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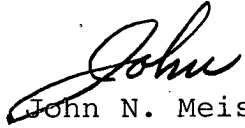
FBI
MULTI-YEAR AFFIRMATIVE
EMPLOYMENT PROGRAM
PLAN

FY 1988 - FY 1992

September 2, 1988

Frank:

I have been advised by our agency's EEO Officer that while the attached plan has been signed by the Director, the Bureau has not received written approval by the U.S. Department of Justice.



John N. Meisten III
Assistant Personnel
Officer
FBI

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

MULTI-YEAR AFFIRMATIVE EMPLOYMENT PROGRAM PLAN

1988-1992

FEDERAL BUREAU OF INVESTIGATION
9th Street and Pennsylvania Avenue
Washington, D. C. 20515

ORGANIZATIONAL LEVEL: Bureau

NUMBER OF EMPLOYEES COVERED BY PLAN: TOTAL: 22,477*

Professional - 188 Administrative - 11,092 Technical - 3,388
Clerical - 6,961 Other - 848

Barbara B. Browning
Contact person

324-4128
Telephone number

Melvin L. Jeter
signature

3/22/88
date

Melvin L. Jeter
Equal Employment Opportunity Officer
Certifies that this plan is in compliance with EEO-MD-714 as
modified by the Department of Justice

William S. Sessions
signature

May 3, 1988
date

William S. Sessions
Director
Certifies that this plan is in compliance with EEO-MD-714 as
modified by the Department of Justice

*9/30/87, based on statistics in Fiscal Year 1987 update

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INTRODUCTION

The FBI operates a centralized personnel management system from FBI Headquarters (HQ), Washington, D. C. Under this system, all basic personnel policy applicable throughout the service is approved and implemented from FBIHQ, and the system is geared to achieve uniformity throughout our organization. Special Agents in Charge (SACs) of field offices have been delegated authority to apply the Bureau's personnel management system, and we do not have servicing personnel offices at each field installation. Personnel actions of all sorts originate and are recommended by SACs, but must be in accordance with Bureau regulations, as well as reviewed and approved at FBIHQ. These actions include appointments, promotions, demotions, disciplinary and adverse actions, position classification and organization structuring.

All positions in the FBI are in the excepted service and each field office is structured almost identically, deviating only in numbers of personnel in the various grade levels. There are no autonomous organizational structures either geographically or functionally in the FBI. Communication between FBIHQ and our field divisions is on a constant and continuing basis.

In view of the FBI's highly centralized personnel management system, which controls all major FBI personnel actions, the assignment of each Special Agent (Criminal Investigator - Series 1811) to any of our 58 field offices is determined by FBIHQ according to the needs of the Bureau. Therefore, minority/gender data for the individual field offices does not reflect an office's efforts in the area of recruitment. Also, recruitment for the Special Agent position as well as all FBIHQ support positions is done on a national level by all field offices. Additional information on recruitment is in the program analysis section.

Accordingly, one report, Affirmative Employment Multi-Year Program Plans for Fiscal Years 1988 - 1992, has been developed for the entire FBI. Work force data is based on statistics at the end of Fiscal Year 1987 (September 30, 1987) reflecting the categories of Professional, Administrative, Technical, Clerical and Other (PATCO) and one tabulation by grade level. This plan pertains to the two major operating components (FBIHQ and field offices) within the FBI organizational structure, which are both controlled on a national level through the FBI's centralized personnel management system.

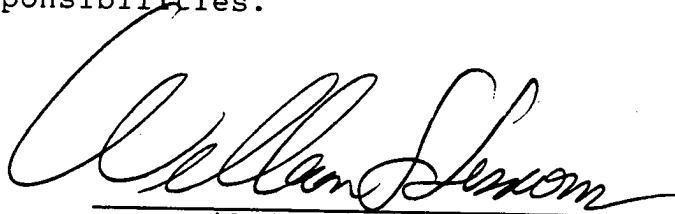
In accordance with the previous multi-year plan and Department of Justice guidance, numerical goals and timetables are not established in the Plan. Statistical data continues to be compiled on a monthly basis as a means of monitoring and our field offices are continually kept aware of the recruitment of women and minorities through the inspection process and annual performance evaluation of the critical elements of Affirmative Action and Applicant Recruitment for Special Agent in Charge.

FBI POLICY STATEMENT

EQUAL EMPLOYMENT OPPORTUNITY AND FEDERAL
AFFIRMATIVE EMPLOYMENT PLANS

As Director of the FBI, it is my sincere intention to carry out the laws and support the principles of Equal Employment Opportunity and the Affirmative Recruitment Program Plans. I am aware of the emphasis placed on hiring and strides made by the FBI in the recruitment of women and minorities, particularly among the Special Agent ranks. Working together with the various levels of management, I strongly support the initiatives pertaining to affirmative recruitment and to increase the number of minorities and women in managerial and supervisory positions among Special Agents and support personnel.

In addition, I want to express my unequivocal support of equal opportunity in all personnel actions, and the entitlement of all employees to work in a professional environment, free from harassment. Discrimination on the basis of race, color, religion, national origin, sex (including sexual harassment), age, and handicap (mental or physical) is unlawful. I hereby mandate every member of my management team to actively support these principles. While management sets the tone, it is incumbent upon each employee of the FBI to adhere to the spirit and intent of laws pertaining to Equal Opportunity while fulfilling his/her responsibilities.

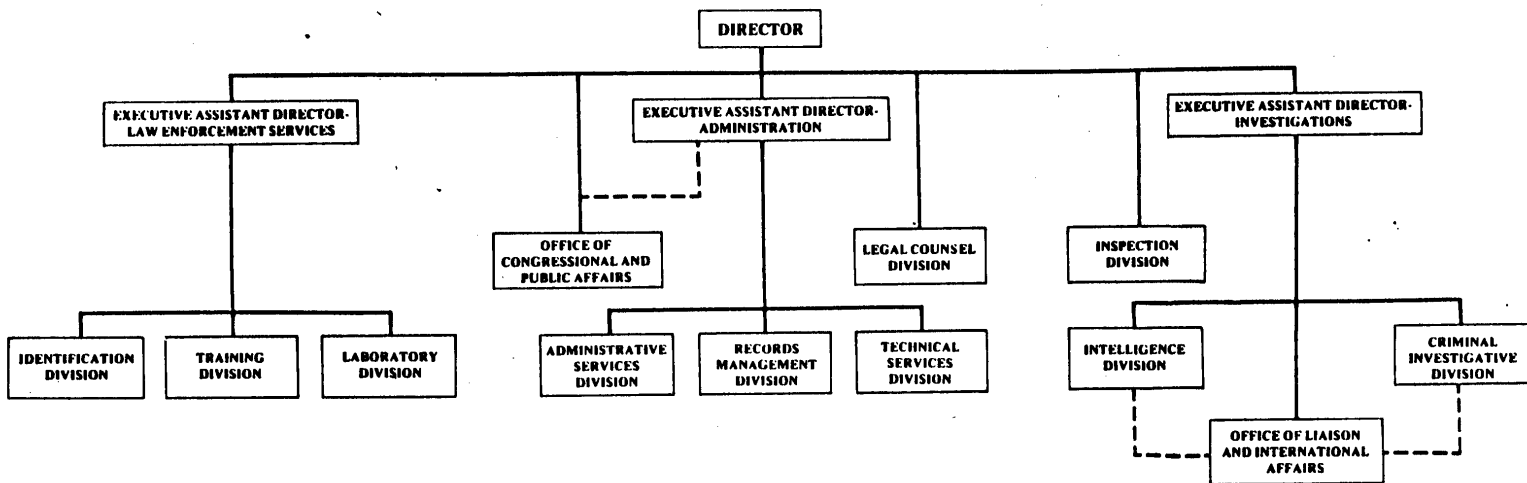


William S. Sessions
Director

**U.S. Department of Justice
Federal Bureau of Investigation**

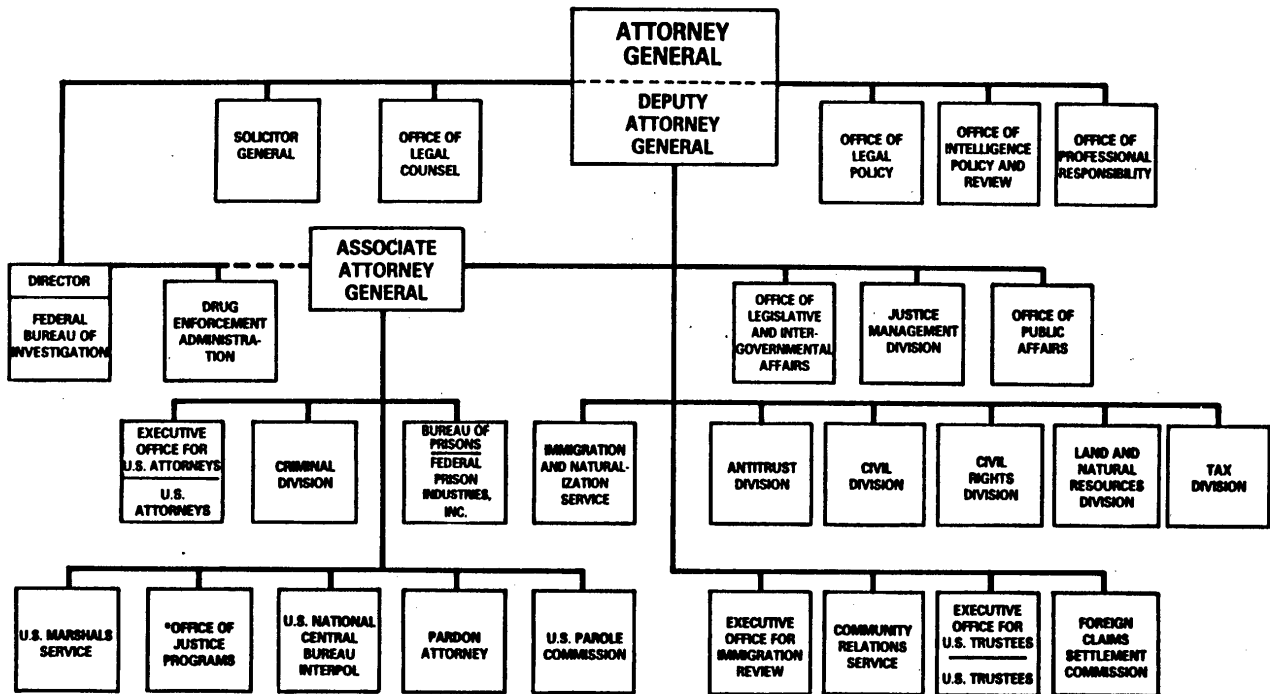


Organization of the FBI



*Field Offices consolidated, now Washington Metropolitan Field Office. Revised parts forthcoming.

DEPARTMENT OF JUSTICE




*FORMERLY OFFICE OF JUSTICE ASSISTANCE, RESEARCH, AND STATISTICS

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

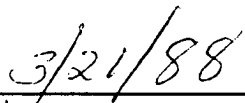
CERTIFICATION OF QUALIFICATIONS OF EEO OFFICIALS

I certify that the qualifications of all staff officials, responsible for the administration of the EEO program, including the EEO Officer, Deputy EEO Officer, Black Affairs Program, Hispanic Employment Program, Selective Placement Program (handicapped program) and Federal Women's Program Managers have been reviewed by competent authority and incumbents of these positions meet standards outlined in Qualifications Standards Handbook X-118 under "Equal Employment Opportunity Specialist GS-260." Evidence that the review has been made and its findings are on file and available for review by EEOC officials.

I further certify that the provisions of FPM Letter 713-37, "Documenting EEO Collateral Duties in Official Position Descriptions" have been met, initially by memorandum dated April 14, 1978, which was recently updated.



David Rarity, Jr.
Personnel Officer
Administrative Services
Division



Date

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PLAN FOR THE PREVENTION OF SEXUAL HARASSMENT

POLICY STATEMENT

The FBI is committed to providing a work environment free of sexual harassment. An official statement of the Department's policy was initially issued by the Assistant Attorney for Administration, Department of Justice on February 4, 1980. This communication was disseminated to all employees and subsequently used as a handout with lectures pertaining to equal employment opportunity and sexual harassment. Sexual harassment is defined as any deliberate or repeated unsolicited oral or written comment, statement, anecdote, gesture, physical contact, display of books, magazines or pictures of a sexual nature that are offensive and unwelcomed. A supervisor who uses implicit or explicit coercive behavior to control, influence, or affect the career, salary or job of an employee by any one of the above-mentioned modes is engaging in sexual harassment. Any employee who engages in conduct of this nature is not only interfering in the work productivity of the Department but also undermines the integrity of the employment relationship. All employees should be allowed to work in an environment free from unsolicited and unwelcomed sexual overtures. Abuse of this right impedes morale and the merit system itself. At the same time, the Department of Justice does not intend to regulate the social interaction or relationships freely entered into by its employees.

FBI Director William S. Sessions' policy statement to all employees, "Equal Employment Opportunity and Federal Affirmative Employment Plans" dated January 5, 1988, included sexual harassment as an unlawful basis of discrimination. He expressed unequivocal support of equal opportunity in all personnel actions, and the entitlement of all employees to work in a professional environment.

Complaints of sexual harassment in the work place may be filed under 29 Code of Federal Regulations (CFR) Part 1613 and are cognizable under Title VII of the Civil Rights Act of 1964, as amended.

ISSUANCE OF APPROPRIATE SANCTIONS:

The FBI's Manual of Administrative Operations and Procedures (MAOP) contains information that sexual harassment is a basis to file a complaint of discrimination. Procedures to file

PLAN FOR THE PREVENTION OF SEXUAL HARASSMENT - PAGE 2

a complaint, authority of the Equal Employment Opportunity Commission and Justice Departmental Orders are also cited in the MAOP.

TRAINING MANAGERS/SUPERVISORS/EMPLOYEES:

The definition of sexual harassment and examples to generate discussion are presented at lectures by the EEO Officer, Deputy EEO Officer and Special Emphasis Program Managers. FBI managers and supervisors who attend special training courses such as the Management Aptitude Program (Agents entering mid-level management positions), the Executive Development Institute (GS 15 and above) and support personnel who attend management training in-services and seminars are provided with information on sexual harassment and are provided handouts for future reference.

OTHER ACTIONS:

- a. An explanation of sexual harassment and how to seek redress has been included as a part of the orientation of new support employees and Special Agents.
- b. The EEO Complaint Report submitted monthly to the Department of Justice includes bases for complaints. Monitoring of this report provides various levels of management an opportunity to observe the basis of each case and keep abreast of the need to address sexual harassment through increased training or consider other factors if a trend is indicated.
- c. Significant court cases (including sexual harassment issues) are reviewed by the Legal Counsel Division to determine impact, if any, on the FBI and its policies and procedures. A synopsis is prepared for the Director and upper-level management with dissemination as appropriate to the area of interest in the event policy review and subsequent change is indicated.
- d. Additional visual aids (video cassettes) will be utilized to enhance the training pertaining to EEO issues. The vignettes include a module on sexual harassment which further explain the perceptions surrounding sexual harassment and behaviors that may give rise to complaints.
- e. The Inspection Staff conducts on-site inspections periodically which include a review of the entity's EEO program for compliance with instructions issued by FBIHQ and the Department of Justice.

UNITED STATES GOVERNMENT

Memorandum

TO : Department of Justice Employees

DATE: FEB 04 1980

FROM : Kevin D. Rooney *KDR*
Assistant Attorney General for Administration

SUBJECT: Sexual Harassment

Although there has been no evidence of widespread sexual harassment within the Department of Justice, the recent Congressional and public attention given to this problem necessitates clarification of the Department's position.

