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**A Qualitative Study of Bullying Behavior in Federal Law Enforcement:
An Examination of Former Officers' Perceptions
Regarding the Problem**

by

Rande W. Matteson

A Dissertation Submitted to the Faculty of the

College of Education

In Partial Fulfillment of the Requirements for the Degree of

Doctor of Philosophy

Lynn University

Boca Raton, Florida

November 2002

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**A QUALITATIVE STUDY OF BULLYING BEHAVIOR
IN FEDERAL LAW ENFORCEMENT:
AN EXAMINATION OF FORMER OFFICERS' PERCEPTIONS
REGARDING THE PROBLEM**

RANDE W. MATTESON

Order Number _____

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of Former Officers' Perceptions Regarding the Problem**

Matteson, Rande W., Ph.D.

Lynn University, 2002

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Abstract

The purpose of this phenomenological research project was to study and review through naturalistic inquiry, the perceptions of former federal agents and officers as to whether they believe they were bullied at their workplace, and if so, what did those participants do to cope or adjust to the bullying behavior. Multiple sources for data collection were deployed to explore and examine whether former agents perceive they were bullied at work and what mechanisms those employees found were helpful as coping strategies.

This research project used a non-random, purposeful sample selected from contacts established through the Federal Law Enforcement Officers Association. The participant samples included eight former federal agents and/or officers identified as Special Agents, no longer employed by their respective federal law enforcement agencies.

Interviews, literature review and document analysis incorporating audio-recorded interviews of unstructured, and open-ended interview questions of each participant in a one-on-one setting, was utilized. Each participant provided feedback, and verification of their interviews for verification purposes and to maintain control over the potential for researcher bias, by cross checking the researcher's interpretations and conclusions.

The emerging themes focused upon one dominant area during the analysis with similarities among the participants: leadership within the federal law enforcement agencies.

The analysis identified that participants perceived they were bullied by their agency leadership and management and all used different but somewhat similar coping strategies.

Dedication and Acknowledgements

This dissertation is dedicated to the many individuals who provided support, direction and encouragement. In particular, my family and friends should be recognized for their enduring support and understanding.

I owe a special thank you to the men and women who have chosen their profession as federal law enforcement officers who continue to face adversity and criticism from the many actors within the criminal justice system. Without their dedication to duty, one can only surmise how society would be affected.

I wish to extend a well-deserved thank you to my committee: Dr. William J. Leary, Chairman, Dr. Carole Warshaw and Dr. Cheryl Serrano. All my professors provided me with the support and opportunity to challenge myself and overcome my shortcomings in order to succeed with this project.

I am grateful to all the participants and interviewees who agreed to participate in this research. Each person permitted me to enter into their personal lives and make inquiry into personal feelings and perceptions in an attempt to establish a better environment for future federal agents.

My editor endured and supported my thoughts and written product throughout this entire undertaking; she always provided that critical and empowering challenge to make the project informative and thought provoking.

Last of all, I want to thank my ancestors. They helped form my belief system and provided me with a grounded foundation that instilled integrity and a dedication to moral commitment within my mind and heart using empathy [intrinsic values] towards human beings, which I know and value to be a priceless attribute.

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Chapter One

Introduction

Introduction and Purpose of the Study

Baron (1996) found that interpersonal relationships are critical determinants within any organization and provide a foundation for how effectively it functions, performs central tasks, and reacts to all those external environmental variables that are exacted upon it. Those interpersonal relationships are at least as important as other factors that have received far more consideration and attention from researchers in organizational behavior and industrial organizational psychology, including areas of job-related attitudes, performance, and reward (appraisal) systems, and other aspects related to employee behaviors (Baron). If individuals were to consider the importance of positive and negative employee perceptions of their workplace culture and compare those differences to the organizational outcome, such an understanding of social relationships and interactions would provide more insight into designing healthy and productive employees and workplace cultures (Duffy, Ganster, & Pagon, 2002).

Bullying behavior within the workplace is a phenomenon that is just beginning to be recognized by researchers. There is a growing public awareness of violence in the workplace, and this awareness has brought bullying behavior into prominence. Law enforcement and industry officials are seeking solutions to violence and bullying behavior in what is perceived to be a growing problem within the workplace.

There appears to be no argument among scholars that social relationships are clearly complex matters that are capable of producing intense feelings regarding a

person's perception of happiness as well as disappointment according to Rook (1992). Threats of disruption within one's social network are a considerable source of stress according to Duffy et al. (2002).

In early history, it was the victim's expressed prerogative to exact a degree and amount of punishment from the offender without influences (McCormack, 1987). In those times, victims themselves determined the kind of services necessary in order to restore themselves to the condition they enjoyed prior to the inflicted injury (Sayles, 1991). Retaliation by the victim was the earliest form of social control, although it often proved to be disrupting, ineffective, and disorganized (Ziegenhagen, 1977). That retaliation often led to blood feuds, or vendettas, whereby the group would intercede when a loss had been handled in a disproportionate manner.

In the contemporary workplace, such forms of retaliation are unacceptable but not unknown. Workplace bullying creates an abusive, hostile environment marked by many forms of negative behavior that undermines the victim's self-worth. Such behavior is an unproductive phenomenon that can destroy the organization and its mission. In addition to negatively affecting human capital, bullying behavior can be economically devastating to any organization, costing billions of dollars annually (Neuman, 2001).

Considering the potential importance of interpersonal workplace relationships, it appears that more attention should be devoted to these issues, in particular those perceived to be negative interactions in the workplace. Vinokur and van Ryn (1993) undertook studies to research the effects of negative workplace issues on workers' well-being and attitudes to compare and contrast the differences and understanding of how to improve workers' perceptions of their environment. Behaviors they considered to be

undermining to workplace social interactions included “targeting an employee by criticism in terms of their own attributes and/or actions intended to hinder the attainment of instrumental goals” (Vinokur, Price, & Caplan, 1996, p. 167).

U.S. Postal Service employees have implicated workplace bullying in recent high profile incidents of violence. Investigation of these incidents uncovered employee claims that they were bullied (victimized) by management and coworkers. Bullying behavior was found to be the primary precursor for employees using violence. Employees described how they were victimized by management through discrimination, harassment, racism, and sexual abuse until they could no longer cope with the level of abuse and turned to violence as a means to cope and punish those whom they felt were responsible or had a role in their bullying (U.S. Postal Service, 1998).

Many times, it is difficult to understand the dynamics within the workplace that negatively affect employees. Bullying behavior requires a form of concealment to carry its message of destruction. Because of the psychological design of bullying, victims are generally unaware that they are being targeted until some time later, when they find themselves in some form of conflict (Wyatt & Hare, 1997).

Expanding on this viewpoint, Finch, Okun, Barrera, Zandra, and Reich (1989) and Rook and Pietromonaco (1987) found in early social undermining research that clear linkages existed that support the notion that undermining events result in emotional reactions such as distress and decreased subjective well-being. Rook (1992) agreed with those same conclusions and noted that negative actions and related comments directed toward bullying targets may result in feelings of guilt, self-blame, or isolation.

The National Institute for Occupational Safety and Health (NIOSH, 2002), in conjunction with the Centers for Disease Control and Prevention, has outlined a combined effort between industry and government to establish an initiative to protect U.S. workers from job-related injuries, illnesses, and deaths within the workplace environment. NIOSH has recognized the existence of bullying in the workplace and reported that sensational acts of coworker violence are only a small part of the problem of workplace bullying. The agency found that on average, 20 U.S. workers are murdered and 8,000 employees are victims of assault each week at work. None of these statistics even include more subtle bullying, such as threats or other forms of verbal, physical, and sexual harassment (NIOSH).

