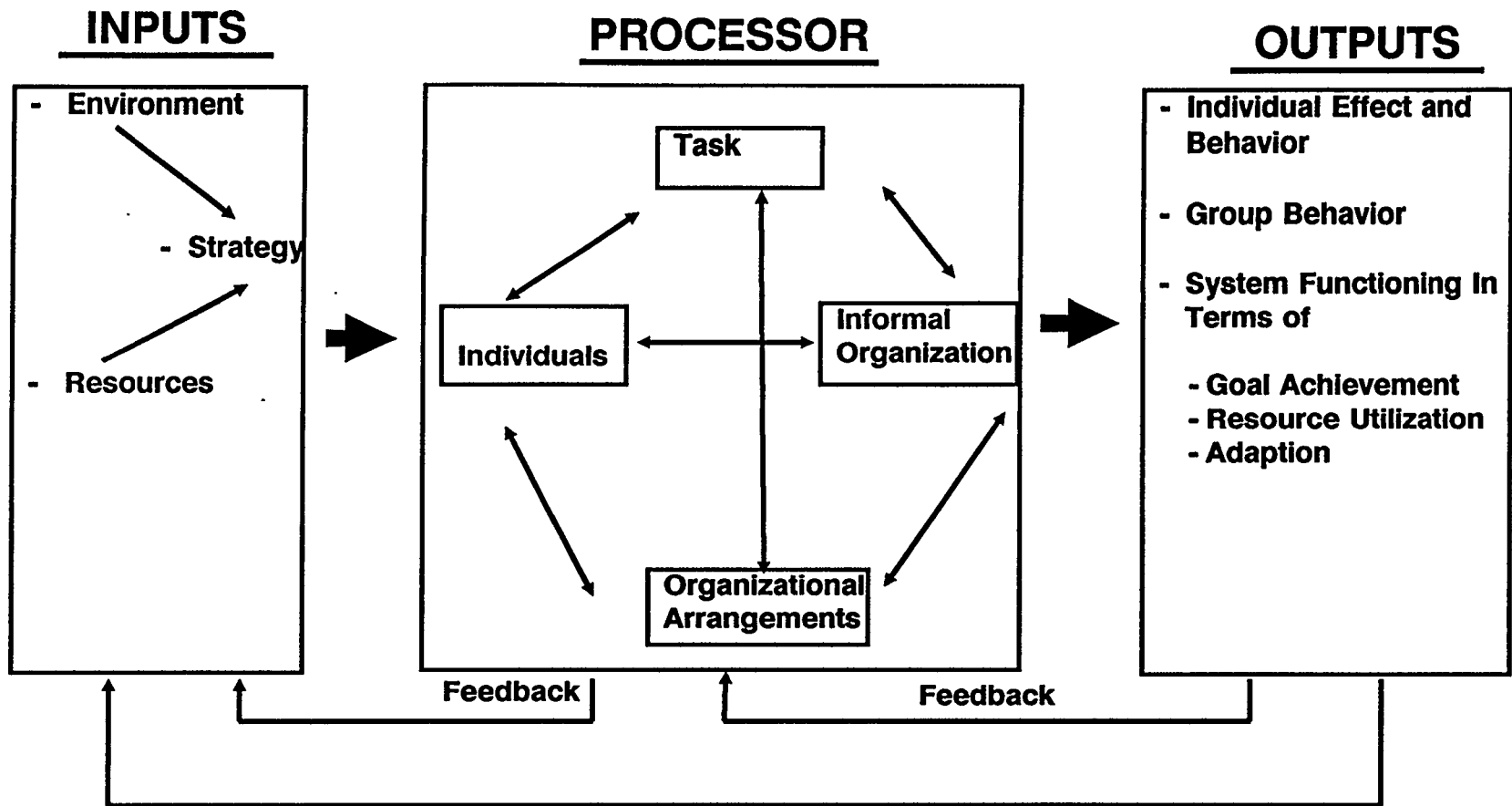
OVERVIEW OF ORGANIZATIONAL DEVELOPMENT PROCESS



## SCOPE

- **DEFINE ORGANIZATIONAL STRUCTURE AS:**
  - **DIVISION OF WORK INTO ORGANIZATIONAL SUBUNITS (CLASSICAL ORGANIZATIONAL CHART); AND**
  - **COMMUNICATIONS, AUTHORITY LEVELS, AND MANAGEMENT BEHAVIORS THAT INTEGRATE THE ORGANIZATIONAL SUBUNITS.**
  
- **THE SCOPE DOES NOT INCLUDE ANALYZING THE EFFICIENCY AND EFFECTIVENESS OF THE INTERNAL TASK ARRANGEMENTS WITHIN ORGANIZATIONAL SUBUNITS; THAT IS A TQM ISSUE.**
  
- **SCOPE - ANALYZING HOW THE FBI MANAGES THE INTERFACES/COORDINATION BETWEEN SUBUNITS (INTRADIVISION; INTERDIVISION; THE FIELD; AND EXTERNAL ENTITIES), WHICH IS COMMONLY REFERRED TO AS HOW AN ORGANIZATION MANAGES THE "WHITE SPACE" ON THE CLASSICAL ORGANIZATIONAL CHART. THIS CONCEPTUAL SCOPE PRAGMATICALLY TRANSLATES INTO EXAMINING THE FOLLOWING ISSUES:**
  - **DETERMINE HOW THE FBI CURRENTLY IS ORGANIZED INTO SUBUNITS;**
  - **DETERMINE HOW THESE SUBUNITS INTERFACE/COORDINATE THROUGH COMMUNICATIONS, AUTHORITY LEVELS, AND MANAGEMENT BEHAVIOR;**
  - **IDENTIFY PROBLEMS, OR DISCONNECTS, IN HOW THE SUBUNITS INTERFACE/COORDINATE; AND**
  - **DEVELOP ALTERNATIVES TO IDENTIFY INTERFACE/COORDINATION PROBLEMS. ALTERNATIVES, IF NECESSARY, COULD INCLUDE THE RESTRUCTURING OF COMMUNICATION SYSTEMS, AUTHORITY LEVELS, THE PHYSICAL LOCATION OF SUBUNITS ON THE ORGANIZATIONAL CHART, AND CHANGING CULTURAL MANAGEMENT BEHAVIORS.**

# A CONGRUENCE MODEL FOR DIAGNOSING ORGANIZATIONS





## DATA COLLECTION STRATEGY

### **I. FUNCTIONAL ANALYSIS OF THE FBI'S ORGANIZATIONAL STRUCTURE WHICH WILL REQUIRE THE FOLLOWING:**

- **DETERMINE HOW THE ORGANIZATION IS STRUCTURED INTO SUBUNITS;**
- **DETERMINE THE SUBUNIT'S FUNCTIONS; AND**
- **DETERMINE THE COMMUNICATIONS SYSTEMS, AUTHORITY LEVELS, AND MANAGEMENT BEHAVIORS THAT INTEGRATE THE ORGANIZATIONAL SUBUNITS.**

#### **A. FBIHQ**

- 1. SURVEY OF ALL GM-15 MANAGER AND ABOVE, AS WELL AS A REPRESENTATIVE SAMPLE OF OTHER FBIHQ EMPLOYEES AT EACH LEVEL OF THE ORGANIZATION; AND**
- 2. FOLLOW-UP INTERVIEWS.**

#### **B. FIELD**

- 1. LETTER TO ALL SACs REQUESTING COMMENT;**
- 2. AT A MINIMUM, SITE VISIT INTERVIEWS AT A SMALL, MEDIUM, AND LARGE FIELD OFFICE; AND**
- 3. POSSIBLE SURVEY TO DEVELOP A BETTER GAUGE OF THE SIGNIFICANCE OF PROBLEMS AND ISSUES IDENTIFIED DURING THE SITE VISITS.**

#### **C. DOCUMENT REVIEWS**

**INSPECTION REPORTS, GAO REPORTS, DOJ-INSPECTOR GENERAL REPORTS, OPEA EVALUATIONS, INTERNAL DIVISIONAL MANAGEMENT STUDIES, AND CONSULTANT REPORTS.**

#### **D. LIAISON WITH CONSTITUENT GROUPS**

**OSM ADVISORY GROUP; SAC ADVISORY GROUP; SA ADVISORY GROUP; AND FORMER FBI EXECUTIVES.**

**II. EXTERNAL PUBLIC AND PRIVATE SECTOR ENVIRONMENTAL SCAN WHICH WILL INCLUDE INTERVIEWS AT OTHER FEDERAL AGENCIES, RECENTLY RESTRUCTURED MAJOR CORPORATIONS, ORGANIZATIONAL CONSULTANTS, AND ACADEMICIANS FOR THE FOLLOWING PURPOSES:**

- **PLAN AND REFINE DATA COLLECTION STRATEGY;**
- **IDENTIFY FEASIBLE ORGANIZATIONAL INTERVENTION TECHNIQUES USED FOR VARIOUS ORGANIZATIONAL PROBLEMS; AND**
- **IDENTIFY THE LESSONS LEARNED FROM PUBLIC AND PRIVATE ORGANIZATIONS THAT HAVE IMPLEMENTED ORGANIZATION INTERVENTION TECHNIQUES TO STIMULATE ORGANIZATIONAL IMPROVEMENT.**

## CHARACTERISTICS OF EFFECTIVE ORGANIZATIONS\*

- EMPHASIZE CLEAR MISSIONS AND OBJECTIVES, WIDELY COMMUNICATED AND UNDERSTOOD THROUGHOUT THE ORGANIZATION.
- PEOPLE IN THE ORGANIZATION SEE IT AS SPECIAL BECAUSE OF ITS PRODUCTS OR OPERATIONS AND TAKE PRIDE IN THIS.
- MANAGEMENT PLACES GREAT VALUE ON THE PEOPLE IN THE ORGANIZATION, ON TREATING THEM FAIRLY AND RESPECTFULLY AND ON OPEN, HONEST, INFORMAL COMMUNICATION WITH THEM.
- MANAGEMENT EMPHASIZES DELEGATION OF RESPONSIBILITY AND AUTHORITY AS WIDELY AND AS FAR DOWN IN THE ORGANIZATION AS POSSIBLE. THEY STRIVE TO INVOLVE AS MANY PEOPLE AS POSSIBLE IN DECISIONS AND ACTIVITIES.
- JOB TASKS AND GOALS ARE CLEAR, AND EMPLOYEES RECEIVE MUCH FEEDBACK. GOOD PERFORMANCE EARNS RECOGNITION AND POOR PERFORMANCE ADDRESSED.
- THE HANDLING OF JOBS, PARTICIPATION, AND PERSONNEL MANAGEMENT AIMS AT CHALLENGING PEOPLE AND ENCOURAGING THEIR ENTHUSIASM AND DEVELOPMENT.

\*GOLD, K.A., "MANAGING FOR SUCCESS: A COMPARISON OF THE PUBLIC AND PRIVATE SECTORS." PUBLIC ADMINISTRATION REVIEW, 1982.

EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: SAC JEFFREY J. JAMAR  
SPECIAL AGENTS IN CHARGE ADVISORY COMMITTEE (SACAC)

It is important to maintain a relationship and dialogue with the FBI Agents Association and to meet with them at FBIHQ. The Director should consider accepting an invitation to appear at their bi-annual convention. (He noted that he personally doesn't think the Director should go, but that the majority of the SACAC did believe the Director should accept the invitation.)

In connection with general support hiring in the Field Offices, he noted that this is already done for a pilot project in eight offices. He believes that we should go out and find analysts.

He expressed concern that there was not "balance" in connection with the performance appraisals among SES members between Headquarters and the Field. He recommended that FBIHQ publish the awards and ratings. It was pointed out that ASD had already published the awards. Mr. Clarke noted that there is a formula used in connection with the awards. Mr. Clarke also noted that he wants the information concerning the ratings furnished to the SACs.

In connection with the National Executive Institute (NEI), SAC Jamar wanted to know how people were selected to attend NEI. Mr. Clarke noted that this matter was being handled by Mr. Gow. The SACAC would like to have the selections of Bureau personnel made by the SES Board.

In connection with administrative inquires, SAC Jamar noted that there has been an improvement in the timeliness and that Division 10 has been pushing harder. He recommended that the entire handling of administrative inquiries be put into one Division. He suggested that a lawyer be assigned to ASU to facilitate the matter. He stated that he believed that SACs could handle more cases themselves.

SAC Jamar distributed and reviewed a sheet containing "strategic goals" which the SACAC furnished to Director Sessions last May.

Director Sessions asked concerning the relationship of the SACAC with the Attorney General Advisory Committee. SAC Jamar stated that they work well with the investigative sub-committee of the AG Advisory Committee. There are good personal relationships. He believes they learn from us. It's a very healthy relationship. A very positive relationship. He noted that they are welcomed at the USAs meetings. There will be a panel of USAs at our SACs Conference. There are no major issues between us.

Mr. Clarke observed that there is talk about various divisive things in the FBI, e.g. Headquarters vs. Field, Agent vs. support, etc. He asked that the SACAC consider how it can help in resolving these perceived differences.

I. STRATEGIC GOALS FOR DIRECTOR WILLIAM S. SESSIONS, FBI, AS PERCEIVED BY THE SPECIAL AGENTS IN CHARGE

- A. ENHANCE EFFORTS TO ATTRACT AND RETAIN THE BEST, BRIGHTEST AND MOST TALENTED AGENTS, INCLUDING MINORITIES AND WOMEN, WHILE SIMULTANEOUSLY INCREASING THEIR OPPORTUNITY FOR PARTICIPATION IN THE CAREER DEVELOPMENT PROGRAM. EMPHASIS SHOULD CONTINUE TO FURTHER REVISE OUR PERSONNEL POLICIES TO INSURE OUR LAW ENFORCEMENT LEADERSHIP IN THE AREAS OF PERMANENT AND PART-TIME SAS AND DAY CARE, ALONG WITH FURTHER PROFESSIONALISM IN THE EMPLOYEE ASSISTANCE PROGRAM.
- B. INVESTIGATIVELY, A COURSE SHOULD BE CHARTED BY 1997 TO POINT THE FBI INTO THE NEXT MILLENNIUM. TO BE ABLE TO ACCOMPLISH OUR OPERATIONS (INVESTIGATIVE) MISSION WE MUST IDENTIFY, COMPREHEND AND PREPARE FOR THE RESPONSIBILITIES THAT ARE LIKELY TO EVOLVE AND APPRECIATE WHAT THE PUBLIC WILL EXPECT AND DEMAND.
- C. A FORMALIZED OPERATIONAL PROGRAM FOR THE FBI WHICH PROVIDES FOR CONTINUAL ASSESSMENT OF GLOBAL AND NATIONAL CRIME PROBLEMS AND ENABLES THE FBI TO MAINTAIN ITS PREEMINENT POSITION AS A LAW ENFORCEMENT AGENCY.
- D. FULLY OPERATIONAL STATE-OF-THE-ART INTERNAL INFORMATION MANAGEMENT SYSTEM, ALONG WITH A NATIONWIDE FULLY AUTOMATED FINGERPRINT-BASED CRIMINAL JUSTICE INFORMATION SYSTEM WITH PERSONNEL FULLY TRAINED IN THE OPERATIONS OF THE SYSTEMS.
- E. DIRECTOR AND FBI EXECUTIVES, THROUGH ENHANCED RELATIONSHIPS WITH ADMINISTRATION OFFICIALS, DEPARTMENT OF JUSTICE AND MEMBERS OF CONGRESS, CONTINUE TO CONVEY ON A REGULAR BASIS AN EXPANDED UNDERSTANDING OF THE FBI'S CAPABILITIES AND SUCCESSES IN ADDRESSING CURRENT AND FUTURISTIC CRIME PROBLEMS.

EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: ASSISTANT DIRECTOR WELDON L. KENNEDY  
PERSONNEL MATTERS

Employee turnover rates are reaching historic lows (see the attached dated 2/26/92).

We historically were understaffed at FBIHQ. As a result of that we allowed the Field to overhire. Presently "no one is leaving." We are at our TSL at FBIHQ and over TSL in the Field. This is coupled with Identification user fees not keeping up to what they should be. Now we are over in TSL at both FBIHQ and the Field. Specifically, Agents are not leaving.

(Mr. Kennedy also distributed a copy of his memorandum to Mr. Greenleaf dated 3/20/92 - copy attached.)

(Director Sessions stated that ASD need to keep track on a monthly basis of personnel needs to we can keep from "hitting" the equipment funding. Floyd Clarke advised that for us to continue to hire people doesn't make any sense.)

In connection with the SA selection system project, there has been a problem developed - the firm initially selected was determined to be incapable of doing the job. We need to advise the Small Business Administration. We have determined that 19 firms could not do it. There will be a notice placed in Friday's Commerce Daily.

