

From: Director Brown
Sent: Mon 7/31/2006 1:06 PM
Subject: Message to Federal Air Marshals

My original intent was to provide a brief summary of events and actions; then, as I wrote, there was so much more that I wanted you to know, just as if you had the opportunity to be a participant in a working group, listening session, or dinner. To that end, I hope you will understand why this message became longer than first intended.

Lately, it seems that we have been in the media more than usual, and, several evenings ago, a Federal Air Marshal asked me how I felt about it.

I said that I was fine with it, today, because I have spoken in numerous settings with many Federal Air Marshals, over the past five months, and have come to accept the fact that there are those among us, who believe that they did not have a voice in the Federal Air Marshal Service and that the only way for them to be heard was to speak out through the media, Congress, and other external means.

The only logical and positive approach to our situation is to recognize that everyone involved in these media events has the best interests of the Federal Air Marshal Service at heart. The Federal Air Marshals believe that they are acting in your best interests and those of the crews and passengers, whom we protect. The Congress has an obligation to ensure the public trust; governmental organizations drawn into inquiries are required to pursue the facts; and the media has the responsibility to investigate and report on those same interests.

As I continued the above conversation with the Federal Air Marshal, I said that, if this situation remains the same a year from now, I will be very disappointed to think that all of what we are trying to accomplish will have either failed or been insufficient.

I am hopeful:

- That the 14 working groups that we presently have, including but not limited to Workforce Satisfaction, Recruitment, Retention, Quality of Life Issues, Career Development, Promotion Path, Operational Management, Technology, and Tactical Policy Review; the subgroups to address special interests rising from the larger groups; and additional working groups in the future will advance recommendations that will allow us, together, to promote significant change through an open, inclusive, and responsive process that we can refine and model for the future.
- That the recurrent listening sessions with Federal Air Marshals, AFSDs-LE, Mission Support personnel, and Middle Managers will continue to provide us with actionable issues and, over time, build into cyclical advisory councils.
- That the dinners will continue to provide us direct connectivity to the workforce, albeit with a small number of Federal Air Marshals weekly, and that we will continue to be the beneficiaries of your candid conversation.

- That the Issues Committees, which are present in some offices, will soon be resident in each office, as we work toward formalizing a standard throughout the Service that will allow us to have a clear, efficient, and effective path for receiving information and replying to issues and concerns in a direct and consistent manner.
- That everyone within our organization will feel that they have the opportunity to participate in these processes, if not in person, then by accessing our website and identifying and communicating with working group participants directly; by sending their issues, concerns, and suggestions to the working groups through our online accessibility; or by doing the same through a more anonymous capability that we are working to deploy.
- That ongoing conversations with the Field Office SACs will continue to provide insightful information that often supports the working group recommendations and regularly offers distinctive perceptions and guidance that is critical to the decision making process.
- That, collectively, we will continue to identify and implement communication strategies that allow us to exchange information as freely and clearly as possible.

With respect to the above, I also always try to explain that, no matter how well intended or committed to these initiatives that we are, there will be times when we simply will not be able to institute every recommendation. There will invariably be funding shortfalls, staffing deficiencies, technology hurdles, legislative and regulatory guidance that need to be changed, and relationships with the aviation industry and others that need to be built to foster clarity in understanding the issues and in creating a commonality of purpose. Every day, decisions need to be made, and, although we will diligently engage you in every manner we can and attempt to explain how and why decisions are made, at the end of every day, management has the responsibility to manage and lead the organization. In each setting where I have spoken with Federal Air Marshals, I have made it clear that, while I have more than 30 years of law enforcement experience, I came into this position without the benefit of having done the specific job that each of you or your field office managers do, daily. To that end, everything that we are about is to afford you and the field office managers the opportunity to educate me and my staff and help us make course corrections and changes and generate new initiatives, as appropriate, as our organization evolves and matures, in order to sustain the Federal Air Marshal Service as the fine organization that it is and to build on that foundation.