Sexual harassment is unacceptable conduct in the workplace and is a prohibited personnel practice as outlined in the Civil Service Reform Act of 1978 (5 U.S.C. 2302). Any employee conduct which violates this code will not be condoned.

Sexual harassment is defined as any deliberate or repeated unsolicited oral or written comment, statement, anecdote, gesture, physical contact, display of books, magazines or pictures of a sexual nature that are offensive and unwelcomed.

Within this Department, a supervisor who uses implicit or explicit coercive behavior to control, influence, or affect the career, salary or job of an employee by any one of the above-mentioned modes is engaging in sexual harassment. Any employee who engages in conduct of this nature is not only interfering in the work productivity of the Department but also undermines the integrity of the employment relationship.

All employees should be allowed to work in an environment free from unsolicited and unwelcomed sexual overtures. Abuse of this right impedes morale and the merit system itself.

At the same time, the Department of Justice does not intend to regulate the social interaction or relationships freely entered into by its employees.

In the very near future, the Merit Systems Protection Board (MSPB) will be conducting a government-wide survey to ascertain the extent of this problem so as to devise corrective measures to halt it.

Complaints of such harassment should be directed to EEO counselors, Federal Women's Program Managers or other appropriate officials. These complaints will be examined impartially and resolved promptly.



DOJ-1980-02

Buy U.S. Savings Bonds Regularly on the Payroll Savings Plan

Form OBD-197
5-79



Federal Bureau of Investigation

Washington, D.C. 20535

January 5, 1988

MEMORANDUM TO ALL EMPLOYEES

RE: EQUAL EMPLOYMENT OPPORTUNITY AND FEDERAL
AFFIRMATIVE EMPLOYMENT PLANS

As Director of the FBI, it is my sincere intention to carry out the laws and support the principles of Equal Employment Opportunity and the Affirmative Recruitment Program Plans. I am aware of the emphasis placed on hiring and strides made by the FBI in the recruitment of women and minorities, particularly among the Special Agent ranks. Working together with the various levels of management, I strongly support the initiatives pertaining to affirmative recruitment and to increase the number of minorities and women in managerial and supervisory positions among Special Agents and support personnel.

In addition, I want to express my unequivocal support of equal opportunity in all personnel actions, and the entitlement of all employees to work in a professional environment, free from harassment. Discrimination on the basis of race, color, religion, national origin, sex (including sexual harassment), age, and handicap (mental or physical) is unlawful. I hereby mandate every member of my management team to actively support these principles. While management sets the tone, it is incumbent upon each employee of the FBI to adhere to the spirit and intent of laws pertaining to Equal Opportunity while fulfilling his/her responsibilities.

William S. Sessions
Director



1-5-88

MEMORANDUM TO ALL EMPLOYEES 1-88

Bicentennial of the United States Constitution (1787-1987)

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FBI/DOJ

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

STATEMENT OF ADEQUATE MONITORING/EVALUATION SYSTEM

Monthly, a memorandum is prepared in the Office of EEO Affairs which shows the number of Black, Hispanic, American Indian, Asian American, and male/female employees (Special Agent and support personnel). Gain or Loss since the previous month and since date of Director Sessions' oath of office are indicated. This means of monitoring indicates the status of the FBI's workforce profile and is disseminated to the Director, Executive Assistant Directors, Assistant Director, Administrative Services Division, National Applicant Recruiter and Unit Chief of the Special Agent and Support Applicant Unit. Upon request, it is provided to approved Bureau speakers making presentations to various educational institutions, social and civic organizations and press releases. Semiannually and upon request, this information along with statistical data by grade level of Special Agents in the Career Development Program from entry level (Relief Supervisors) through super grade positions is updated for the Director and upper level management. The Career Board frequently requests this data to supplement information which they routinely receive. Annual reports regarding statistical accomplishments and initiatives instituted are reported to the Department of Justice (DOJ) for inclusion in the DOJ's report to the Equal Employment Opportunity Commission (EEOC).

With respect to statistical data and program accomplishments the following means of review for compliance are in effect:

- a. Inspections of field offices and headquarters divisions are conducted which include an audit checklist for compliance with EEO regulations.
- b. Reports prepared by the Office of EEO Affairs for the Inspection Staff prior to the on-site inspection include the following:
 1. Recruitment statistics of Special Agents over the past twelve months indicating race, national origin and gender compared against the relevant administrative Civilian Labor Force for the locale are provided.
 2. The composition (race, national origin and gender) of the support staff compared against the clerical Civilian Labor Force for the locale are provided.
 3. Number and nature of EEO complaints pending in the office being inspected is provided.

STATEMENT OF ADEQUATE MONITORING/EVALUATION SYSTEM - PAGE 2

4. The identity of EEO Counselors and Upward Mobility Counselor based on FBIHQ records is provided.
- c. In addition to the Office of EEO Affairs providing information for the inspection of all entities, the Office of EEO Affairs is inspected every two years.
- d. The Annual Accomplishments Report to the Attorney General includes Affirmative Action accomplishments.
- e. Participation by the EEO Officer and/or EEO Program Managers in meetings such as the Career Board's annual planning session where problem areas are discussed and plans are made for policy and/or procedural changes. (Statistical reports are presented by the Office of EEO Affairs and women and minorities are in attendance to ensure any specific concerns are made known.)
- f. Independent of the Office of EEO Affairs, each Assistant Director reports quarterly to the Executive Assistant Director, Administration, the statistics for the respective division in a memorandum captioned Minority and Female Special Agents, Promotional Opportunities at FBI Headquarters. The table indicates the number and percentage of change over a given period among minority and women Supervisory Special Agents.
- g. On-site reviews are conducted by the EEOC.
- h. Micro computers will become operational in the Office of EEO Affairs office space over the next few months. Although the EEO Program is currently supported by automated statistical data on the workforce profile, the Personal Computer Advanced Technology (PCAT) will provide access to the main frame for personnel information, the capability to update training information, to develop a program to record complaint information in an automated format, to generate special reports, to promptly retrieve data and to enhance the word processing system.
- i. Accountability for Affirmative Action/Equal Employment Opportunity through annual performance evaluation of a separate critical element for managers covered by the Executive Performance Appraisal System (GS 16 and above).

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AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROGRAM ANALYSIS

ORGANIZATION AND RESOURCES

The Office of Equal Employment Opportunity Affairs (OEEOA) is an integral part of the FBI's management structure. It is located at FBI Headquarters, Washington, D. C., in the Administrative Services Division. The office is under the direction of a Unit Chief, who also serves as the FBI's EEO Officer and reports directly to the Assistant Director, Administrative Services Division. It was intentionally organized independent of the Personnel Officer and personnel entities to avoid any perception of a conflict of interest.

As a component of the Administrative Services Division, the OEEOA is included in the division's budget decision unit within the FBI funding structure. Funds are provided on an as requested basis for EEO staff training, special emphasis program expenses, travel, program development and implementation. The EEO function and activities have not been financially constrained. Program needs have been adequately funded to meet program requirements and enhancements.

The OEEOA is staffed by a complement of nine full-time employees. They receive assistance in program implementation through Special Emphasis Program Coordinators in 14 major field offices. The Special Emphasis Programs consist of Black Affairs, Hispanic Employment, Federal Women's Program and Selective Placement Program (handicapped).

As of September 30, 1987, the FBI workforce totaled 22,477. Each organizational entity (field office or headquarters division) is required to have a minimum of two trained (through the Office of Personnel Management, Basic EEO Counseling Course) EEO Counselors who are not serving in a supervisory or managerial role. The distribution of EEO Counselors within the FBI exceeds the initial rule of thumb which suggested that agencies designate at least one EEO Counselor in every major installation of 50 or more employees.

Over 400 Special Agent and support personnel have received training to serve as EEO Counselors. Of these, because higher level managers and supervisors (SACs, Assistant SACs, Deputy Assistant Directors and Unit Chiefs) are ineligible to be utilized

ORGANIZATION AND RESOURCES - PAGE 2

as Counselors, 265 are qualified to serve. By utilizing individuals removed from the line of supervision, a group representative of the workforce, a more desirable situation of peer counseling is provided. The effectiveness of the peer Counselors is evidenced through the successes realized in the precomplaint counseling stage. To a lesser extent successes have been realized through resolution during informal stages of the EEO Complaint process.

The OEEOA continually advises EEO Counselors and all levels of supervisors and managers to contact the Headquarters EEO staff for specific guidance on questions that may arise during counseling. An EEO Counselor package is available for dissemination which includes updated materials and instructions when changes occur subsequent to the Counselor's initial training. Additionally, changes are communicated to all personnel through Memoranda to Special Agents in Charge, airtels and letters all of which are disseminated Bureauwide. The Manual of Administrative Operations and Procedures is also a reference source for EEO Counselors as well as other personnel.

The EEO Officer, Deputy EEO Officer and Special Emphasis Program Managers are frequently contacted to provide technical assistance and an EEO perspective in a variety of situations. Guidance has been sought concerning the development for the FBI's Merit Promotion Plan, Performance Appraisal Systems, Career Guidance and various personnel actions impacting on FBI personnel decisions.

The EEO Officer, Deputy EEO Officer and Special Emphasis Program Managers have been afforded requisite training and additional job-related training through the Equal Employment Opportunity Commission, Office of Personnel Management, Department of Justice, outside training vendors and in-house managerial training. The subject matter range includes special emphasis areas (women, handicapped, Hispanic, etc.), recent court decisions, avoiding sexual harassment complaints, the Federal EEO Complaints System and negotiation.

The FBI's OEEOA staff affords EEO training, ranging from extemporaneous lectures at clerical entry-on-duty orientation classes to the Executive Development Institute courses for senior-level managers. Presentations are made to mid-level managers at the Management Aptitude Program sessions and selected in-service management training sessions for Agent and non-Agent personnel. Attendees at New Agents' Training receive EEO information through an FBI Academy instructor.

Information presented focuses on the laws, Executive Orders, Equal Employment Opportunity Commission and Department of Justice

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ORGANIZATION AND RESOURCES - PAGE 3

regulations and directives, bases and issues of complaints, as well as the process for filing a complaint of discrimination. (Written procedures for the latter are provided as a handout to each class participant). Depending on the class composition and anticipated utility of the information, case examples are provided for discussion. In support of discussions pertaining to sensitizing FBI employees to the need for understanding within a diverse work force, the film "Bill Cosby on Prejudice" is shown to generate discussion on preconceived notions regarding various sexual/racial/ethnic myths and stereotypes. Recently, a series of video cassettes pertaining to EEO were purchased to enhance training efforts.

All FBI EEO Counselors are required to attend Basic EEO Counseling offered at the Office of Personnel Management. In March, 1987, the FBI's Office of EEO Affairs directed Special Agents in Charge of our major offices to schedule special emphasis program coordinators (Black, Hispanic Employment, Federal Women's and Selective Placement (hiring of handicapped)) and managerial supervisory staff for appropriate training through the Office of Personnel Management. Specific training courses were identified that would clearly define program responsibilities and enhance the effectiveness of persons performing special emphasis program duties as well as EEO responsibilities inherent in the managerial and supervisory role.

Cash awards and letters of commendation are used to recognize employees who have exceeded their job requirements in areas including the integration of various personnel actions with respect to EEO considerations. Awards are granted to employees who significantly contribute to their office's role in fulfilling the priorities of the FBI's Applicant Recruitment Program. Paramount to the success of the Applicant Program is the realization of hiring handicapped, minority and female employees. Hiring plans for Special Agents provide selection categories for female and minority candidates within the five entrance programs of law, accounting, language, engineering/science and diversified. In addition, awards have been granted to those individuals who, through exemplary investigative efforts, resolved complaints and facilitated the judicious disposition of same in the furtherance of EEO goals.

The policy statements for the FBI's Performance Management and the Performance Management and Recognition Systems both address equal employment opportunity and affirmative action. Specifically, rating officials are to consider and, to the

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ORGANIZATION AND RESOURCES - PAGE 4

extent applicable, include in the Performance Plans for employees who serve as executives, management officials, or supervisors, the responsibility and measurement criteria for equal employment opportunity and affirmative action matters. The employees' performance with respect to these areas is to be considered in the evaluation process whenever a rating is afforded.

Affirmative action and equal employment opportunity responsibilities are specifically covered in a separate critical element which is assigned to the Bureau's top executives throughout Headquarters and the field. Under the Executive Performance Appraisal System, cash incentives are awarded on the basis of an Annual Performance Appraisal Report. The element entitled Affirmative Action is a specific factor in granting such awards.

The OEEOA's role in the FBI's Affirmative Employment Program for Minorities and Women is primarily to help formulate policy, provide technical advice and assistance, monitor EEO performance, and process complaints of discrimination. Other organizational entities with highly visible responsibility for ensuring a productive EEO program are identified in the Program Analyses sections of this Plan. They include the Personnel Section; Performance, Recognition and Awards Unit, Special Agent and Support Applicant Unit, Personnel Resources Unit, Pay and Position Management Unit, Special Agent Transfer Unit, the Senior Executive and Executive Career Boards, the FBI Training Academy, the Inspection Division and the Office of Congressional and Public Affairs (OCPA). While the OCPA is not tasked specifically with EEO goals, the function is invaluable in keeping the FBI's image positive in the public eye which is vital to attracting applicants and maintaining the public trust. The Office of Program Evaluations and Audits (OPEA) is also an integral entity which lends support through in-depth studies which further ensure a results-oriented affirmative employment program for minorities and women.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROBLEM/BARRIER IDENTIFICATION

ORGANIZATION AND RESOURCES

Our analysis revealed the following problems:

The OEEOA compiles information for consideration in the evaluation of SACs on the critical element Affirmative Action. There is some indication, by SACs and Senior Executive Board members, that the element and its measurement criteria (standards) should be further delineated. Some difficulty has been experienced by the OEEOA in obtaining information from SACs about the scope of their EEO/Affirmative Action efforts.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

REPORT OF OBJECTIVES AND ACTION ITEMS

PROGRAM ELEMENT: ORGANIZATION AND RESOURCES

PROBLEM/BARRIER STATEMENT: Lack of definition in the critical element (CE) Affirmative Action and insufficient measurement criteria in the performance standards.

OBJECTIVE: To redefine the CE Affirmative Action and provide additional measurement criteria within the performance standards.

RESPONSIBLE OFFICIALS: Members of the Senior Executive Board, i.e., the Executive Assistant Directors (EADs) for Administration, Law Enforcement Services, and Investigations, and the Assistant Directors (ADs) of the Administrative Services and the Inspection Divisions (the Unit Chief, Performance Recognition and Awards Unit (PRAU) and EEO Officer provide support to the officials cited.)