(Recorded in the first person although not an exact transcription)

EMPLOYEE TURNOVER FISCAL YEAR 1992  
AS OF 02/26/92

| DIVISION               | AGENT<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE | SUPPORT<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE | TOTAL<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE |
|------------------------|-------------------|-----------------------|------------------|---------------------|-----------------------|------------------|-------------------|-----------------------|------------------|
| EXEC OFCS              | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| EEO                    | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| OLIA                   | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| PUBLIC AFFAIRS         | 0                 |                       |                  | 9                   |                       |                  | 9                 |                       |                  |
| CONGRESSIONAL AFFAIRS  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| IDENTIFICATION         | 0                 |                       |                  | 50                  |                       |                  | 50                |                       |                  |
| TRAINING               | 0                 |                       |                  | 4                   |                       |                  | 4                 |                       |                  |
| ADMIN SERVICES         | 0                 |                       |                  | 17                  |                       |                  | 17                |                       |                  |
| RECORDS MGMT           | 0                 |                       |                  | 13                  |                       |                  | 13                |                       |                  |
| INTELLIGENCE           | 1                 |                       |                  | 3                   |                       |                  | 4                 |                       |                  |
| CRIMINAL INVESTIGATIVE | 1                 |                       |                  | 3                   |                       |                  | 4                 |                       |                  |
| LABORATORY             | 0                 |                       |                  | 3                   |                       |                  | 3                 |                       |                  |
| TECHNICAL SERVICES     | 0                 |                       |                  | 11                  |                       |                  | 11                |                       |                  |
| LEGAL COUNSEL          | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| INSPECTION             | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
|                        | 2                 |                       |                  | 113                 |                       |                  | 115               |                       |                  |
| 1530 NONREIMBURSE TRN  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 1555 HDC-REDSTN ARSNL  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 1585 DRUG INTELLIGENCE | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 1590 OEA-PERSONL-LOAN  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 1595 RMBRSE-OTH-AGENC  | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
|                        | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 3010 ALBANY            | 1                 |                       |                  | 1                   |                       |                  | 2                 |                       |                  |
| 3020 ALBUQUERQUE       | 2                 |                       |                  | 0                   |                       |                  | 2                 |                       |                  |
| 3030 ANCHORAGE         | 1                 |                       |                  | 0                   |                       |                  | 1                 |                       |                  |
| 3040 ATLANTA           | 2                 |                       |                  | 0                   |                       |                  | 2                 |                       |                  |
| 3050 BALTIMORE         | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3070 BIRMINGHAM        | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 3090 BOSTON            | 0                 |                       |                  | 3                   |                       |                  | 3                 |                       |                  |
| 3110 BUFFALO           | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3120 BUTTE             | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3140 CHARLOTTE         | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3150 CHICAGO           | 2                 |                       |                  | 5                   |                       |                  | 7                 |                       |                  |
| 3160 CINCINNATI        | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3170 CLEVELAND         | 1                 |                       |                  | 2                   |                       |                  | 3                 |                       |                  |
| 3180 COLUMBIA          | 1                 |                       |                  | 1                   |                       |                  | 2                 |                       |                  |
| 3190 DALLAS            | 1                 |                       |                  | 2                   |                       |                  | 3                 |                       |                  |
| 3210 DENVER            | 1                 |                       |                  | 0                   |                       |                  | 1                 |                       |                  |
| 3220 DETROIT           | 2                 |                       |                  | 1                   |                       |                  | 3                 |                       |                  |
| 3240 EL PASO           | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 3280 HONOLULU          | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 3290 HOUSTON           | 3                 |                       |                  | 1                   |                       |                  | 4                 |                       |                  |
| 3310 INDIANAPOLIS      | 0                 |                       |                  | 2                   |                       |                  | 2                 |                       |                  |
| 3320 JACKSON           | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3330 JACKSONVILLE      | 0                 |                       |                  | 2                   |                       |                  | 2                 |                       |                  |
| 3350 KANSAS CITY       | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 3370 KNOXVILLE         | 1                 |                       |                  | 3                   |                       |                  | 4                 |                       |                  |
| 3380 LAS VEGAS         | 1                 |                       |                  | 1                   |                       |                  | 2                 |                       |                  |

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MAR-23-1992 12:06 FROM FBI ASD FRONT OFFICE TO



EMPLOYEE TURNOVER FISCAL YEAR 1992  
AS OF 02/26/92

| DIVISION               | AGENT<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE | SUPPORT<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE | TOTAL<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE |
|------------------------|-------------------|-----------------------|------------------|---------------------|-----------------------|------------------|-------------------|-----------------------|------------------|
| 3390 LITTLE ROCK       | 1                 |                       |                  | 0                   |                       |                  | 1                 |                       |                  |
| 3410 LOS ANGELES       | 2                 |                       |                  | 5                   |                       |                  | 7                 |                       |                  |
| 3420 LOUISVILLE        | 0                 |                       |                  | 2                   |                       |                  | 2                 |                       |                  |
| 3440 MEMPHIS           | 2                 |                       |                  | 0                   |                       |                  | 2                 |                       |                  |
| 3460 MIAMI             | 0                 |                       |                  | 6                   |                       |                  | 6                 |                       |                  |
| 3470 MILWAUKEE         | 1                 |                       |                  | 1                   |                       |                  | 2                 |                       |                  |
| 3480 MINNEAPOLIS       | 2                 |                       |                  | 0                   |                       |                  | 2                 |                       |                  |
| 3490 MOBILE            | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 3510 NEWARK            | 0                 |                       |                  | 4                   |                       |                  | 4                 |                       |                  |
| 3520 NEW HAVEN         | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3530 NEW ORLEANS       | 1                 |                       |                  | 2                   |                       |                  | 3                 |                       |                  |
| 3540 NEW YORK CITY     | 0                 |                       |                  | 14                  |                       |                  | 14                |                       |                  |
| 3560 NORFOLK           | 2                 |                       |                  | 0                   |                       |                  | 2                 |                       |                  |
| 3580 OKLAHOMA CITY     | 2                 |                       |                  | 1                   |                       |                  | 3                 |                       |                  |
| 3600 OMAHA             | 2                 |                       |                  | 0                   |                       |                  | 2                 |                       |                  |
| 3620 PHILADELPHIA      | 0                 |                       |                  | 5                   |                       |                  | 5                 |                       |                  |
| 3630 PHOENIX           | 1                 |                       |                  | 4                   |                       |                  | 5                 |                       |                  |
| 3650 PITTSBURGH        | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3670 PORTLAND          | 1                 |                       |                  | 1                   |                       |                  | 2                 |                       |                  |
| 3710 RICHMOND          | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3720 SACRAMENTO        | 1                 |                       |                  | 1                   |                       |                  | 2                 |                       |                  |
| 3730 ST LOUIS          | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3750 SALT LAKE CITY    | 0                 |                       |                  | 4                   |                       |                  | 4                 |                       |                  |
| 3755 SALT LAKE-SINOMA  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3770 SAN ANTONIO       | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3780 SAN DIEGO         | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3790 SAN FRANCISCO     | 1                 |                       |                  | 2                   |                       |                  | 3                 |                       |                  |
| 3800 SAN JUAN          | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3820 SAVANNAH          | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3840 SEATTLE           | 0                 |                       |                  | 2                   |                       |                  | 2                 |                       |                  |
| 3860 SPRINGFIELD       | 1                 |                       |                  | 1                   |                       |                  | 2                 |                       |                  |
| 3880 TAMPA             | 2                 |                       |                  | 1                   |                       |                  | 3                 |                       |                  |
| 3920 WASHINGTON METRO  | 1                 |                       |                  | 12                  |                       |                  | 13                |                       |                  |
| 4500 NORTHEAST REG. CO | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 4510 WESTERN REG. COMP | 0                 |                       |                  | 2                   |                       |                  | 2                 |                       |                  |
|                        | 42                |                       |                  | 100                 |                       |                  | 142               |                       |                  |
| 3980 HOSTAGE RESCUE TE | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3981 ASPG-EAST         | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 3982 ASPG-WEST         | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 3983 SPECIAL PROTECTIV | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
|                        | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 4000 MONTEREY-LANG     | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4010 TRAINING-MISC     | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4050 QUANTICO-NEW-AGTS | 9                 |                       |                  | 0                   |                       |                  | 9                 |                       |                  |
| 4060 HOUSE APPRO COMM  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4070 SENATE APPRO COMM | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4080 SEN/SUBCOMM-INVES | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 1100 INDEPENDENT COUNS | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |

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EMPLOYEE TURNOVER FISCAL YEAR 1992  
AS OF 02/26/92

| DIVISION               | AGENT<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE | SUPPORT<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE | TOTAL<br>TURNOVER | AVERAGE<br>COMPLEMENT | TURNOVER<br>RATE |
|------------------------|-------------------|-----------------------|------------------|---------------------|-----------------------|------------------|-------------------|-----------------------|------------------|
| 4520 EPIC              | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4530 MA-REGN CMPTR CTR | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4540 N-REGN CMPTR CTR  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4550 C-REGN CMPTR CTR  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4560 S-REGN CMPTR CTR  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4619 OTHER             | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 4710 BUTTE - INFO. TEC | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 4720 SAVANNAH - INFO.  | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
|                        | -----             |                       |                  | -----               |                       |                  | -----             |                       |                  |
|                        | 9                 |                       |                  | 1                   |                       |                  | 10                |                       |                  |
| 5150 OTTAWA            | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5200 LONDON            | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5220 BRUSSELS          | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5250 PARIS             | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5300 BONN              | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5320 HONG KONG         | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5350 ROME              | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5400 TOKYO             | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5450 MEXICO CITY       | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
| 5460 PANAMA CITY       | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5480 MANILA            | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5500 BRIDGETOWN        | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5540 MADRID            | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5550 BERN              | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5560 VIENNA            | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5700 BOGOTA            | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5720 CARACAS           | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5750 MONTEVIDEO        | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5800 CANBERRA          | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
| 5820 BANGKOK           | 0                 |                       |                  | 0                   |                       |                  | 0                 |                       |                  |
|                        | -----             |                       |                  | -----               |                       |                  | -----             |                       |                  |
|                        | 0                 |                       |                  | 1                   |                       |                  | 1                 |                       |                  |
|                        | -----             |                       |                  | -----               |                       |                  | -----             |                       |                  |
|                        | 53                |                       |                  | 217                 |                       |                  | 270               |                       |                  |

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# Memorandum



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

To : Mr. Greenleaf

Date 3/20/92

From : W. L. Kennedy

Subject : FISCAL YEAR (FY) 1992  
FINANCIAL ADJUSTMENT

Reference memorandum from T. R. Ping to Mr. Kennedy, dated 2/24/92, captioned "FISCAL YEAR (FY) 1992 HIRING PLAN ADJUSTMENT."

Enclosed are exhibits "A" through "K" which document a need to make a financial adjustment in FY 1992.

PURPOSE: To recommend an adjustment to the FY 1992 Financial Plan to accommodate a projected deficit of \$26.9 million in personnel compensation and benefits.

RECOMMENDATIONS: 1. That \$6.0 million be reallocated from relocation funding to personnel compensation.

2. That \$20.9 million in equipment funding be reprogrammed to personnel compensation.

DETAILS: A review of FBI separations during FY 1992 has determined that turnover rates have reached a 10-year low, thus negating the necessity to continue hiring in large numbers as in past years. Additionally, the FBI is now in the enviable position of having a very stable and more experienced work force.

Enclosures (11)

1 - Mr. J. W. Greenleaf  
1 - Mr. F. I. Clarke  
1 - Mr. W. D. Gow  
1 - Mr. W. L. Kennedy  
1 - Mr. J. A. Brixey

1 - Mr. T. R. Ping  
1 - Mr. W. A. McDermott  
1 - Mr. W. N. Hansen  
1 - Ms.   
1 - Mr.

TRP:taw (11)

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Memorandum from W. L. Kennedy to Mr. Greenleaf  
RE: FISCAL YEAR (FY) 1992  
FINANCIAL ADJUSTMENT

The hiring plan for FY 1992 assumed that separations would continue at a rate very similar to that experienced in prior years. However, due to the extraordinary low separation rate, a current assessment of compensation and benefits funding has determined a projected shortfall of \$26.9 million. This shortfall can be directly linked to two very positive factors: 1) substantial pay increases in the past two years for FBI personnel and 2) fewer separations than anticipated.

The current on-board strength projected through the fiscal year will result in an overutilization of 487 workyears, 260 of which are agent workyears. This overutilization will cost approximately \$25.6 million.

In order to insure that adequate funding exists to pay employee compensation and benefits for FY 1992, it is recommended that the shortfall of \$26.9 million be reallocated/reprogrammed from relocation funding and equipment funding.

A series of exhibits are presented for consideration:

TAB A - Separations FY 1983 - 1992

This exhibit depicts a 10-year history of separations both graphically and in a numerical table.

NOTE: The summer employment program has been excluded from the separation data. Of significance is the projected dramatic decrease in separations during FY 1992.

TAB B - Turnover Rates FY 1983 - 1992

This exhibit reflects a 10-year history of turnover rates in two categories -- agent and support.

NOTE: Turnover in agents has dropped from the 4 to 5 percent range to 1.3 percent (about one-third). The support turnover rate has decreased from 10 to 12 percent to 3.5 percent (again approximately one-third).

Memorandum from W. L. Kennedy to Mr. Greenleaf  
RE: FISCAL YEAR (FY) 1992  
FINANCIAL ADJUSTMENT

**TAB C - FY 1992 Financial Status**

This exhibit sets forth the issue and reasons for the situation and recommended actions.

**TAB D - FY 1992 Analysis of Projected Workyears and Additional Costs**

This exhibit depicts the 10/1/91 projected workyear usage vs the 2/29/92 projections.

NOTE: The additional 372 workyears as of the 2/29/92 projection are a result of FY 1992 separation rates being much less than anticipated. These additional workyears are estimated to cost \$26.6 million.

**TAB E - Average Grade and Salary of GS/GM Support FY 1983 to 1992**

This exhibit depicts average support grades and salaries over the past 10 years.

NOTE: Support employee average salaries have increased \$9,890, or 56 percent.

**TAB F - Average Grade and Salary of GS/GM Special Agents FY 1983 to 1992**

This exhibit depicts agent average grades and salaries over the past 10 years.

NOTE: From 1983 to 1992, the average agent salary increased \$24,456 over the 9-year period, an increase of 58 percent. From 1990 to 1992, the salary increased \$13,291 over a 2-year period, a 25 percent increase.

**TAB G - Compensation and Benefits FY 1983 to 1992**

This exhibit depicts the growth over the past 10 years in compensation and benefits paid to employees.

NOTE: Significant increased costs have been incurred over the past two years for employee compensation and benefits.

Memorandum from W. L. Kennedy to Mr. Greenleaf  
RE: FISCAL YEAR (FY) 1992  
FINANCIAL ADJUSTMENT

**TAB H - FY 1992 On-Board vs Projected On-Board**

There are four graphs in this exhibit. The first graph reflects actual FBI on-board strength vs the projected on-board anticipated. The next three charts reflect the same data for three distinct categories of personnel: Agents, FBIHQ support, and field support.

NOTE: In all cases the actual on-board strength far exceeds that anticipated. This is a direct result of less than forecasted separations.

**TAB I** - There are three schedules under this tab which compare projected compensation and benefits as of 11/1/91 to 2/29/92. The first schedule recaps personnel compensation, while the second schedule recaps benefits.

NOTE: These are recapped on the third schedule which reflects a net shortage in personnel compensation and benefits of \$26,938,000. Also depicted are two major sources of funding: relocation and equipment funding.

**TAB J - Equipment FY 1992**

To assist in determining specific equipment items available for reprogramming, this schedule details by major item the FY 1992 funds for equipment which currently are unencumbered.

**TAB K - FY 1992 Summer Employment**

This schedule details where the summer hires are planned and the cost of the program.

In summary, two very positive trends have occurred: employee pay and benefits have increased and turnover rates have decreased. However, the result of these two trends is that the FBI will now have inadequate personnel compensation and benefits

Memorandum from W. L. Kennedy to Mr. Greenleaf  
RE: FISCAL YEAR (FY) 1992  
FINANCIAL ADJUSTMENT

funding to support on-board employees without reallocating/  
reprogramming funds into the areas which have deficits. The  
Administrative Services Division recommends reallocating  
\$6.0 million from relocation funding and the remaining  
\$20.9 million from equipment to offset the \$26.9 million  
shortfall.

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ON 02-07-2012



## **FINANCIAL MATTERS**

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- H. FY 1992 ON-BOARD VS. PROJECTED ON-BOARD**
- I. COMPARISON OF PROJECTED COMPENSATION AND BENEFITS**
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- K. FY 1992 SUMMER EMPLOYMENT**

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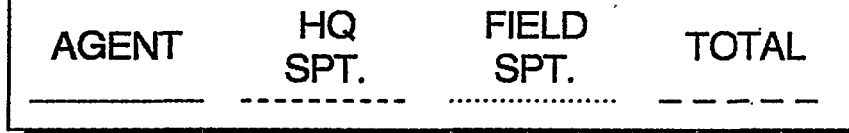
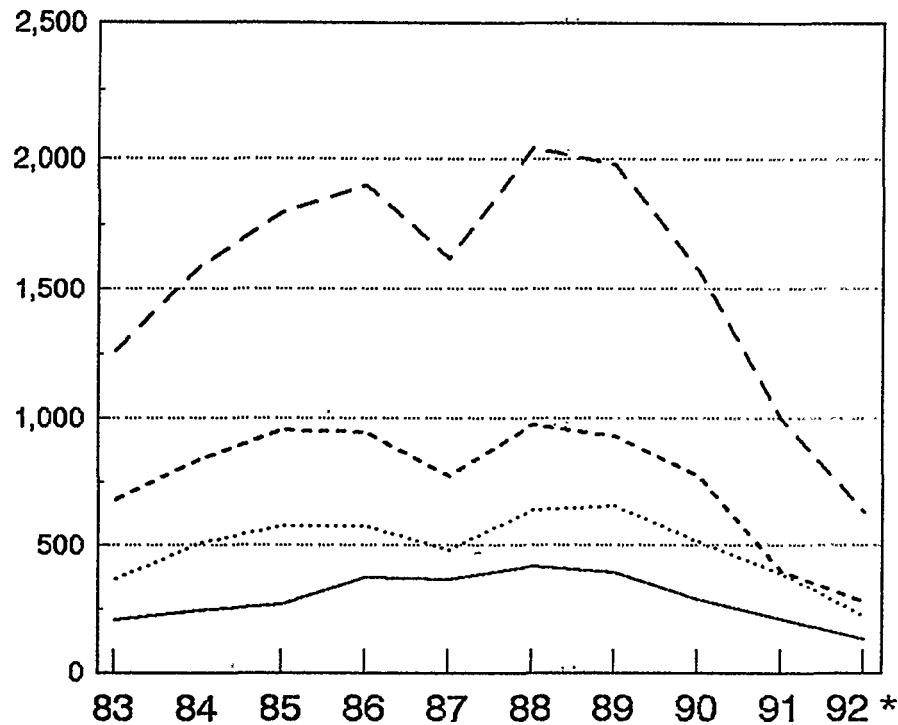


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# SEPARATIONS FY 1983 - 1992

NUMBER OF EMPLOYEES



HQ FIELD  
AGENT SPT. SPT. TOTAL

|      |     |     |     |       |
|------|-----|-----|-----|-------|
| 83   | 210 | 681 | 369 | 1,260 |
| 84   | 245 | 836 | 504 | 1,585 |
| 85   | 269 | 953 | 576 | 1,798 |
| 86   | 378 | 946 | 576 | 1,900 |
| 87   | 368 | 771 | 481 | 1,620 |
| 88   | 422 | 974 | 642 | 2,038 |
| 89   | 398 | 927 | 656 | 1,981 |
| 90   | 289 | 774 | 513 | 1,576 |
| 91   | 212 | 397 | 390 | 999   |
| 92 * | 135 | 276 | 221 | 632   |

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# TURNOVER RATES

## FISCAL YEARS 1983 TO 1992

|      | AGENT ON-BOARD<br>AVERAGE | AGENT<br>SEPARATIONS | TURNOVER<br>RATE | SUPPORT ON-BOARD<br>AVERAGE | SUPPORT<br>SEPARATIONS | TURNOVER<br>RATE |
|------|---------------------------|----------------------|------------------|-----------------------------|------------------------|------------------|
| 1983 | 8,340                     | 210                  | 2.52             | 11,217                      | 1,050                  | 9.36             |
| 1984 | 8,760                     | 245                  | 2.80             | 11,750                      | 1,340                  | 11.40            |
| 1985 | 8,925                     | 269                  | 3.01             | 11,977                      | 1,529                  | 12.77            |
| 1986 | 9,016                     | 378                  | 4.19             | 12,341                      | 1,522                  | 12.33            |
| 1987 | 9,385                     | 368                  | 3.92             | 12,632                      | 1,252                  | 9.91             |
| 1988 | 9,440                     | 422                  | 4.47             | 13,210                      | 1,616                  | 12.23            |
| 1989 | 9,592                     | 398                  | 4.15             | 13,364                      | 1,583                  | 11.85            |
| 1990 | 9,717                     | 289                  | 2.97             | 12,618                      | 1,287                  | 10.20            |
| 1991 | 9,892                     | 212                  | 2.14             | 13,543                      | 787                    | 5.81             |
| 1992 | 10,246                    | 135                  | 1.32             | 13,673                      | 497                    | 3.63             |