In an article published in the *Federal Employees News Digest* (May 6, 2002) federal managers were cautioned that harassment and disciplinary action against employees is more broadly construed than a complaint such as sexual harassment. Harassment was outlined as inclusive of the following examples: intimidation and ridicule or insult directed at any employee who is a member of a protected class based on race, color, nationality, or ethnicity. If federal employees feel that they are being harassed by management and cannot perform their job, they can bring a civil suit against the government, agency, or individual manager because the work environment is hostile.

When an employee brings an action against the agency, the number and persistence of allegedly hostile comments and/or actions come into consideration along with their severity and the context in which they occurred. The acts themselves present opportunities for disclosure of all the overt and covert behavior to be presented in order

to provide a foundation for the question of whether an employee has been subjected to harassment by management.

In looking at recently published U.S. government statistics for complaints (charges) filed by federal employees for allegations related to workplace issues published by the Equal Employment Opportunity Commission (EEOC; 2002) for fiscal year (FY) 2001, it can be found that in the federal employment sector, approximately 22,257 of the charges (representing the highest percentage of all complaint areas) filed with the EEOC alleged that employees had been victims of retaliation by their agency's management. The report stated that discrimination alleged on the basis of reprisal represented the highest percentage of complaint biases and nonsexual harassment were the issues most alleged by federal employees.

In FY 1999, the Federal Employee Hearing Program received 12,637 requests for hearings, a 3.4% increase from FY 1998. In the appellate review program at EEOC, 8,690 cases for review were reported in FY 1999, representing an increase of 8.2% (EEOC, 2002). Federal agencies reported spending \$27, 442,112 for EEOC contract investigations in FY 1999 as compared to \$11,188,309 in FY 1998, a 145% increase. At the same time, the amount spent on investigations conducted using in-house personnel also increased by 12.1% from \$19,656,263 in FY 1998 to \$22,031,202 in FY 1999. Overall, the cost for investigation of these federal employee complaints was determined to include payments to fact-finding investigators at a cost to taxpayers of \$49,000,000 in FY 1999 (EEOC).

The amount of money paid out in awards to federal employees for compensatory damages were \$8,521,713 in FY 1999, an 18.9% increase from FY 1998 figures.

Attorney's fees awarded for representation of federal employees totaled \$7,862,373 for FY 1999, a 4.8% increase from FY 1998 costs (EEOC, 2002). No explanations were provided regarding the increase in complaints. The data reported that billions of dollars are paid out annually by the U.S. Government for claims made for the behavior of government in tort actions. No oversight takes place on funds used from the U.S. Treasury Judgment fund to pay claims for these incidents. Additionally, no person or agency is accountable to reduce the payment for claims made by federal employees, U.S. Treasury Judgment Fund, (2002).

Yandrick (2002) found that there are no real statistics on the extent of workplace bullying, but the problem is reported to be endemic in some organizations. He noted that workplace bullying is one of the most insidious and destructive problems, yet also one of the least documented and most tolerated. The problem often surfaces in such behavioral forms as verbal abuse, sexual harassment, and discrimination. Bullying represents a form of intimidation that flourishes within organizations and discourages employees from reporting the problem, which has been shown to lead to workplace stress, individual breakdown, and workplace violence. Employee whistle-blowers are discouraged from reporting incidents of bullying and find themselves targeted if they complain about problems in their workplace (Leymann, 1989).

Leadership within organizations is cited as being responsible for helping to create unhealthy employees. Leymann's (1997) research indicated that these unhealthy employees would not engage in violence if the organization functioned as a healthy organization. Employee perceptions of fairness have been identified as extremely important markers to determine how employees view their fit in workplace culture. Issues

where perceived fairness is important include employment security, opportunities for movement and promotions, trust, respect, dignity and a sense of control over their jobs (Leymann).

Focusing upon the true meaning of self-esteem, Reasoner (2002) defines the premise around developing self-esteem as a building or people-making enterprise. He asserts that there is no doubt that leaders, educators, parents, and business and government officials play significant roles and

must develop individuals with healthy or high self-esteem, characterized by tolerance and respect for others, individuals who accept responsibility for their actions, have integrity, take pride in their accomplishments, who are self-motivated, willing to take risks, capable of handling criticism, loving and lovable, seek challenge and stimulation of worthwhile and demanding goals, and take command and control of their lives. (p. 1)

Healthy and authentic self-esteem is noted to lead to individuals who develop trust in their own being, to be life-affirming, constructive, responsible, and trustworthy. Reasoner (2002) notes that self-esteem is more than the perception of feeling good or having positive feelings about oneself.

Individuals with defensive or low self-esteem typically focus on trying to prove themselves or impress others. They tend to use others for their own gain. Some act with arrogance and contempt toward others. They generally lack confidence in themselves, often have doubts about their worth and acceptability, and hence are reluctant to take risks or expose themselves to failure.

They frequently blame others for their shortcomings rather than take responsibility for their actions. (Reasoner, p. 2).

Reasoner (2002) points out that a close relationship has been documented between low self-esteem and such problems as violence, alcoholism, drug abuse, eating disorders, school dropout, teen pregnancy, suicide, and low academic achievement. He explains that the concept of self-esteem is strongly grounded in practice by being “connected to a sense of competence and worthiness and the relationship between the two as one lives life” (p. 3). A strong sense of worthiness prevents competence from becoming arrogance by keeping the individual focused on basic values, and competence prevents worthiness from becoming narcissism by requiring that good feelings be earned, not given. Thus, behaviors that might be described as egotistic, egocentric, conceited, boasting or bragging, bullying, taking advantage of, or harming others are defensive behaviors indicative of a lack of self-esteem and “should not be confused with authentic, healthy self-esteem” (p. 3). Reasoner writes that “most feel that a sense of competence is strengthened through realistic and accurate self-appraisal, meaningful accomplishments, overcoming adversities, bouncing back from failures, and adopting practices such as assuming self-responsibility and maintaining integrity, which engender one’s sense of competence and self-worth” (p. 3).

The U.S. Center for Mental Health Services confirms that people get so much of their identity from the workplace that they feel disrespected if they perceive they are being mistreated at their jobs. Researchers have found that employee physical and psychological functions become negatively affected by an unhealthy workplace

environment, reducing self-esteem and self-confidence and creating stress that results in disabling injuries to employees and their families (NIOSH, 2002).

Those negative feelings of conflict certainly are regarded as precursors to angry and disruptive behavior. The Massachusetts Department of Mental Health found that disgruntled employees get much of the blame for workplace violence; however, most on-the-job murders and assaults stem from other groups and include those situations in which people act on impulse (Kennedy, in press). Changing this potentially deadly problem requires education, a paradigm shift, and change for the entire workplace culture.

Definitions of Bullying

Through a series of evolutionary research studies, Duffy et al. (2002) identified a definition in their social undermining construct that includes any behavior that weakens, injures, or impairs a person, by degrees or imperceptibly, specifically in the workplace. However, the task of establishing one definition for bullying behavior has not been easy. Bullies come in all shapes, sizes, genders, races, occupations, educational levels, relationships, economic levels, and political affiliations. Bullying behavior is identified as a multifaceted behavioral problem that remains fragmented and reflects the clandestine nature of the behavior itself. The particular selection of negative behavior to use against others is the subjective choice made by the bully to fit his or her needs and situations. Patterns and themes emerge; however, the exact intellectual thought processes ongoing in the mind and intent of a bully remain elusive.