TARGET DATE: 9/30/89

ACTION ITEMS:	RESPONSIBLE OFFICIAL	TARGET DATE
Request recommendations of SACs and headquarters managers	Unit Chief, PRAU/ EEO Officer	6/30/88
Evaluate recommendations received	Unit Chief, PRAU/ EEO Officer	12/31/88
Develop/refine the description of the element and performance standards	Unit Chief, PRAU/ EEO Officer	5/31/89
Disseminate new or modified plan for the CE Affirmative Action	Unit Chief, PRAU/ EEO Officer	6/30/89

FY86-FY87 CHANGE IN WORK FORCE EEO PROFILE BY PATCO

CATEGORIES	TOTAL		WHITE		BLACK		HISP.		ASIAN		A/IND	
	ALL	FEM	MALE	FEM	MALE	FEM	MALE	FEM	MALE	FEM	MALE	FEM
PROFESSIONAL	178	50	118	42	2	7	2		6			1
CURR FY	188	57	117	48	4	7	3	1	7			1
% OF CHG	+ 5.3	+12.2	- .8	+12.5	+50.0	.0	+33.3	+ 100	+14.2			.0
ADMINISTRATIVE	10442	1532	8064	1287	333	128	343	76	125	26	45	15
CURR FY	11092	1815	8352	1499	363	183	381	88	134	27	47	18
% OF CHG	+ 5.8	+15.5	+ 3.4	+14.1	+ 8.2	+30.0	+ 9.9	+13.6	+ 6.7	+ 3.7	+ 4.2	+16.6
TECHNICAL	3251	1836	1135	1138	231	631	30	36	10	12	9	19
CURR FY	3388	1971	1164	1215	210	696	22	36	10	11	11	13
% OF CHG	+ 4.0	+ 6.8	+ 2.4	+ 6.3	-10.0	+ 9.3	-36.3	.0	.0	- 9.0	+18.1	-46.1
CLERICAL	6944	5885	698	3236	297	2389	31	156	18	30	15	74
CURR FY	6961	5894	693	3231	318	2421	32	147	13	37	11	58
% OF CHG	+ .2	+ .1	- .7	- .1	+ 6.6	+ 1.3	+ 3.1	- 6.1	-38.4	+18.9	-36.3	-27.5
OTHER	838	350	363	228	112	117	8	4	2		3	1
CURR FY	848	376	350	238	107	127	10	9	3	2	2	
% OF CHG	+ 1.1	+ 6.9	- 3.7	+ 4.2	- 4.6	+ 7.8	+20.0	+55.5	+33.3	+ 100	-50.0	- 100
TOTAL	21653	9653	10378	5931	975	3272	414	272	161	68	72	110
CURR FY	22477	10113	10676	6231	1002	3434	448	281	167	77	71	90
% OF CHG	+ 3.6	+ 4.5	+ 2.7	+ 4.8	+ 2.6	+ 4.7	+ 7.5	+ 3.2	+ 3.5	+11.6	- 1.4	-22.2

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROGRAM ANALYSIS

DISCRIMINATION COMPLAINTS

Analysis of the FBI's discrimination complaints from 1983 through 1987 focused on the nature and number of complaints, precomplaint counseling and procedures in the processing of complaints. The FBI has a record of very few formal complaints filed in comparison to its total work force (19,646 employees on September 30, 1983 with increased staffing up to 22,477 on September 30, 1987). In 1987, the 32 formal complaints filed were a substantial decrease from the 54 filed in 1986. It should be noted 26 were filed in 1985 and 15 each for years 1984 and 1983. While there has been an overall increase in the number of formal complaints filed, there have been no discernible trends indicative of systemic discrimination.

Pending EEO matters have recently attracted a high degree of media scrutiny focusing on the FBI's OEEOA and the FBI as a law enforcement organization. Regardless of the outcome of cases or subsequent proceedings, it is appropriate that increased sensitivity for managers and supervisors and a keener awareness of all employees be an initiative addressed through enhanced training.

Procedural enhancements to the processing of complaints have been implemented as a result of the FBI Inspection Division's findings during Inspection conducted August 17, 1987 through September 4, 1987. Specifically, two procedures were instituted to shorten the time required to complete the investigation of EEO Complaints. A cadre of Inspector's-Aides-In-Place who travel less frequently because of their designation in-place will conduct the majority of the investigations. Previously the Inspector's Aides assigned on a full-time basis were constantly interrupted by scheduled travel. Additionally, closer tracking of the assigned EEO investigation will be accomplished through monthly reporting requirements to Deputy Assistant Director (DAD), Inspection Division. A form was developed for use in the tracking which also sets forth time requirements. Not only will the DAD, Inspection Division, review the progress monthly to ensure every effort is made to complete the investigation on a timely basis, but a copy of the reporting form will be made available to the OEEOA as a double check on the progress.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROBLEM/BARRIER IDENTIFICATION

DISCRIMINATION COMPLAINTS

Our analysis revealed the following problems:

Information on the status and disposition of pending and closed complaints is retrievable only through in-depth review and manual recording of the requested information. In the event of the need to retrieve such data, inordinate time is expended to resolve questions and complete reports for interested parties. All other work is put on hold to fulfill the request.

The trend in the number and nature of complaints filed, coupled with extremely negative publicity concerning the FBI generated through the media, indicates a need to enhance training programs relating to EEO. This by no means is to be construed as an indication that discrimination is wide-spread or systemic. Overall, the FBI's record of the number of complaints filed proportionate to the on-board complement should be given proper consideration. As a means of avoiding future problems, the enhanced training objectives will be to sensitize supervisors and managers to the issues and situations which may give rise to complaints and to effectively deal with employees who are experiencing what they perceive as disparate treatment or discriminatory actions.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

REPORT OF OBJECTIVES AND ACTION ITEMS

PROGRAM ELEMENT: DISCRIMINATION COMPLAINTS

PROBLEM/BARRIER STATEMENT: The trend in complaints and a review of training afforded FBI personnel indicates a need for enhanced training with an emphasis on sensitivity to EEO matters.

OBJECTIVE: To provide a quality program on sensitizing managers and supervisors to EEO issues and provide greater awareness to all personnel.

RESPONSIBLE OFFICIALS: Executive Assistant Director, Administration, Assistant Directors (ADs) Administrative Services (ASD) and Training (TD) Divisions with support from EEO Officer.

ACTION ITEMS:	RESPONSIBLE OFFICIAL	TARGET DATE
Present the proposed enhanced training program to Executive level, mid-level and Supervisory level (both SA and support). Request evaluation as to impression and utility within FBI	AD, ASD/AD, TD/ EEO Officer	6/30/88*
Assess evaluations in terms of Bureau-wide applicability along with evaluations made by EEO staff	AD, ASD/AD, TD/ EEO Officer	**
Determine whether OEEOA or Training Division will assume primary responsibility for EEO training/awareness. Consider staffing needs, budget, etc.	AD, ASD/AD, TD/ EEO Officer	**
Monitor the training provided through evaluation forms and periodic observation of presentations.	AD, ASD/AD, TD/ EEO Officer	on-going
Analysis of Discrimination Complaints subsequent to full implementation of enhanced training	EEO Officer	end of each fiscal year

*Dependent upon scheduled training provided at the FBI Training Academy.

**Second and third action items dependent on completion of first.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

REPORT OF OBJECTIVES AND ACTION ITEMS

PROGRAM ELEMENT: DISCRIMINATION COMPLAINTS

PROBLEM/BARRIER STATEMENT: Absence of complaint data in an automated format to analyze cases and provide timely responses.

OBJECTIVE: Create a software program to capture complaint information and maintain current status.

RESPONSIBLE OFFICIALS: Assistant Directors (ADs) of the Administrative Services (ASD), Technical Services (TSD) and Training (TD) Divisions, Equal Employment Opportunity (EEO) Officer

ACTION ITEMS:	RESPONSIBLE OFFICIAL	TARGET DATE
Develop parameters for report	EEO Officer	9/30/88
Determine responsibility for writing micro application	AD, TSD/AD, ASD	10/30/88
Develop the program including update procedures	depends on second action item	12/31/88
Train employee(s) from OEEOA on use of equipment/program	AD, TSD/AD, ASD	12/31/88
Enter records into data base (pending cases and cases filed after 9/30/86, even if closed)	EEO Officer	6/30/89
Conduct analysis of cases	EEO Officer	9/30/89
Develop case studies for Training Modules with assistance from FBI Academy Instructors (Training Division)	EEO Officer/AD, ASD/ AD, TD	3/31/90

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AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROGRAM ANALYSIS

RECRUITMENT AND HIRING

The FBI conducts a nationwide recruitment effort through various college and university placement offices and utilizes a centralized hiring system. All appointments are tendered from FBI Headquarters in Washington, D. C. The application process includes testing, interview, background investigation and a physical examination. All prospective FBI employees are required to submit to a urinalysis for abusive drugs prior to employment. The foregoing information applies to Special Agent and support personnel positions. Additionally, high schools, technical and business schools are also recruitment sources for non-Agent applicants.

Analysis of the FBI's recruitment programs was conducted from the perspective of the Office of Equal Employment Opportunity Affairs (OEEOA) with some information from the Personnel Resources Unit (PRU), formerly the National Applicant Recruiter, the Special Agent and Support Applicant Unit (SASAU), and the Special Agent Transfer Unit (SATU). A broader spectrum and more detailed analysis may yield other pertinent issues germane to effective recruitment in general with more substantive information from the PRU and SASAU which are directly responsible for recruitment and hiring. Accordingly, a request for assessment/monitoring has been incorporated as an action item for the PRU and SASAU.

All field offices report quarterly to the OEEOA on contacts made for the purpose of recruiting women and minorities: Educational Institutions: high schools, technical/business schools, colleges, universities, law schools; Professional Organizations; Civil Rights and Civic Organizations; Social and Religious Organizations; News Media, particularly emphasis on media geared toward minorities; Military Installations and personal contacts made by the Special Agent in Charge (SAC). As time and personnel resources of the OEEOA permit, it may be beneficial for the OEEOA to more closely monitor the contacts reported looking toward the likelihood of viable candidates available through the identified source. During 1987 and 1988, approximately 20 field offices were directed to improve the timeliness, reporting format and relevant information required for the report.

Media Coordinators in each field office are delegated the responsibility to foster open communications with minority-oriented print and electronic media to establish a more positive

RECRUITMENT AND HIRING - PAGE 2

image concerning FBI employment among minorities. FBI representatives have attended the National Newspaper Publishers Association Conferences (Black) and the National Hispanic Media Conference.

Demographics and the initiative of SACs to establish a rapport with minority community leaders in some field offices have presented opportunities for the FBI's presence and hiring interests to be made known through personal contacts. For example, some offices have held "open house" for prominent minority leaders and hosted or took leadership roles in observances such as programs for Black History Month.

The PRU made a concerted effort to increase participation in significant recruiting events in cooperation with the OEEOA. Approximately 40 events were participated in by FBI personnel this past year to reach out to a wide range of minority and female applicants. Some of those events included the following: National Association of Black Accountants, Minority Job Fair Expo, National Hispanic Bar Association, League of Latin-American Citizens (LULAC), Urban League, Incorporated Mexican American Government Employees (IMAGE) and the National Association for the Advancement of Colored People (NAACP). Another initiative by the PRU is to keep all field office personnel, particularly those involved in recruitment and processing of applicants, apprised of trends, policy and procedure changes in overall personnel programs which impact on recruitment and hiring and to ensure uniformity in information conveyed. One means is the preparation and dissemination of a quarterly airtel to all SACs and top level headquarters managers. The information covers a wide range from per diem and travel, qualification standards, operational changes in the SASAU, FBI work force profile by race/gender, hiring results and articles conveying information on social issues.

The FBI's recruitment brochure which is used as a handout during personal contacts at recruiting events and mailed to interested prospective applicants was redesigned not only to improve the quality, but also to ensure the diversity of our work force is reflected. Diversity in positions, as well as composition of the work force, is illustrated. A statement that the FBI is an Equal Opportunity/Affirmative Action Employer is included.

The PRU was responsible for researching and securing the services of an advertising agency on a contract basis. The anticipated value lies in the placement of advertising of FBI employment opportunities based on state of the art demographic and media analysis and a focus on specific needs.

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RECRUITMENT AND HIRING - PAGE 3

Training is afforded to field and headquarters personnel who process applications. The number of training sessions and course content was developed to meet the needs of persons fulfilling these important roles and was improved dramatically over the past few years. Because of budgetary consideration, this particular phase of training will likely decrease over the next few years.

The interview of Special Agent applicants is presently conducted by a three-member panel of trained interviewers who are themselves Special Agents with varied investigative experience and who generally have a minimum of three years' service as a Special Agent. Over the past few years, there has been extra emphasis placed on the proper training and certification of these panel members to ensure proper handling in this phase of the selection process.

In addition to the foregoing initiatives and recruitment efforts by individual field offices, three Regional Recruitment Coordinators have been established. The objectives in instituting this concept was to reduce cost-per-hire, improve recruiting in critical needs, more efficiently meet hiring goals and provide a more manageable, yet centralized recruitment system. The PRU instituted the concept initially with a pilot project in the southeastern region on the basis that the regional program will allow the FBI to match its human resource needs through a more direct recruiting program.

Past studies indicated concern in the time lapse from receipt of an application to entry on duty of the applicant. This problem has been addressed to some extent. Some streamlining procedures instituted to reduce the time frame include overnight mail service, submission of interview scores to be followed by typed narrative, and a proposal early on in the applicant process to conduct additional interviews for Special Agent applicants and, as applicable for support applicants because of extensive or frequent overseas travel and/or foreign contacts.

Additional streamlining initiatives in the application procedures includes the implementation of a new computer system which will allow the subunit to track all processing of Special Agent applications by means of the computer, as opposed to manually. While the implementation will be extremely time-consuming, it is anticipated that when completely operational, considerable improvements and benefits will be derived through improved

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RECRUITMENT AND HIRING - PAGE 4

processing time and tracking capabilities. The system which has been developed is to serve as a prototype for subsequent computerization of the functions of the other two subunits within the Special Agent and Support Applicant Unit (SASAU).

In the identification of barriers as to why more women and minorities are not better represented in the Special Agent work force, the requirement for availability for transfer to any field office must be considered. Not only from the viewpoint of applicants, but review of resignations tends to support the fact a considerable number resign when transfer is imminent, or orders have been received to a high-cost metropolitan area. The barrier of mobility has the potential to be a deterrent to recruitment and retention of all Special Agents without regard to gender, race or national origin.

larger proportion than white men?

A number of modifications have been made to transfer policy and procedures. The Special Agent Transfer Unit (SATU) advises transfers, per se, are a barrier only to the extent that many Agents are often reluctant to relocate.

FBI Special Agents must be available for assignment anywhere in the United States upon graduation from New Agents' Training at the FBI Academy, Quantico, Virginia. In an effort to ensure equity of assignments, all Agents will be assigned to a major field office during their career. For those new Agents transferred directly to one of the 12 large metropolitan areas, this will generally be the only mandatory transfer in their career. For those new Agents assigned to a smaller metropolitan area, they will be rotated between two and four years later into one of the 12 large metropolitan areas. These assignments are based on identified staffing needs in order to achieve the Bureau's mission. As always, the needs of the Bureau are paramount in transfer considerations.

Frequently, the staffing needs of the Bureau are in opposition to the personal concerns of Agents/applicants. However, all personal requests and individual circumstances are reviewed for consideration before transfer. Selection of assignments are not made arbitrarily. Agent personnel are not recruited directly proportionate to the assignment complements of various offices. However, all personal requests are afforded consideration, yet selection of assignments are based primarily on the overall staffing needs.

Relocation is recognized as a disincentive. As such, the problems concomitant with relocation have been addressed by the FBI

RECRUITMENT AND HIRING - PAGE 5

by requiring fewer transfers of its personnel. Additionally, attempts have been made by the FBI to build in the element of predictability in its staffing and transfer process. Implementation of these transfer policies have resulted in less frequent and fewer transfers for FBI Agents and their families.

The FBI has taken steps to lessen the problems of relocation. A relocation service is in place to assist all transferred Agents. Included is an option to have a relocation company purchase the employee's residence at a fair market value. This program has been very successful and beneficial to transferred employees. Policy has also been changed to transfer Agents to an office of preference only one time during their career. This limits the number of times an Agent is transferred, yet enables more Agents to receive preferential transfers.

A San Juan transfer policy was instituted in 1987 to assist Agents assigned to that division. San Juan has documented various hardships in this assignment which includes the need for Spanish-speaking Agents. Accordingly, the benefits of the San Juan transfer policy are largely experienced by Hispanic Agents. Agents receive increasingly preferential transfers considering the length of assignment in San Juan.

FBIHQ management has also addressed mobility concerns in the Career Development Program. Efforts are being made to increase the number of promotions in place, particularly in the major field offices.

