

SECTION III



The
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GREATEST
ASSET.

HUMAN CAPITAL

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Strategic Goal

Establish a human capital capability that ensures the FBI maintains a preeminent workforce at all times.

Situation

The GAO’s Comptroller General recently told attendees at a conference sponsored by the National Academy for Public Administration that “the key competitive difference in the 21st Century will be people. It will not be process. It will not be technology. It will be people.”

This statement could not be more true for the FBI today as it faces incredible new challenges. As Director Mueller has stated many times, the men and women of the FBI are its greatest asset. The mission requires that Special Agents, analysts, scientists, managers, and professional support employees not only perceive and comprehend complex threats, but also attack them as a team, working together with a shared sense of urgency.

Historically, the FBI has used the Special Agent position as the primary resource tool for addressing issues across the entire spectrum of the organization. This included assigning agents to numerous non-investigative positions such as laboratory examiners, technical and language specialists, and legal counsel at FBI Headquarters. Today’s dynamic environment requires a paradigm shift so that every Special Agent is involved in the core business of the FBI — addressing threats and crimes through investigative work, and performing other mission-critical jobs in the intelligence arena. Concurrently, other important tasks can and should be performed by professionals trained and hired in specific disciplines, or contracted out to the private sector. While we expect great progress with improved investigative and information technology, and a reengineered organization dedicated to operating in a threat-driven environment, only a refocused workforce can execute the strategic plan and guarantee the success of our mission.

A. Recruitment and Hiring

Strategic Objective

IIIA.1 Establish a system to recruit and hire critically skilled and diverse individuals to address our intelligence and law enforcement missions.

The FBI has always had great success attracting some of the best candidates available from either the public or private sector. Historically, the FBI hired lawyers, accountants, and former military or law enforcement officers as Special Agents, and hired general clerical employees for its support staff functions. As the mission has become increasingly more complex, the FBI has reevaluated its hiring goals while continuing to recruit the best possible talent. The FBI has identified critical skills required in both the Special Agent and professional support ranks to meet its new challenges. They include skills related to science and information technology, engineering, life sciences, intelligence and counterterrorism, financial analysis, accounting, and investigative technology. Recruiting and hiring people with these skills is challenging because they are in high demand across a broad spectrum of employers. We also need a cadre of highly talented clerical employees to sustain daily operations. Fortunately, it has long been considered an honor to be an employee of the FBI, and in the post-9/11 environment of renewed patriotism, that spirit is manifested in continually larger pools of qualified applicants for most positions. A fundamental requirement for employment is a demonstrated record of excellence achieved in a professional occupation. The FBI may have to make allowances to address critical skill gaps; however, we have found that the best indicator for future success is past performance.

Priority Actions

- Develop a needs forecasting integration system to identify new skills needed, and incorporate these into the business plan.
- Develop a marketing plan using proven business strategies to aggressively promote FBI employment in critical skill areas as a significant contribution to the national security of the United States.
- Utilize technology and centralize the hiring process for Special Agents and critical skills professional employees to reduce the time it takes to get these employees recruited, processed, and hired.
- Develop significant partnerships between senior FBI executives and recognized members of national minority interest groups to increase the diversity of our workforce.

B. Training and Development

Strategic Objective

IIIB.1 Develop a system that dramatically expands the total training and career development of the FBI's professional workforce.

For many generations of Special Agents and state and local law enforcement officials, the FBI Academy and the FBI National Academy at Quantico, Virginia, have represented the pinnacle in law enforcement training. In recent years, the FBI expanded its employee training efforts beyond training for new agents to include a robust in-service training program for both Special Agent and professional support employees, mostly based at the FBI Academy. However, the changing threat environment and the FBI's new priorities require the organization to develop new training programs on a continuing basis to assist employees in developing skills necessary to address evolving threats. The FBI has already adjusted its curriculum to meet today's challenges. For example, the FBI established the College of Analytical Studies to train and develop the critical skills of analysts who assess and evaluate data to detect threats to the nation. The FBI also partnered with other intelligence agencies to cross-train our analysts at their prestigious facilities in the latest analytical techniques. Training in counterterrorism and counterintelligence for new Special Agents has been increased by approximately one week, and will be increased further in the future in order to properly prepare the next generation of agents in this critical area. The FBI also has established and promoted world-class investigative and forensic training for our own employees, and also for our federal, state, and local law enforcement partners.

Priority Actions

- Continue expanding the new Office of Training and Development. This office is accountable for the development and distribution of training for all FBI employees across all job families and programs.
- Increase the initial training new Special Agents receive at Quantico in counterterrorism, counterintelligence, and cyber matters.
- Capitalize on the latest technologies, including distance learning, to develop a Learning Management System with the ability to deliver training from a variety of instructional platforms, including instructor-led, web-based, and video teleconferencing and satellite broadcasts.



- Expand current partnerships with premiere academic institutions to develop executive management training opportunities that expose current and future FBI leaders to the latest theories and practices in management, leadership, and professional development.
- Ensure the FBI National Academy successfully transitions from an institution that excels at teaching state and local law enforcement officers the latest criminal investigative techniques, to one that promotes the study of intelligence threats, management techniques, leadership development, and strategic planning.
- Improve the FBI's application of technology by maintaining a corps of trained technology specialists capable of delivering technical tools and services in support of field investigative efforts to collect intelligence and evidence.