Einarsen and Skogstad (1996) found that bullying behavior is not considered a one-time incident, but has been described as a gradually evolving process of unresolved

conflict. Victims of bullying behavior have difficulty pinpointing the exact onset of their exposure to bullying behavior. As the behavior continues, the conflict escalates, and the bully is able to deflect blame for his or her behavior to the target, placing a stigma on the victim as being the problem employee.

In research regarding bullying behavior in the workplace, Brodsky (1976) found that abusive behavior is inclusive of all forms of harassment that repeatedly and persistently aims to exclude, torment, wear down, or frustrate an individual, as well as all repeated behaviors intended to provoke, frighten, intimidate, or bring discomfort to the recipient. Based upon the factors and associations outlined in research presented by the plethora of research cited, each author outlined data suggesting that all forms of abuse have similarities centered around intentional oppressive and exclusionary behavior directed to achieve control and power over the rights, privileges, and opportunities of victims.

These data on bullying behavior outline patterns and themes which suggest that bullying is gaining recognition as a new and escalating problem. The current state of affairs is similar to that of the controversial early discussions on the identification of sexual harassment, which was exposed a decade ago (Perrone, 1999).

Much of the work utilized by Duffy et al. (2002) leading to a definition of bullying fits into the same definitions as that of other authors who have undertaken research on bullying behavior. They found many examples, including intentional acts designed to create an atmosphere that undermines individuals' reputations and weakens their standing in their organizations. They note that much of the behavior of social undermining causes individual victims to invert and question themselves.

In defining an exact term for bullying behavior, researchers continue to shape and define common, emerging themes from the data. Studies suggest that the bullying situation provides opportunities for a wide range of intimidation tactics. Rayner and Hoel (1997) note that many of these emerging themes focus on exclusionary workplace choices, which are intentionally and subjectively under the control of the bully, the organization and its participants. Some of these examples include racism and discrimination along with sexual harassment, because each share many of the same elements found in workplace bullying definitions (Rayner & Hoel).

Some researchers and medical officials (Bjorkqvist, 1994; Brodsky, 1976; Einarsen & Skogstad, 1996; Keashly, 1994; Leymann, 1997; Lyons, Tivey, & Ball, 1995; Vartia, 1996) have asserted that bullying behavior should be defined in terms of how it psychologically and physically affects the victim, not the bully. They note that some negative aspects must influence the victim, including persistent, offensive, abusive, intimidating, malicious, or insulting behavior, and abuse of power or unfair penal sanctions. All of these are intended to make victims feel upset, threatened, humiliated, or vulnerable, which undermines their self-confidence and may cause them to suffer stress. Finally, bullying behavior must be persistent.

Researchers Wyatt and Hare (1997), supported by Namie and Namie (2001), take the definition further still. In their definition of bullying, they include threats to status or personal standing such as belittling opinions or public humiliation, name-calling, insults, or teasing. Other forms include preventing access to opportunities, withholding information, undue pressure to produce work, setting impossible deadlines, failure to give credit, assigning meaningless tasks, harassment, racism, and reprisal.

For the purpose of this study, the researcher will incorporate those previously referenced definitions as follows:

1. Bullying behavior: A form of flagrant mistreatment or silent neglect of people.
2. Abusive behavior: Repeated malicious, verbal, physical, and emotional mistreatment as a form of harassment. This behavior is intended to create a combination of cruel acts of deliberate humiliation or interference and withholding.

Federal Law Enforcement Employees and the Problem of Workplace Bullying

The United States government is the largest employer in the country. The total number of federal employees is estimated at 2.7 million. Of these, there are approximately 30 federal law enforcement investigative agencies with an estimated 36,000 people employed as federal law enforcement investigators and agents (NCJRS, 2002). In addition to the thousands of law enforcement agents employed by various governmental agencies, there are thousands more employees who provide support and administrative functions to support the federal law enforcement functions who report to agency management. The men and women who are employed as federal law enforcement officers represent a cross section of society with the same sorts of basic upbringing and interests and backgrounds as the general population. However, they are different in some other aspects.

The hiring standards used to recruit for federal law enforcement jobs are considered more stringent and difficult than for other police agencies. Federal agencies seek out recruits with the highest levels of integrity (U. S. Marshals Service, 2002). The majority of federal agencies consider their recruiting ventures to be methods of securing

recruits they consider representative of the best and brightest, who come from a cross-section of college graduates with successful academic and professional backgrounds. Many of these recruits have backgrounds in academic specializations and areas of expertise such as business, law, accounting, teaching, computer science, language skills, and aviation. In addition, some are former military officers (Federal Bureau of Investigation [FBI], 2002).

Many federal agencies require recruits to pass a thorough background investigation, agency interviews, examinations, psychological testing, and polygraph examinations prior to being offered employment (U. S. Secret Service, 2002). During training, recruits are intentionally exposed to an intensive, stress-induced environment, observed by training officials, and tested to determine their fitness for difficult assignments and arduous duty (U.S. Bureau of Alcohol, Tobacco, & Firearms [ATF], 2002). The training programs utilized by federal law enforcement agencies focus on developing employees who can analyze situations and use critical thinking strategies. Upon completion of their hiring and training process, most federal agencies believe that they have hired the best, brightest, and toughest recruits as their employees (U. S. Customs Service, 2002). With their high qualifications and rigorous training, federal law enforcement employees work under expectations of high performance, in situations that are often marked by high stress (U.S. Drug Enforcement Administration [DEA], 2002).

The argument that only a select few can enter the job series and become federal agents is outlined by these strict entrance requirements. By analogy, these employees are perceived to have developed a process of patriotism, emotional dedication, and professional investment into their chosen profession. Therefore, workplace bullying in

these circumstances could be particularly damaging and dangerous. Although a variety of federal laws and regulations prohibit various forms of harassment and discrimination, employees often find that they have few legal remedies (Stefan, 1998; Yamada, 2000).

Little is known about bullying among federal law enforcement employees, since there is limited research on bullying behavior in this setting. The present study examined emerging themes regarding bullying behavior, its origin, causation, and coping strategies used against it. The goal of this study is to develop a framework for future research in this subject matter, along with a discussion of leadership themes and behavioral outcomes that emerge from the research.

Purpose of the Study and Research Questions

This qualitative phenomenological study examined bullying behavior in federal law enforcement agencies through the perceptions of former agents and officers. The following research questions were explored:

1. Did the participating former federal agents perceive that they were being subjected to bullying during their employment as agents?
2. What did the participating former federal agents do to cope with being bullied during their professional careers?

Scope of the Study

This study focused on the lived experiences of former federal agents who served as criminal investigators for numerous years in various geographic locations in different federal agencies and under numerous divergent leadership styles. The study is limited to the participant's conceptual and personal observations that involved themselves, management, and coworkers. The research was designed for a population no longer

employed in their federal careers. Their individual experiences may be somewhat dated in those actions they consider to have been bullying because their careers covered many years of service. The study focuses on the perceptions of men and women who served in federal law enforcement agencies and aims to investigate coping strategies and make recommendations for employees in dealing with issues of workplace bullying.