If you consider this in the context of the pre-September 11th Federal Air Marshal Service being a good, small business with approximately 50 employees or less and within six months becoming the equivalent of a Fortune 500 company with thousands of employees and a significantly expanded, global mission, each of you should take great pride in your contribution to the emergency standup and all that has developed from that. Former Director McLaughlin and his staff in the early days following September 11th and, later, Director Quinn, Deputy Director Byers, and their senior staff, all of our managers, our dedicated support personnel, and you created a remarkable organization, often under very difficult circumstances.

While there was always the intention to review our policies and procedures as our organization evolved and matured, Assistant Secretary Hawley, on our return to TSA, has provided us this opportunity, which has led to the initiatives mentioned above.

What we are engaged in now should be exciting and encouraging, since, to the best of my knowledge, no other federal law enforcement organization is presently engaged in as many workforce related initiatives as we, and I would like you to understand that the management of the Federal Air Marshal Service is committed to this effort.

To the best of my recollection, within seven working days of the announcement of my appointment, on March 3rd, we issued a broadcast message announcing the working groups and within 14 working days we held our first listening session and dinner.

Approximately 54 working days, or 2 ½ months, had passed before the first ABC News 20/20 Report and the release of *An Investigative Report by the Committee on the Judiciary*, which each of you should read, if you have not.

While I have no intent to minimize or marginalize the impact of those events on our Service, I believe it is important that you realize that, as an organization, we were already committed to all of the efforts that we presently have ongoing, in advance of the release of either of the above matters, and, to the best of my knowledge, before we became aware of them.

However, that is not to say that we have not reacted to, or are not committed to responding to, those issues that have arisen or will arise from the events noted above or other media, Congressional, or governmental initiatives. As information and allegations are brought to our attention, we fully intend to address and respond to them as best we are able, and we will work closely and cooperatively with the Congress, governmental organizations, and others that have engagement with us.

In instances where issues have been raised publicly, we are hopeful that those who raised them will help us define the procedural, legislative, and regulatory guidance necessary to resolve them and, then, support the implementation of that guidance in the same straightforward manner that they originally brought the issues to the public's attention. If that happens, we will certainly be the beneficiaries of their interest in our organization and be in their debt.

All that I have written so far provides background and framework for the most important issue at hand - my concern that you not be negatively impacted by what is happening. Prior to my appointment, I was asked whether I thought the morale in the Federal Air Marshal Service was as bad as what the person asking the question might have heard or read in the media. I responded by saying that I did not think so, and that I could probably provide some anecdotal reasons why not, but that I, in my previous capacity as Chief of Staff, had really never sat with any Federal Air Marshals and asked them that question.

Consequently, much of the intent of the listening sessions, dinners, and recent and upcoming field office visits, has been to have a direct dialogue with you. Candidly, the morale was much worse than I thought, when I was asked the question, and what we are about, now, is intended to improve that situation, with your help.

Last Thursday, I reviewed the results of our portion of the TSA 2006 Organizational Satisfaction Survey, which was administered between March 1st and April 12th, 2006, and the results are not good. While I would like to think that the survey was initiated just as

we were beginning to implement changes in how we relate to our workforce and that it may not accurately reflect the present situation, I cannot be assured of that, and, even if it is so, there are issues in the survey that need to be addressed.

As an element of the Corporate Analysis Working Group and its recommendations to realign our organizational structure, we created the Workforce Planning and Management Office, which will forward the results of the survey to you in the near future, recognizing that doing so may provide additional, negative information to other sources. However, just as we have recently begun to forward every, major news event link to you, both negative and positive, we believe it is important that you are as well informed about whatever is impacting the Federal Air Marshal Service, as possible.

We will do that, but, in the interim, I need you to recognize that, operationally, this really is a fine organization with an outstanding workforce.

- You are, to the best of my knowledge, the most mobile workforce in federal law enforcement.
- No other such workforce travels as much or to as many places at home and abroad.
- You fly thousands of missions daily and encounter tens of thousands of persons within the aviation community; local, state, and federal law enforcement; and the public, both domestically and internationally.
- In doing so, you are likely the least directly supervised workforce, due to your mobility, and we trust and depend upon you to conduct yourselves in an exemplary manner.
- Organizationally, we have remarkably few problems due to the manner in which you perform your duties.
- We also have numerous Federal Air Marshals in sensitive assignments throughout the federal law enforcement and intelligence communities, and they, as well, regularly distinguish themselves and bring credit to our organization.
- Every day, Federal Air Marshals go to work not only intending to do the right thing, but doing the right thing, often under challenging or adverse conditions.