C. Performance and Reward

Strategic Objective

IIIC.1 Provide timely and accurate feedback to all employees concerning their job performance and ensure the maximum use of appropriate award systems to reward outstanding performance.

The FBI spends 65 percent of its resources on personnel, evidencing once again that employees are its most valuable assets. All of the organization's employees have an expectation that they will be informed ahead of time what their professional responsibilities entail, and then receive timely feedback on how well they are meeting their responsibilities relative to expectations. The FBI currently has a performance appraisal system that is relevant, time sensitive, and legally defensible. However, the current system seemingly restricts employee evaluation to a determination that the employee meets or does not meet expectations. Many employees consider this a limited assessment of their job performance in critical functions. Therefore, appropriate ratings or mechanisms that allow for accurately describing extraordinary performance, and emphasizing the FBI's value on excellence, need to be developed, validated, and implemented.

As new job families are added to the organization, and new priorities are established for current employees, the FBI must ensure that these new positions and priorities are swiftly and accurately integrated into the performance and award system. For example, with the mandate that the FBI quickly transition from a case-driven to a threat-driven environment, the development and use of human sources is more critical than ever. Therefore, the FBI should restate and reprioritize the critical element of developing an intelligence base in the Special Agent and Intelligence Analyst performance plan. Increased attention to the intelligence function and identification of threats can be similarly integrated into numerous other job families as well. The FBI should ensure that its focus on counterterrorism and counterintelligence matters is reflected in a defined career path for Special Agents, and that agents who are promoted into executive management positions have significant experience and training in these two programs.



Priority Actions

- Upgrade existing technology to facilitate electronic performance appraisals to increase their timely preparation and presentation to all employees.
- Develop additional ratings or mechanisms to be used with FBI performance plans to better acknowledge outstanding achievement.
- Rewrite performance plans across all job families to ensure critical elements are consistent with the FBI's latest strategic plan.
- Ensure timely initiation of relevant performance plans for the newest categories of FBI employees in analytical and other positions to facilitate their recruitment and hiring in the shortest time frames.
- Continue efforts to develop innovative award recognition programs to highlight the efforts of deserving employees.
- Create a defined career path for Special Agents with an emphasis on counterterrorism and counterintelligence, with requirements that promotions be tied to experience and training in identified skill areas.

D. Discipline

Strategic Objective

IIID.1 Ensure the FBI maintains professionalism, excellence, and integrity by aggressively and impartially addressing allegations of employee criminality and misconduct in a timely manner.

To preserve the trust and respect of the American people, FBI employees must be held to rigorous standards of personal and institutional responsibility, enforced both internally and through responsiveness to external oversight. If recognized as a model of effectiveness, the Office of Professional Responsibility disciplinary program materially enhances confidence in and support for the FBI, thereby enabling the institution to better perform its mission.

Priority Actions

- Promote and enforce disciplinary policies and practices that balance the welfare of employees with the needs of the organization.
- Cultivate an organizational spirit of fairness by thoroughly and expeditiously investigating and adjudicating allegations of misconduct by FBI employees.
- Foster the values of integrity and ethics in the professional lives of FBI employees.
- Preserve the high-level of respect and cooperation that the FBI receives from the American public and throughout the national and international Law Enforcement and Intelligence Communities.

E. Leadership Development and Promotion

Strategic Objective

III.E.1 Establish career development and succession planning initiatives that identify future leaders, and that further forecast the matriculation of each new wave of senior FBI executives through important leadership positions within the organization to ensure continuity.

All successful organizations accomplish their missions through effective leadership. Effective leaders are particularly important for organizations in environments of rapid change, and those leaders that are best able to drive successful change may do so more and more through motivation. As James Champy and Michael Hammer pointed out in their recent book on corporate reengineering, “In a reengineered environment, the successful accomplishment of work depends far more on the attitudes and efforts of empowered workers than on the actions of the task-oriented functional managers. Therefore, executives must be leaders who can influence and reinforce employees’ values and beliefs by their words and their deeds.”¹ While the FBI has always strived to promote effective leaders to senior executive management positions, the process has been more candidate-driven than strategically planned. The FBI first needs a forward-looking process to identify employees who display important leadership qualities early in their careers, and effectively mentor them into the ranks of management. Secondly, in order to successfully and rapidly transform the organization, the FBI needs to establish a tangible succession planning process. The goal of the program will be to systematically identify and develop talent to ensure leadership continuity for key positions within the organization.

Priority Actions

- Evaluate and acquire software capable of tracking the career progression of future senior FBI executives.
- Formalize a mentoring plan within the career development program that places responsibility for identification and development of future leaders on every incumbent manager in the FBI.

¹ Champy, James and Hammer, Michael, 2001. *Reengineering The Corporation*. Harper Collins, New York, p. 84.



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- Develop key survey instruments to be completed by the candidate and others in the organization early in the career development process that gauges each candidate's skills and interests to assist with future assignments.
 - Establish a Director's Executive Council comprised of Executive Assistant Directors, the operational Assistant Directors, and the Assistant Director, Administrative Services Division, that will be charged with tracking the career development of the highest potential senior executives in the FBI for appointment to future critical positions.