However, Dobson (2001) and Field (2002) reported that many victims of bullying still bear emotional scars regardless of time considerations. In the same context, Noll and Carter (1998) report that bullies push people around, play psychological games, boss others, and insult or make fun of others. They note that almost everyone is bullied or made fun of for one reason or another during their lifetime, and many victims can recall those past incidents clearly, along with any current situations.

The focus of this research is intended to undertake a positive role of balancing the literature by considering the dynamics of social interactions within the workplace. Considering that the current study only focused on federal agents and is limited to the perceptions of those individuals selected for this research project, it should not be applied to the entire occupation of law enforcement.

Chapter Two

Review of The Related Literature

This review covers the empirical literature and theoretical concepts associated with bullying behavior. Bullying is examined first from a more general perspective, and then with particular focus on the organizational culture of federal law enforcement. No one explanation of bullying behavior is adopted here, but rather the literature is explored in order to give an idea of what is currently known about this phenomenon.

Bullying as a Workplace Phenomenon

As noted earlier, bullying seems to be a fairly widespread phenomenon (NIOSH, 2002). Surveys of workers find that many have experienced bullying themselves or have witnessed acts of bullying toward other employees (Archer, 1999; Neuman, 2001; Neuman & Baron, 1998). Research suggests that bullying behavior occurs in both the private and public sectors (Wyatt & Hare, 1997). The emerging behavioral themes are intertwined and are observable in both of these sectors. Bullies in a variety of settings seem to use a set of tactics that exclude, intimidate, humiliate, harass, discriminate against, and isolate victims. A major difficulty with newly emerging social problems is exposing the problem and establishing ownership (Gusfield, 1989).

Field (2002) noted that bullying behavior is intended to cause individuals to question themselves by creating an environment of self-doubt. Power, control, and authority over another person remain at the forefront of a bully's focus. Many times the victims of bullying end up believing (via manipulation) that something is wrong with them. Field found that bullying occurred throughout most occupations and was responsible for personal failures and destruction of lives. Psychological and physical

health becomes damaged due to the behavior caused by bullies, who have determined to focus upon specific individuals they choose to victimize.

Bullies use a number of coercive tactics in the workplace. These include creating propaganda to discredit the employee, undermining the employee's competencies, labeling the employee as a chronic problem, reporting problematic performance (despite previous sterling performance evaluations), separating the employee from colleagues, removing access to information, reassigning duties, isolating the employee, humiliating the employee, setting the employee up for failure by giving unmanageable work assignments, trying to prosecute employees, launching internal administrative investigations focused upon termination, and eliminating the employee's position or otherwise paralyzing their careers (Field, 2002).

Namie and Namie (2001) compared schoolyard bullying to that of workplace bullying. They described the schoolyard bully as an insecure and inadequate person who feels a need to engage in behavior to exercise power over another. These bullies, if reinforced by the environment, may keep on building their personal power bases by learning and growing up as dominating people. Once bullies arrive in the workplace, they have learned how to intimidate others to get their own needs met. Many of these bullies aspire to jobs and positions that allow them to be in control or become leaders. These individuals are focused on their self-directed agendas and move through the promotion process to fit into different levels within the organization. If they are successful and occupy the higher ranks within the organization, they go on to fine-tune their bullying behavior in the organization, which creates an environment that promotes and fosters bullying activity (Namie & Namie).

In their book, *Taking the Bully by the Horns*, Noll and Carter (1998) described bullies as nasty people. They found that these nasty people are composed of employers, peers, friends, relatives, neighbors, or even teachers. Such individuals figure out what it is that their victims are insecure about and then make the victims feel much worse themselves by a series of targeted insults. According to Noll and Carter (1998), the bully is the problem, not their victim. They noted that almost everybody is bullied or made fun of for one reason or another during their lifetime, and today, many victims can recall those past incidents clearly, as well as any current situations in which they are being bullied. That pain always remains. Noll and Carter (1998) found that bullies created more bullies. As noted, people can only be bullied for a certain period of time before they take action against the bully. Those interventions can either be positive, negative, violent, or nonviolent. The individual victim holds that option.

Martin (1976) studied men in abusive relationships, a situation that bears some similarity to the workplace-bullying situation. Martin found that those who abuse come from all walks of life and suggests that abuse is triggered by incidents including stress in one's personal life or to their particular identity and behavioral environment. He also asserted that many males learn to consider themselves superior to females. This stereotyped act can promote men to act to protect their honor, display courage, and not be fearful. Using violence to gain these goals is noted as well by Martin. He notes that abuse is a process used in a broad sense to affect some form of need to control another person or group.

The Role of Management in Bullying

Wyatt and Hare (1997) attributed many of the reasons for workplace bullying to the narcissistic needs of bullying managers. They described how narcissistic managers must satisfy their inner addiction for dominance over others, chasing visions of grandeur. These managers abuse their power and overcontrol others in order to get their own needs met. Wyatt and Hare suggested that parents of these narcissistic managers shamed them during childhood by withholding deep caring. The managers themselves later follow the same patterns. Wyatt and Hare suggested that the prevalence of abusive managers represents the possibility that many people feel weak inside and use their work roles to compensate for their feelings of worthlessness. They may also have personal integrity problems.

Namie and Namie (2001) noted that the workplace can become a violent arena and lose integrity if it becomes a bully-tolerant environment where everybody is gripped in fear, and the cycle of behavior continues until some form of intervention occurs. Interventions may be positive or negative and can represent various coping or rebellious behavior focused upon the perceived bullying. Their research indicated that the bully continues to move about the organization, looking for another target to destroy. In many instances, bullying behavior is regarded as a sought-after leadership trait and welcomed by current leadership (Namie & Namie).

As leadership issues continue to present questions regarding the operational integrity and organizational functions common to all organizations, the focus calls into question the focus of abusive and power-based controls within the recently published reports exposing problematic corporate leadership. Whether leadership is called into

question within corporate industry or public agency, the fact is that any organization must be responsible and have an effective management staff. Regardless of the sector, failure to take the position that any abuse is unacceptable will lead to a negative culture within the organization and public perception and ruin the business (Pinsky, 2002). As an example, the reported cases of abuse in religious institutions are reported to be in the thousands, having taken place over many years. There are allegations that church leadership had knowledge of the behavior and covered up the activity. The image of the church was cited as the main reason for concealing the behavior, so the organization had become layered with abusive leadership and trust was destroyed (Pinsky).

Another example involving leadership within organizations is the recent economic collapse of various private corporations, which has now called into question the leadership of corporate America. Bad leadership has compromised the trust and integrity of financial markets. Einarsen (1999) reported that in financial markets the emphasis remains on driving the market with false data so that serial acquirers can become “number one” and dazzle investors. In the current major corporate financial collapse, the data was determined to be fraudulent and had a positive benefit to the manipulating business. Therefore, these concerns surfaced and provided the basis for the United States Securities and Exchange Commission (SEC) to lobby for legislation requiring that corporate Chief Executive Officers must certify accounting (financial) and leadership departments in their firms to avoid repeating the financial collapse of businesses and loss of confidence in Wall Street.

Eisenberg (2002) outlined how poor leadership at the financial centers on Wall Street has resulted in a lack of trust in the financial markets. She cited that false and

misleading information focused on bottom-line profits has overshadowed the integrity of the industry. The argument that power and influence have become more important than future outcomes based on flawed leadership is in the forefront of daily news reports. Many corporate employees have outlined a corporate culture of intimidation and fear, using their power to complain about the internal operation of the organization. The victims of the current financial collapse lost large and small amounts of money, along with trust in their investment and governmental leadership because of this behavior.