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FY 1992  
FINANCIAL STATUS

ISSUE

Insufficient personnel compensation and benefits funding

REASON

- Substantial salary increases
- Fewer separations than anticipated

SOLUTION

- Reduce hiring to replacements only
- Reduce Transfers
- Exchange equipment dollars for personnel



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**FY 1992**  
**ANALYSIS OF PROJECTED WORKYEARS**  
**AND ADDITIONAL COSTS**

**On-Board - Workyear Projections**  
**as of 10/1/91**

|                     | <u>Agent</u> | <u>HQ Support</u> | <u>Field Support</u> | <u>Total</u> |
|---------------------|--------------|-------------------|----------------------|--------------|
| Workyears Available | 10,334       | 7,014             | 7,034                | 24,382       |
| Workyears Projected | 10,412       | 7,030             | 7,055                | 24,497       |
| Over/(Under)        | <u>78</u>    | <u>16</u>         | <u>21</u>            | <u>115</u>   |

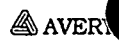
**On-Board - Workyear Projections**  
**as of 2/29/92**

|                     |            |           |            |            |
|---------------------|------------|-----------|------------|------------|
| Workyears Available | 10,246     | 6,986     | 6,958      | 24,190     |
| Workyears Projected | 10,506     | 7,045     | 7,126      | 24,677     |
| Over/(Under)        | <u>260</u> | <u>59</u> | <u>168</u> | <u>487</u> |

**Excess Workyear Costs**  
**Due to Decreased Separations**

|  |                     |                    |                    |                     |
|--|---------------------|--------------------|--------------------|---------------------|
| Additional Workyears<br>(10/1/92 Vs 2/29/92) | 182                 | 43                 | 147                | 372                 |
| Average Salary/Benefits                      | <u>\$109,875</u>    | <u>\$28,400</u>    | <u>\$29,750</u>    |                     |
| Additional Costs                             | <u>\$19,997,250</u> | <u>\$1,221,200</u> | <u>\$4,373,250</u> | <u>\$25,591,700</u> |





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**AVERAGE GRADE AND SALARY OF GS/GM SPECIAL AGENTS**  
**FISCAL YEARS 1983 TO 1992**

|      | AVERAGE<br>GRADE | AVERAGE<br>SALARY & AUO |
|------|------------------|-------------------------|
| 1983 | 12.56            | 42,139                  |
| 1984 | 12.48            | 43,747                  |
| 1985 | 12.51            | 45,668                  |
| 1986 | 12.51            | 45,875                  |
| 1987 | 12.52            | 47,237                  |
| 1988 | 12.51            | 48,325                  |
| 1989 | 12.59            | 50,939                  |
| 1990 | 12.62            | 53,304                  |
| 1991 | 12.60            | 60,308                  |
| 1992 | 12.62            | 66,595                  |

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**AVERAGE GRADE AND SALARY OF GS/GM SUPPORT**  
**FISCAL YEARS 1983 TO 1992**

|      | AVERAGE<br>GRADE | AVERAGE<br>SALARY |
|------|------------------|-------------------|
| 1983 | 6.47             | 17,692            |
| 1984 | 6.47             | 18,454            |
| 1985 | 6.65             | 19,587            |
| 1986 | 6.63             | 19,602            |
| 1987 | 6.70             | 20,563            |
| 1988 | 6.78             | 21,282            |
| 1989 | 7.08             | 23,017            |
| 1990 | 7.34             | 24,737            |
| 1991 | 7.49             | 26,166            |
| 1992 | 7.54             | 27,582            |



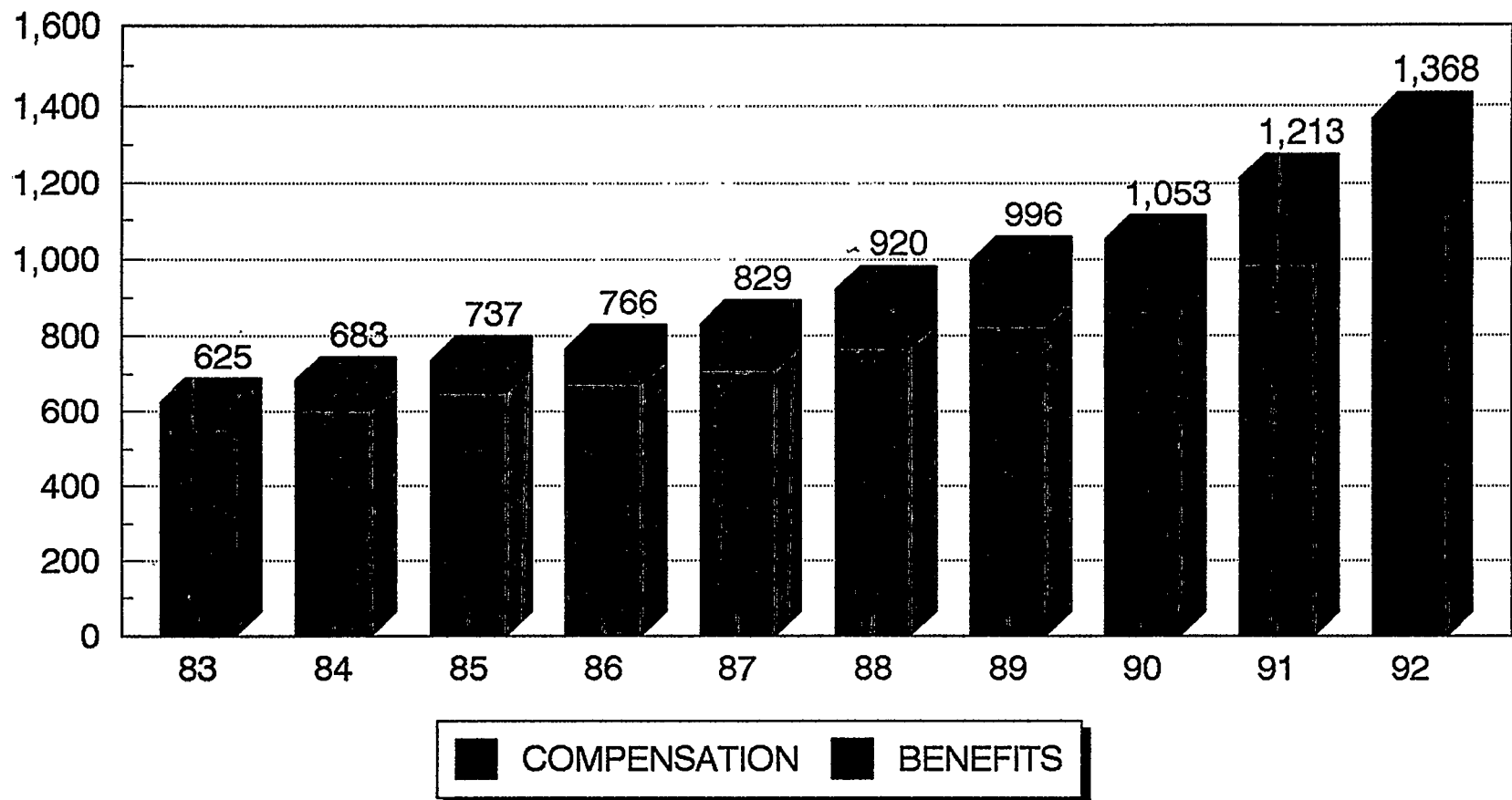


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# COMPENSATION AND BENEFITS FY 1983 - 1992

DOLLARS - MILLIONS

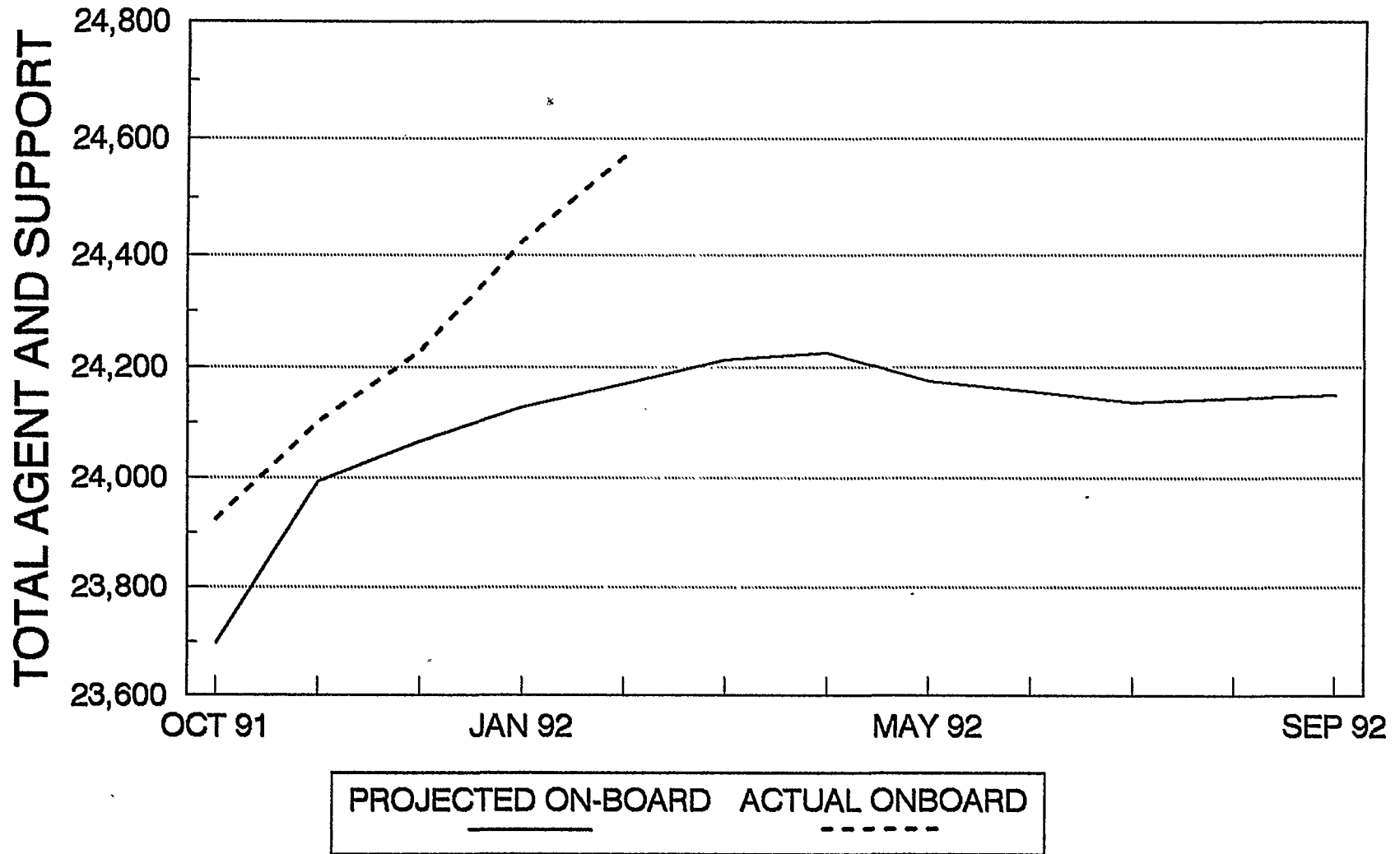




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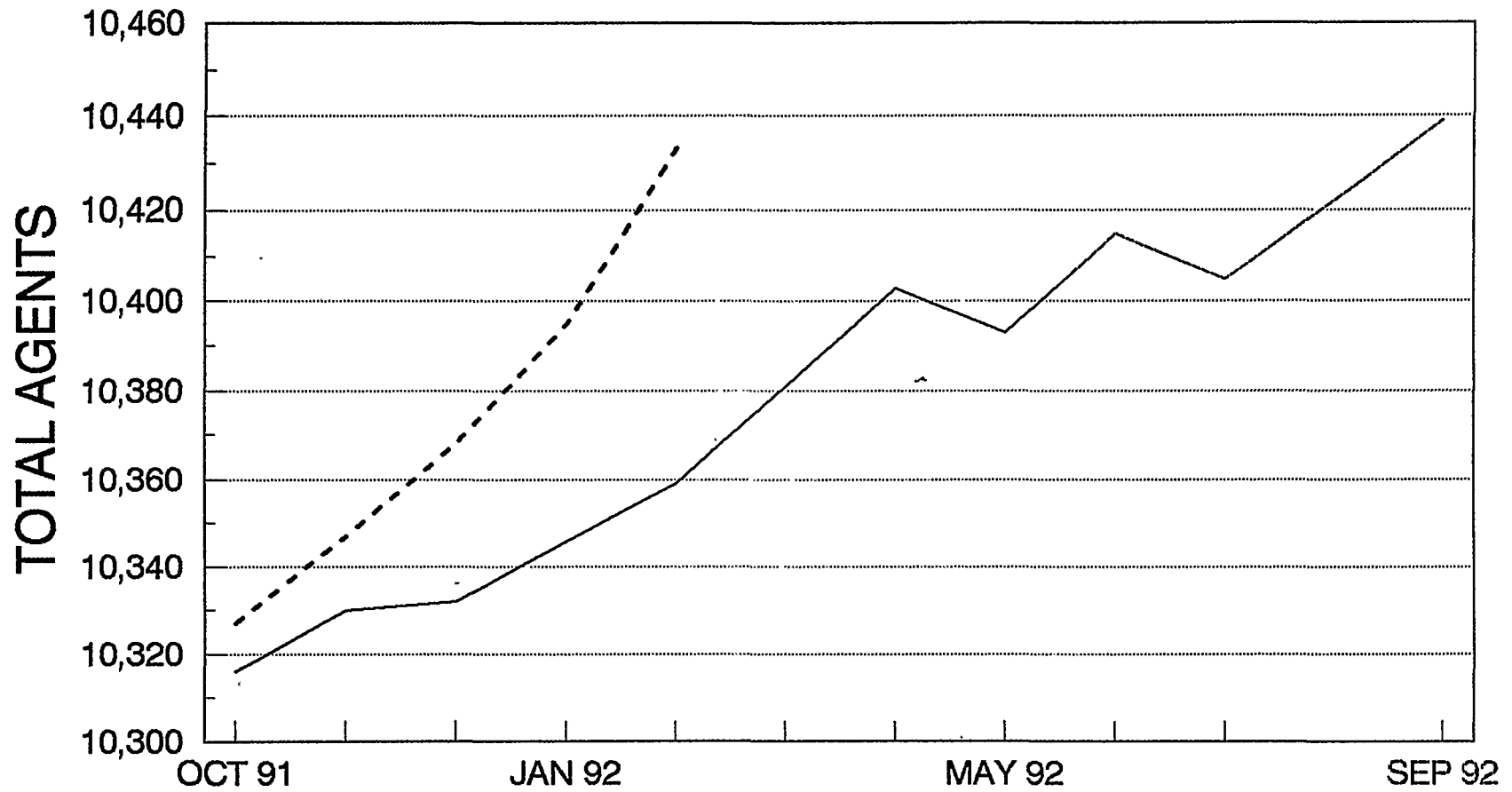
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# FY 1992 ONBOARD VS PROJECTED ON-BOARD