The FBI's centralized Personnel Management System has had a positive impact and led to a high degree of uniformity in administering transfer policy. This approach enables the FBI to advise applicants of transfer policy early in the applicant/employment process. To this end, applicant recruiters are regularly apprised of any changes in personnel matters such as transfer policies which may affect an applicant's employment decision. A quarterly summary with such changes is disseminated to all field offices and applicant recruiters.

While this barrier can never be fully eliminated as most transfers are necessitated by external forces to fulfill FBI obligations, current policy has resulted in less frequent and fewer transfers. Mobility will be readdressed in future updates.

Despite the numerous recruiting efforts, special events, public relations work and procedural processing changes, present recruitment

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RECRUITMENT AND HIRING - PAGE 6

sources do not yield sufficient numbers of qualified minority and female applicants. The FBI continues to experience low applicant pools for all specialized need areas including minorities, women, attorneys, accountants and critical language speakers. The largest pool continues to be white males who qualify in the Diversified Program.

*largest % of
w/m & min don't
qualify or don't
offer?*

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROBLEM/BARRIER IDENTIFICATION

RECRUITMENT AND HIRING

Our analysis revealed tremendous efforts and resources are devoted to recruitment and hiring. Since the pools for minority and women Special Agents and other special needs continue to be relatively low, several elements appeared to need additional analysis and will be reviewed further and/or on a continuing basis.

Quarterly reports submitted to advise of recruitment activities and contacts have been a requirement since 1978 with modifications made in 1980 and 1981. An assessment of this paperwork seems appropriate to determine if there is a positive influence in terms of hires as a result of these contacts. Also, a request for alternatives to submission of these reports may be appropriate if they are no longer perceived as useful. This must be considered carefully as the Office of Equal Employment Opportunity Affairs (OEEOA) uses the information in conjunction with Performance Evaluation of Special Agents in Charge.

Since the Regional Recruitment concept is new in terms of traditional recruitment, it would be beneficial to establish its relevance to Affirmative recruitment.

It is well known, there are many more persons who indicate interest in FBI employment than actual hires. To determine at what phase of the selection process applicants are no longer viable hires and if there is a significant impact on any particular group may provide a better insight on barriers to employment. With the enhanced tracking system, the study appears feasible.

Mobility, i.e., availability for transfer continues to be an important program and necessary to staff field offices. Transfers impact on all Special Agents, therefore, it is important for the OEEOA to be informed on policy changes.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

REPORT OF OBJECTIVES AND ACTION ITEMS

PROGRAM ELEMENT: RECRUITMENT AND HIRING

PROBLEM/BARRIER STATEMENT: Recruitment efforts do not yield a representative number of viable minority and women Agent applicants to hire sufficient numbers.

OBJECTIVE: To maintain a continuous flow of women and minority Special Agents entering on duty.

RESPONSIBLE OFFICIAL: Assistant Director (AD), Administrative Services Division (with support of Unit Chiefs indicated), EEO Officer

TARGET DATE: on-going - 9/30/88, 9/30/89, 9/30/90, 9/30/91, 9/30/92

ACTION ITEMS:	RESPONSIBLE OFFICIAL	TARGET DATE
Direct SACs to assess the submission of quarterly reports on Recruitment of Women and Minorities as it relates to hires	EEO Officer/ SACs	9/30/88
Request suggestions from SACs, Unit Chiefs PRU, SASAU for alternatives to submission of quarterly reports for accountability in maintaining quality contacts	EEO Officer	9/30/88
EEO Officer consider suggested alternatives and make appropriate recommendations	EEO Officer	3/30/89
Assess the impetus of the Regional Recruitment concept in relationship to the recruitment of women and minority Agents	Unit Chief, PRU	9/30/89
When the computer tracking system of the Special Agent and Support Applicant Unit is operational, develop a monitoring program to determine which facet of the processing impacts most frequently on candidates to eliminate them as viable hires	Unit Chief, SASAU	(dependent on computer-ization)

PROGRAM ELEMENT: RECRUITMENT AND HIRING - PAGE 2

ACTION ITEMS:	RESPONSIBLE OFFICIAL	TARGET DATE
Mobility. Continue efforts to keep Recruitment personnel and EEO Officer apprised of policy changes and trends on transfers	Unit Chief, SATU	on-going

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AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROGRAM ANALYSIS

EMPLOYEE DEVELOPMENT PROGRAMS

Analysis on employee development will focus primarily on the support (non-Agent) personnel with some information on the Special Agent position, GS 1811, our mainstream occupation. Other pertinent information on Special Agent positions is included under analysis of Promotions. The majority of support personnel enter on duty at the GS 3 through GS 7 levels. In addition to training, several very positive initiatives have been undertaken over the past few years and are in various stages which are intended to provide employee development through career counseling and to ensure that all selection and promotional procedures for support employees are job related and valid.

Training opportunities are made available to FBI personnel through the FBI Training Academy at Quantico, the Department of Justice, Office of Personnel Management and private sector training vendors. Divisional training (outside of Quantico's programs) has also been developed in-house to sharpen the skills of employees performing typing, stenographic, editing, writing, analytical work and computer operation from general familiarization to more complex areas of automation. Inasmuch as each Headquarters division expends some of its resources in training of its own personnel and/or personnel in other entities, including field offices to further each respective division's responsibilities, the aforementioned are by no means a comprehensive itemization of the extent of in-house training. For example, the Administrative Services Division provides training on performance appraisal, equal employment opportunity and voucher matters; Identification and Laboratory Divisions offer instruction on fingerprint classification, document examination and scientific areas. Again, this is not all inclusive but is intended as an overview to indicate on-the-job and classroom training are an integral part of the FBI's programs to promote employee development. Training outside of the FBI is monitored and approved by the FBI's Training Officer who has primary responsibility for adherence to the Government Employee's Training Act (GETA).

At FBIHQ, the clerical/stenographic courses are currently taught by Bureau instructors and are provided to employees assigned to FBIHQ. A recently concluded study determined that it would be more cost effective to utilize outside sources for such

EMPLOYEE DEVELOPMENT PROGRAMS - PAGE 2

*Have it
had one?*

training. Plans are underway to establish an upward mobility program Bureauwide, funded under the auspices of the GETA, using fully accredited educational institutions to train employees in basic clerical skills such as typing, shorthand and business English.

Training provided by the FBI through the FBI Academy to its employees can be generally categorized into two areas:
(1) Basic - new Agents' training at the FBI Academy, and
(2) Specialized - In-Service training for Special Agents and support personnel at the Academy and at the field office level.

The New Agents' Training Program provides a high level of instruction to ensure that basic knowledge and skills are developed to enable new Special Agents to discharge their complex responsibilities when they are initially assigned to investigative operations in the field. The First Office Agent also receives professional guidance, assessment, and training during the probationary period (one year) in the field.

Specialized training is accomplished through formal In-Service programs conducted at the FBI Academy for Special Agents and support personnel. Dependent upon organizational entity needs and budgetary considerations, Quantico training instructors also present training programs on-site to field offices and Headquarters personnel.

In-Service training is designed to develop the full potential of all FBI personnel and to specifically enable them to conduct complex investigations in the highest national priority areas and apply basic law enforcement skills and knowledge.

In summary, FBI employees (Special Agent and support personnel) are provided educational programs through In-Service training to effectively carry out their many faceted managerial responsibilities. In addition to In-Service training, the FBI has implemented a Comprehensive Bureau Management Training (CBMT) program to produce highly professional and well-trained managers. The FBI offers formal training at each step of the career development path, beginning with the first-line supervisor and extending to Senior Bureau Executives. The emphasis during this training includes areas such as personnel and program management, counseling, Affirmative Action, media relations and budgeting.

The announcements for training and anticipated training needs for the ensuing year are circulated and assessed on an annual

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EMPLOYEE DEVELOPMENT PROGRAMS - PAGE 3

Review for assessment ?

basis. There is no indication that selection for training which responsibility rests primarily with the first-line supervisor has been a problem.

Furthermore, to ensure that appropriate training opportunities are available to support employees at all grade levels and occupational areas without regard to minority status and sex, the Pay and Position Management Unit of the Administrative Services Division, identified adequate training and developmental experiences as an area to be addressed in the next two years. A position responsible for the coordination of support personnel training has been established. This position has responsibility for liaison with field offices and Headquarters divisions to provide advice, guidance and support concerning training needs and programs to ensure maximum use of training resources. A supervisory training needs assessment for Office Services Managers and Assistant Office Services Managers within field offices, with the intent to expand it to all support supervisory and management positions in the FBI, is one of the first areas that will be addressed.

An automated data base is maintained from which all personnel information, including skills data, can be obtained. The data is used for a variety of functions including resource management projections and staffing. The information that is available includes employees' hobbies, interests, abilities, experience, educational level and training.

At the present time there is only limited use of skills bank information for support employees that is used for staffing decisions. The Job/Task Analysis for FBI Support Positions, when completed, will identify the knowledge, skills and abilities needed to staff our support positions. It is anticipated that a modification of information contained in the skills banks will be made at such time as the knowledge, skills and abilities are defined for positions by the job analysis. As these modifications occur, support employees will be surveyed to collect the more pertinent information needed to staff our support positions, with a concurrent expanded use of the skills bank to match employees with positions.

A Career Guidance Program for support employees is operating to assist employees in establishing realistic career goals and objectives based on organizational needs and requirements. This function is viewed as an integral step in communicating the FBI's concern with the professionalization of FBI support and service personnel. It is the vehicle for providing accurate

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EMPLOYEE DEVELOPMENT PROGRAMS - PAGE 4

and timely assistance and information concerning career opportunities for on-board employees to ensure that employees are aware of their career opportunities as well as their responsibilities.

The Career Guidance Program is still in the early developmental stage and will be expanded to a full-service program as career paths and job requirements are defined as a result of the job/task analysis which began in 1984. It should be noted the individual who was responsible for the job/task survey, analysis and development and implementation of the Career Guidance Program was recognized for his efforts through the Attorney General's Award for Upward Mobility.

In connection with this project, a long-range initiative is to ensure that all selection and promotional procedures are job related and valid. Computer analysis of the data obtained is being conducted. An outside firm has been contracted to develop and validate selection criteria for entry-level and promotional level support positions. Their job will not be complete until mid-summer, 1989. The job/task analysis will provide the foundation research for ensuring that personnel staffing policy, procedures, and guidelines are consistent with the "Uniform Guidelines on Employee Selection Procedures". More importantly, it will allow the FBI to develop a system with better matching of personnel qualifications with job requirements. Position standards are being developed consistent with these "Guidelines" to ensure that no unnecessary barriers exist to full utilization of skills and training for any employee.

At the present time, the Merit Promotion and Placement Plan for Support and Service Personnel, which was recently made available in a book format, is to provide guidance in assuring that all qualified support candidates receive fair and equal consideration for selection and promotion based on merit principles (copy attached). One way that this is accomplished is through the advertising of position vacancies. This gives any support employee the opportunity to apply and be considered for various positions from different occupational groups, provided that they meet the basic qualifications for the position.

Our centralized personnel function serves as a check and balance for staffing selections by providing oversight by qualified staffing specialists to ensure that managers are selecting and promoting employees through application of merit principles of equal employment opportunity in filling their vacancies. Review of an office's personnel selections is also being included in the inspection process.

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EMPLOYEE DEVELOPMENT PROGRAMS - PAGE 5

Training, advice, and guidance to managers and supervisors is provided by our Personnel Section on a continuing basis. Both formal training sessions and informal meetings are conducted to ensure that proper standards and procedures are used in making selections.

In addition, employees are being offered training by our Career Guidance Office to learn how to produce an application which is complete, accurate and legible, in addition to learning techniques that, when applied, will unambiguously depict their knowledge, skills and abilities and thus improve their chances for selection. A copy of the Career Guidance brochure is attached which clearly states the mission, the services provided and the responsibility of the employee.

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Merit Promotion and Placement Plan for FBI Support and Service Personnel



MERIT PROMOTION AND PLACEMENT PLAN
FOR
FEDERAL BUREAU OF INVESTIGATION
SUPPORT AND SERVICE PERSONNEL

June 1987

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OBJECTIVE:

The objective of this Merit Promotion and Placement Plan is to provide guidance in assuring that all qualified support and service candidates receive fair and equal consideration for selection and promotion based on merit principles. Proper promotion actions are essential to ensure that the FBI is being staffed by the best persons available.

Personnel staffing decisions will be based on valid job-related criteria without personal favoritism or regard to religious affiliation or nonaffiliation, race, color, sex, national origin, age, nondisqualifying handicap, or reprisal.

The standards outlined address policies and procedures necessary in operating an effective promotion and placement plan consistent with the requirements of the "Uniform Guidelines on Employee Selection Procedures," Section 50.14, Title 28, United States Code of Federal Regulations.

DEFINITION OF TERMS

- ABILITY:** The power to perform an observable activity or behavior which results in an observable product.
- ADVERSE IMPACT:** A substantially different rate of selection in hiring, promotion, or other employment decision which works to the disadvantage of members of groups based on race, color, religion, sex, national origin, age, or nondisqualifying handicap.
- AREA OF CONSIDERATION:** An area in which an intensive search for eligible candidates for a specific vacancy is made.
- BEST QUALIFIED CANDIDATE:** An eligible employee who, when compared with other eligible employees, possesses the critical knowledge, skills, abilities and other characteristics (KSAOs) required for a position to a greater degree than other candidates being considered for the position.
- CAREER LADDER:** The successive grade levels through which an employee may advance to the full performance level of the position to which appointed or assigned; it provides progressively more responsible experience and noncompetitive promotion potential for incumbents up to the designated full performance level.
- COMPETITIVE STAFFING ACTION:** A position that is filled through a canvass or posting. Employees compete for positions based on their KSAOs.
- DEMOTION:** The movement of an employee from one salary grade level to a lower salary grade level. A demotion can occur as a result of an adverse action or as a result of a request of an employee. It may or may not result in a decrease in pay.
- DETAIL:** A temporary assignment of an employee to a different position for a specified period of time with the employee returning to his or her regular duties at the end of the detail. Technically, a position is not filled by a detail, as the employee continues to be the incumbent of the position from which detailed.
- ELIGIBLE CANDIDATES:** Applicants who meet established minimum qualification standards for the position (including selective placement factors), and any other applicable legal or regulatory provisions such as time-in-grade requirements.

- GRIEVANCE:** A formal request by an employee, or by a group of employees acting as individuals, for personal relief in a matter of concern or dissatisfaction relating to the employment of employee(s) in a matter which is subject to control of the FBI. Personal relief is a specific remedy directly benefiting the grievant(s), but which does not include a request for discipline or other action affecting another employee.
- JOB ANALYSIS:** A systematic and documented statement of work behaviors and KSAOs relevant to the job.
- JOB RELATED:** KSAOs determined to be necessary for acceptable job performance.
- KNOWLEDGE:** A body of information, usually of a factual or procedural nature, which, if applied, makes acceptable performance on the job possible.
- KSAO:** Knowledge, skill, ability or other characteristic.
- MINIMUM QUALIFICATION STANDARDS (Basic Eligibility):** Any basic requirements and selective placement factors determined to be essential to acceptable job performance. An applicant must possess these in order to be considered for a position.
- NONCOMPETITIVE STAFFING ACTION:** When a position is filled without a posting or a canvass.
- OBSERVABLE:** Able to be seen, heard, or otherwise perceived by a person other than the person performing the action.
- OTHER CHARACTERISTIC (KSAO):** A special, specific personality factor (attitude), aptitude, physical or mental trait needed to do the work that appears either in addition to or to a greater extent than what is generally expected of all employees in all jobs.
- PROMOTION:** The movement of an employee from one position to another at a higher grade level.
- PROMOTION CERTIFICATE:** A list of best-qualified candidates referred to the selecting official for his or her consideration to fill a vacant position.
- RANKING FACTORS:** KSAOs that identify the better candidates from a group of persons basically qualified for a position. Properly formed ranking factors should present a qualification pattern which would most likely predict acceptable performance in a position.