Corporate America is not the only place leadership is at issue. Political and public service organizations are not immune from similar questions. For example, there are historical accounts of how former president Lyndon B. Johnson negatively affected his presidency and the nation's economy so that his leadership was called into question by hiding the moral and financial costs of his war in Vietnam rather than acknowledge the enormous burden he had undertaken. This helped foster a culture of cynicism about government (Hoagland, 2002). In an article published in *Time Magazine*, Johnson was quoted as saying "if you let a bully in your front yard, he will be on your porch the next day" (Hoagland, p. 64). Caro (1990) described Lyndon B. Johnson's leadership style as one representing the definitions of a classic bully. He noted that Johnson was able to achieve support in the passage of the greatest civil rights legislation in United States history. Trust is cited as an essential element of governance and economic prosperity in the United States. If that trust is damaged significantly, economic activity will suffer as greatly as political confidence, and markets and nations will become paralyzed when they cannot understand, much less trust, what they are being told (Hoagland).

Theories of effective leadership. Although bullies often aspire to leadership, bullying behavior is clearly distinct from true leadership behavior. Gardner (1995) studied the behavior of noteworthy world leaders and found that attributes such as empathy played a large part in the success of the leaders. Gardner's work suggests that legitimate leadership is devoid of the coercive, manipulative behavior associated with bullying. He found evidence that real and successful leadership requires integrity, accountability, and responsibility in the face of adversity. Gardner notes that being exposed to many life-challenging situations generally provides a level of wisdom for development into a successful and respected leader. Those leaders who have been exposed to positive behavioral foundations during their lifetimes are more understanding and develop empathy to the difficulties of others less fortunate.

In their *U.S. News and World Report* article, Mazzetti and Newman (2001) present U.S. Secretary of Defense Donald Rumsfeld as a man at the seat of power who holds no greater ambition and is unmoved by organizational catechisms. He is reported to "break the china, and say exactly what's on his mind, consequences be damned" (p. 20). His leadership style presents challenges for those who work for the Secretary, and he holds people accountable for their actions and outcomes. In many cases, this leadership style "is not well accepted and in Washington DC, such folks like Rumsfeld doesn't last too long. They are generally undermined, politically gutted and intimately marginalized" (p. 20). Rumsfeld has replaced those organizational biases today and has earned the support and respect of the nation and military in his work overseeing the current terrorism events.

Senge (1995), supported by the work of Mintzberg (1994), found that effective leadership is accountable to its constituent group, and fosters a systems-thinking approach, which effectively includes strategic thinking and constant planning. They argue that unless the leadership understands these concepts and is willing to design an organization that supports this style of management, it will fail. Exemplary leadership such as these authors describe has little in common with bullying.

Organizations and personnel are faced with constant changes that demand they become more flexible. According to Blanchard and Hersey (1977), situational leadership emphasizes the importance of management flexibility and the use of varied management styles that are consistent with the situational demands being addressed. The old stop-watch style of management uncovered by Taylor (1911) and Deming (1982) is not productive in today's workplace.

Deci (1995) suggested that leadership behavior and the responsibility to perform need not become obligations, but should be associated with freedom, which fosters autonomous and critical thinking skills and development. He proposed that self-control (individual compliance) is the attribute needed, and if incorporated into a well-designed system and given the opportunity, it builds high levels of discipline and helps individuals to express exceptional creativity. Deci went on to note that some people have certain personalities with the desire to be controlling in order to have power over others. He noted that authoritarian people are very difficult to deal with, and the obstacles they present to others require the recipients to train themselves in methods and interventions to successfully integrate into the given organizational culture.

The effects of organizational culture. The climate of the organization may play a key role in determining whether leadership or bullying is the dominant style of behavior. Jackal (1988) wrote about the bullying and organizational discrimination and harassment that occurs within the corporate workplace. He suggested that the corporate culture is very dysfunctional and destructive to its employees. Jackal takes the position that employees must be willing to become victimized by their bosses if they are to succeed into leadership positions, or simply survive within their job. He reported that those who choose to take a stand for employee rights, for example, by becoming associated with union activities, often find themselves out of employment because management finds ways to silence and terminate people who object to various management behaviors. If employees challenge abusive and bullying behavior, they will find that management creates an atmosphere of exclusion, harassment, and discrimination until they resign from their job. Management will then continue their bullying and reprisal techniques by conspiring to make sure employees never work in the town, industry, or agency again (Jackal, 1988; Kramer & Neal, 1998).

Kramer and Neale (1998), in their book titled *Power and Influence in Organizations*, painted a negative picture of the environment in some organizations that foster bullying. The environment suggests to employees that they must conform to the organizational culture or leave the job. It is easy to become frustrated by situations that demand too much discipline and knowledge. Kramer and Neale suggested that survival in any group requires certain skills such as productivity and silent compliance with various political factions and organizational policies.

As noted by Kramer and Neale (1998) and Jackal (1988), many corporations try to employ well-educated and talented individuals with a variety of academic, professional, and life experiences. These firms seek to employ the best and brightest for their job openings. Then something goes wrong, because the employee challenges the status quo with an idea or a question. The employee then becomes a target for bullying, which is utilized as a reprisal for their inquiry of leadership or decision-making. Wyatt and Hare (1997) and the Namie and Namie (2001) asserted that the stage is set for those employees to become bullying victims. They concur that the insecure bully targets the best and brightest employees since they are a perceived threat and can use critical thinking skills to challenge work-related issues and effectively complete their job assignments.

Culbert and McDonough (1980) found that an invisible war existed within many organizations, and this behavior affected the input, output, and transformation within the business. Most employees are interested in climbing the corporate ladder and will overlook bullying if it furthers their individual careers. In most situations, the employer encourages the competitive environment.

Blumer (1969) emphasized the importance of esprit de corps in solidifying the thrust of an organization. He stated that esprit de corps develops into a fixed and persistent loyalty which he called morale. Morale must be maintained during all types of adversity, engendered by a belief that a movement is charged with a mission or goal.

The bullying leader. Another perspective on the role of larger organizations in creating bullying comes from studies of bullying political climates. Transparency International (TI; 2002) is an investigative group that manages a worldwide repository of

information on abusive power relationships undertaken in corrupt leadership. TI used the analogy that abuse and bullying behavior are directly related to corrupt leadership and published information on how corruption is developed and used to foster dysfunctional and negative environments. The abusive leader as identified by TI research uses power to promote his or her own agenda. TI has reported on the behaviors and intentions of political leaders they classify as tyrants, such as Adolph Hitler, Slobodan Milosovich, Usama Bin Laden, Fidel Castro, and Manuel Noriega.

The information from TI (2002) provided both historical and current reporting on how corrupt leadership and abusive behavior is used to destroy and victimize people who challenge the status quo. TI asserted that these bullying leaders need to use their power and authority to remain in power and will use any resource to eliminate challenges to remove them from power. TI cited numerous cases involving discrimination, anti-Semitism, racism, human rights abuses, and genocide that have been successfully utilized by corrupt leaders to immobilize opponents who challenge their leadership.