# FY 1992 AGENT ONBOARD VS PROJECTED ONBOARD

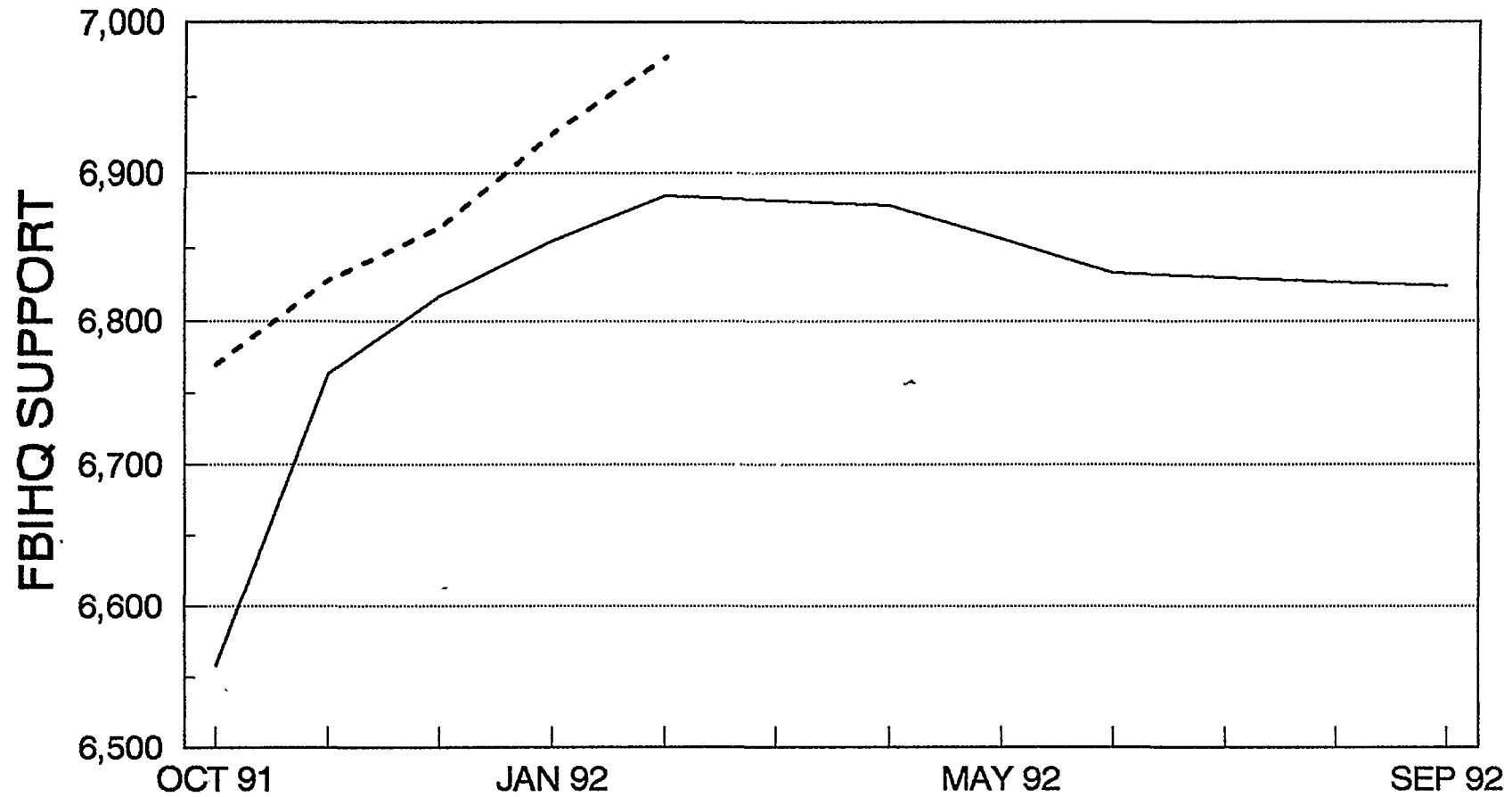


PROJECTED ON BOARD    ACTUAL ONBOARD

—————

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# FY 1992 HQ SUPPORT ONBOARD VS PROJECTED ONBOARD

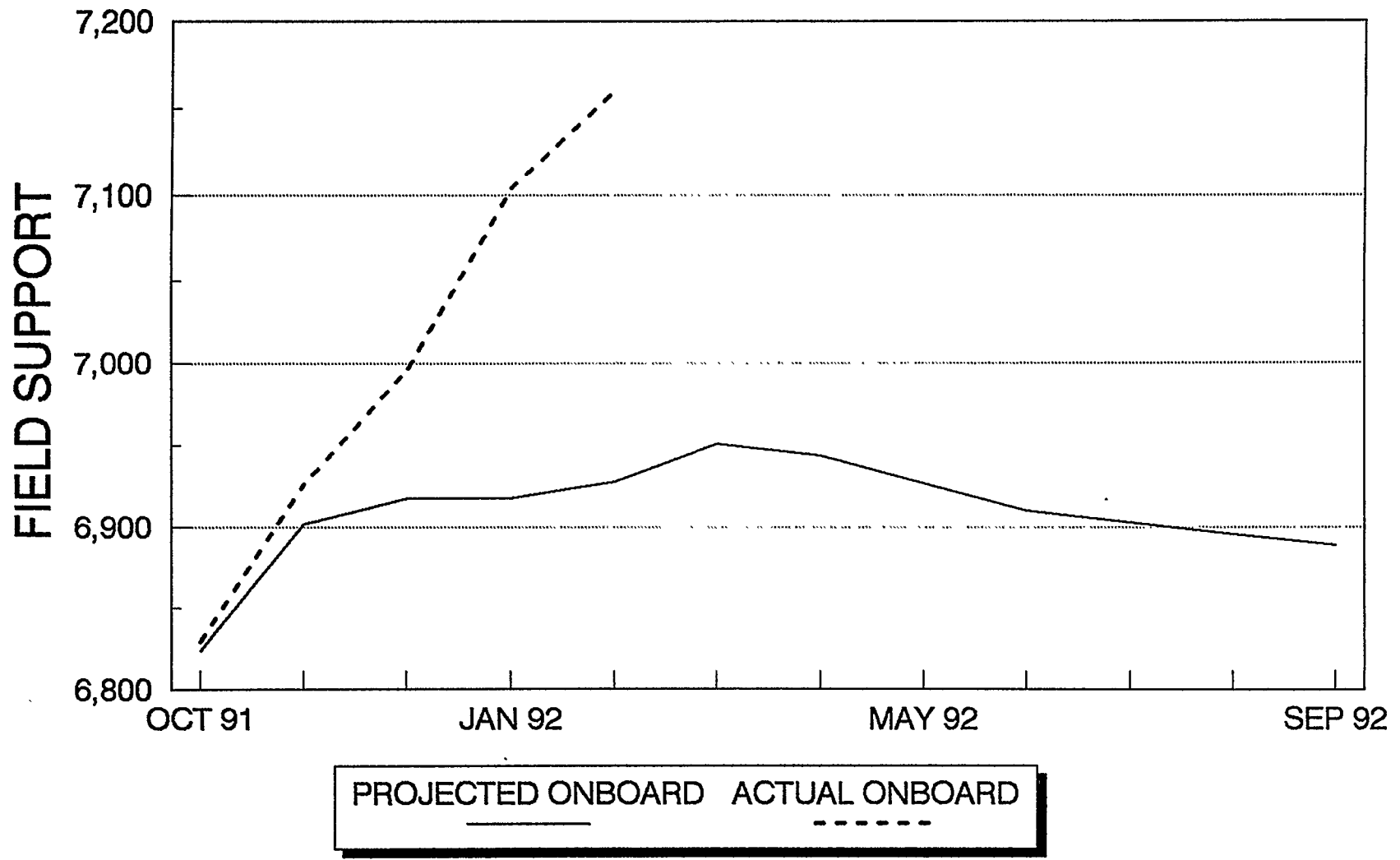


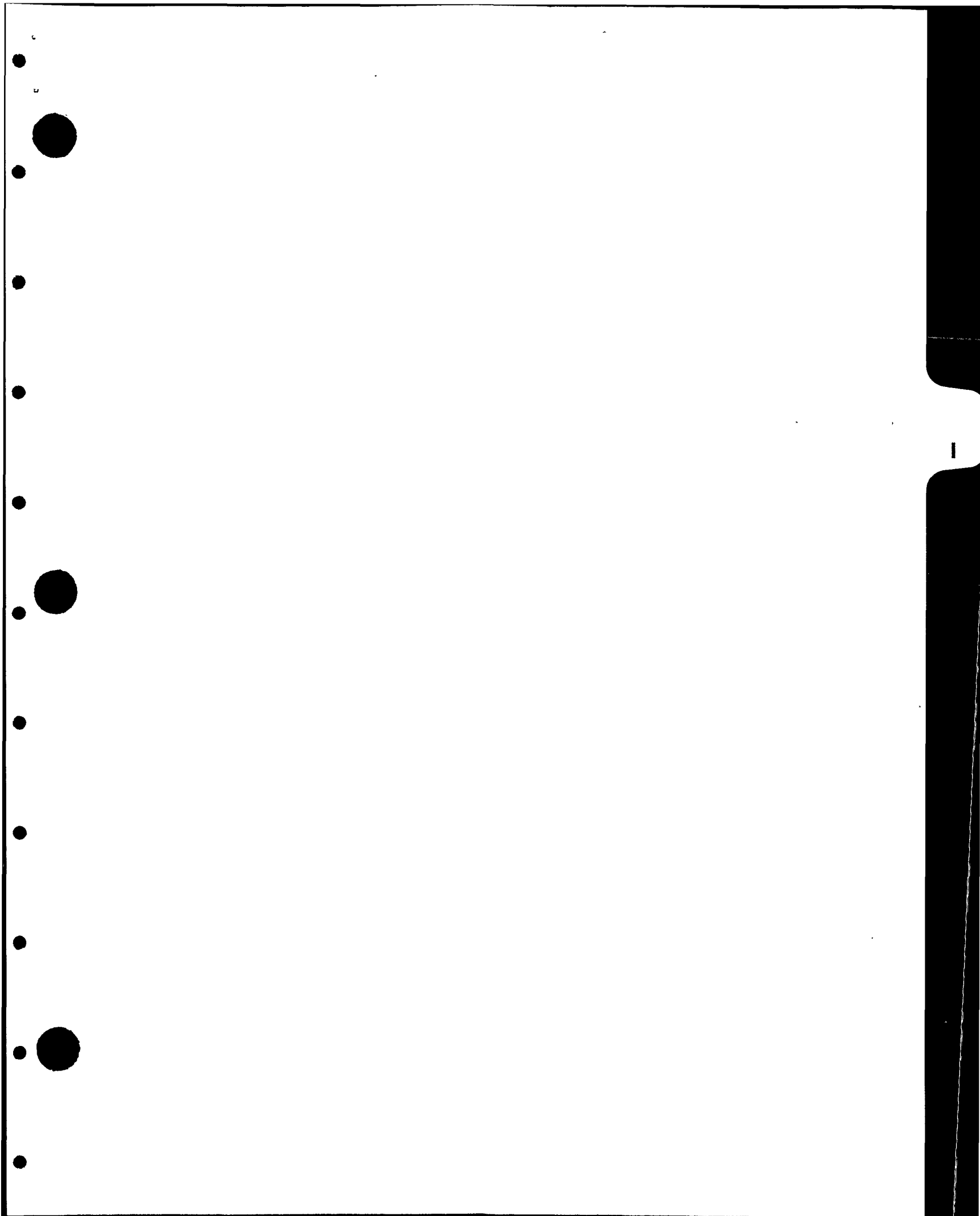
PROJECTED ONBOARD    ACTUAL ONBOARD

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# FY92 FIELD SUPPORT ONBOARD VS PROJECTED ONBOARD





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**DIFFERENCES - PERSONNEL COMPENSATION  
(IN THOUSANDS)**

|                      | PROJECTED<br>11/1/91 | PROJECTED<br>2/29/92 | DIFFERENCE |
|----------------------|----------------------|----------------------|------------|
| OVERTIME             | 10,000               | 8,000                | 2,000      |
| AUO                  | 131,215              | 131,500              | (285)      |
| HOLIDAY              | 3,350                | 4,000                | (650)      |
| SUNDAY & NIGHT DIFF  | 6,150                | 6,400                | (250)      |
| POST DIFF            | 350                  | 350                  | 0          |
| NY DEMO PROJECT      | 10,600               | 10,650               | (50)       |
| FLIP/FLAP            | 2,040                | 2,040                | 0          |
| LOCALITY AND SPALEO  | 24,961               | 23,892               | 1,069      |
| REGULAR PAY *        | 909,029              | 925,238              | (16,209)   |
| TOTAL COMPENSATION   | 1,097,695            | 1,112,070            | (14,375)   |
|                      |                      |                      |            |
| FINANCIAL PLAN       | 1,080,488            | 1,080,491            |            |
|                      |                      |                      |            |
| SHORTAGE - PERS COMP | (17,207)             | (31,579)             |            |

\* 11/1/91 PROJECTION

INCLUDES PAY RAISE OF \$25,993,000

**DIFFERENCE - PERSONNEL BENEFITS  
(IN THOUSANDS)**

|                      | PROJECTED<br>11/1/91 | PROJECTED<br>2/29/92 | DIFFERENCE |
|----------------------|----------------------|----------------------|------------|
| FEHBA                | 48,200               | 52,243               | (4,043)    |
| FEGLI                | 1,300                | 1,192                | 108        |
| CSRS RETIREMENT      | 39,000               | 48,538               | (9,538)    |
| FICA (MEDICARE)      | 7,586                | 10,381               | (2,795)    |
| I.A.'S (NON-CASH)    | 100                  | 100                  | 0          |
| WORKMAN'S COMP       | 5,218                | 5,765                | (547)      |
| FERS RETIREMENT      | 87,045               | 83,387               | 3,658      |
| THRIFT               | 12,000               | 14,050               | (2,050)    |
| FERS/FICA            | 32,414               | 30,842               | 1,572      |
| COST OF LIVING -FGN  | 1,920                | 2,075                | (155)      |
| EDUC ALLOWANCE - FGN | 525                  | 500                  | 25         |
| FGN POST & QTRS      | 700                  | 695                  | 5          |
| TOTAL BENEFITS       | 236,008              | 249,768              | 13,760     |
| FINANCIAL PLAN       | 254,409              | 254,409              | 0          |
| EXCESS - PERS BFTS   | 18,401               | 4,641                |            |

## FY 1992 FINANCIAL ANALYSIS

|   |                             |
|---|-----------------------------|
| ● Shortage of available funds in compensation                 | <\$31,579,000>              |
| ● Excess of available funds in benefits                       | <u>\$4,641,000</u>          |
| ● Net shortage of personnel compensation and benefits funding | <u>&lt;\$26,938,000&gt;</u> |

### SOURCES OF FUNDING:

|  |                    |
|--|--------------------|
| ● Reduce hiring to replacement hiring only per latest plan (3/16/92) |                    |
| ● Reduce transfers by 114  |                    |
| ● 20 CDP @ \$51,619 =  | \$1,032,380        |
| ● 60 rotational @ \$28,810 =   | \$1,728,600        |
| ● 34 speciality/op @ \$51,477 =                                      | \$1,750,218        |
| ● Unused NY Demo Proj. Retention                                     | <u>\$1,480,000</u> |
|  | <u>\$5,991,198</u> |
| ● Equipment  | \$20,946,802       |





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**FEDERAL BUREAU OF INVESTIGATION  
EQUIPMENT  
FY92**

|   | CURRENT FY92<br>FINANCIAL PLAN | FY92 OBLIGATIONS<br>THROUGH FEBRUARY | %<br>USED | FY92<br>AVAILABLE |
|---|--------------------------------|--------------------------------------|-----------|-------------------|
| Technical Services<br>-ADPT Program (FY 1992)<br>-ADPT Program (FY 1991/1992)<br>-ADPT Program (FY 1992/1993)<br>-ADPT Program (No Year Funding)<br>-DTP Program (FY 1992)<br>-DTP Program (No Year Funding)<br>-TFSE Program (FY 1992)<br>-TFSE Program (No Year Funding)<br><br>Legal Counsel<br><br>Inspection |                                |                                      |           |                   |

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| RECAP OF EQUIPMENT OBLIGATIONS BY APPROPRIATIONS |  |
|--|--|
| FY 1992  |  |
| FY 1991/1992                                     |  |
| FY 1992/1993                                     |  |
| NO YEAR FUNDING                                  |  |

(A) Includes requisitions, purchase orders and expenditures in FMS as of 3/17/92

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**FEDERAL BUREAU OF INVESTIGATION  
EQUIPMENT  
FY92**

|                                 | CURRENT FY92<br>FINANCIAL PLAN | FY92 OBLIGATIONS<br>THROUGH FEBRUARY | %<br>USED | FY92<br>AVAILABLE |
|---------------------------------|--------------------------------|--------------------------------------|-----------|-------------------|
| Technical Services              |                                |                                      |           |                   |
| -ADPT Program (FY 1992)         |                                |                                      |           |                   |
| -ADPT Program (FY 1991/1992)    |                                |                                      |           |                   |
| -ADPT Program (FY 1992/1993)    |                                |                                      |           |                   |
| -ADPT Program (No Year Funding) |                                |                                      |           |                   |
| -DTP Program (FY 1992)          |                                |                                      |           |                   |
| -DTP Program (No Year Funding)  |                                |                                      |           |                   |
| -TFSE Program (FY 1992)         |                                |                                      |           |                   |
| -TFSE Program (No Year Funding) |                                |                                      |           |                   |
| Legal Counsel                   |                                |                                      |           |                   |
| Inspection                      |                                |                                      |           |                   |

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| RECAP OF EQUIPMENT OBLIGATIONS BY APPROPRIATIONS |  |
|--|--|
| FY 1992  |  |
| FY 1991/1992                                     |  |
| FY 1992/1993                                     |  |
| NO YEAR FUNDING                                  |  |

(A) Includes requisitions, purchase orders and expenditures in FMS as of 3/17/92

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EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: DIRECTOR WILLIAM S. SESSIONS

When we started a simple project, driving the decision making down, I didn't know any of us could expect such incredible things to happen. There is a revitalizing aspect to everything. We have started now with TQM, IRM and CJISD. All of them have required change.

What must we all do about change. It is unavoidable. If it is unavoidable, why not incite it. Everyone of you is the finest at playing out my expectations. There are no disappointments. But you now must try to deal with what you have wrought. In connection with Weldon Kennedy's circumstances involving employee turnover, would you rather it be the other way? Would you want the flow to be out of the Bureau? These problems come from success. I have no difficulty with them.

I direct that ASD work as though the equipment program doesn't exist. What in each Division can you cut? We must leave the equipment pot alone. If we go back into it we'll suffer a credibility gap if we invade it now.

Change/excitement is a challenge to all of us. All of you promised me you could handle change. I find the product to be strong and dynamic.

In the future the gaps between FBIHQ and the Field must narrow. Nothing is overwhelming. In the future we must react to change and generate it into a product. Nothing is sacred.

We change from quantity to quality. The Bureau is attuned to change. We're not afraid of it. We solve the problems.

The Executives Conference has an acid-producing concern but can handle change if you see benefits that flow from it. What are our concerns? We know where our pain comes from. Some of them have been discussed.

In the year 2000 we'll have problems. The change in the year 2000 will be change where we haven't even predicted. 85% of the change will involve female and minority employees. This will be a major challenge. We want the perception out there to be that the FBI is a premiere organization and the place to be so we can get the best personnel available.



We must deal with major problems - funding is one. People (the Hill) support the Bureau. We get accolades from all over. We have gained respect not normally given to law enforcement agencies.

We are seen as using vision. The perception of the public and Congress is critical.

We are managing change. We are inciting change. We are responsible for change. We pay the price but we are better prepared, for example John Guido and international police training. We have the ability to respond.

There is a real possibility of the resurgence of terrorism. There have been major changes in Iraq and Libya. Recently events have transpired in these areas which have shown we were ready for whatever happened. It's our responsiveness to whatever comes our way that is critical.

There is a public confidence in the Bureau. I don't know of a single area where change hasn't paid off.

I tend to like the Executives Conference Retreats on a six month basis. The Counterintelligence Committee meets every three months. There is an energy about it - managed change. What emanates from this Executives Conference Retreat - I'm willing to hear your recommendations but I believe we should keep going every six months. Furnish your views to Jim Greenleaf.