REAPPOINTMENT: The movement of an employee into a higher-grade position in a line of work unrelated to his or her current position, and for which he or she is academically qualified except for time-in-grade restrictions.

REASSIGNMENT: The movement of an employee from one position to another with no change in grade or salary.

SELECTING OFFICIAL: The Director, an Executive Assistant Director (EAD), Assistant Director (AD), Special Agent in Charge (SAC) or their designated representative who recommends an individual for a staffing action.

SELECTION PROCEDURE: Any measure, combination of measures or procedures used as a basis for any staffing decision.

SELECTIVE PLACEMENT FACTOR: An element found to be essential to acceptable performance in the job to be filled, not covered by the qualification standard, and determined to be required to establish basic eligibility for a position. For example, a position in a particular location may require knowledge of a language other than English.

SKILL: The proficient manual, verbal or mental manipulation of data, people or things. The difference between skill and ability is that skills are observable, quantifiable and or measurable.

STAFFING ACTION: A step-by-step procedure conducted in accordance with merit principles through which an individual is identified, considered, selected and assigned to a vacant position.

STRUCTURED INTERVIEW: An interview where the questions are formulated to determine the degree to which the candidate possesses the knowledge, skills, abilities, and/or other characteristics required to perform the job.

SUBJECT MATTER EXPERTS (SMEs): A group of persons thoroughly knowledgeable about the duties and responsibilities of a job.

TEST: Any paper-and-pencil or performance exercise used to measure a job-related knowledge, skill, ability, or other characteristic.

TRAEX: A method of rating and ranking a candidate based on an evaluation of training, education and experience.

TRIAL ASSIGNMENT: A period of time used for evaluative purposes when an employee assumes new duties at the same or higher grade level where he or she has not previously demonstrated the ability or aptitude to perform such new duties.

VALID: When a selection device, or measurement tool, has been determined to measure the possession of a KSAO necessary for successful performance in the job, or to predict job success.

RESPONSIBILITIES

Selecting Officials are responsible for applying merit principles of equal employment opportunity in filling vacancies. They are to comply with laws, regulations and applicable requirements of the promotion and placement plan and are responsible for advising employees who were interviewed of the reason(s) they were not selected for a position.

Program Managers will assist the Personnel Officer with the evaluation and selection of candidates for vacancies within the program.

Personnel Officer is responsible for:

- the design and development of the Merit Promotion and Placement Plan for FBI Support and Service Personnel;
- informing employees by means of official communication of the promotion policies and changes, evaluation techniques, ranking methods, plans, and career and promotion opportunities;
- implementing and enforcing the Merit Promotion and Placement Plan to ensure its full and equitable application to all affected employees and positions;
- providing technical assistance and guidance to both management officials and employees on all selection and promotion matters;
- responding to requests of candidates and supervisors concerning the status of pending actions;
- locating and referring the best-qualified candidates to the selecting official on a timely basis;
- maintaining submitted records of selection justification as detailed in this plan;
- approving the use of tests as a part of the selection process; and
- approving or disapproving all personnel recommendations.

Equal Employment Opportunity (EEO) Officials serve as a source of information for all employees, managers, and supervisors. In the event a nonselected candidate perceives disparate treatment which may result in a complaint, the EEO Office would process the complaint.

Employees are responsible for:

- demonstrating that they have the knowledge, skills, abilities and other characteristics necessary to qualify for positions for which they desire consideration;
- submitting the required completed forms within the time frames indicated when applying for vacancies;
- performing each critical element of their current positions at the Fully Successful level or higher.
- requesting consideration for specific type(s) of vacancies and/or promotional opportunities (i.e., secretarial, analyst, etc.) which may be advertised during a period of absence in excess of ten work days. Field office employees should advise the Office Services Manager; FBIHQ employees should advise the Career Guidance Representative assigned to their division, or the Pay and Position Management Unit, Administrative Services Division.

NOTE: Headquarters employees should be aware that upon selection and acceptance of a posted position, he or she will normally not be eligible to be considered for another posted position for a period of one year.

STAFFING ACTIONS

Staffing actions fall within two general classes: competitive and noncompetitive. Because of a variety of factors, different procedural rules apply to competitive staffing actions than those which are applied in noncompetitive staffing actions.

COMPETITIVE STAFFING ACTIONS:

A competitive staffing action is one in which all eligible, qualified and interested employees must be considered for the vacant position. In competitive staffing actions, it is necessary for a comparison to be made of the KSAOs possessed by each employee eligible for and interested in selection for the position. The employee selected in a competitive staffing action must not only be eligible to fill the vacancy but also must possess the KSAOs requisite for the position to a greater degree than other eligible candidates. Selecting officials must document how they determined a particular employee was best qualified for a vacancy. Such actions may include, but not be limited to, reassignments with greater promotion potential or where specialized experience at a lateral or next lower level is not required, etc.

Several methods of locating qualified candidates are described below. Posting of the position is preferred; however, the Personnel Officer or his designated representative may authorize a search of the skills file in lieu of posting. Recruitment of candidates outside the Bureau may be initiated after methods A and/or B below have failed to produce a qualified candidate. Complete and detailed documentation must be submitted to justify any use of the skills bank or outside recruitment methods.

- A. Posting of Vacancy - The Personnel Officer may initiate a search through means of a posting for appropriate and qualified candidates from within the Bureau. SACs may do likewise within their respective field offices. In doing so, the following conditions apply:
- (1) Notice of Vacancy - The posting notice will contain title, grade, series and duties of the position; the location at which the position will serve; working hours; promotional opportunities; minimum qualification standards; job-related qualifications; application procedures and an explicit statement regarding equal employment opportunity.
 - (2) Area of Consideration - An adequate area of consideration must provide the selecting official a choice from among a reasonable number of well-qualified candidates. Since

the area of consideration determines who will be considered for competitive selection, it is important that it be as broad as practicable in order to uphold basic merit principles of open competition, equal opportunity, and identification of the best qualified. Under circumstances set forth below, the area of consideration may be limited or, if the initial search does not produce an adequate number of well-qualified candidates, it may be expanded as practicable. In either event, the area of consideration may not be established in such a way that it gives unwarranted consideration to a particular group, nor may it be expanded solely to recruit members of a particular group.

a. Limited Area of Consideration - An Assistant Director or SAC, with approval of the Personnel Officer, may limit the area of consideration to employees within a smaller than normal area when consideration of candidates from outside that area is not feasible. The basis for the smaller area and the decision to limit consideration must be stated in the announcement, e.g.,

- ceiling controls or hiring freezes which would make it necessary to limit consideration to employees occupying full-time permanent positions within a particular organizational unit; or
- realignment of duties within an organizational unit which results in a higher-grade position with no increase in staffing level, would limit consideration to employees within the organizational unit.

b. Expanded Area of Consideration - In order to locate the best-qualified candidate(s), an Assistant Director or SAC, with approval of the Personnel Officer, may expand consideration to a larger area, e.g.,

- all offices in a commuting area or fieldwide.

(3) Time Limits - The Notice of Vacancy must be posted for 10 work days for headquarters or individual field office postings and 15 work days for fieldwide postings. Hard-to-fill positions may be posted indefinitely. Closing dates for the submission of applications will be strictly adhered to.

- B. Skills Files - The Personnel Officer may provide a listing of eligible employees based on skills. This is useful for limited areas of consideration where all qualified employees can be identified through official personnel files.
- C. Recruitment - If a canvass of Bureau employees fails to produce a qualified candidate(s), recruitment of applicant(s) from outside the FBI may be initiated by the SAC of the field office having the vacancy or by the Personnel Officer for vacancies at FBIHQ.

NONCOMPETITIVE STAFFING ACTIONS:

The actions shown below do not require competitive staffing procedures:

(a) A promotion resulting from an employee's position being reclassified at a higher grade because of additional duties and responsibilities. (Addition of professional duties to a technical/assistant position or supervisory duties to a nonsupervisory position may result in establishment of a different position rather than an upgrading. Filling of that new position would require competitive procedures).

(b) A promotion resulting from the upgrading of a position without significant change in duties and responsibilities due to the issuance of a new classification standard or the correction of a classification error.

(c) A position change permitted by reduction-in-force regulations.

(d) Promotion of an employee to a position in which he or she was previously selected through competitive procedures to perform relief duties.

(e) A temporary promotion for 120 days or less.

(f) Reassignments or position changes with no career ladder advancement potential.

(g) A reassignment or position change necessitated because it has been determined that the employee does not have the mental and/or physical capabilities to perform the duties required of the position. In such cases, the Personnel Officer may elect to relocate the employee to a position more suited to his or her abilities.

CAREER LADDERS

A career ladder indicates the successive grade levels through which an employee may advance to the full performance level of the position to which he or she is appointed or assigned. Examples of career ladders are as follows:

<u>Title</u>	<u>Grade Levels</u>
Clerk-Typist	3,4,5
File Clerk	3,4,5
Intelligence Analyst	7,8,9
Fingerprint Examiner (FBIHQ only)	4,5,6,7
Security and Complaint Assistant (field only)	6,7

Employees must compete to enter a career ladder or to move from one division to another in a similar career ladder. Assignment to a grade level above entry level is possible based on an individual's qualifications for the particular occupation at the higher grade level.

After having entered a career ladder, employees may advance up the rungs of the ladder through successive noncompetitive promotion. However, promotions within a career ladder are not a right, nor should advancement opportunities through a normal career ladder pattern be construed as a guarantee of promotion. Advancement within a career ladder is dependent upon management recommendations, the availability and assignment of progressively more difficult duties and responsibilities, demonstrated ability to perform at each successively higher grade level, the meeting of time-in-grade and other legal requirements, and any position limitations.

BASIC REQUIREMENTS

The minimum qualification standards for a position, special job-related requirements which must be met in the selection of an individual for a position, and candidate eligibility requirements must be established prior to the announcement of a vacancy. These standards must be set forth in any advertisement of the vacant position.

1. Minimum Qualification Standards -
The United States Office of Personnel Management (OPM) qualification standards, Handbook X-118, Handbook X-118C, or other standards specifically authorized by the Personnel Officer may be used as a guide to determine minimum qualifications for a position.
2. Special Job-Related Qualifications (Selective Placement Factors) - The Federal Personnel Manual, Chapter 332, Subchapter 4-4 may be used as a guide to those requirements which are absolutely essential for acceptable performance in a particular position, e.g. foreign language. Such special factors must not include requirements which would eliminate otherwise qualified candidates who after a brief period (approximately 90 days) of orientation and training can perform the duties in an acceptable manner. Whenever special job-related requirements exist, they must be set forth in any advertisement of a vacant position.
3. Time In Grade - Time-in-grade restrictions have been mandated by OPM and reinforced by DOJ directives. Certain positions, because of the nature of the duties, may require longer periods of time at a specific grade level before advancement. The following restrictions must be met by the candidate within 30 days of the closing date of the notice of vacancy.
 - a. Advancement to a GS 12 or above - an employee must have at least one year of service in positions no more than one grade lower than the position to be filled.
 - b. Advancement to a position GS 6 through GS 11, properly classified at one-grade intervals - an employee must have at least one year of service in positions no more than one grade lower than position to be filled.

- c. When there is no position at the next lower grade in the normal line of promotion to the position to be filled - an employee must have at least one year of service in positions no more than two grades lower than the position to be filled.
- d. Advancement to positions at GS 7, 9, or 11, properly classified at two-grade intervals - an employee must have completed at least one year of service in positions no more than two grades lower than the position to be filled.
- e. An employee may advance to GS 5 or below if:
 - The position is no more than two grades above the lowest grade level employee held within the preceding year.
 - Employee met the time-in-grade restriction for advancement to the grade of the position any time in the past.

If the qualification requirements are modified after the vacancy is announced or if another listing of eligible employees is obtained from the skills files, all candidates must be reevaluated against the new requirements.

EVALUATION OF CANDIDATES

Several methods of evaluation and measurement tools are described below and the one(s) used will vary from position to position. The evaluation method(s) and measurement tool(s) selected as best suited to fill a particular position must be documented.

1. Methods of Evaluation

- A. Career Boards - A career board composed of a Supervisory Special Agent and experienced support employees who are familiar with the qualifications required for the vacant position provides credibility to the fairness and impartiality of the selection process. The support members of the career board must be at least one grade higher than the vacant position unless it is documented that they will not be in competition for the position. Candidates interviewed are to be those that are considered most qualified as determined through the use of the evaluation factors. Only issues relevant to the vacant position are to be considered by the board when evaluating the qualifications of the candidates, assigning a rating and making a recommendation.
- B. Evaluation by the Personnel Officer or Selecting Official - The Personnel Officer or his/her designated representative, or Selecting Official, using job-related selection criteria for the type of vacancy, will evaluate qualifications of candidates and assign a rating.
- C. Subject Matter Expert Evaluation (FBIHQ use only) - A Qualifications Review Board (QRB) must be composed of individuals who are expert in, or have significant knowledge of, the discipline or occupational category of the position being filled. This is normally used for professional and/or technical positions. The QRB must be familiar with the qualifications required for the vacant position and the provisions of the Merit Promotion and Placement Plan. Members of the QRB are to be at least one grade higher than the vacant position unless it is documented that the member will not be in competition for the position. In this case, the member can be the same grade. QRB members are to be selected carefully and trained in the use of the procedures used to evaluate and select the best qualified candidate for a position. A staffing representative may serve as an advisor to the QRB to ensure consistency in procedures. The QRB will evaluate only the technical qualifications of the candidates and assign a rating.

2. Evaluation Factors

Tests and interviews, if used, must not be the sole means of ranking basically eligible candidates. Consideration must also be given to training, education, experience, attendance, and performance appraisals as they relate to the position to be filled. Pertinent guidelines are set out below, and it must be borne in mind that regardless of the assessment procedures used, they must be job-related, reliable, and capable of distinguishing differences in the qualifications measured.

- A. Training, Education and Experience (TRAEX) - Credit is to be given for prior training, education or experience which is relevant to the job for which the candidate is being considered. The training, education, and experience need not be Bureau related, and the candidates may draw on their total life experiences dating back to high school graduation. Recency and length of the training, education, or experience should not influence the evaluator's ratings of the candidate, as the emphasis should be on quality, not quantity.
- B. Attendance - The Bureau expects every employee considered for advancement to attend work regularly. Therefore, each candidate's overall attendance record should be reviewed.
- (1) Sick Leave - Only documented absences over the past 12 months may be considered. Such factors as the number of illnesses; reasons, frequency, and pattern of absences; and any steps undertaken by the employee to improve his or her attendance record should be considered. Questionable records should not be the sole factor used to disqualify a candidate, but should be completely analyzed and considered along with his or her other qualification factors.
 - (2) Tardiness and Absences Without Official Leave (AWOLS) - Records of excessive tardiness and/or AWOL which are documented for the past 12 months could be used as a sole disqualifying factor. However, each case should be considered on an individual basis and disqualification rendered only after a thorough analysis of the facts.
- C. Performance Appraisals -
- (1) Promotional Consideration - As a basic requirement, an employee must possess at least a Fully Successful rating in all critical elements of his or her most recent performance appraisal. If an

employee has had insufficient time on duty to have received an official performance appraisal, the employee's supervisor must certify that the employee's current performance is at least Fully Successful in order for an individual to be eligible for promotional consideration.