The Southern Poverty Law Center (SPLC, 2002) concurred with the philosophy of TI and provided examples of abusive power and bullying behavior that were directed toward different ethnic groups or others identified as antigovernment protest “cult” groups. The SPLC tracks the activities of secret sects including the Klu Klux Klan and reports that abuse, bullying, discrimination, and hatred are some of the common themes. Activities among groups known by slang terms, such as the Nazi-based “skinheads” or groups known as “good ole boys” and “rednecks,” who consider themselves to be white supremacists, focus on discrimination, harassment, racism, and violence as techniques to select and target various people they dislike or disapprove of. Then, acting as their own

judgmental police, choose those people (targets) and attack them in violent and nonviolent incidents designed and directed to exclude, harass, discriminate, injure, murder, and stop the individual conduct of those victims they believe could present a challenge to the group's idealistic viewpoints (Lifton, 1981).

By examining the theories and case histories as presented by TI and SPLC and comparing those behaviors to what is currently known about bullying, convergent themes have emerged, particularly the bully's personal desire to become a powerful leader. These "leaders" have the access to and control over resources to promote their leadership through the business management hierarchies or government hierarchies, including the legislative, executive, and judiciary branches of their governments.

Chomsky (2001) looked at bullying from the perspective of economic power and influence. He made the argument that a preselected class order, which he identified as an opulent minority, is the successful class within our society. If you are fortunate enough to be a member of the opulent, you are almost guaranteed success in your life. Challenges to this minority create opposition, resulting in all sorts of behavior designed to control those who challenge the status quo. The opulent members want to remain secure in their positions of power and will use these positions to secure that future.

Sniffen (2000) notes that information about abusive, bullying leaders can be used to educate people who could be used as unwitting tools in abusive governmental schemes. The Federal Bureau of Investigation has recognized how police abuses helped promote mistreatment and genocide during the Holocaust. Former FBI Director Louis J. Freeh has supported teaching new FBI agents about the Holocaust and the events that led to the deaths of 6,000,000 Jews, other minorities, and political dissidents because they

challenged the corrupt leadership of Hitler according to Lederman, 2000 and Kessler, 2002. Under this new program, new agents are encouraged in their training to challenge law enforcement and to make the occupation accountable for the moral dimensions of their profession.

Lifton (1986) also discussed the oppressive and the bullying-rich environment under Hitler. Lifton promotes education as the means for teaching people to critically think about the intentions of a leader. On the same theme, Dunham (1947) said that in order for the Nazis to seize power, they had to curtail freedom for everyone else. That process led to the persecution and death of millions of people. The abuses negated other rights as well, including the right of free speech. Dunham noted, “whenever there exists a group of people bent upon oppression, it will, unless checked, consume and annihilate all other groups” (p. 141).

The High Cost of Workplace Bullying

While the research is limited, there are indications that workplace bullying may be exacting a high cost from the individual victims and from the organizations and society in which bullying takes place. Bullying seems to affect not just the individual, but also the organization in which it occurs, creating a negative, threatening climate that is harmful to employees and to the organization as a whole.

In one pioneer study, The National Health System of Britain (as cited in Hoel & Cooper, 2002) used a survey to ask questions regarding employees’ perceptions of bullying in the workplace. This study focused upon associations between bullying and health outcomes by blue collar and professional workers, including mental health workers. The study included a 20-item inventory of bullying behaviors designed for the

study, the Job Induced Stress Scale, the Hospital Anxiety and Depression Scale, the Overall Job Satisfaction Scale, the Support at Work Scale, and the Propensity to Leave Scale.

The results from the survey indicated that 38% of employees reported experiencing one or more types of bullying in the previous year. Of those, 42% stated that they personally had witnessed bullying behavior directed toward others, and when it occurred, it was most likely from a manager. Two-thirds of employees tried to take action against their bullies, but most reported dissatisfying results. The staff that was bullied reported lower levels of job satisfaction and higher levels of job-induced stress, depression, and intention to leave the job. These participants were more likely to be clinically anxious and depressed, and they were more likely to leave their jobs. Researchers identified three explanations for these considerations. First, bullying leads to psychological ill health and reduced job satisfaction. Second, certain employees are more likely to report being bullied than others. Third, depression, stress, and anxiety may have some effect upon the individual's status as a victim if others perceive they are weak (Hoel & Cooper, 2000).

Violence is reported to be both an outcome and a coping strategy used by those who are being subjected to bullying behavior in the workplace. Potter-Efron (1998) noted that anger is an outcome of bullying, and unless the source of anger is identified and controlled by individuals in their environment, they will find an outlet, which will include violence, as a means for making an adjustment to their perceived conflict. Neuman and Baron (1998) found that employees' perceptions of having been bullied made them feel like they had few choices except to accept or return the same behavior to others. Keashly,

Trott, and MacLean (1994), made the argument that bullying behavior is an unhealthy form of learned behavior, and the cycle will continue unless some positive intervention takes place.

Field (2002) considered the effects of bullying to be dangerous to children and adults because of its relationship to psychiatric injuries, including reactive depression, suicide, and posttraumatic stress disorders [PTSD]. He notes that many victims of bullying still bear the emotional scars years after the bullying has ended. Field notes that many of the suicide survivors he has studied have turned inward and caused themselves injury because they perceive something was wrong with them, when his research indicated they were actually victims of being bullied.

Wyatt and Hare (1997) noted that organizations often recruit, hire, and train the best and the brightest for their jobs, and yet, find that bullying and abuse occurs among these high level employees, who are competent and dedicated workers, respected by their community and peers. Their research on the U.S. Postal Service is notable in this regard. Wyatt and Hare pointed out that top management in the U.S. Postal Service has denied the existence of behavior identified as a systematic scheme of humiliation and contempt (bullying) against mail carriers by first-line supervisors and their managers. Wyatt and Hare cited the example of a U.S. Postal Inspector (federal postal police investigator) assigned to investigate complaints relating to bullying and abusive workplace environments at postal facilities, who was found to have committed suicide. In a note, the Postal Inspector stated that he could no longer endure the pain from this type of abusive workplace behavior.

According to Wyatt and Hare (1997), the pain and anger felt by people at the hands of a bully can make them turn inward and act destructively toward themselves and others, causing pain that keeps them from functioning. They go further and state that if someone has any one of these feelings, they are most likely being abused. This same behavior causes people to blame those within the workgroup and contribute to individual pain.

Leymann (1989) conducted a major review of literature related to victimology and concluded that a consequential process of traumatizing events resulted from being exposed to bullying behavior. He concluded that many of the victims of this behavior experienced PTSD symptoms and stress levels that were threatening to the individual's socioeconomic existence. When the situation continued, the victims were removed from their social networks or forced into early retirement, often resulting in some permanent psychological damage.

Bullied and frustrated employees find themselves alone and unsure of what has led to their feelings of isolation. Jackal (1988) and Kramer and Neal (1998) described the process by which employees can begin to feel the pain of isolation and begin to develop schemes to get back at those they perceive responsible for their pain and frustration. Namie and Namie (2001) found a similar process. Frustrated employees engage in behavior that is seen as an attack against the employer or boss within the workplace, and the workplace becomes the arena for a sparring match. Management fights back with more rules, policies, and exercise of power designed to eliminate any perceived threats against their authority base in an attempt to thwart change and maintain the status quo. The problem just escalates.

If frustrated employees take the advice of sources such as Jackal (1988) or Kramer and Neal (1998) and leave the organization, then considerations such as future employment and economic obligations present more frustration. In the bullying workplace, challenging the status quo is considered dangerous to a person's professional and personal career. The critical thinker must then ask what can be done to change this problem, since it has been reported at most organizations. Employees cannot keep on running away, and firms cannot keep on pushing people out the door.