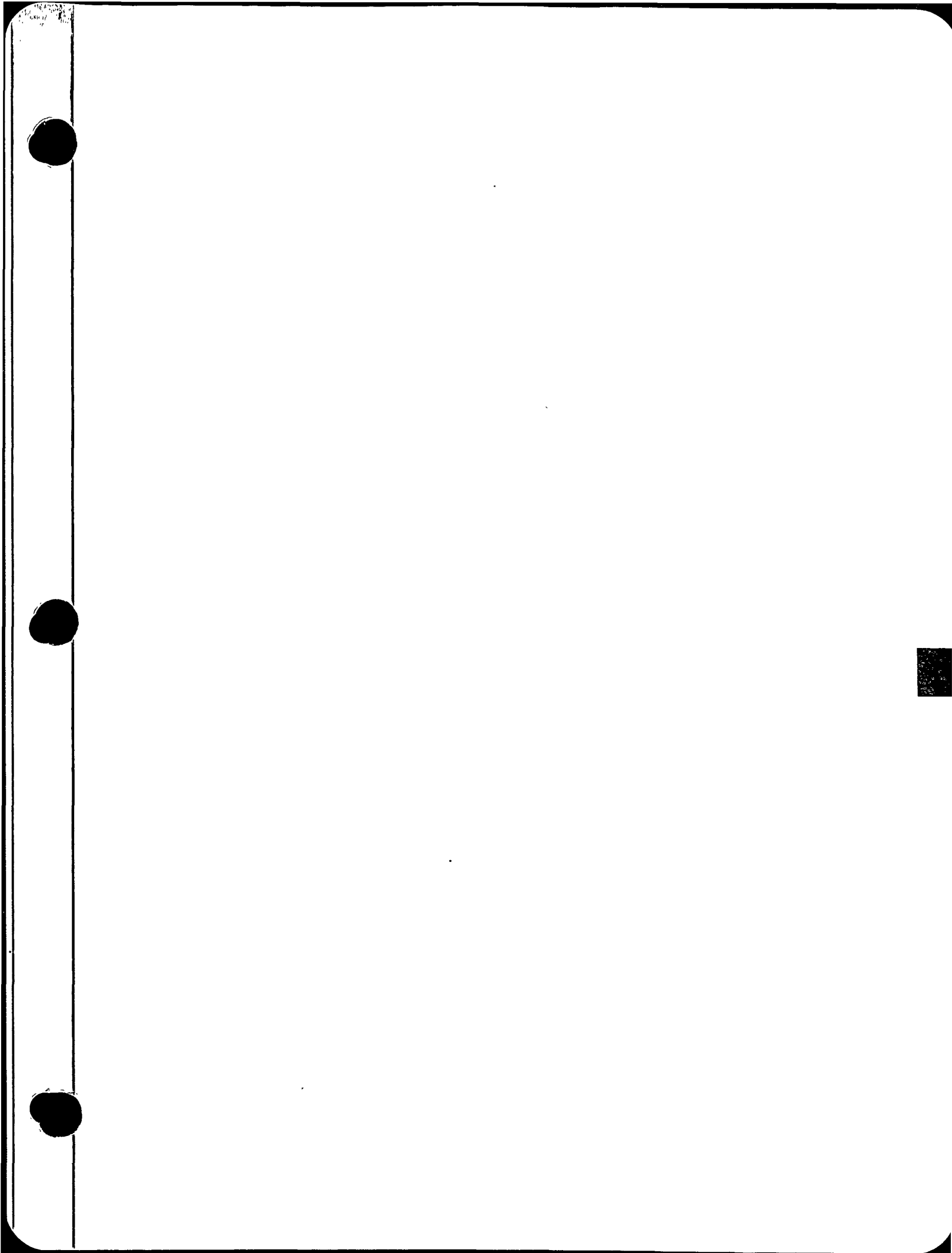
Thank you for the product you have provided during the last six months. I get favorable comments regularly. At the last USAs conference I heard many comments that our SACs are responsible and are doing the job. Nothing is more important for an SAC than to deliver a quality product to the USA.

I'm proud of all of you. I look to you regularly despite all the flak we get from the media.

During the last hearings there was only one EEO question. Our efforts have paid off. I have great confidence in you. The difficulties we face should exhilarate us. We should turn the rocks over and handle what we find.

I am proud of you, to a person. I salute you. People who drive change are critical. The Executives Conference has done a splendid job. If you have any thoughts or recommendations please give them to Jim Greenleaf.

(Recorded in the first person although not an exact transcription)



EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

COMMENTS BY: ROBERT C. BONNER, ADMINISTRATOR  
DRUG ENFORCEMENT ADMINISTRATION

Attached are the comments made by Judge Bonner on  
3/24/92.

Remarks by Robert C. Bonner  
FBI Executives Conference Retreat  
Virginia Beach, Virginia  
March 24, 1992

Thank you, Bill. [*Bill Sessions, Director, FBI*]

Bill, I appreciate your asking me to join you here in Virginia Beach at the FBI's Executive Conference Retreat.

I go back a long way with the FBI. Over 20 years. First, as an Assistant U.S. Attorney, and later as a U.S. Attorney in Los Angeles, I prosecuted a lot of FBI cases.

To name a few: the Miller and Cavanaugh espionage cases; major S&L fraud cases; the Moriarty corruption scandal, which led all the way to Sacramento; and the Z Best securities and bank fraud case.

Then, going back to my Assistant U.S. Attorney days, there was the Laguna Niguel bank burglary case, involving the infamous Dinsio brothers; the Adell "NAP" case; and the meat packers-USDA corruption case.

So, I know from personal experience the kind of first-rate, world class investigative work the FBI is capable of—and I have an enormous respect for the FBI Agents I've worked with—and for the FBI as an institution.

*Need for Cooperation*

All of us in this room know that the most competitive sport in Washington, D.C., is Federal Law Enforcement. And that is what I want to talk to you about tonight.

When talk of a merger of DEA and FBI began back in the early 1980s, Bill Webster was the Director; William French Smith was the Attorney General; and Peter Bensinger was the Administrator of DEA. For a number of years, thereafter, personnel and structural changes were made at DEA to prepare it for a possible merger with the FBI. When the merger did not come about, we—the FBI and DEA—began drifting apart.

The decision not to merge was made over five years ago. Most of the players have changed since then. This is a new era that demands that, although we are separate agencies, we must work together.

As Administrator of DEA, I believe that destroying drug trafficking organizations, organizations that threaten the very institutions upon which this nation was founded—family, community, and democratic government—is a goal that transcends our two agencies—that is more important than any single vision our individual agencies may have.

So, whatever the merits of the merger would have been, today we need to work together to make the most of our resources—human resources, intelligence resources, and financial resources.

Our two agencies can build the most effective drug enforcement program in this nation's history. And this is important, not only for our individual agencies, and not only for the Justice Department, but for the future of our nation.

We must make sure that competition in law enforcement is healthy competition, that any competition between DEA and the FBI works for better drug enforcement, not against it.

One way our competition can work against us is with our relationships with state and local law enforcement. State and locals are smart. They go shopping, if you will, for the Federal agency that will do them the most good. This allows them to pick and choose which Federal agency they will work with.

This poses a potential divide and conquer situation that pits us against each other and against other federal agencies. This is readily apparent today between Justice and Treasury agencies in the areas of asset sharing and informant payments. We should all work to eliminate this type of unhealthy competition, especially since we are both DOJ agencies.

*What do we need to do*

There are several ways we can better coordinate our resources and efforts devoted to federal drug enforcement. In the future, we should:

1. Better coordinate our strategic planning, our resource requests, and our placement of resources;
2. We should establish joint intelligence activities; and
3. We should conduct joint enforcement activities in the field whenever doing so will maximize our collective effectiveness.

Let me elaborate on these ideas briefly.

First, we need better communication to make sure our planning strategies in the area of drug law enforcement and intelligence are harmonious. When we go to OMB or Congress for appropriation requests, our proposals need to be coordinated to present a unified proposal, not one that appears to be a duplication of efforts. This way we both gain resources that can be applied in concert, with maximum effectiveness. We both look foolish when we plan duplicative or, worse yet, contradictory strategies.

Joint planning and coordinated resource requests will also promote cooperation in the field. There will be no issue about whether a given initiative was a DEA idea or an FBI idea. It will be a mutual effort from the outset.

Right now, we have several unique opportunities for cooperation through joint intelligence activities, especially through the National Drug Intelligence Center (NDIC) and the Multi-Agency Financial Investigative Center (MAFIC).

In the realm of intelligence, NDIC, if fully funded by DOD, offers great potential for fostering better cooperation between our two agencies. We both need to recognize the importance of sharing all drug law enforcement intelligence. Reciprocity and trust must be our guiding principles.

I think we have put together a good NDIC team—both Doug Ball, who will be heading up the Center, and Tom McNally—have had a good working relationship with DEA in the past, and I expect that will continue in the future. DEA Deputy Director, Jim Milford, is a first-rate manager who will ably round out the NDIC management team.

Another area of cooperation that shows great promise is the MAFIC, the Multi-Agency Financial Investigative Center. This initiative has brought together our agents at the Headquarters level, working financial investigations to promote better cooperation and sharing of intelligence.

DEA, FBI, Customs, and IRS are all represented in MAFIC. With each agency pursuing its own proprietary investigations, including undercover financial investigations, it is absolutely critical that Justice and Treasury agencies get together and bring some order to the use of these techniques. MAFIC is accomplishing this goal, and I am delighted that the FBI is supporting this initiative with DEA.

The recent raids in Cali are an example of how well this system can work. The Cali raids were coordinated through MAFIC and the "take" was shared with all those participating.

I am pleased that our agencies will expand this concept to Los Angeles by collocating financial investigative groups there.

There will be more raids on the Cali Cartel in Colombia, and you can be sure that the FBI will have access to the information obtained.

\* \* \* \* \*

The FBI and the DEA have pulled together in crisis situations—you were certainly there for us when Enrique Camarena and Everett Hatcher were murdered. And we are forever grateful for that.

I am grateful for the FBI making available the FBI Academy for DEA Basic Training, despite a serious space crunch.

At the same time, I am happy that DEA was in a position to permit the FBI to piggyback on our 9mm gun contract.

I also look forward to working with the FBI on digital telephony to increase the number of ports for cellular phones and Title III reforms.

Clearly, we have several opportunities to come together on a day-to-day basis, through increased routine contacts, and we should capitalize on these opportunities.

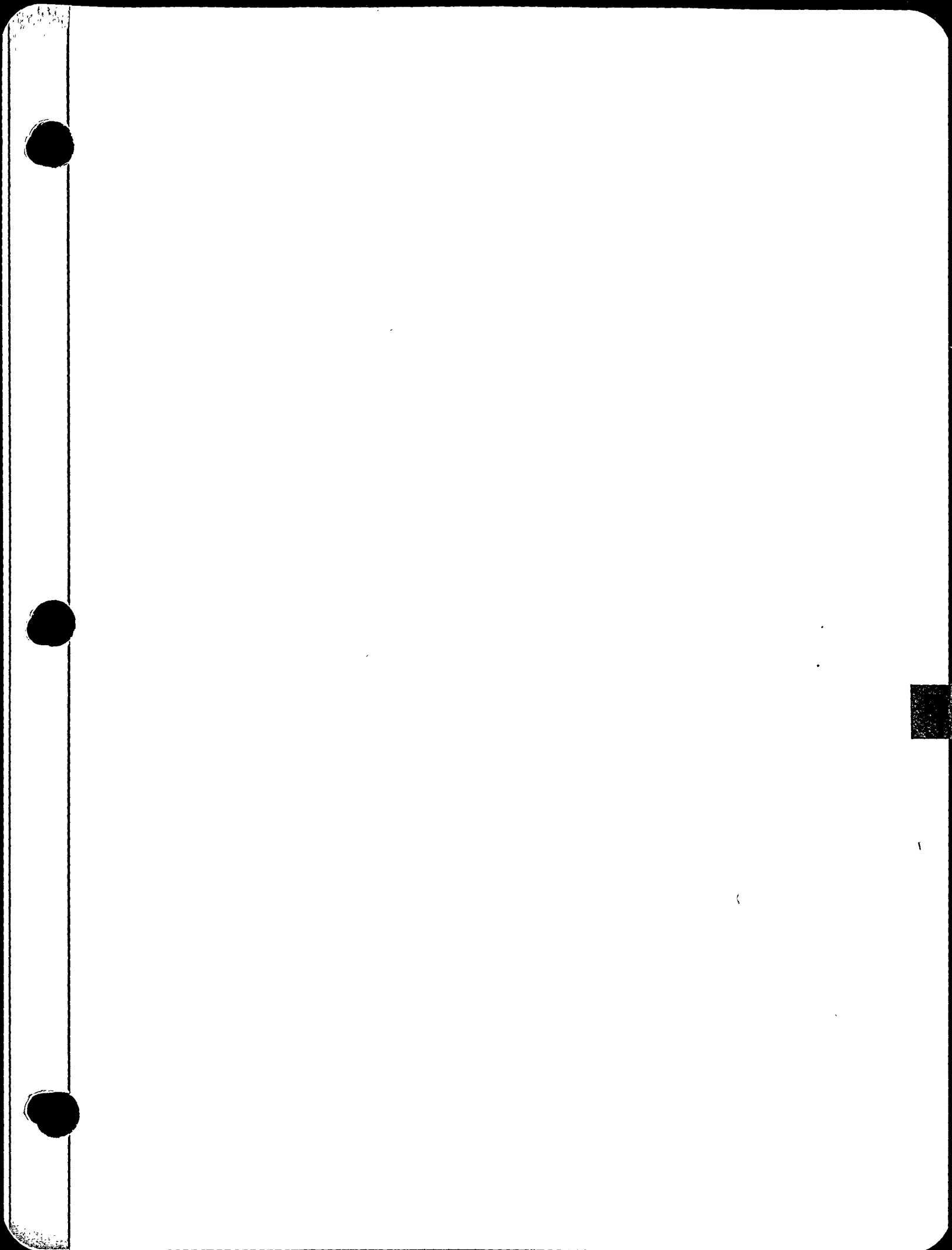
There is a great deal of mutual respect between our agents, and I know we can overcome any stumbling blocks in our way. My position offers me the opportunity to turn those stumbling blocks into stepping stones, building a path toward increased cooperation between our two agencies.

Ultimately, our cooperation—or lack of cooperation—will greatly influence the Federal government's impact on the drug problem in the United States. I look forward to working with all of you toward achieving the best drug law enforcement possible for our nation.

Thank you.

I would be happy to take some questions.





**EXECUTIVES CONFERENCE RETREAT**  
3/22-25/92

Information Topic: **Status of Digital Telephony Program**

- The President approved a legislative initiative to compel the telecommunications industry (common carriers, switch manufacturers, cellular phone companies, etc.) to make voice/data/image transmissions available to law enforcement upon presentation of a court order.
- Details concerning the funding are being worked out.
- The Attorney General and Director have embarked upon personal contacts with key members of Congress to expedite the legislative thrust.
- Complementary action to reduce/negate the threat of encryption has been postponed until next year.
- The fallback position--increased surreptitious entries--is being rigorously pursued. Personnel and monetary resources have been enhanced.

■



- A systems approach is being pursued: Referral/Consult
  - Creation and staffing of an Advanced Telephony Unit to address the entire range of issues.
  - Creation of a Technical Programs Unit to re-educate Technically Trained Agents and Electronics Technicians to practice in the digital world (the latter group to be able to assist the Agents in certain matters) and professionalize technical training.
  - Construction and staffing of a decryption center.
  - Fast-track projects--many being pursued at the National laboratories--to increase capabilities for surreptitious entries.

January 22, 1992

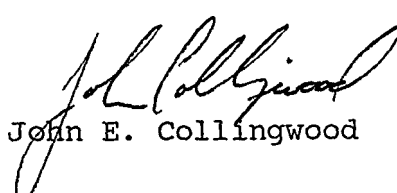
TO: Mr. Greenleaf

Re: Executive Conference Retreat

Jim:

By January 17, 1992 memorandum you asked for thoughts on possible agenda items for the Executive Conference Retreat. In that regard, I would like to offer a couple of suggestions.

- ◆ The Director likes to make the Executive Conference available when he meets with the "press regulars." In that regard, it might be interesting for Public Affairs to bring in a media type to talk about what makes news and the media's perspective of the FBI. That could be coupled with some tips from Public Affairs about handling the media.
- ◆ This may already be on the agenda, but the time seems right to discuss the FBIAA.
- ◆ An analysis by Jay of the President's FY 93 budget that pertains to law enforcement and where the FBI fits in may also be of interest.
- ◆ Foreign Police Training is an emerging issue for the Bureau and of keen interest to the Director. A presentation by John Guido on where we are and where we are going may be of interest.

  
John E. Collingwood

1 - Mr. Collingwood  
1 - Mr. Hooks  
JEC:mmc (3)

*mmc*

February 3, 1992

To: Mr. Greenleaf

RE: EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
MARCH 22 - 25, 1992

In response to your memorandum to members of the Executives Conference, dated 1/17/92, the following topical issues for possible discussion at the retreat are furnished:

- ◆ Update on the Special Agent Selection Program
- ◆ Pilot test or delegating appointment authority to SAC for GS-1/GS-6 grade level support positions
- ◆ Update on TQM within the FBI
- ◆ Update on replacing FBIHQ agents with nonagent professional
- ◆ Ways to streamline and improve the SAC appraisal process
- ◆ Current usefulness of the PCI designation in FBI investigative matters tracking

It is hoped these topic areas will help you in completing the agenda for the next retreat.

*Weldon L. Kennedy*

Weldon L. Kennedy

by *Jay A. Brisley*

1/31/92

Mr. Greenleaf,

RE: EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

Reference a note dated 1/17/92 from Mr. Greenleaf to members of the Executive Conference, captioned as above.

In response to your 1/17/92 note, I am proposing to you that I present and entertain discussion at the Executives Conference Retreat on the issues and findings that resulted from the Office of Planning, Evaluation and Audits (OPEA) study on the Role of the Field Supervisor in the FBI.

In December 1991, OPEA disseminated copies of its report to each Assistant Director (AD) and to each Special Agent in Charge (SAC). The report has since resulted in memoranda from several SACs and I sense from their remarks that this particular report has indeed "touched a nerve" among managers in the field. Their reactions to this report convey a sense of concern and urgency which, in my view, should be aired and discussed further by members of the Executive Conference. The reactions I have received thus far from the SAs can be summarized as follows:

- Field managers seem to exhibit a definite sense of frustration about the manner in which FBIHQ exercises influence over field operations and that the time to do something constructive about the cause of these frustrations is now; and
- Field managers are laboring under what they perceive as excessive and, in some instances, unnecessary information demands imposed from FBIHQ.

I believe these reactions are, for the most part, on point. They are an indication that FBIHQ components, in collaboration with field managers need to consider bold initiatives to eliminate unnecessary or redundant operational and

1 - Mr. Toohy  
1 - Mr. Sonnichsen  
1 - Mr. Burton  
1 - Mr.   
1 - OPEA Impact Folder  
1 - OPEA Tickler File  
KSB/mtj (7)

b6  
b7c

administrative information demands which are often viewed by the field as choking the system and infringing upon more important substantive responsibilities.

I believe that this is a fruitful and timely topic for discussion at the Executive Conference Retreat. If you concur, I will prepare the necessary briefing material for this presentation. I am confident that these and related issues should stimulate considerable interest and discussion among all of the members of the Executive Conference.

*Carol*  
Delbert C. Toohy

January 30, 1992

Jim:

**RE: Executives Conference Retreat  
Virginia Beach, Virginia  
March 22-25, 1992**

By Memo dated 1/17/92, you asked for Conference agenda items which would be relevant and thought provoking. I suggest the following:

◆ The attached 1/18/92 Washington Post article outlines a very controversial U.S. Customs/NBC media relationship where a Federal Judge ruled that NBC acted as an "agency" of the U.S. Government in the largest heroin case in U.S. history.

Today the public demands more information from Government agencies such as ours. At the same time, the FBI has a greater need to project Bureau successes, both to educate the public and to obtain budgetary resources.

**QUESTION: How far should the FBI go to ensure that our cases are sufficiently covered by the media?**

◆ Given the importance of First Amendment Rights, plus increasing demands from employees who consider themselves "victims," the Bureau must face some critical issues.