- (2) Use of appraisals to fill vacancies - Appraisals used to evaluate employees who met basic requirements must be relevant to the job for which they are being considered. Nonrelevant appraisals and critical elements cannot be used to rank candidates. Relevant performance appraisals and critical elements can be used to determine a candidate's level of a knowledge, skill or ability and, along with other factors, may be used to rank an employee's relative qualifications for a position.
- (3) Career Ladder Promotions - Candidates within a career ladder can be ranked based on levels of performance if the appraisals are for the same grade level and the critical elements are related to the position to be filled.

In the event work behaviors or KSAOs necessary for job performance cannot be determined by use of the above factors, the following measurement tools should be considered:

D. Tests -

Tests may not be used prior to the approval of the Personnel Officer or his/her designated representative, who will strictly monitor them to ensure their compliance with Federal regulations as set forth in the "Uniform Guidelines on Employee Selection Procedures (1978)." Contact with the Personnel Officer must be made to determine the effectiveness of the test in measuring the degree to which the employees possess the work behaviors and KSAOs needed for acceptable job performance.

Performance tests are those in which the employee uses physical equipment or simulates or replicates a work process or product. Well-known examples are the stenographic/typist test and the road test for driving skills. Performance tests are particularly useful in the skilled trades.

Oral and written tests are valuable in identifying KSAOs that employees may have had little opportunity to demonstrate through past performance. They also are appropriate measures of information or knowledge about given subjects.

The results of any performance, oral or written test must be used with other evaluation factors and not as a hurdle or cut-off device. (The exception

to this is when a test is used to measure basic qualifications, such as typing, stenography, or language test.) In distinguishing among qualified and best qualified candidates, the interests of the employee and the FBI are best served by having the employees evaluated on the total picture drawn from a variety of factors.

E. Interview -

Evaluation factors A through D may not measure all KSAOs required for the vacant position. In such cases, a personal interview may be conducted. Prior to conducting the interview, the career board members or selecting official must:

1. Identify the KSAOs which need to be assessed during the interview.
2. Prepare highly structured questions which are specific to each identified KSAO.
3. From the list of best qualified candidates, identify at least 10 percent or a minimum of three candidates for interview (all if less than three candidates).
4. The same questions must be asked for all employees interviewed.

GROUPING OF CANDIDATES

Based on the results of the evaluation of the candidates against criteria established for the type of position to be filled, the candidates should be placed into groups of "best qualified" and "qualified." A "best qualified" candidate is one whose education, experience, training and potential substantially exceed the qualification standard for the position, and whose rating on all the evaluation factors is such that it can reasonably be projected that the individual would be able to perform the duties of the position better than the other candidates eligible for the position. A "qualified" candidate is one who meets the minimum criteria for the position to be filled.

After evaluation, the evaluators list the names of the candidates rated under competitive procedures as best qualified on a promotion certificate. This list of referrals, with the applications, are then sent to the selecting official.

SELECTION OF CANDIDATES

Management has a right to select or not select an individual from the group of best qualified candidates available for the position. In making the selection, seniority may be used as the determining factor only if two or more candidates are equally qualified.

In the event a selection cannot be made, the vacancy announcement can be canceled at any time by the selecting official. However, appropriate documentation as to the reason(s) for not selecting from a list of best qualified candidates must be submitted to the Personnel Officer. If necessary, he or she may also request the Personnel Officer for FBIHQ vacancies or SAC for field office openings to initiate a search for appropriate and qualified candidates outside the Bureau.

Additional selections may be made from a properly issued promotion certificate within 90 days of the date the certificate was issued, provided the positions to be filled have the same title, series and grade, are in the same geographical location as the position announced, and the qualification requirements are the same.

FORMAL RECOMMENDATIONS

At the completion of the selection process a formal recommendation must be made in order to finalize the action. This recommendation should be prepared and forwarded to the Personnel Officer for review and approval. The Personnel Officer may approve the recommendation, request additional information or reject the recommendation based on the documentation submitted. Because of the Personnel Officer's options, the employee involved should not be placed in the position until notification (oral or written) of approval has been received.

The recommendation should include adequate information for the Personnel Officer to determine if the procedures used in making the selection were job related and consistent with Bureau policy. The following is a guide to document the decision.

1. Career Ladder Promotions - when selectee is currently in an established career ladder, no additional documentation is required as work performance is considered to be the determining factor in making the recommendation.

2. Posted Positions - when selectee is recommended for an entry level career ladder position or a newly established position, the following information should be provided:

- a. The title, grade, qualifications considered essential to the position, and the opening and closing dates of posting (a copy of the Notice of Vacancy announcement would be sufficient).
- b. Names of all applicants.
- c. Initial screening process for eliminating candidates (i.e., does not meet minimum qualifications, does not meet time-in-grade restrictions, etc.)
- d. Procedures and factors used in rating, ranking and selecting employee (i.e., career board or interview, TRAEX, tests, performance appraisals, attendance record). This should include any points, test and interview scores assigned to each applicant.

In preparing this recommendation one of the following actions must be requested: promotion, reassignment, trial assignment, demotion or reappointment. Definitions for these terms begin on page 2 of this document.

TRIAL ASSIGNMENTS:

A trial assignment is beneficial to both the selecting official and the employee for the following reasons:

Selecting Official - A trial assignment provides the selecting official time to evaluate the newly assigned employee as to his or her suitability to the job. If the employee does not meet the needs of the job the selecting official has the option to return the employee to his or her former position.

Employee - A trial assignment provides the employee time to ensure his or her compatibility to the position (i.e., not what he or she thought it would entail). In this situation the employee may request to return to his or her former position.

The length of a trial assignment may range from 30 days to 120 days depending on the selecting official and the abilities of the employee. The normal length of a trial assignment is 60 days. If the selecting official recommends an employee for a 60-day trial assignment and the employee is successfully performing the duties of the position prior to the completion of the 60 days, the selecting official may waive the remaining trial period. However, if the employee is not performing the duties adequately, but shows potential, the selecting official may extend the trial period in 30-day increments up to 120 days or remove the employee from trial assignment and return him or her to his or her former position. In no instance will a trial assignment exceed 120 days.

NOTE: An employee is not officially out of a position or assigned to a position until the expiration of the trial and an additional personnel recommendation is submitted and approved.

NOTIFICATION OF RESULTS

Following selection of an employee for a vacant position and approval by the Personnel Officer, all non-selected candidates who were interviewed must be contacted by the selecting official (or designated representative) and advised of the reason(s) they were not chosen.

Responsibility for general announcement of the identity of the selected employee will vary according to the following:

- | | |
|----------------------------------|---|
| - Intra-field-office posting | - SAC or designated representative |
| - Bureauwide posting | - Personnel Officer or designated representative |
| - Intra-FBIHQ Divisional posting | - Assistant Director or designated representative |
| - FBIHQ-wide posting | - Personnel Officer or designated representative |

In addition to the foregoing, any candidate may, upon specific request, be advised:

- whether he or she met the minimum qualification standards for the position and was on the list of names submitted to the selecting official and,
- how to improve his or her qualifications for future opportunities.

Such inquiries should be directed to the Personnel Officer for FBIHQ employees and, for field office employees, to the SAC or designated representative.

RELEASE OF CANDIDATES

To maintain credibility, it is imperative that supervisors release selected individuals on a timely basis (30 days from recommendation) for positions that offer promotional opportunities. Supervisors are encouraged to strongly consider releasing employees when selected even though an immediate promotional opportunity is not present, particularly if the overall mission of the Bureau would benefit.

Official request for the release of an employee selected to fill a vacancy at FBIHQ will be made only by the Personnel Officer or his/her designated representative. The employee selected will be released, normally, at the end of the first full pay period but no later than two pay periods, after the date of the request for release. An office that releases an employee for interview thereby indicates its willingness to release the employee within the time frame stated should he or she be selected.

MAINTENANCE OF RECORDS

CONTENTS OF SELECTION FILES:

Federal regulations require that selection files be maintained in such a manner that the action may be reconstructed. Each field office and FBIHQ division will be responsible for the maintenance of its selection files which must be secured in a centralized location. The selection file must be retained for two years, provided the time limit for any grievance, complaint, or appeal has also lapsed, or any processing related to the records has been closed. Contents of the selection file must include:

- a. A copy of the position description;
- b. Description of the method used to locate and identify candidates, e.g., copy of vacancy posting or criteria used for screening skills files, and the area of consideration;
- c. Qualification standards used;
- d. The applications of the employees requesting consideration for the vacancy;
- e. Evaluation method and system for combining evaluations to obtain final ratings;
- f. Signed evaluations of the candidates (test scores, completed rating or ranking forms, etc.);
- g. Names of candidates who were in the group from which selection was made, e.g., a copy of the promotion certificate showing the name of employee selected, signature of the selecting official, and identity of the rating panel.
- h. Date and method used to notify each candidate of nonselection (written communication, telephone call, etc.)

PRIVACY SAFEGUARDS:

Selection records will be safeguarded and released only to authorized persons.

GRIEVANCE PROCEDURES

The FBI's policy is to administer a personnel program that promotes good employee management relationships. The success of any organization depends on the confidence of its employees that their questions, problems or dissatisfactions will receive a timely and constructive response, as well as fair and equal treatment. This section defines certain responsibilities regarding the grievance process and sets forth employee rights in that process.

Employees who feel that they have not been treated fairly have a right to present grievances to appropriate management officials for prompt and equitable consideration, with freedom from restraint and without fear of reprisal, coercion, or interference. Employees should discuss with supervisors any matter of concern or dissatisfaction regarding their employment and should attempt to resolve the problem(s) prior to filing a grievance. Employees are required to follow the organizational chain of command prior to submission of grievance to the Assistant Director of the Administrative Services Division.

Managers and supervisors should ascertain all pertinent information bearing upon each grievance or potential grievance being brought to their attention.

There are certain matters which are not appropriate for the grievance procedure. The following matters are excluded from this procedure:

- nonselection for promotion from a group of candidates properly ranked in accordance with the procedures described within the Merit Promotion and Placement Plan.
- failure to receive a noncompetitive promotion.
- an action which terminates a temporary promotion and returns the employee to the position from which the employee was temporarily promoted, or reassigns or demotes the employee to a different position that is not at a lower grade or pay than the position from which the employee was temporarily promoted.
- an action taken in accordance with the terms of a formal agreement voluntarily entered into by an employee, such as the assignment of an employee from one geographical location to another.

A grievance concerning a particular act or occurrence should be presented in writing not later than 15 calendar days after the date of the act or occurrence, or not later than 15 calendar days after the date on which the employee knew of the act or occurrence. Within the FBI, such grievances are to be submitted only to the Assistant Director, Administrative Services Division. However, if the employee is dissatisfied with the decision of the Assistant Director, Administrative Services Division, he/she has the right to grieve to the Executive Assistant Director - Administration and finally to the Director.

As previously indicated, provisions for redress are also available through the Equal Employment Opportunity (EEO) complaint system for employees who believe they have been discriminated against on the basis of race, color, religion, sex, national origin, age, nondisqualifying handicap, or reprisal. However, the employee must contact an EEO Counselor within 30 calendar days of the action in question if he or she believes the grievance is a result of discrimination on any of the foregoing bases. Failure to contact an EEO Counselor within 30 calendar days of the alleged discriminatory action will result in forfeiture of the complainant's right to pursue a claim of discrimination.

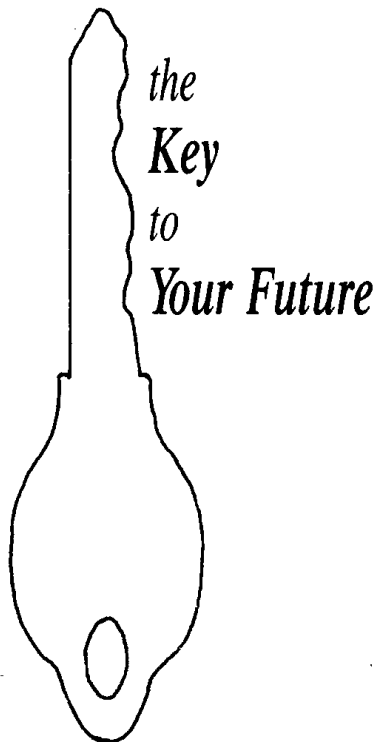
*Support
Service
Personnel*

EMPLOYEE DEVELOPMENT PROGRAMS - PAGE 6

U.S. Department of Justice
Federal Bureau of Investigation



Career Guidance Program



Mission of the Program

1. Equip employees with accurate and relevant information which can be applied to the level of personal development and readiness state;
2. Assist employees to formulate hypothesis about themselves, choice points of their futures, and available options;
3. Help individuals to develop appropriate ways of testing the hypothesis against old and new experiences;
4. Help individuals come to terms with the educational and occupational relevance of what they already know or will learn about themselves and their futures;
5. Help individuals to acquire the knowledge and skills that will allow them to exploit the process in positive and constructive ways;
6. Help employees to acquire the feelings of personal competence or power from self-understanding and the ability to choose effectively.

Services Provided

- Career Counseling/Guidance:
 - *Discussion of Career Goals
 - *Set up applicable plans
 - *Assistance in plan implementation
- Exploration of careers within the Federal Bureau of Investigation;
- Evaluation of educational and occupational history;
- Provide Career Related Reference Materials and Resources;
- Recommendations for completing position applications and resumes;

- Suggestions on interviewing skills;
- Updated area college/university catalogues, list of student activities, and programs;
- Career Interest Inventory Testing;
- Referrals to other resources/programs as necessary.

Responsibility of Employee

- Contact Division Representative;
 - Inform Career Guidance Personnel of any changes in appointments scheduled;
 - Be able to list and/or discuss background, education, and employment history;
 - Be motivated enough to:
 - *Create goals for self improvement
 - *Implement plans for career goals
 - *Become aware of own career
- Knowledge**
Skills
Abilities (KSA's)
- *Be willing to do recommended tasks
 - *Utilize suggested resources
 - *Complete objectives
- Be willing to learn how to accept responsibility for personal progression planning.

Career Guidance Group
Pay and Position Management Unit
Administrative Services Division
FBIHQ

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROBLEM/BARRIER IDENTIFICATION

EMPLOYEE DEVELOPMENT PROGRAM

Advancement among all groups of support personnel within the FBI has been of concern to management. The Job/Task Analysis survey is indicative of management's interest in further developing its on-board complement and hiring qualified employees to meet the FBI's human resource needs.

As a result of the study, career paths and job requirements will be clearly defined.

Because the impact of the survey, validation processes and full implementation of the Career Guidance Program are unknown at this time, monitoring will be conducted over the next five years.

The FBI's Upward Mobility Plan will require revision to ensure all positions with a career path are properly identified. The Plan applies to employees in Grades GS 8 and below or any equivalent wage employee. Only occupational series with 100 or more incumbents are included in the Plan. The revision will include coordination with the Career Guidance Group, Position Classification and Pay and Position Management Unit.

The Office of Equal Employment Opportunity Affairs (OEEOA) will make a comparison of the support positions by PATCO, to include grade level, race, national origin, gender and handicap code and compare the Fiscal Year 1987 profile against data at the end of each fiscal year to note increases/decreases. Additionally, appreciable increases in the grade level of employees entering on duty will be monitored.

Further analysis is required in terms of the tenure of incumbents in grades GS 1 through GS 6 (largest number of incumbents at these levels) and equivalent wage grade to determine if there is a statistically imbalanced group represented at these levels. The fact that the vast majority of hires are currently at low entry level grades will sustain a considerable number of incumbents at entry level positions of GS 3 through GS 5.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

REPORT OF OBJECTIVES AND ACTION ITEMS

PROGRAM ELEMENT: EMPLOYEE DEVELOPMENT PROGRAM

PROBLEM/BARRIER STATEMENT: The majority of support positions GS 3 through GS 7 are occupied by women and minorities. Rather than focus on the low representation of males (white and minority), an affirmative approach would be to conduct additional studies of women and minorities along with tenure in these positions to determine if a statistical imbalance is evident.