Evidence suggests that workplace bullying behavior can be profoundly negative for the victims, but also very damaging and costly to the organization in which it occurs. Neuman (2001) suggests that organizations that experience workplace behavioral problems such as bullying incur a number of losses. Bullying creates internal problems due to employees using more sick leave, intentionally being less productive, challenging the status quo through union activities, resigning their jobs, and sabotage. This behavior results in a large economic and human capital loss to the organization that has experienced bullying behavior. Organizations sustain productivity, economic, and human capital losses and fail to meet their customer's needs because the top-level management staff refuses to share power with employees and, instead, blame the employees for organizational problems for which leaders and managers themselves are responsible (Neuman & Baron, 1998). In a similar vein, Analoui (1995) noted in a study regarding workplace sabotage that some 65% of all acts of sabotage including corporate espionage stemmed from discontent with management and a perception that it engages in unfair behavior towards workers.

Bolman and Deal (1997) argued that a dysfunctional organization, regardless of its mission and competent employee talent, will not survive and will eventually become ineffective. This same argument is found in research presented by Byrne, Lavelle, Byrnes, Vickers, and Borrus (2002) in a *Business Week* special report article titled "The Crisis in Corporate Governance." Many symptoms of bullying behavior were presented, including descriptive relationships in autocratic and intimidating workplace cultures that foster an environment of "yes men," which are reported to actually subvert the organization's checks and balances. Personal ambition and encouraging employees to focus on personal interests and politics over teamwork are noted as detrimental to any organization.

The report concluded that fiscal and operational problems within corporate industry were attributed to poor leadership, and that in order to effectively produce a profitable business, leadership must encourage dissent by creating a culture of experienced critical thinkers who hold opposing viewpoints. "By advocating dissent, top executives can create a climate where wrongdoing will not go unchallenged" (Byrne et al., 2002, p. 78). Their investigation includes a recommendation that leadership at firms such as Adelphia, Enron, ImClone, Tyco, and Worldcom must create an environment where honesty and fairness is paramount, and integrity must begin at the top of the organization. In the final analysis, it appears that bullying behavior has contributed to destruction of individuals and business operations (Neuman & Baron, 1998).

Bullying Behavior in Federal Law Enforcement Settings

Most of the public has a perception that federal law enforcement agencies are elite, premier investigative organizations that represent the best and brightest unbiased

federal officers. By legislative intent, design, and statutory authority, these agencies are permitted and encouraged to be the United States' domestic front line defense to challenge the status quo of any group(s) of individuals involved in sensitive matters involving wrong doing, criminal activities, or threats to the national security of the country and its citizens. Federal law enforcement agencies are considered to have talented resources along with the necessary infrastructure to investigate large, complex criminal violations of law regardless of geographic, political, and economic associations. The public perception is that federal law enforcement agencies are the people you can count on when too many political obstacles are presented during a criminal investigation.

Many federal law enforcement agencies are managed from the top down by political appointees, not by career law enforcement professionals. Some politicians have the ability to play hardball politics and manipulate political situations to their own advantage. Sometimes, political appointees surprise people by being competent and dedicated: sometimes they spell disaster for organizations (Doerner, 1990). The distinction between leadership is that leaders do what is right, and managers do things right (Gardner, 1995).

The viewpoint expressed by Benner (personal communication, January 15, 2002) reflects on the behavioral similarities between all law enforcement agencies. Benner pointed out that unless the agency leadership dedicates itself to taking a healthy, proactive approach to its management, the operations will become influenced by individual bias and destructive behavior, which will become apparent in the organizational culture.

Expanding somewhat on what Benner, (2002) discusses, White, (2001), expresses a similar point of view as it relates to an organizational context of workplace issues.

White describes a workplace that becomes poisoned by bullying tactics and how that process continuously evolves into more destructive behavior imitated by others within the organization.

Recognizing the employee emotional investment commitment issues of law enforcement personnel is an important consideration. Police consultants Gilmartin and Harris (1996), former law enforcement officers, have undertaken this area of research. They focus much of their research and training information on the effects of dysfunctional cultures involving the many actors within the law enforcement organization. They do outline the damage caused to a law enforcement organization afflicted with what they describe as malcontent cops. Considering the previously noted research cited in this study, this oversight into the cause of certain behavioral issues and outcomes could significantly impact the organization. Other studies cited in this project have reported placing the majority of the blame for dysfunctional police organizations on the individual employee(s) blaming or singling them out as causing problems in organizations.

Consider the value of the research presented by Duffy, et al. (2002) in comparison to the research of Gilmartin and Harris (2002). Gilmartin and Harris report that “it seems clear that an individual would not feel committed to an organization in the presence of intentional personal and professional hindrances, since these actions are perceived as direct reflections of an organization’s values” (p. 14). Moreover, employees are more

likely to have a positive evaluation of an organization when they perceive that their needs are being met rather than threatened (Cropanzano, Howes, Grandley, & Toth, 1997).

Gilmartin and Harris (2002) recognized and pointed out that effective team-building and coping skills are collaborative matters that require management and employee commitment in order to produce an effective and healthy workplace. In their research, both present challenges to law enforcement leadership by considering the “creation and maintenance of a values-based agency consisting of an ethical cadre of officers and supervisors that represent the values of society” (p. 1). This concept has not been approached by law enforcement until recently, and proactive values maintenance is identified as the focus. Gilmartin and Harris point to their theory that values deterioration is linked with a culture of occupational entitlements

Being exposed on a regular basis to “special authority” and at the same time being exposed on a daily basis to that element of society that operates without values, combines to severely challenge an officer’s core values systems. Unchecked authority operating in an ethical vacuum is a central theme of all police corruption. (p.3).

In other words, this belief allows law enforcement officers to rationalize their behavior and justify to themselves that they can engage in otherwise unacceptable behavior that would result in some enforcement action if undertaken by the community at large. These entitlements permit unrealistic privileges which generally begin as benign issues and move into much deeper entitlements as a culture and career progresses. Moreover, certain ranks and titles present more considerations and entitlements--the adage that rank has its privileges would present an argument for entitlement. Whether an

entitlement offers law enforcement personnel a personal courtesy or a culture of unacceptable behavior, like with any authority-based system, the potential for abuse exists.

Expanding a bit on what Gilmartin and Harris reported, Turvey (1995) completed research on the organizational culture in law enforcement and found in particular that police are most often trained to solve problems and control behaviors, and when they lose the ability to function or to fix problems, they have difficulty overcoming that obstacle. Turvey made the following observation:

The job, in all its parts, makes cynics of idealists, and that in itself is incredibly stressful. So, over time, police culture can create an individual trained in the use of deadly force to maintain control, carrying a gun, who is stressed and cynical. (p.4).

This explains the argument that the reason law enforcement personnel at times engage in self-destructive behaviors is that they do not know how to tackle particularly difficult personal challenges. Turvey's research presents for consideration symptoms such as depression, personal problems, and substance abuse that should signal concerns. One such concern is that of police suicide. Turvey notes that hopelessness is one of the most prevalent contributors to the suicidal mindset. Losing self-esteem and the sense of control over your own personal behavior, feelings, or circumstances leads to an insurmountable mindset. "The idealistic Academy graduate turns into a depressed cop" (p. 4). Turvey presents the results of his study relating to suicide among law enforcement officers, stating that more than twice as many police officers committed suicide than were killed in the line of duty, and this suicide rate is double of that of the general population.