Whatever present negativity there is, it is not directed at you. It is my responsibility to address it, and, to the best of my ability, with the help of what are likely the most well experienced managers in federal law enforcement; we will try to represent all of our interests.

At the same time, I want you to always recognize the fine work that you do, everyday, all day, all over the world. As United States Federal Air Marshals, no one, anywhere, performs his or her respective duties better than you. I suspect that, organizationally, you train more than any others in federal law enforcement, and I doubt if any other agency, across all of its personnel, sustains anywhere near the firearms qualifications scores that you do in order to respond instinctively and with accuracy in a linear environment, and on an unstable platform, where there is precious little room for error. Equally important, you operate in an environment that demands vigilance and attention to details. As

Americans, we are conditioned to expect that, in any emergency, law enforcement assistance will always arrive. It is a somewhat different matter at 30,000 feet, if you are not onboard, and you routinely offer law enforcement, medical, and other assistance to crews and passengers, when there would otherwise be none available. I also know you to be compassionate in extending yourselves far beyond your normal duties, as in our response to Hurricane Katrina, when many of you helped people who were ill or physically challenged board aircraft and otherwise spent time with and comforted those who had just recently lost their homes, possessions, and, sometimes, loved ones. Then, you supported the adopt-a-family campaign and, just recently, some of you participated in a Make-A-Wish Foundation event that made a terminally ill young man's day, when it was not required of you. You are also completing participation in the non-combatant evacuation of American citizens and their relatives from Lebanon, often flying many hours with short turnaround times to secure the homebound aircraft. Everyone did it without complaint, and, in Shannon, Ramstein, Cyprus, and Incirlik, you regularly went beyond the call of duty to help in any manner that you could.

So, at no time and under no circumstances, should anything that is occurring detract from the many good things that you accomplish daily, nor should you ever have anything less than pride in whom and what you are, and we will do our best to provide you with an organization that supports you and provides the platform for future successes.

Last Thursday, I had the good fortune to speak at the 75th Anniversary Conference of the Air Line Pilots Association, International (ALPA), 2006 Air Safety Forum, and, later, to also participate in a panel discussion. During and after the panel discussion, a number of pilots approached me and remarked favorably upon your professionalism and commitment to your mission.

In closing, I want to share with you a few remarks that I made to the conference when speaking to one of the points in my presentation, while introducing my segment of the panel discussion.

... you (pilots) have an awesome responsibility and challenge to protect the integrity of the aircraft and respond to the breadth of potential hazards and threats - manmade, mechanical, and environmental, and we hope that we in the Federal Air Marshal Service provide you a respectable level of security within the aircraft.

Please know that, notwithstanding what you may hear or read in the media, we have a good organization with a fine workforce of dedicated young men and women, who wake up and go to work everyday, not only intending to do the right thing, but doing the right thing. They genuinely care about you, your crews, and your passengers, and we're hopeful that we're well into the process of building an enduring relationship with you. When there are times that you think otherwise, you need to let us know, and, when you have the opportunity to help us in the course of our duties, I ask that you please extend our air marshals that courtesy. For all of us, the further we get from September 11th, the more difficult it may be to remember why our young people came into the Federal Air Marshal Service, but, honest to God, when you talk with them, and I've talked to a lot of them the last five months, they haven't forgotten, and anything that

we can do, together, to protect and serve the public, will be greatly appreciated.

In writing this message, I am absolutely confident that we have a dedicated workforce, which is unwaveringly committed to its mission.

Thank you and, as you continue to take pride in and remember who you are, you provide all of us in the Federal Air Marshal Service the foundation from which to work to build an enduring, well respected federal law enforcement organization that will serve the Nation's interests and provide you with a well respected career and good memories.

Dana Brown

Assistant Administrator/Director

Law Enforcement/Federal Air Marshal Service

Transportation Security Administration