**QUESTION: What rights do these employees have to speak out in the public domain if they are acting as citizens, not as FBI employees?**



Tom Jones

Attachment

- 1 - Mr. Jones
- 1 - Mr. Nelson
- 1 - Each OPA Unit

~~SAN/JRL~~ (10)

# Justice Dept. Subpoenas Unaired NBC Tapes of D

By Michael Isikoff  
Washington Post Staff Writer

A federal judge's ruling that NBC News acted as an "agency" of the U.S. government in the largest heroin case in U.S. history has forced the Justice Department to subpoena internal network news tapes or risk its case being thrown out of court.

Without announcement, Attorney General William P. Barr authorized the subpoena of NBC last week. Earlier, U.S. Judge Vaughn R. Walker in San Francisco had vowed to dismiss indictments against five defendants arrested at a Hayward, Calif., warehouse last June on charges of smuggling 1,285 pounds of high-grade "China white" heroin into the country.

An NBC camera crew had staked out the warehouse for a month at the invitation of high-level U.S. Customs officials and then broadcast tapes of the arrest in what NBC anchor Tom Brokaw called an "exclusive report" that lead the Nightly News on June 21.

Concluding that NBC appeared to have established "an agency relationship" with the Customs Service, Walker had ordered federal prosecutors to locate and turn over to the defendants all the tapes made by NBC, including outtakes never broadcast, on the grounds that they were, in effect, material evidence in the case.

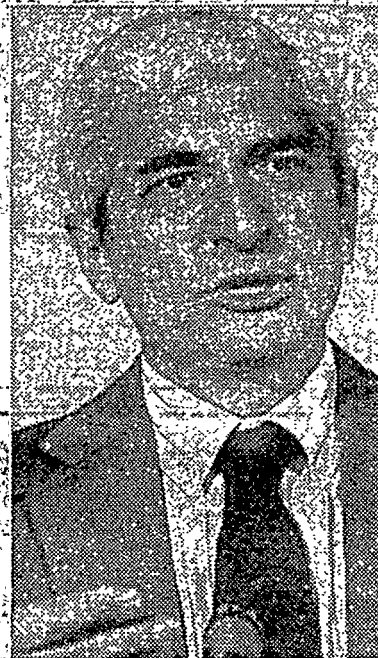
Walker was extremely reluctant to

order the subpoena, fearing Justice would become embroiled in a protracted First Amendment confrontation with a major television network, department officials said. But the judge's threat to dismiss the charges in the case raised the prospect that the defendants—five Taiwanese nationals who operated an importing company called Join Sun Corp.—would immediately flee the country before federal prosecutors could appeal.

The discovery of the heroin last spring by Customs inspectors in the Port of Oakland generated nationwide publicity and prompted new concerns about a wave of high-grade Chinese heroin entering the country. Some defense lawyers and government critics, however, say the circumstances surrounding the arrests also illustrate the lengths government agencies go to garner favorable publicity and promote the federal anti-drug efforts.

The heroin case began to unravel last month when Walker concluded that high-ranking Customs officials may have violated the rights of the defendants by cutting a deal with NBC producer Ira Silverman that permitted NBC camera crews to videotape the surveillance of the suspects at the warehouse.

What is relevant is that the government shared investigative data with NBC, transported NBC personnel and hauled NBC equipment into the warehouse and affirmatively called NBC on the scene at the time of the arrest, said Walker.



MARVIN KALB  
...reporters should "reflect" on deals

essence, the government worked with NBC in creating the videotape material.

As disclosed in a series of court affidavits, the Customs-NBC relationship has highlighted a phenomenon that some news media critics say has become disturbingly common in recent years.

"I've seen this on the air many, many times," said Marvin Kalb, a former CBS correspondent and now director of the Schorenstein Barone Center on Press and Politics at Harvard University. "Whenever there's



JUDGE VAUGHN R. WALKER  
...threatens to dismiss indictments

a drug bust, there's a need for television to get pictures. . . . It's great footage.

"But to do that, there has to be a deal" with a government agency, he added. "This may be a time when reporters ought to sit back and reflect on the degree to which they allow themselves to get caught up in a government operation."

Silverman said NBC's deal with Customs was "no different" than similar arrangements many news organizations enter into when they accompany police or other law

enforcement agencies on. In fact, Kalb and others man and his colleague, spondent Brian Ross, neered such coverage television, repeatedly sh such major Customs r 1988 arrests of Bank of Commerce International at a staged "bachelor Tampa.

In this case, sources Customs dealings with high-level Customs of Silverman and Ross that had found the heroin co shipment of plastic bag container ship on May 2 then invited to be pre the stakeout, which la month.

Silverman acknowledged enforcement agencies h interest in promoting cesses on the evening that doesn't mean that gitimate news story," man.

Nevertheless, the f the Justice Department has put NBC in a lega network, like virtually news organizations, ref close notes or raw foot ering them privileged First Amendment. Whi give the government ar was broadcast, "NBC Ne not to provide outtake. m has not been broadcast," sponse to subpoenas," N woman Katherine McQu



# rug Seizure

drug raids. say, Silver-NBC corre- have pio- on network owing up at aids as the Credit and executives party" in

familiar with NBC said officials told inspectors concealed in a s aboard a 0. NBC was sent during sted for a

ged that law ave a prime their suc- news. "But t isn't a le- said Silver-

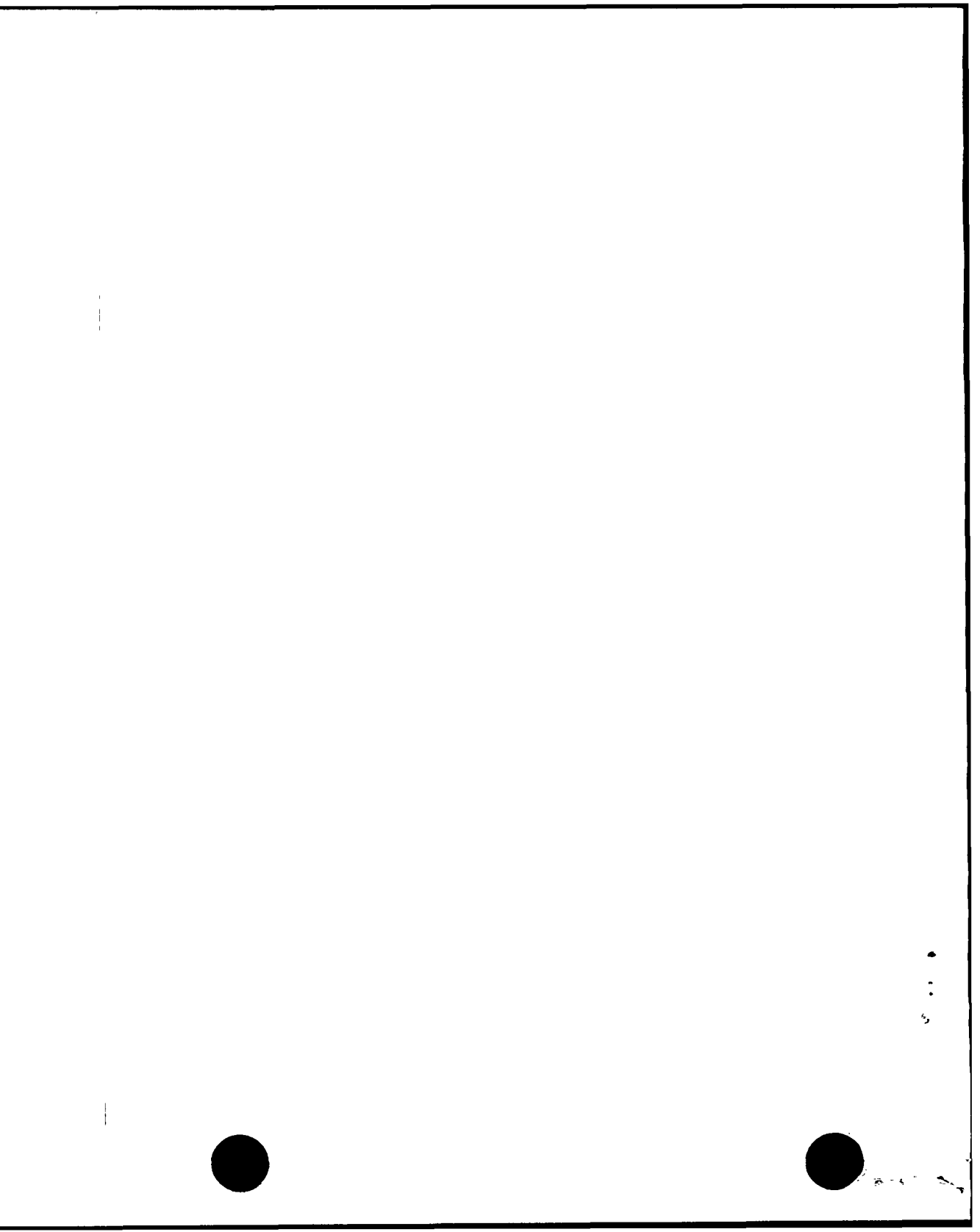
allout from t subpoena bind. The all major uses to dis- ge, consid- under the ie it would ything that ws policy is aterial that even in re- BC spokes- ay said.

Knowledgeable sources said this week that lawyers are discussing a possible compromise whereby NBC may air another news segment about the case that would include showing the disputed tapes, thereby maintaining its policy and still giving the government what it needs.

"When the tapes are viewed, they're going to find there's nothing there," said John E. Hensley, the assistant Customs commissioner and the official who approved the arrangement with NBC.

Government sources say the recent legal battle actually is in part the outgrowth of a heated inter-agency wrangle between Customs and the Drug Enforcement Administration. These sources said that DEA officials, who were also working on the heroin investigation, were infuriated last spring when they learned about the Customs-NBC arrangement and complained directly to Customs Commissioner Carol B. Hallett. While DEA officials argued the deal could jeopardize the undercover investigation, these sources say at least part of DEA's ire was because it feared that Customs would get all the news media attention.

"It's very difficult to get a fair trial with this war on drugs, to have the government using the media on daily basis in their propaganda efforts," said John Runfola, a defense lawyer who represents defendant Lucy Chen. "The danger is, an independent press becomes a whore for the government."



1/31/92

To: Mr. Greenleaf

From: *LP* L. A. Potts

RE: Executives Conference Retreat  
Virginia Beach, Virginia  
3/22 - 25/92

Reference your memorandum dated 1/17/92, captioned as above, requesting relevant and thought provoking agenda items for the upcoming Executive Conference Retreat.

Accordingly, the attached list represents topical issues suggested by the Criminal Investigative Division for discussion at the Retreat.

L. A. *LP* Potts

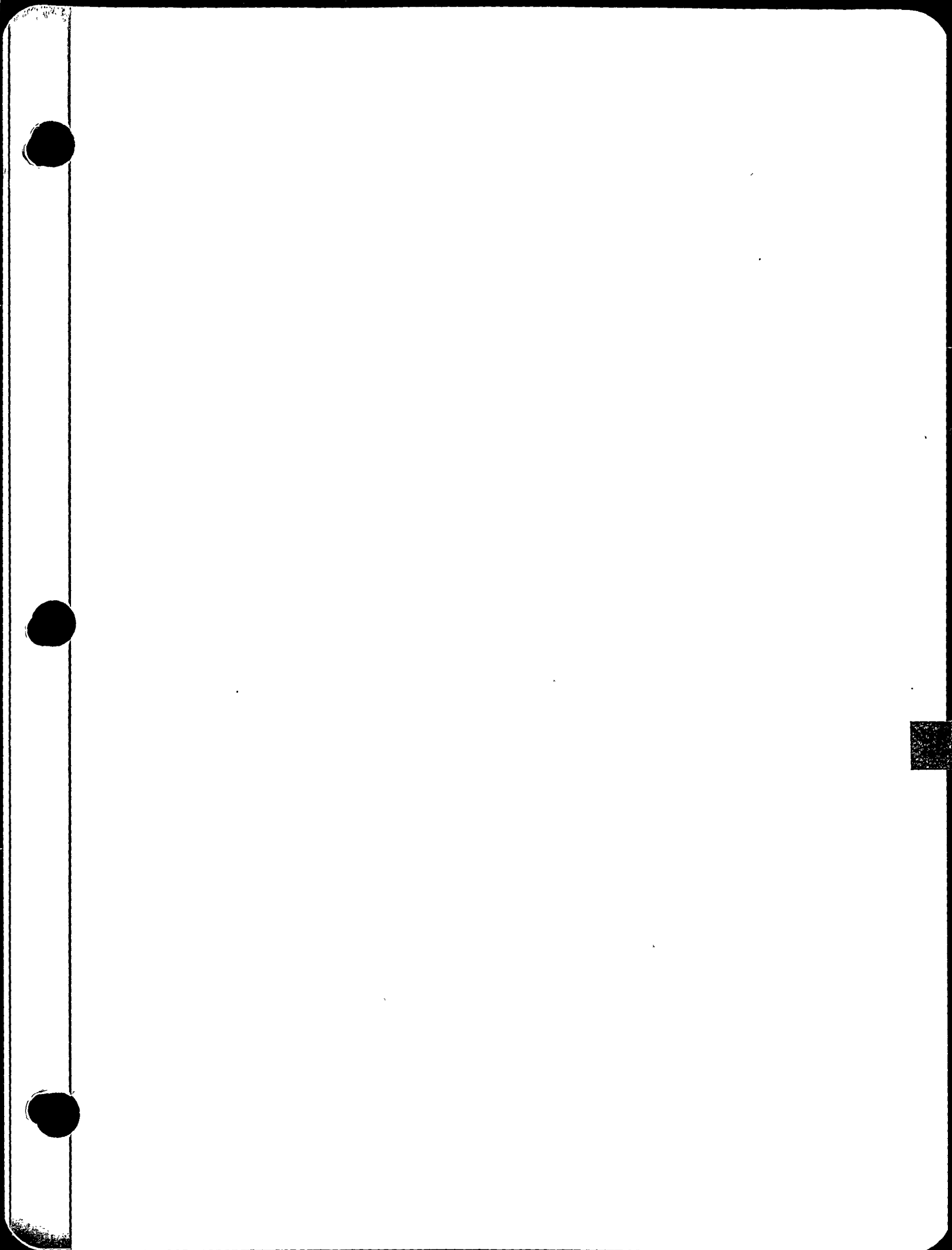
SUGGESTED TOPICAL ISSUES  
EXECUTIVES CONFERENCE RETREAT  
VIRGINIA BEACH, VIRGINIA  
3/22 - 25/92

1) Review the Special Agent in Charge (SAC) Performance Appraisal system. The current system evaluates programs, not individual SACs, and is so aggregative that significant activity, positive or negative, tends to be "washed out".

2) Evaluation of our current Time Utilization Recordkeeping System (TURK) to determine whether we continue to be driven more by burn rate concern than crime problems. If so, what steps can be taken to correct.

3) Discussion of our current methods for establishing Field Office Target Staffing Levels (TSL). Are we keeping up with demographic and crime rate changes?

4) In anticipating significant Special Agent retirements in the next three years small and medium size Field Offices face the prospect of being left with a very limited number of experienced investigators.



FOLLOW-UPS TO THE EXECUTIVES CONFERENCE RETREAT  
3/22-25/92

(1) Per Director Sessions - Norm Christensen should advise the Field of the progress concerning the FOIMS capability of tracking matters at FBIHQ and concerning the Standardized Communications Format. This should be done before the SACs Conference.

(2) Director Sessions asked if there was a plan to have a TQM presentation at the SACs conference. Carroll Toohey stated that there was not "per se." The Director then suggested that perhaps Carolyn Morris could make a videotape of her presentation. Floyd Clarke stated that there needed to be an outline prepared regarding TQM to be used by Bureau executives during their visits to the ASAC conferences and also by the ADs and other Bureau executives during their visits to Field Offices. Jim Greenleaf indicated that Carolyn Morris will prepare a briefing book to be used for these purposes and also a copy will be furnished to the SACs.

(3) Floyd Clarke suggested that there might be a need for a "mid-term" SACs conference concerning TQM training.

(4) Director Sessions stated that in connection with International Police Training (IPT), we should have requests for funding at least for FY 94 so we can get going on our vision for IPT for the next 2-5 years. John Collingwood stated that there is congressional support for those who would take the lead in this area.

(5) Joe Davis indicated that he will have concrete recommendations to the Director in the near future concerning the Bethune letter in connection with the FBI Agents Association.

(6) Director Sessions stated that he wanted a list of the offices, both national and international of the Anti-Defamation League. Jim Perez was tasked to obtain this information.

(7) Director Sessions advised that a representative of the CJISD should be added as a permanent member of the IRM Working Group.

(8) In connection with Project FORGE, Floyd Clarke suggested that consideration be given to broadening the experience base of the project team. He specifically suggested that there be Field representation and those that have been in the Career Development Program. Jim Greenleaf also suggested that consideration be given to surveying all GM-14s and sampling the GM-15s in the Project FORGE survey.

(9) Jeff Jamar indicated that the SAC Advisory Committee (SACAC) would like there to be a publishing of the performance ratings given to SES members, i.e. the number who received outstanding, excellent, etc., for both FBIHQ and the Field.

(10) Jeff Jamar indicated that members of the SACAC would like to know how members of the NEI are selected. He indicated they would like this to be a matter for the SES board to handle. This was referred to Doug Gow to advise the SACs.

(11) Jeff Jamar reiterated some strategic goals which were previously furnished to Director Sessions. Response to this should be handled by the Director's Office.

(12) Floyd Clarke tasked Jeff Jamar and the SACAC to consider and help improve those things which are divisive in the FBI, e.g. differences between FBIHQ and the Field, differences between Agent and support personnel etc.

(13) Director Sessions indicated that ASD needs to keep track on a monthly basis of personnel trends so that predictions can be made on a more timely basis.

(14) Jeff Jamar recommended that the whole administrative inquiry process, investigation, legal review, and adjudication, be put in one division in order to streamline the process.

(15) Director Sessions tasked ASD to consider the current personnel situation as though the "Equipment Program" did not exist. He indicated that ASD "must leave the equipment pot alone." He asked what there was in each Division that could be cut.

(16) Director Sessions tasked each Executives Conference member to furnish Jim Greenleaf with their comments and recommendations concerning whether to continue to have the Executives Conference Retreat every six months.

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. Liaison & \_\_\_\_\_  
 Int. Affs. \_\_\_\_\_  
 Off. of Public Affs. \_\_\_\_\_  
 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Director Sessions

Date 3/27/92

From : J. W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 TOTAL QUALITY MANAGEMENT (TQM) TRAINING

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That, following your review and approval of the previously recommended TQM office, the new TQM Quality Manager make recommendations to you concerning TQM training for the SACs.