OBJECTIVE: To ensure upward mobility for employees GS 8 and below and equivalent wage grade employees, particularly women, minorities and handicapped persons. Means of accomplishment will be through utilization of the Career Guidance Program, Job/Task Analysis Survey program changes and Upward Mobility Plan.

RESPONSIBLE OFFICIALS: Assistant Director (AD), Administrative Services Division (ASD) (with assistance from EEO Officer and Unit Chief, Pay and Position Management Unit (PPMU))

TARGET DATES: 9/30/88, 9/30/89, 9/30/90, 9/30/91, 9/30/92

ACTION ITEMS:	RESPONSIBLE OFFICIAL	TARGET DATE
Conduct statistical analysis at end of each fiscal year	EEO Officer	annual basis, begin 9/30/88
Revise Upward Mobility Plan	EEO Officer/ Unit Chief, PPMU	9/30/89
Monitor progress of Job/Task Analysis	EEO Officer/ Unit Chief, PPMU	9/30/89
Monitor progress of full implementation of Career Guidance Group (CGG)	EEO Officer/ Unit Chief, PPMU	9/30/89
Continue liaison between CGG and Human Resource Planning and Development personnel	EEO Officer/ Unit Chief, PPMU	on-going

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROGRAM ANALYSIS

PROMOTIONS

*Same language as
FBI 6/16/88
letter to NAPA*

Analysis of promotions will focus on the Special Agent (Series GS 1811) position, the FBI's mainstream occupation. Special Agents enter on duty at the GS-10 level. Promotion is a matter determined upon the basis of the individual Agent's record and accomplishment. Such promotions do not follow automatically upon completion of time requirement for the promotion. Special Agents are eligible for consideration for promotion on the following schedule: from GS-10 to GS-11 after two years of satisfactory service in GS-10; from GS-11 to GS-12 after completion of two years of satisfactory service in GS-11. Certification that the Agent is performing at the next higher grade level and that his/her current Performance Appraisal Report (PAR) shows a summary rating of at least Fully Successful, with no individual element rated below that level, are required. Accelerated promotion to the next higher grade from GS-10 to GS-11 and GS-11 to GS-12 is possible when an Agent in the field becomes a full field supervisor, or a Senior Resident Agent in a resident agency comprising eight or more Agents, or is assigned to FBI Headquarters in accordance with the regular path of the Career Development Program. Time-in-grade restrictions requiring the individual to serve one year in the lower grade before being eligible for promotion to the next higher grade are also observed. Agents in GS-12 investigative assignments may be considered for GS-13 after three years of service in grade GS-12.

It should be noted that the FBI's Performance Management and the Performance Management and Recognition Systems both allow employees to request that the Personnel Officer reconsider any aspect of their PARs. In the event that discriminatory actions/influences are cited within a reconsideration request, the Personnel Officer ensures that the individual receives complete advice concerning the EEO complaint process.

Advancement beyond the journeyman level of GS-13 is to some extent a personal decision. Many Special Agents, with minorities and women being no exception, choose to excel in investigative work rather than pursue managerial components of the Special Agent career path. With regard to the investigative path, specialized training courses and on-the-job training assignments are utilized to develop skills and knowledge necessary for

PROMOTIONS - PAGE 2

successful investigative performance. The analysis of Employee Development Programs provides additional information on the FBI's training for investigators and managers.

In addition to on-the-job and structured in-service training, appointment to serve as a Relief Supervisor is an initial step to develop and advance within the FBI Special Agent Career Development Program (CDP). Grade level is not a prerequisite to serve as a Relief Supervisor, but two years of investigative experience are generally required. Exceptions can be made on a case-by-case basis with FBI Headquarters approval as demonstrated ability and needs of a particular work entity must be considered.

*NAPA
language*

To provide optimum selection procedures based on objective and thorough information in the CDP, career boards have been established at FBI Headquarters and in each field office. The purpose of the field career board is to assist the Special Agent in Charge (SAC) in administering career programs and personnel matters within the field division. Field boards conduct reviews of pertinent background data, interview candidates for positions and make recommendations to the SAC in such matters as selection of potential Relief Supervisors and Agents for administrative advancement. The ultimate decision rests with the SAC.

At FBIHQ, career boards consist of the Senior Executive Career Board which makes recommendations to the Director for candidates in the positions of SAC, Assistant Director and Deputy Assistant Director. These are positions at the GS-16 through GS-18 levels. The Executive Career Board, referred to in this analysis as the Career Board recommends candidates for twelve positions in the grade range of GM-14 through GS-16. By delegation from the Director, the Chairperson (Chairman) of the Executive Career Board is authorized to make the final decision on all GM-14 supervisory positions and GM-15 Unit Chief and Assistant Section Chief actions. Recommendations for GM-15 and higher grade levels in the positions of Assistant Special Agent in Charge (ASAC), Inspector-in-Place, Section Chief and full Inspector are forwarded to the Director for final decision. The GM-14 through GS-16 levels of management represent the majority of incumbents; therefore, the remaining portion of this analysis focuses on this segment of the population and references to Career Board (CB) are in effect the Executive Career Board.

The Chairman of the CB, who had previously served as SAC of two field offices, where he was directly responsible on the field office level for ensuring equality of opportunity for

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women and minorities, is attuned to the need for developmental assignments and the need to establish credibility through demonstrated performance. As CB Chairman, he has also evidenced his strong commitment to address the concerns of women and minorities by consistently including Equal Employment Opportunity/Affirmative Action related topics for discussion at the annual CB planning session. Furthermore, the Chairman ensured that selected participants include women and minorities from management ranks and investigative levels for attendance at the week-long retreat. Proposals are considered for enhancements and new policies in a variety of personnel and program areas. Suggestions and perspectives of women and minority participants are solicited and welcomed. Internal studies conducted in 1983 and 1984 noted that female Special Agents were not as well represented in the CDP even at the entry level (Relief Supervisor) position as their caucasian and minority male counterparts. With the nature of the law enforcement profession historically male dominated, he realized the extreme importance in actively seeking the participation of qualified female candidates since this was the most significantly lacking of the protected classes. Totally committed to improving participation in the CDP by women and minorities, he initiated several unprecedented projects and studies to address the situation, which could not be instantly reversed.

The Chairman of the CB and/or his designated representatives who had progressed to mid-level management positions visited our larger field offices for the purpose of discussion of the CDP to generate greater interest and participation. In some instances, Agents were participating as Relief Supervisors on a temporary basis, but had not committed their career pursuits to advance beyond this initial stage. It is evident these personal contacts influenced reluctant potential candidates to become involved in the program and generated new interest, which will be evident in the statistics presented later in this analysis. Personal contacts to attract potential CDP participants is an on-going means to promote this momentum.

In 1985-1986, the Office of Program Evaluations and Audits conducted studies in three major field offices to determine reasons for the low interest and participation of women in the CDP. The impetus for this study was through discussions emanating at the Career Board planning session. Results of these studies indicated generally that some of the same reasons men do not elect to pursue career development hold true for women, i.e., mobility and the need to transfer more frequently in the customary progression of the CDP. Also during these studies, information surfaced concerning the acclimation of

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women in the male-dominant work force to indicate a perception by some women Agents that a sexist attitude was apparent to some degree. In this connection, these same women Agents were adamant in their opinions that special consideration for women and a focus on their uniqueness within the organizational structure were not warranted or a productive approach. They opined that integration into the work force and higher levels of management was best handled on the merits of individual proven work records. In addressing this concern, management specifically brought this into discussion at the following SAC Conference and the endeavor to heighten awareness of this perception at all management levels and at the peer level is an on-going initiative by means of awareness training.

As identified in the Manual of Operations and Procedures, one of the critical responsibilities of FBI managers at all levels is to provide for the continuation of sound management within the FBI. Each manager in the Bureau is charged with the personal responsibility to identify Special Agents who have expressed an interest in administrative advancement and have demonstrated some level of potential. To ensure involvement by SACs, the Executive Secretary of the Career Board was directed to canvass on an annual basis for the identity of Agents, particularly women and minorities, with potential for advancement.

Numerous changes have been instituted based on recommendations made by the CB Chairman. The foregoing initiatives and additional enhancements discussed later in this review are not inclusive, but are typical of the energy and planning that has gone into promoting opportunities for women and minorities. The statistics (Attachment A) are indicative of the success realized at the entry level and mid-level supervisory/management positions over the past four years.

A statistical review was conducted to determine differences, if any, in progression for women, minorities and caucasian males from entry on duty to attainment of the GM-14 supervisory level. The average tenure of women Special Agents to attain the GM-14 level is six years and nine months. The average years of service for minority males to attain GM-14 is eight years and four months. The average number of years for caucasian males to attain GM-14 is ten years. In considering this information, it must be kept in mind the number of minorities, women and caucasian males who have attained GM-14 varies dramatically; however, the accelerated advancement of women and minorities is positive. These affirmative efforts will result in better representation of women and minorities in higher levels of

Time Period?

PROMOTIONS - PAGE 5

management. Advancement to these levels, almost without exception, is from within the FBI ranks.

Advancement to the upper-level positions of GS-16 through GS-18 is significantly limited. Consideration must be given to the fact that with a work force of 9,439 Special Agents (end of Fiscal Year (FY) 1987), less than 2% (1.69%) is the allotted incumbency at the GS-16 through GS-18 levels. The FBI is authorized 160 of these positions. As of September 30, 1987, eight (5.26%) of the 152 positions filled were occupied by minorities and/or women (6 minority males, one minority female and one caucasian female). It should be noted the two women incumbents (GS-16 and GS-17) are not within the scope of the CDP as they are non-Agent personnel; however, their highly visible positions at the executive levels are indicative of management's support and affirmative efforts to ensure a more representative work force.

At the GM-15 level, 4.9% of the incumbents were women and minorities and at the GM-14 level, 10.8% of the positions were held by women and minorities. At the end of FY 1987, 10% of the FBI's Special Agent work force was made up of minorities (838 males and 105 females) and 8.3% by women (a total of 787 combining caucasian and minority females). By combining the minorities without double counting minority women, the FBI's Special Agent work force of women and minorities was 17.2%.

Impressive gains have been made with the increase of women and minorities entering the CDP as Relief Supervisors and with progression to mid-level management positions of GM-14. To enhance development of potential candidates for higher-level positions, the Management Science Unit, Training Division, was tasked with instituting the development of an appropriate training package for Relief Supervisors. Other areas to enhance advancement opportunities included the following: 1) regional training for GM-15 Assistant SACs; 2) formalizing information by means of a brochure advising of professional and educational opportunities available to participants in the CDP; and 3) development of a leadership course emphasizing and supporting the enhancement of leadership traits, characteristics and abilities for Bureau managers. Additionally, the Administrative Services Division was requested to develop more effective and efficient utilization of the Performance Appraisal System to evaluate managers at the GM 15 ASAC level.

In view of the foregoing, one of the FBI's program priorities will be to increase the representation of women and minorities at the mid-level management of GM-15 and in the upper levels GS-16 through GS-18. This also entails continued successful efforts to increase and sustain participation of women and minorities at entry level through GM-14 supervisory positions.

*Same as
NAPA
letter
6/16/87*

Protected Class	* YEAR	END OF STATUS OF CAREER DEVELOPMENT RELIEF SUPV.	FULL SUPV.	** TOTAL IN CDP ** TOTAL IN WORK FORCE	
				97 OR 33.9% OF TOTAL	286 SAs
BLACKS	1983	62 (4 women)	35 (2 women)	143 OR 39.6%	361
	1986	102 (7 women)	41	153 OR 38.2%	400
	1987	105 (10 women)	48		
HISPANICS	1983	53 (2 women)	22	75 OR 25.4% OF TOTAL	295 SAs
	1986	90 (5 women)	34	124 OR 34.1%	363
	1987	106 (7 women)	40 (1 woman)	146 OR 36.0%	405
ASIAN/PACIFIC ISLANDER	1983	8	10	18 OR 22.5% OF TOTAL	80 SAs
	1986	15 (1 woman)	9	24 OR 23.8%	101
	1987	19 (2 women)	9	28 OR 24.3%	115
AMERICAN INDIAN/ ALASKAN NATIVE	1983	3	7	10 OR 31.2% OF TOTAL	32 SAs
	1986	7 (1 woman)	5	12 OR 31.5%	38
	1987	7 (1 woman)	5	12 OR 29.2%	41
TOTAL MINORITIES	1983	126 (8 women)	74 (2 women)	200 OR 28.8% OF TOTAL	693 SAs
	1986	214 (14 women)	84	298 OR 34.5%	863
	1987	237 (20 women)	102 (3 women)	339 OR 35.2%	961
WOMEN	1983	59 (6 minority)	11 (2 minority)	70 OR 13.4% OF TOTAL	520 SAs
	1986	141 (14 minority)	34	175 OR 25.0%	699
	1987	181 (20 minority)	45 (3 minority)	226 OR 28.2%	799

*End of calendar year statistics were used inasmuch as the figures are readily available from annual updates of the Director's Briefing Book.

**Totals include minority women.

It should be noted the majority of Full Supervisors are at the GM-14/GM-15 levels; however, there are a few exceptions. For example, the December 31, 1987 update indicated 13 FBIHQ Supervisors were at the GM 13 level and one was at the GS 12 level. These incumbents will receive accelerated promotions as described early in the analysis.

EMPLOYEE DISTRIBUTION LEVEL GROUPINGS
FISCAL YEAR 1987

GRD LEVELS	ALL EMPLOYEES		WHITE		BLACK		HISPANIC		ASIAN		A/IND	
	TOTAL	MALE %	FEM %	MALE %	FEM %	MALE %	FEM %	MALE %	FEM %	MALE %	FEM %	MALE %
GS-01-03	616	143 23.2	473 76.7	223 36.2	38 6.1	228 37.0	7 1.1	8 1.2	.0	2 .3	3 .4	12 1.9
GS-04	1385	262 18.9	1123 81.0	547 39.4	89 6.4	535 38.6	7 .5	25 1.8	4 .2	5 .3	2 .1	11 .7
GS-05	2940	471 16.0	2469 83.9	1303 44.3	141 4.7	1068 36.3	11 .3	61 2.0	6 .2	13 .4	5 .1	24 .8
GS-06	2004	239 11.9	1765 88.0	1065 53.1	63 3.1	620 30.9	11 .5	46 2.2	2 .0	19 .9	1 .0	15 .7
GS-07	2126	623 29.3	1503 70.6	891 41.9	152 7.1	560 26.3	15 .7	34 1.5	9 .4	8 .3	5 .2	10 .4
GS-08	579	113 19.5	466 80.4	349 60.2	20 3.4	95 16.4	2 .3	16 2.7	.0	3 .5	.0	3 .5
GS-09	1185	404 34.0	781 65.9	603 50.8	35 2.9	143 12.0	7 .5	28 2.3	16 1.3	2 .1	2 .1	5 .4
GS-10	1521	1133 74.4	388 25.5	315 20.7	67 4.4	42 2.7	73 4.7	24 1.5	19 1.2	3 .1	4 .2	4 .2
GS-11	1473	1016 68.9	457 31.0	376 25.5	52 3.5	43 2.9	55 3.7	19 1.2	32 2.1	15 1.0	9 .6	4 .2
GS-12	1467	1168 79.6	299 20.3	268 18.2	66 4.4	20 1.3	54 3.6	7 .4	24 1.6	4 .2	9 .6	.0
GS-13	5116	4860 94.9	256 5.0	233 4.5	135 2.6	8 .1	160 3.1	11 .2	40 .7	2 .0	22 .4	2 .0
GS-14	1120	1083 96.6	37 3.3	35 3.1	38 3.3	2 .1	33 2.9	.0	8 .7	.0	5 .4	.0
GS-15	322	321 99.6	1 .3	1 .3	4 1.2	.0	4 1.2	.0	5 1.5	.0	2 .6	.0
OTHER *	152	150 98.6	2 1.3	1 .6	3 1.9	1 .6	2 1.3	.0	1 .6	.0	.0	.0
WAGEBOARD	471	378 80.2	93 19.7	21 4.4	99 21.0	69 14.6	7 1.4	2 .4	1 .2	1 .2	2 .4	.0
TOTAL	22477	12364 55.0	10113 44.92	6231 27.7	1002 4.41	3434 15.21	448 1.92	281 1.21	167 .7	77 .3	71 .3	90 .4

*GS 16, 17 & 18

ATTACHMENT B

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROBLEM/BARRIER IDENTIFICATION

PROMOTIONS

Our analysis revealed the following problem:

A statistical imbalance in the representation of women and minorities in the GM 14 through GS 18 management ranks. The Career Board, Assistant Directors, Special Agents in Charge (SACs) of field offices, and Assistant Special Agents in Charge (ASAC) are involved in a variety of actions to address this program priority.