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

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

**DETAILS:** During the ECR, Floyd Clarke suggested that there might be a need for a "mid-term" SACs Conference concerning TQM training.

By memorandum to you dated 3/13/92, I recommended that a TQM office be established with you as the Executive Sponsor. A copy of that memorandum is attached for your information. If you approve these recommendations, this matter should be referred to the TQM Quality Manager and he/she should make recommendations to you concerning possible TQM training for the SACs.

Enclosure

- 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Bayse (attn: Mrs. Morris)
  - 1 - Mr. Kennedy
  - 1 - Mr. Christensen
  - 1 - Mr. Toohy
  - 1 - SAC Jamar
  - 1 - SAC Pettus
  - 1 - Mr. Flanders
- JWG:amv (10)



Flanders

# Memorandum



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

To : THE DIRECTOR

Date 3/13/92

From : J. W. Greenleaf

Subject : INFORMATION RESOURCES MANAGEMENT (IRM)  
MINUTES OF IRM ADVISORY GROUP MEETING  
ON TOTAL QUALITY MANAGEMENT (TQM) 2/12/92

**PURPOSE:** To provide IRM Advisory Group recommendations for implementing TQM in the FBI.

**SYNOPSIS:** The IRM Advisory Group was tasked by Mr. Greenleaf to make recommendations for implementing TQM throughout the FBI. After a few workshop-type meetings, the Group has formulated an approach, a process, and a structure for implementing TQM. Applying a simple and straight-forward TQM process across the FBI would be the most cost effective and expeditious means of implementing TQM. The Director would need a Quality Council and a Quality Manager's Office to provide guidance and direction from the top of the organization. The FBI Quality Council would identify organizational entities and/or programs most in need of improvement from a corporate-wide perspective and set priorities for quality improvement. The Quality Manager would be the overall workhorse for implementing TQM. A value-added benefit of the TQM approach recommended within this memorandum is that the Action Plans to transform the FBI into a learning organization could directly support the Budget Formulation Process. This would result in an FBI budget request which is driven by an corporate-wide strategic plan to improve the performance of the organization. Details regarding the recommended approach, process, and structure are set forth within this memorandum.

**RECOMMENDATIONS:**

- 1) That the Director, as Executive Sponsor, lead a top-down approach to implement TQM in the FBI.

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

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

- Attachments (6)  
62-122861
- 1 - Mr. Clarke
  - 1 - Mr. Greenleaf
  - 1 - Each IRM Advisory Group member
  - 1 - Mr. Bayse
  - 1 - Mrs. Morris
  - 1 - Mr. Walczykowski
  - CGM:cda (12)

(CONTINUED - OVER)

RECOMMENDATIONS (Continued):

2) That the TQM organizational structure set forth within this memorandum (Attachment 5) be approved.

APPROVED: \_\_\_\_\_ Adm. Servs. \_\_\_\_\_ Laboratory \_\_\_\_\_ Off. of Intell. \_\_\_\_\_  
 \_\_\_\_\_ Crim. Inv. \_\_\_\_\_ Legal Coun. \_\_\_\_\_  
 Director \_\_\_\_\_ Ident. \_\_\_\_\_ Tech. Servs. \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_ Info. Mgnt. \_\_\_\_\_ Training \_\_\_\_\_ Public Affs. \_\_\_\_\_  
 ADD-Adm. \_\_\_\_\_ Inspection \_\_\_\_\_ Cong. Affs. Off. \_\_\_\_\_  
 ADD-Inv. \_\_\_\_\_ Intell. \_\_\_\_\_ Off. of EEO \_\_\_\_\_

3) If recommendation 2 is approved, that:

- a) The Target Staffing Level (TSL) for the Quality Manager's Office be set at two positions [one Senior Executive Service (SES) Special Agent (SA) to serve as Quality Manager, and one professional support GS-13/14/15] to serve as the Assistant to the Quality Manager.

APPROVED: \_\_\_\_\_ Adm. Servs. \_\_\_\_\_ Laboratory \_\_\_\_\_ Off. of Intell. \_\_\_\_\_  
 \_\_\_\_\_ Crim. Inv. \_\_\_\_\_ Legal Coun. \_\_\_\_\_  
 Director \_\_\_\_\_ Ident. \_\_\_\_\_ Tech. Servs. \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_ Info. Mgnt. \_\_\_\_\_ Training \_\_\_\_\_ Public Affs. \_\_\_\_\_  
 ADD-Adm. \_\_\_\_\_ Inspection \_\_\_\_\_ Cong. Affs. Off. \_\_\_\_\_  
 ADD-Inv. \_\_\_\_\_ Intell. \_\_\_\_\_ Off. of EEO \_\_\_\_\_

- b) The Resource Management Allocation Board identify an SA SES position for the full-time Quality Manager who will serve for a maximum of five years prior to rotating the SA workyear back to investigative duties.

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

- c) The Administrative Services Division identify funding for a GS-13/14/15 professional support position to function as an Assistant to the Quality Manager.

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

Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

DETAILS: Throughout the United States, there is evidence that a quality revolution is taking shape. This awakening began in earnest about 10 years ago by Tom Peters, Robert Waterman, Dr. Juran and Dr. Deming. For many businesses, as well as government organizations, quality has become a means of long-term survival. Winning the confidence and loyalty of customers by constantly delivering quality products and services is essential to corporate survival.

Starting in 1988, several FBI Divisions launched TQM initiatives to improve work processes and quality of products and services. Additionally, in 1991, TQM awareness training was provided to the entire executive conference.

For several years, the FBI has been operating under severe fiscal constraints. It appears that this economic condition will exist for some time into the future. This state of affairs has compelled the FBI to consider TQM as a means to make more effective use of available resources. Director Sessions has now made a decision to initiate the quality revolution throughout the FBI. The primary focus of this reform is to:

- ◆ Improve organizational effectiveness by emphasizing:
  - ✓ Customer focus on products, services and processes.
  - ✓ Total involvement of all employees in the quality revolution.
  - ✓ Systematic support of TQM in the areas of strategic planning, budgeting and performance management.
  - ✓ Measurement of TQM progress.
  - ✓ Empowerment of all individuals to seek continuous improvement.

The IRM Advisory Group has been tasked by Mr. Greenleaf to make recommendations on what should be done to implement and sustain a TQM process in the FBI.

On 2/12/92, the IRM Advisory Group met to discuss the TQM issue. Attendees were as follows:

Jay A. Brixey  
Raymond Gilbarte, Jr.  
Carolyn G. Morris

C. David Evans  
John O. Hoyt  
Richard C. Sonnichsen

Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

DETAILS (Continued):

Objectives for this meeting were to:

- Determine and reach consensus on an approach for implementing TQM.
- Develop and reach consensus on a structured process for implementing TQM.
- Develop and reach consensus on a organizational structure for implementing TQM.
- Define and reach consensus on functions; tasks; and knowledge, skills and abilities (KSAs) for TQM organizational structure components.

The IRM Advisory Group successfully accomplished all objectives. Consensus positions reached follow:

TQM Definition and Attributes

TQM is a process that integrates the efforts of all employees to continuously improve the quality and delivery of products and services throughout the organization. It is customer-focused; requires long-term investment of resources; requires change in organizational culture; and a total management-employee team commitment supported by an appropriate reward system.

TQM Approach

Establishing an effective TQM process and culture in the FBI is a challenging undertaking. Considerable preparation is required to do it well and insure its' lasting effect. It requires strong backing, passionate leadership and a firm resolve to see it through. For these reasons, the IRM Advisory Group recommends a top-down approach as the best strategy for implementing TQM in the FBI. This approach signals top management commitment which is critical to people at all levels of the organization embracing the quality movement quickly and enthusiastically. It also insures a more effective culture change and builds a common language among all organizational levels in the FBI.

Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

TQM Approach (Continued):

The Federal Government has approximately 25 contracts with commercial consultants who could provide expertise in their individual approaches to TQM. Two FBIHQ divisions have already used this approach. It typically involves an initial analysis by the consultant of the organization and its current ability to provide quality services or products. It also typically involves an extensive up-front training commitment for the entire organization undertaking quality improvement. The IRM Advisory Group recommends a simple and straight forward TQM process and applying the process across the organization through the aid of a parallel TQM organizational structure. The Group believes that this approach would be the most cost effective and expeditious means of implementing TQM. It follows the school of thought that you learn best by doing.

TQM Process:

The quality improvement process, depicted on Attachment 1, is generic in nature and can be applied to the re-engineering of any organizational entity, program activity or process. It initially involves focused assessments of the internal and external environments for each individual component area. This introspective assessment would provide a clear understanding of current state of the product and service quality provided by the component area as well as a preliminary view of the future desired. A "gap analysis" would provide a preliminary understanding of areas, structures, products, services and processes needing improvement.

The next steps are to develop or reaffirm the component's purpose statement (Why does the organizational entity or program exist?) and mission statement (What does the organization entity or program do to support its purpose for being?). A Vision Statement is then developed to describe the component's desired future state. This Statement, which should be written in present tense, describes the desired outcome of the component's efforts over an established time period; e.g., three - five years. The Vision Statement can be motivating and even lofty; however, it should be brief and clear to preclude any misunderstanding of the Vision's real meaning and direction.

Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

TQM Process (Continued):

To focus resources, talent and attention on the areas, structures and/or processes which would help most in attaining the TQM component's Vision, the "critical few" (four - six) Major Focus Areas (MFAs) or goals are then identified for the individual component. These "critical few" goals are thereafter isolated from the day-to-day activities of the organizational entity or program and tracked to measure progress towards attaining the Vision. The supporting conditions or short-term objectives covering a one - two year time span are developed for each MFA or goal. Subsequently, each component area should have somewhere between 12 - 24 short-term objectives. It is also helpful to identify critical success factors for attaining the component's Vision. These may be such things as TQM training, culture changes, new management practices, etc. A specific Action Plan, along with milestones, is developed for each supporting condition or objective. This now involves the tactical plans needed to transform the component into a continuous learning state and provides a detailed means of tracking progress.

If the above quality improvement process were applied to the FBI in one or two key areas, it could be evaluated and adapted to fit overall FBI needs and the organization's unique cultural attributes.

It is essential that the application of this quality improvement process be guided by a neutral facilitator in a workshop environment and that the outcome be a result of the participants' contributions.

Strategic and Tactical Planning:

The IRM Advisory Group believes that a strategic context is required to implement TQM in the FBI successfully. All organization components need guidance and direction from the top and, as a first step in transforming the FBI to a continuously learning organization, the group recommends that top management use the above TQM approach and process to revalidate the purpose and mission of the FBI along with developing an FBI Vision. This effort could be carried out through a three - four day quality improvement workshop. The 15 - 20 participants would be mostly members of the Quality Council (described later); however, the workshop should include field and professional personnel to include their knowledge and views. The workshop would be facilitated by someone knowledgeable in the TQM process. The outcome would be the requisite guidance and direction, an example of applying the TQM process and an Action Plan for implementing TQM throughout the FBI. For a second example, it would be beneficial to apply the TQM process to the IRM program.

Strategic and Tactical Planning (Continued):

If the quality improvement process were applied to the full range of FBI component areas, both organizational entities as well as individual programs, the outcome would be strategic and tactical plans for improving the entire FBI. This approach is consistent with the TQM precept of delegating responsibility down through the organization. For example, as indicated on Attachment 2, TQM Distribution Example for the FBI, quality improvement for IRM, FCI, Violent Crime, etc. are delegated to the appropriate organizational level. The FBI Quality Council would identify the organizations and programs most in need of improvement and set priorities. The summation of the overall FBI quality improvement process provides an strategic and tactical plan for the entire organization with a balanced level of granularity across all component areas in need of attention. Please note that the environmental assessment for each component area is effected by the quality improvement outcomes of other component areas. The TQM process becomes an ongoing process as the environment continuously changes.

An integrated quality improvement approach could improve the FBI's budget formulation process as well as its planning process. After taking into account the day-to-day activities for each component area, the TQM process could easily flow into budget formulation. The FBI would then have a budget submission based on guidance and direction from top management and an organization-wide quality improvement strategic plan. It is important to note that changes to the FBI's organizational structure should flow naturally from the quality improvement process. Contributing participants in a TQM workshop environment, focusing on the need for quality products and services, can more easily set aside individual agendas and come to consensus on structural and/or process changes which will lead to genuine improvement.

Attachment 3 is an example which shows how Strategic and Tactical Planning could be an MFA or goal for the "FBI-wide Quality Improvement" component with TQM embedded within the goal statement as well as the supporting conditions or objectives. This would connect TQM to the FBI corporate battery and provide a mechanism to measure the FBI's progress in transforming itself. This integrates the quality improvement process into the FBI's strategic and tactical planning activities, and anchors it to the FBI-Wide Vision. A table within Attachment 3 shows how an Action Plan can be developed for each supporting condition within each MFA and within each quality improvement component area. A change in terminology from "goals" and "objectives" to MFAs, supporting conditions and actions can encourage a paradigm shift in the way the FBI does its planning. Attachment 4, Component Area Vision Workshop Products, graphically depicts the relationships between the quality improvement documentation products.

Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

Parallel TQM Organizational Structure:

The IRM Advisory Group determined that a parallel organizational structure (Attachment 5) is needed to begin the quality revolution in the FBI. This structure should be lean, yet contain the following major components:

**CORPORATE LEVEL**

Quality Council

Quality Council is a top-level Steering Group that guides the application and evolution of TQM within the FBI and then monitors the FBI's progress in transforming itself to a learning organization. It makes key decisions and provides guidance and direction for implementing and nurturing the TQM process throughout the FBI. Since the Executive Conference is the top-level management group in the FBI, the IRM Advisory Group recommends that it serve as the Quality Council. Detailed functions of the Quality Council are set forth within Attachment 4.

Quality Council members, both individually and collectively, must commit to support and involve themselves personally in the quality process so that it will be successfully implemented. This hands-on, top-level involvement is the most critical factor in the successful development of TQM.

The Quality Council business should be conducted in specific TQM meetings facilitated by the Quality Manager.



CORPORATE LEVEL (Continued):

Quality Manager's Office

The Quality Manager's Office consists of an SA SES Quality Manager and a professional support person as an assistant. The Quality Manager supports the Quality Council and is the overall workhorse for implementing TQM within the FBI. This Office would guide and direct daily FBI TQM activities.

The Quality Manager should be a respected SES or mid-level SA manager with an excellent reputation and performance track record. This individual should also be an excellent communicator, possess outstanding leadership abilities and have a strong and abiding interest in TQM. The Quality Manager should be the FBI's primary facilitator - focusing attention on the TQM process and its evolution and remaining neutral on the substantive outcomes of the TQM workshops. A good understanding of the resource planning, budget formulation and budget management processes is needed to promote a strong link between TQM and those processes. Detailed functions and tasks performed by the Manager are set forth within Attachment 5 and Attachment 6 sets forth the KSAs required for this Manager.

The IRM Advisory Group believes that the Quality Manager should report directly to the Director, as he is the highest ranking official who oversees FBI operational activities and the primary focus of TQM should be operational activities, products and services.

If additional resources are required, the Quality Manager should tap the Field Offices/FBIHQ Division-level TQM resources as necessary to support TQM activities. This will generally involve coordinating the activities of the FBIHQ Divisional and Field Office Quality Coordinators and field office facilitators.

Memo Greenleaf to The Director 3/13/92  
IRM ADVISORY GROUP MEETING 2/12/92

#### LINE LEVEL

##### Division-level Quality Council

Each Headquarters and Field Division should form its own Quality Council and develop Visions for appropriate organizational entities or program activities. The individual Field Office Quality Councils will focus on improving the products and services of each individual field office.

##### Division-level Quality Coordinators

Each Division should have a Quality Coordinator responsible for carrying out day-to-day quality improvement activities for the Division. This would include coordinating activities of the Division Quality Action Teams and making sure the results of their efforts are consolidated into the Division's strategic and tactical plans.

#### QUALITY ACTION TEAMS (QATs)

QATs are the guts of the TQM process. They should be used in a workshop environment at all levels and in all functions to uncover root causes of problems and implement effective solutions that endure for the long-term. Initial QAT efforts should focus on developing strategic and tactical plans for program areas identified by the FBI Quality Council as in need of improvement. Field representatives and professionals should be included in these QATs.

#### FACILITATORS

The FBI will need a cadre of facilitators trained in the TQM process. As they guide the QATs through the process in a workshop environment, the facilitators remain neutral on the substantive issues raised. It may be beneficial for facilitators to work on an inter-divisional or programmatic basis to promote neutrality.

Memorandum



Dep. Dir. \_\_\_\_\_  
 ADD Adm. \_\_\_\_\_  
 ADD Inv. \_\_\_\_\_  
 Asst. Dir.:

- Adm. Servs. \_\_\_\_\_
- Crim. Inv. \_\_\_\_\_
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- Off. Liaison & Int. Affs. \_\_\_\_\_
- Off. of Public Affs. \_\_\_\_\_
- Telephone Rm. \_\_\_\_\_
- Director's Office \_\_\_\_\_

To : Mr. Bayse

Date 3/27/92

From : J. W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 TOTAL QUALITY MANAGEMENT (TQM)

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That Mrs. Morris prepare a briefing book concerning her TQM presentation to be used by Bureau executives during their visits to the ASAC conferences and by ADs and other Bureau executives during their visits to Field Offices. Copies should also be furnished to the SACs. This should be completed and my office advised by 4/24/92, before the SACs Conference.

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

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**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, Director Sessions asked if a TQM presentation at the SACs Conference was planned. AD Toohey stated that there was not "per se." The Director suggested that perhaps Carolyn Morris could make a video tape of her presentation at the ECR. Mr. Clarke stated that there needed to be an outline prepared regarding TQM to be used by Bureau executives during their visits to the ASAC conferences and also by the ADs and other Bureau executives during their visits to Field Offices. I indicated that Mrs. Morris will prepare a briefing book to be used for these purposes and a copy will be furnished to the SACs.

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Bayse (attn: Mrs. Morris)
  - 1 - Mr. Toohey
  - ① - Mr. Flanders
- JWG:amv (7)

Memorandum



Dep. Dir. \_\_\_\_\_  
 ADD Adm. \_\_\_\_\_  
 ADD Inv. \_\_\_\_\_  
 Asst. Dir.:

- Adm. Servs. \_\_\_\_\_
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- Off. of Public Affs. \_\_\_\_\_
- Telephone Rm. \_\_\_\_\_
- Director's Office \_\_\_\_\_

To : Director Sessions Date 3/27/92

From : *J. W. Greenleaf*

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 STRATEGIC GOALS; SACAC

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATIONS:** For record and information purposes and coordination by your office with the SACAC.

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

|                 |                   |                   |                       |
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| Dep. Dir. _____ | Crim. Inv. _____  | Legal Coun. _____ | Int. Affs. _____      |
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**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, SAC Jeff Jamar, representing the SACAC, reiterated some strategic goals which he advised had previously been furnished to you by the SACAC (copy attached). SAC Jamar indicated that these were considered to be five-year goals. These are being furnished to your office for information and record purposes, and coordination with the SACAC.