Some causal factors include the representation of minorities in the work force and relatively low tenure of women Special Agents.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

REPORT OF OBJECTIVES AND ACTION ITEMS

PROGRAM ELEMENT: PROMOTIONS

PROBLEM/BARRIER STATEMENT: There are few women and minorities in the mid and upper level (GM 14 through GS 18) management ranks. Barriers to this include the difference in the overall composition of the Special Agent work force. Additionally, women have been in the Special Agent position only since 1972, however, approximately 6% have 10 years of experience which is the average tenure for white males attaining the GM 14 supervisory level.

OBJECTIVE: To increase the number of women and minorities in the mid and upper levels.

RESPONSIBLE OFFICIALS: Chairman, Career Board (CB), Assistant Directors (ADs), Training Division (TD) and Administrative Services Division (ASD), Special Agents in Charge (SACs), Assistant Special Agents in Charge (ASAC)

TARGET DATE: On-going (for Plan Purpose 9/30/88; 12/31/88; 9/30/89; 9/30/90; 9/30/91; 9/30/92)

ACTION ITEMS:	RESPONSIBLE OFFICIAL	TARGET DATE
Continue to encourage the participation of women and minorities at the entry level and higher levels through:	Chairman, CB and Executive Secretary, CB	On-going
SAC identification and evaluation of potential candidates	Special Agents in Charge (SACs)	Annual basis
Develop brochure to publicize professional and educational opportunities	Executive Secretary, CB	9/30/88
Develop training package for Relief Supervisors	AD, Training Division	12/31/88
Develop leadership course for enhancement of leadership traits, characteristics and abilities of Bureau managers	AD, Training Division	9/30/89

PROGRAM ELEMENT: PROMOTIONS - PAGE 2

Task Assistant Special Agents in Charge (ASACs) to identify their office functions and details which they consider "developmental" for advancement from Relief to Squad Supervisor

Executive Secretary, 9/30/90
CB and ASACs

Provide results of the above to Quantico for training modules

Executive Secretary, 9/30/91
CB and AD, Training
Division

Continued exchange of information between EEO Office and Career Board

Chairman, CB, On-going
AD, ASD and
EEO Officer

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AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROGRAM ANALYSIS

SEPARATIONS

Separations from FBI employment are recorded with reason(s) in sufficient detail to meet Office of Personnel Management (OPM) requirements that determinations can be made as to reemployment eligibility and entitlement to unemployment compensation afforded to a Federal employee by a state. In the FBI, employees have traditionally written a letter which in some cases may specify concerns; however, most often positive sentiments are expressed. In all cases, a Report of Exit and Separation (FD-193) is utilized. The Office of Program Evaluations and Audits (OPEA) recently recommended modifications to the form to further delineate reasons for separation to assist in the refinement of internal analyses. If no reason for separation is given either orally or in a letter, the supervisor conducting the interview is obligated to indicate under a comment section of the form information known to the supervisor concerning the resignation.

The Pay and Position Management Unit, responsible for the processing of resignations has included in their instructions that any support employee resignation mail with an indication of an EEO-related problem must be sent to the Office of EEO Affairs (OEEOA). Additionally, the resignation mail of all Special Agents is sent to the OEEOA. The Special Emphasis Program Managers (Black Affairs, Hispanic Employment, Federal Women's, Asian/Pacific Islander, American Indian/Alaskan Native and Selective Placement) monitor this mail. If any particular problems which may be indicative of an EEO-related matter surface, appropriate follow-ups are instituted. This monitoring is done routinely; however, statistical data is not reviewed by the OEEOA with respect to the general population with annual attrition for the purpose of detecting trends or disparate impact. Specific studies have been conducted in other organizational entities which are comprehensive and provide relevant information in furtherance of equal employment opportunity.

The Institutional Research Unit at the FBI Training Academy, Quantico, recently completed and presented a report on the results of an on-going analysis of the attrition rates for New Agent Training at the FBI Academy. The report profiles New Agents when they are hired, focusing on the characteristics of gender, race, and entry program. (There are five academic

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SEPARATIONS - PAGE 2

programs under which New Agents may enter on duty: Accounting, Foreign Language, Law, Science and Diversified.) The analyses examine overall attrition rates and provides separate analysis for gender, race, and entry program. The study categorizes reasons for failure to complete training and compares attrition rates for different categories by gender and race. The report describes the effect on attrition of the New Agent Review Board (NARB), a process designed to provide for a complete review of a New Agent's record in training prior to making a decision to retain/dismiss that individual.

The examination of New Agent Training attrition rates spans a ten-year period (Fiscal Year (FY) 1978 through FY 1987). During this period, major program changes were instituted. These changes involved revision of the Physical Fitness Qualification Standards and Firearms Qualification Standards, implementation of an Applicant Physical Fitness Screening Test and Applicant Trigger Pull Test, as well as utilization of New Agent Field Counselors and the establishment of the NARB. ✓

Due to these revisions in program administration, data were examined from the perspective of pre-(FY 1978 through 1980) and post-(FY 1981 through 1987) program changes. Overall attrition rates are examined as are rates for gender, race, and entry program. Reasons for attrition were dichotomized to "Training Related" and "Personal/Other" reasons. The impact of the NARB was also examined. Major findings included the following: no relation between number of trainees per year and attrition rates; significant reductions in attrition after program changes; change in nature of attrition during past two years, i.e., shift in emphasis from Training Related to Personal/Other reasons.] drop

The FY 1987 attrition rate for New Agents was 7%; this compares to an average attrition rate of 8.5% for the years before the program changes (FY 1978 to FY 1980) and an average attrition rate of 5% for the years after the program changes (FY 1981 to FY 1986). FYs 1986 and 1987, both with attrition rates at 7%, show an increase in attrition over the other five years when program changes were in effect. Female New Agents show a generally decreasing attrition rate through FY 1985. The FY 1987 attrition rate for females was 13%; this is a substantial reduction in attrition compared to the 22% average attrition rate before the program changes. The attrition rate of 6% for males was higher than the 5% average attrition rate for the years before the program changes and the 4% average attrition rate for the years after the program changes. *

SEPARATIONS - PAGE 3

Minorities, as with Females, show a substantial reduction in attrition rate over the ten-year period. After the program changes, there was a rapid decline in attrition for Minorities, from an average rate of 16% for FY 1978 to FY 1980 to an average rate of 7% for FY 1981 to 1986. The attrition rate for FY 1987 was 7%. The FY 1987 attrition rate for Whites was 7% compared to the 6% average attrition rate for the years before the program changes and 5% average attrition rate for the years after the program changes.

New Agent attrition is categorized as Training Related or Personal/Other. Most New Agents officially resign for personal reasons; therefore, information from the file of each New Agent who resigned was examined and the reason for the resignation reclassified. Training Related reasons were defined as all terminations due to problems or failures in the Academic, Physical Fitness and/or Firearms Programs. Personal/Other reasons were defined as all resignations that could not be related to a specific problem or failure during the training program.

Statistical data supports the theory that program changes designed to improve the training process are having an effect on Training Related attrition. The average attrition rate for Training Related reasons before full implementation of the program changes was 5.5%; the post-implementation average was 2%. In FY 1987, the Training Related attrition rate remained low at 2%. However, Personal/Other reasons showed an increase over the past two years; the FY 1986 attrition rate was 6% and the FY 1987 rate was 5%.

While there is clearly a substantial decrease in attrition rates for Females and Minorities for the years after the program changes, and to a much lesser extent for Males and Whites, the cause or causes of the decrease are difficult to establish. The effect of one potential "cause," the NARB, was analyzed by examining the differences in Training Related attrition rates with and without the NARB process. One possible outcome is that the NARB process has no effect, i.e., attrition rates would be the same with or without the process. This was not the case. It was found that, for those years where more NARBs were convened, the attrition rates were considerably lower than they would have been without the NARB process. This effect was particularly striking for Females and Minorities. However, it is possible that the extent of the difference is due to other, unidentified factors in addition to the NARB process.

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SEPARATIONS - PAGE 4

In sum, while attrition rates are somewhat higher in FY 1987 for Males, Females, and Whites, the increase is primarily due to Personal/Other reasons. Throughout the past eight years, the Training Division has consistently strived to identify and implement changes in the New Agent Training process which would result in the reduction of Training Related attrition without compromising the quality of training being afforded the new Special Agents. It appears these efforts overall are having a very positive effect, particularly as program changes relate to women and minorities. *

The overall attrition of Specials Agents, particularly women and minorities is of concern to management. While conducting a study requested by the Career Board of female participation in the Career Development Program (CDP), the Office of Program Evaluations and Audits (OPEA) found that the loss of female Special Agents from the Bureau was notably higher than that of males. OPEA has been following this issue to determine if this trend is continuing. In March 1988, the Director expanded the review to determine causal factors for this attrition and to include minorities in the analysis.

Another study being prepared in OPEA focuses on the loss of support personnel in our 58 field offices. Some preliminary findings indicate that with low grade positions available to field support employees coupled with the slipping Government pay scale, many employees elect to pursue careers in the private sector. The aforementioned studies have not been completed; however, results will be provided to the OEEOA by the OPEA.

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AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROBLEM/BARRIER IDENTIFICATION

SEPARATIONS

Our analysis revealed the following problems:

Current monitoring of separations is on a case-by-case basis for 1) all Special Agents and 2) support personnel where the mail is indicative of an EEO-related problem. There is an absence of a summary statistical report of separation of all employees for review by the Office of Equal Employment Opportunity Affairs (OEEOA) to determine whether trends exist which need to be brought to the attention of other entities and higher level management for review and/or remedial initiatives.

It would be beneficial to have computer generated listings on a fiscal year basis (one set for Special Agents and another for support personnel) of all separations other than retirements. The data would include sex, race, national origin, grade level, age, handicap code, entry-on-duty date, where working at time of resignation, and reason for separation. Additional break downs such as separate listings for Headquarters and field offices may also assist in providing a more comprehensive analysis.

The studies under way by the Office of Program Evaluation and Audits are incomplete at this time; however, they may yield information that would indicate a problem or need additional action items to be accomplished by the OEEOA or other entities. Results of these studies will be reviewed by the OEEOA.

AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

REPORT OF OBJECTIVES AND ACTION ITEMS

SEPARATIONSPROGRAM ELEMENT: SEPARATIONS

PROBLEM/BARRIER STATEMENT: The separations of FBI personnel are not monitored by the Office of Equal Employment Opportunity Affairs (OEEOA) in statistical summary format to determine trends. Additionally, when studies by the Office of Program Evaluations and Audits (OPEA) are concluded, results will be reviewed by the OEEOA.

OBJECTIVE: To institute an annual review (fiscal year basis) of separations in a numerical summary format to include sex, race, national origin, grade level, reason, etc., to determine if trends are indicated. If review of this data or review of study results initiated by the OPEA are indicative of EEO implications, appropriate initiatives will be recommended and/or referred to other entities and/or higher management for implementation.

RESPONSIBLE OFFICIALS: Assistant Director (AD), Training Division (TD), Deputy Assistant Director (DAD), OPEA, EEO Officer

TARGET DATE: 9/30/88, annual basis; 12/31/88, annual basis

ACTION ITEMS:	RESPONSIBLE OFFICIAL	TARGET DATE
Request separation data in format as described in Problem/Barrier Analysis	EEO Officer	9/30/88, annual basis
Conduct analysis of statistics and make recommendations as appropriate	EEO Officer	12/31/88, annual basis
Provide results of studies conducted by OPEA which pertain to separation and/or any which may include EEO-related issues	DAD, OPEA	dependent upon completion of studies
Continue providing New Agent Training Attrition studies to the OEEOA	AD, TD	annual basis

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AFFIRMATIVE EMPLOYMENT PROGRAM FOR MINORITIES AND WOMEN

PROGRAM ANALYSIS

PROGRAM EVALUATION

The FBI's Equal Employment Opportunity (EEO) Officer, GM 15, has responsibility for implementing the Bureau's Affirmative Employment Program which consists of Special Emphasis Programs (Black Affairs, Hispanic Employment, Asian/Pacific Islander, American Indian/Alaskan Native, Selective Placement and Federal Women's) and Complaints Processing. The Office of Equal Employment Opportunity Affairs (OEEOA) is staffed by nine full-time employees consisting of a Unit Chief who serves as the EEO Officer, the Deputy EEO Officer, three Special Emphasis Program Managers, two EEO Specialists (recently assigned), a Secretary and a Clerk-Typist. They receive assistance in program implementation through Special Emphasis Program Coordinators in 14 of our major field offices. During this past year, Special Agents in Charge were directed to designate Selective Placement (handicapped) Program Coordinators (SPPCs) in these offices. Two hundred and sixty-five (265) support and Special Agent personnel are qualified EEO Counselors.

Employees are provided information regarding the FBI's Equal Employment Opportunity program through letters to all employees, memoranda and airtels to all field offices and Headquarters Divisions. Additionally, the Manual of Administrative Operations and Procedures (MAOP) has a section containing pertinent information relative to EEO. Newly designed posters captioned "The FBI's Policy is Equal Opportunity" are required to be prominently displayed within each field office and FBI Headquarters Division. The poster has the name of the entity's EEO Counselors listed, as well as FBIHQ Special Emphasis Program Managers, the EEO Officer and Deputy EEO Officer. Orientation classes for support personnel and New Agent Training Classes include instruction time for EEO matters.

Policy statements for the FBI's Performance Management and the Performance Management and Recognition Systems both address equal employment opportunity and affirmative action. Under the Executive Performance Appraisal System, Affirmative Action is a separate critical element. Affirmative Action/EEO must be included and considered to the extent applicable in Performance Plans for employees who are subject to provisions of the Performance Management and Recognition System. Managers and supervisors

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PROGRAM EVALUATION - PAGE 2

are aware of their responsibilities pertaining to Affirmative Action and Equal Employment Opportunity. Support employees are issued a handbook for use as a reference source on personal and personnel matters which includes a section on EEO. In addition to the aforementioned means of employee awareness, the OEEOA staff affords training to Special Agent and support supervisors and managers at a variety of in-service classes. EEO is also a required topic for annual all-employee conferences.

The EEO Officer, the Deputy EEO Officer, and the Special Emphasis Program Managers are frequently included in meetings with top level managers. Additionally, a substantial amount of guidance through telephone contacts both at Headquarters and to the field offices is provided. Overall, the FBI's Program is highly visible and receives cooperation in every aspect of its responsibilities. The Action Items identified throughout each program element should, when effected, strengthen the program not only from the perspective of the OEEOA Staff, but will enhance a results-oriented program which FBI Management strongly supports.

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