Enclosure

- 1 - Director Sessions (Enclosure)
  - 1 - Mr. Clarke (Enclosure)
  - 1 - Mr. Gow (Enclosure)
  - 1 - Each Assistant Director (Enclosure)
  - 1 - Each Office Head (Enclosure)
  - 1 - SAC Jamar (Enclosure)
  - 1 - SAC Pettus (Enclosure)
  - ① - Mr. Flanders (Enclosure)
- JWG:amv

I. STRATEGIC GOALS FOR DIRECTOR WILLIAM S. SESSIONS, FBI, AS PERCEIVED BY THE SPECIAL AGENTS IN CHARGE

- A. ENHANCE EFFORTS TO ATTRACT AND RETAIN THE BEST, BRIGHTEST AND MOST TALENTED AGENTS, INCLUDING MINORITIES AND WOMEN, WHILE SIMULTANEOUSLY INCREASING THEIR OPPORTUNITY FOR PARTICIPATION IN THE CAREER DEVELOPMENT PROGRAM. EMPHASIS SHOULD CONTINUE TO FURTHER REVISE OUR PERSONNEL POLICIES TO INSURE OUR LAW ENFORCEMENT LEADERSHIP IN THE AREAS OF PERMANENT AND PART-TIME SAS AND DAY CARE, ALONG WITH FURTHER PROFESSIONALISM IN THE EMPLOYEE ASSISTANCE PROGRAM.
- B. INVESTIGATIVELY, A COURSE SHOULD BE CHARTED BY 1997 TO POINT THE FBI INTO THE NEXT MILLENNIUM. TO BE ABLE TO ACCOMPLISH OUR OPERATIONS (INVESTIGATIVE) MISSION WE MUST IDENTIFY, COMPREHEND AND PREPARE FOR THE RESPONSIBILITIES THAT ARE LIKELY TO EVOLVE AND APPRECIATE WHAT THE PUBLIC WILL EXPECT AND DEMAND.
- C. A FORMALIZED OPERATIONAL PROGRAM FOR THE FBI WHICH PROVIDES FOR CONTINUAL ASSESSMENT OF GLOBAL AND NATIONAL CRIME PROBLEMS AND ENABLES THE FBI TO MAINTAIN ITS PREEMINENT POSITION AS A LAW ENFORCEMENT AGENCY.
- D. FULLY OPERATIONAL STATE-OF-THE-ART INTERNAL INFORMATION MANAGEMENT SYSTEM, ALONG WITH A NATIONWIDE FULLY AUTOMATED FINGERPRINT-BASED CRIMINAL JUSTICE INFORMATION SYSTEM WITH PERSONNEL FULLY TRAINED IN THE OPERATIONS OF THE SYSTEMS.
- E. DIRECTOR AND FBI EXECUTIVES, THROUGH ENHANCED RELATIONSHIPS WITH ADMINISTRATION OFFICIALS, DEPARTMENT OF JUSTICE AND MEMBERS OF CONGRESS, CONTINUE TO CONVEY ON A REGULAR BASIS AN EXPANDED UNDERSTANDING OF THE FBI'S CAPABILITIES AND SUCCESSES IN ADDRESSING CURRENT AND FUTURISTIC CRIME PROBLEMS.

Memorandum



Dep. Dir. \_\_\_\_\_  
 ADD Adm. \_\_\_\_\_  
 ADD Inv. \_\_\_\_\_  
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   Adm. Servs. \_\_\_\_\_  
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 Off. of Public Affs. \_\_\_\_\_  
 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Mr. Kennedy

Date 3/27/92

From : *J. W.* Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 HIRING PLAN ADJUSTMENT

PURPOSE: To record a matter discussed at the ECR.

RECOMMENDATION: For information and record purposes.

APPROVED: \_\_\_\_\_  
 Adm. Servs. \_\_\_\_\_ Laboratory \_\_\_\_\_ Off. of Liaison \_\_\_\_\_  
 Crim. Inv. \_\_\_\_\_ Legal Coun. \_\_\_\_\_  
 Director \_\_\_\_\_ Ident. \_\_\_\_\_ Tech. Servs. \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_ Info. Mgnt. \_\_\_\_\_ Training \_\_\_\_\_  
 ADD-Adm. \_\_\_\_\_ Inspection \_\_\_\_\_ Cong. Affs. \_\_\_\_\_  
 ADD-Inv. \_\_\_\_\_ Intell. \_\_\_\_\_ Off. of EEO \_\_\_\_\_

DETAILS: At the ECR in Virginia Beach, 3/22-25/92, you made a presentation concerning the low turnover rates in the Bureau, thus negating the necessity to continue hiring in large numbers as in past years. There were various suggestions made in connection with reprogramming of funds to personnel compensation.

Director Sessions advised that the Administrative Services Division (ASD) should consider the current personnel situation as though the "equipment program" did not exist. He indicated that ASD "must leave the equipment pot alone." He specifically asked what there was in each Division that could be cut.

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Kennedy
  - ① - Mr. Flanders
- JWG:amv (6)

Memorandum



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

To : Mr. Kennedy

Date 3/27/92

From : J. W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 PERSONNEL TRENDS

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That ASD monitor personnel trends on a monthly basis and bring significant matters to the Director's attention promptly.

APPROVED: \_\_\_\_\_  
 Director \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_  
 ASST-Adm. \_\_\_\_\_  
 Adm. Servs. \_\_\_\_\_  
 Crim. Inv. \_\_\_\_\_  
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**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, Director Sessions indicated that the ASD needs to keep track of personnel trends on a monthly basis so that predictions can be made and appropriate action taken in a timely fashion. Significant matters should be brought to the Director's attention promptly.

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Kennedy
  - ① - Mr. Flanders
- JWG:amv (6)

Memorandum



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

To : Director Sessions

Date 3/27/92

From : J.W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 SPECIAL AGENTS IN CHARGE ADVISORY COMMITTEE (SACAC)

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That a representative of your office follow with the SACAC in connection with its considerations of possible efforts to reduce divisiveness in the FBI.

APPROVED: \_\_\_\_\_  
 Director \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_  
 ADD-Adm. \_\_\_\_\_  
 ADD-Inv. \_\_\_\_\_

Adm. Servs. \_\_\_\_\_  
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 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, Deputy Director Clarke tasked SAC Jamar and the SACAC to consider and help improve those things which are divisive in the FBI, e.g., differences between FBIHQ and the Field, differences between Agent and support personnel, etc.

- 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - SAC Jamar
  - 1 - SAC Pettus
  - ① - Mr. Flanders
- JWG:amv (6)



Memorandum



Dep. Dir. \_\_\_\_\_  
 ADD Adm. \_\_\_\_\_  
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 Asst. Dir. :  
 Adm. Servs. \_\_\_\_\_  
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 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Mr. Gow

Date 3/27/92

From : *J. W. Greenleaf*

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 NATIONAL EXECUTIVE INSTITUTE (NEI); SACAC

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATIONS:** That you review the selection process for NEI attendees and advise the SACAC. Please advise my office of the results of this action by 5/22/92.

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

**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, SAC Jeff Jamar, representing the Special Agents Advisory Committee (SACAC), indicated that members of the SACAC would like to know how attendees of the NEI are selected. He indicated they would also like this to be a matter for the SES Board to handle.

This matter was referred to you to handle and advise the SACAC.

- 1 - Director Sessions
- 1 - Mr. Clarke
- 1 - Mr. Gow
- 1 - Mr. Daniels
- 1 - Mr. Kennedy
- ① - Mr. Flanders

JWG:amv (7)


# 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. Kennedy

Date 3/27/92

From :  J. W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92  
SES PERFORMANCE RATINGS; SACAC

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That the ASD advise the SACs of the last performance ratings given to SES members. This should be accomplished prior to the SACs Conference. My office should be advised of the action taken by 4/17/92.

APPROVED: \_\_\_\_\_  
Director \_\_\_\_\_  
Dep. Dir. \_\_\_\_\_  
ADD. Adm. \_\_\_\_\_  
ADD. Inv. \_\_\_\_\_  
Adm. Servs. \_\_\_\_\_  
Crim. Inv. \_\_\_\_\_  
Ident. \_\_\_\_\_  
Info. Mgnt. \_\_\_\_\_  
Insp. \_\_\_\_\_  
Intell. \_\_\_\_\_  
Laboratory \_\_\_\_\_  
Off. of Liaison & Int. Affs. \_\_\_\_\_  
Off. of EEO \_\_\_\_\_

**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, SAC Jeff Jamar, representing the SAC Advisory Committee (SACAC), advised that the SACAC would like there to be a publishing of the last performance ratings given to SES members, i.e., the number who received Outstanding, Excellent, etc., for both FBIHQ and the Field. It was pointed out that information concerning the distribution of SES bonuses had been previously furnished to SES members.

- 1 - Director Sessions
- 1 - Mr. Clarke
- 1 - Mr. Gow
- 1 - Mr. Kennedy
- 1 - SAC Jamar
- 1 - SAC Pettus
- ① - Mr. Flanders

JWG:amv (8)

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. Liaison &  
 Int. Affs. \_\_\_\_\_  
 Off. of Public Affs. \_\_\_\_\_  
 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Mr. Toohy

Date 3/27/92

From : J.W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 PROJECT FORGE

PURPOSE: To record a matter discussed at the ECR.

RECOMMENDATION: That you consider broadening the experience base of the Project Team for Project FORGE and also the possibility of surveying all GM-14s and sampling the GM-15s in connection with the survey being conducted. Please advise my office of the status of your consideration by 4/24/92.

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

DETAILS: At the ECR in Virginia Beach, 3/22-25/92, Mr. Clarke suggested that consideration be given to broadening the experience base of the Project Team. He specifically suggested that there be Field representation and those that have been actively involved in the Career Development Program. I also suggested that consideration be given to surveying all GM-14s and sampling the GM-15s in connection with the Project FORGE survey.

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Toohy
  - ① - Mr. Flanders
- JWG:amv (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. Liaison & Int. Affs. \_\_\_\_\_
- Off. of Public Affs. \_\_\_\_\_
- Telephone Rm. \_\_\_\_\_
- Director's Office \_\_\_\_\_

To : Mr. Perez

Date 3/27/92

From : J.W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 ANTI-DEFAMATION LEAGUE (ADL)

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That you furnish the Director with a list of ADL offices, both national and international, by 4/10/92, and advise my office.

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

|                   |                   |                   |                       |
|-------------------|-------------------|-------------------|-----------------------|
| Director ..       | Adm. Servs. _____ | Laboratory _____  | Off. of Liaison _____ |
| Deputy Dir. _____ | Crim. Inv. _____  | Legal Coun. _____ | Int. Affs. _____      |

ASST. DIR. \_\_\_\_\_

**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, Director Sessions stated that he wanted a list of the offices, both national and international of the ADL.

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Perez
  - ① - Mr. Flanders
- JWG:amv (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. Liaison & \_\_\_\_\_  
 Int. Affs. \_\_\_\_\_  
 Off. of Public Affs. \_\_\_\_\_  
 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Mr. Davis

Date 3/27/92

From : J W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 FBI AGENTS ASSOCIATION (FBIAA)

PURPOSE: To record a matter discussed at the ECR.

RECOMMENDATION: That you furnish your recommendations to the Director concerning the letter from Mr. Bethune.

APPROVED: \_\_\_\_\_  
 Director \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_  
 Adm. Servs. \_\_\_\_\_  
 Crim. Inv. \_\_\_\_\_  
 Ident. \_\_\_\_\_  
 Info. Mgnt. \_\_\_\_\_  
 Insp. \_\_\_\_\_  
 Intell. \_\_\_\_\_  
 Laboratory \_\_\_\_\_  
 Off. of Liaison & Int. Affs. \_\_\_\_\_  
 Public Affs. \_\_\_\_\_

DETAILS: At the ECR in Virginia Beach, 3/22-25/92, you made a presentation concerning the FBIAA. You specifically discussed the letter from Attorney Bethune. You indicated that you will have concrete recommendations to make to the Director in the near future.

- 1 - Director Sessions
- 1 - Mr. Clarke
- 1 - Mr. Gow
- 1 - Mr. Davis
- ① - Mr. Flanders

JWG:amv (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. Liaison & Int. Affs. \_\_\_\_\_  
 Off. of Public Affs. \_\_\_\_\_  
 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Mr. Guido

Date 3/27/92

From : J. W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 INTERNATIONAL POLICE TRAINING (IPT)

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That OLIA take appropriate action concerning funding for IPT. Please advise my office of the action taken in this regard by 5/22/92.

APPROVED: \_\_\_\_\_  
 Director \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_  
 ADD-Adm. \_\_\_\_\_  
 ADD-Inv. \_\_\_\_\_

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

**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, Director Sessions stated that in connection with IPT, we should have requests for funding at least for FY 94 so we can get going on our vision for IPT for the next 2-5 years. John Collingwood stated that there is Congressional support for those who would take the lead in this area.

- 1 - Director Sessions
- 1 - Mr. Clarke
- 1 - Mr. Gow
- 1 - Mr. Collingwood
- 1 - Mr. Guido
- 1 - Mr. Kennedy
- 1 - Mr. Flanders

JWG:amv (8)

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. Liaison &  
 Int. Affs. \_\_\_\_\_  
 Off. of Public Affs. \_\_\_\_\_  
 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Mr. Bayse

Date 3/27/92

From : J. W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 3/22-25/92  
 VIRGINIA BEACH, VIRGINIA  
 IRM WORKING GROUP

PURPOSE: To record a matter discussed at the ECR.

RECOMMENDATION: That a representative of the CJISD be added as a permanent member of the IRM Working Group. Please advise my office of the identity of the representative by 4/30/92.

APPROVED: \_\_\_\_\_  
 Director \_\_\_\_\_  
 Dep. Dir. \_\_\_\_\_  
 ADD-Adm. \_\_\_\_\_  
 ADD-Inv. \_\_\_\_\_

Adm. Servs. \_\_\_\_\_  
 Crim. Inv. \_\_\_\_\_  
 Ident. \_\_\_\_\_  
 Info. Mgnt. \_\_\_\_\_  
 Inspection \_\_\_\_\_  
 Intell. \_\_\_\_\_

Laboratory \_\_\_\_\_  
 Coun. \_\_\_\_\_  
 Servs. \_\_\_\_\_  
 Training \_\_\_\_\_  
 Cong. Affs. Off. \_\_\_\_\_  
 Off. of EEO \_\_\_\_\_

Off. of Liaison & Int. Affs. \_\_\_\_\_  
 Off. of Public Affs. \_\_\_\_\_

DETAILS: At the ECR in Virginia Beach, 3/22-25/92, Mrs. Morris made a presentation concerning IRM/TQM. In connection with the IRM Working Group, the Director noted that a representative of the new CJISD should be added as a permanent member of the IRM Working Group.

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Bayse (attn: Mrs. Morris)
  - 1 - Mr. Christensen
  - ① - Mr. Flanders
- JWG:amv (7)

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. Liaison & Int. Affs. \_\_\_\_\_
- Off. of Public Affs. \_\_\_\_\_
- Telephone Rm. \_\_\_\_\_
- Director's Office \_\_\_\_\_

To : Mr. Christensen

Date 3/27/92

From :  J. W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 TRACKING OF MATTERS AT FBIHQ

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That the Information Management Division (IMD), prior to the SACs Conference, advise the Field of the progress concerning the FOIMS capability of tracking matters at FBIHQ and concerning the Standard Communication Format. This should be completed and my office advised by 4/24/92.

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

|                 |                   |                        |                       |
|-----------------|-------------------|------------------------|-----------------------|
| Director _____  | Adm. Servs. _____ | Laboratory _____       | Off. of Liaison _____ |
| Dep. Dir. _____ | Crim. Inv. _____  | Ident. _____           | Int. Affs. _____      |
| ADD-Adm. _____  | Info. Mgnt. _____ | Inspection _____       | Public Affs. _____    |
| ADD-Inv. _____  | Intell. _____     | Long. Affs. Off. _____ | Off. of EEO _____     |

**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, Director Sessions noted that you should advise the Field of the progress made concerning the FOIMS capability of tracking matters at FBIHQ and concerning the status of the Standard Communication Format. He indicated that this should be done before the SACs Conference.

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Christensen
  - ① - Mr. Flanders
- JWG:amv (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. Liaison & \_\_\_\_\_  
 Int. Affs. \_\_\_\_\_  
 Off. of Public Affs. \_\_\_\_\_  
 Telephone Rm. \_\_\_\_\_  
 Director's Office \_\_\_\_\_

To : Mr. Kennedy

Date 3/27/92

From : J. W. Greenleaf

Subject : FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
 VIRGINIA BEACH, VIRGINIA  
 3/22-25/92  
 ADMINISTRATIVE INQUIRY PROCESS

**PURPOSE:** To record a matter discussed at the ECR.

**RECOMMENDATION:** That the Administrative Services Division (ASD), in coordination with the Legal Counsel Division (LCD) and the Inspection Division (INSD), review the SACAC recommendation that the entire administrative inquiry process be put into one Division. Please furnish me with the results of your review, with recommendations by 5/22/92.

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

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

**DETAILS:** At the ECR in Virginia Beach, 3/22-25/92, SAC Jeff Jamar, representing the SACAC, recommended that the entire administrative inquiry process, i.e. investigation, legal review and adjudication, be put in one FBIHQ Division in order to streamline the process. This recommendation should be reviewed by ASD in coordination with LCD and INSD and comments and recommendations furnished to me by 5/22/92.

- 1 - Director Sessions
  - 1 - Mr. Clarke
  - 1 - Mr. Gow
  - 1 - Mr. Davis
  - 1 - Mr. Kennedy
  - 1 - Mr. Toohy
  - 1 - SAC Jamar
  - 1 - SAC Pettus
  - ① - Mr. Flanders
- JWG:amv (8)

3/27/92

TO: EACH ASSISTANT DIRECTOR AND OFFICE HEAD

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ADIC, NEW YORK  
SAC, WMFO  
DAD BRIXEY

RE: FOLLOW-UP TO THE EXECUTIVES CONFERENCE RETREAT (ECR)  
VIRGINIA BEACH, VIRGINIA  
3/22-25/92

During the Retreat Director Sessions indicated that he finds the Executives Conference Retreats to be "tremendously meaningful." He indicated that that is why he has scheduled the last few Retreats every six months. He asked, however, that each Executives Conference member furnish me with their comments and recommendations concerning whether to continue to have the ECRs every six months.

I'd ask that you give this some thought and let me have your comments and recommendations by 4/15/92.

Thank you.

Jim Greenleaf

1 - Director Sessions  
1 - Mr. Clarke  
1 - Mr. Gow  
JWG:amv