In what appears to be evidence of a bullying scheme by a former elected sheriff in local law enforcement, former Sheriff and recently expelled U.S. Congressman James A. Traficant had previously confessed to the FBI that he used his public office as a Sheriff to permit and protect illegal activities for local mobsters in Ohio. Traficant admitted to accepting illegal bribes and payoffs from criminal groups and was known to bully his employees and threaten bodily harm to those employees if they challenged his authority and were not loyal to his administration in supporting his "leadership" Traficant, 2002.

In July 2002, Traficant was sentenced to 96 months in federal prison for his federal conviction on racketeering, tax evasion, and corruption charges. Included in his trial were examples of the way he used his authority and power to bully his employees and others and used his position to gain more power and authority. He created entitlements for his own agenda while forcing his employees, who feared losing their jobs, to complete his personal errands and tasks at the expense of taxpayers while a U.S. Congressman.

During the sentencing phase of Traficant's case, he was described as defiant and combative when he appeared in federal court for sentencing, not unlike his overall behavior as described by observers. The U.S. District Court Judge, Lesley Wells, made a few severe statements to Traficant during his sentencing. Based upon the evidence presented during his trial and jury conviction, Traficant abused the public's trust, creating a loss of public confidence in government, obstructing justice, and taking a leadership role to further his illegal schemes. The judge stated that Traficant had no respect for the government and its institutions and the judge was appalled by his incredible arrogance. She stated, "Truth, sir, is a rarity in you. . . . You think you are above the law." She

further accused Traficant of trying to cover his crimes with lies and bully tactics published in a story titled, *Still Defiant Traficant sentenced to 96 Months in Prison* (St. Petersburg Times, July 31, 2002).

Federal law enforcement agencies do not produce bottom line economic dollars used as a competitive measurement tool to gauge their overall success as with most business enterprises. With the exception of income from asset forfeiture statutes linked to criminal activity, instead, they spend money. Moreover, federal agencies compete within their markets by completing effective and successful criminal investigative work, measured by arrests and convictions of law, matters of national security and to protect society from well-organized and complex criminal activity.

Relevant Laws and Legal Remedies

Federal law enforcement employees are governed by a number of laws that may have something to say about workplace bullying. These laws reflect the authority of a variety of Federal agencies, each of which may have an impact on the rules that govern Federal workers.

The Hatch Act (2002) on-line reference makes it a criminal and administrative violation, including termination, for employees of the federal government to participate in certain activities related to politics. Federal employees are excluded by law from engaging in certain conduct as it relates to federal, state, and local political activities and elections. No federal employee can hold any outside political office, nor can they make public appearances. These Hatch Act prohibitions restrict federal workers from many activities in which nonfederal employees can participate.

The Office of Personnel Management (OPM; 2002) is responsible for all employment and human resources functions including setting and reviewing of standards and policy and establishing oversight on employment-related matters. The OPM oversees individual federal agencies in their personnel recruitment, employee benefits, job protections, and operations pertaining to employees (OPM). The OPM Interagency Working Group on Violence in the Workplace was established to create an effective workplace violence-prevention program, with members consisting of federal law enforcement agents, security specialists, attorneys, employee relation's specialists, Employee Assistance Program counselors, forensic psychologists, and union officials. This program covers the potential for violence in the workplace, but identified the far more prevalent incidents of intimidating, bullying, and other behavior that frightens employees (OPM).

The U.S. Public Health Service established criteria for the physical and mental health of federal employees through the Department of Health and Human Services. The U.S. Surgeon General's (2002) report on mental health declared that the mind and body are inseparable, placing both mental and physical health considerations on a continuum. Mental health issues include the ability of any person, regardless of their ethnicity, race, gender, sexual preference, and other nonmerit factors to function effectively free from harassment within their workplace environment. Any extended exposure to abusive environments produces real and disabling health conditions. The U.S. Surgeon General promotes a foundation for successful contributions to the workplace, family, community, and society. This strategy is accomplished by promoting overall proactive mental health programs (U.S. Surgeon General).

The Occupational Safety and Health Administration Act (OSHA; [The Act]; 1970) became public law 91-596, 91st Congress, S. 2193, December 29, 1970. The Act encourages employers and employees in their efforts to reduce occupational safety and health hazards in the workplace and to institute new programs and legislation for providing safe and healthful working conditions. The Act requires OSHA to explore ways to discover new latent diseases, to establish causal connections between diseases and workplace environment conditions, and to conduct research including psychological factors relating to health problems, in recognition of the fact that occupational health standards present problems and emerging themes often different from those involved in occupational safety and health concerns (OSHA, 2002). Although The Act does not specifically refer to bullying, the behaviors outlined above would fit in with the definition of bullying presented in this paper. It should be noted that the phenomenon of bullying is just beginning to come under scrutiny, which may explain why it is not mentioned specifically in The Act.

Under The Act, workers have the right to complain to OSHA and seek an inspection of their workplace for violations of The Act. The Act prohibits employers from discriminating against any employee who exercises his or her rights and complains about their workplace environment. Discrimination includes, firing, demotion, transfer, layoff, losing opportunity for compensation or promotion, exclusion from normal overtime work, assignment to an undesirable shift, denial of benefits such as sick leave or vacation time, blacklisting with other employers, taking away company housing, damaging credit at banks or credit unions, and reducing pay or hours (OSHA, 2002).

The Office of Special Counsel (OSC; 2002) is an independent federal investigative and prosecuting agency that obtains its authority in regard to employment issues from the Civil Service Reform Act and the Whistleblower Protection Act. Under the provisions of Title 5 USC 2302(c), the law mandates federal agency officials with personnel authority as the responsible unit for informing federal employees of their rights and remedies under Prohibited Personnel Practices, chapters 12 and 23 of Title 5. Title 5 USC 2302(b) prohibits 12 personnel practices, including reprisal against whistle-blowers. Those 12 illegal prohibited personnel practices include behaviors such as racial and sexual discrimination, some forms of coercion, and various behaviors that would constitute harassment or bullying. Again, the law does not specifically refer to the phenomenon of workplace bullying, but many of the prohibited behaviors would fit within the scope of the definition of bullying.

The 12 illegal prohibited personnel practices include:

1. Discrimination against an employee or applicant based upon race, color, religion, gender, national origin, age, handicapping condition, marital status, or political affiliation.
2. Soliciting or considering employment recommendations based upon factors other than personal knowledge or records of job-related abilities or characteristics.
3. Coercing the political activity of any person.
4. Deceiving or willfully obstructing anyone from competing for employment.
5. Influencing anyone to withdraw from competition for any position so as to improve or injure the employment prospects of any other person.

6. Giving an unauthorized preference or advantage to anyone so as to improve or injure the employment prospects of any particular employee or applicant.
7. Engaging in nepotism.
8. Engaging in reprisal for whistle-blowing.
9. Taking, failing to take, or threatening to take or fail to take a personnel action against an employee or applicant for exercising an appeal, complaint, or grievance right.
10. Discriminating based on personal conduct that is not adverse to the on-the-job performance of an employee, applicant, or others.
11. Taking or failing to take, recommend, or approve a personnel action if taking or failing to take such action would violate a veteran's preference.
12. Taking or failing to take a personnel action, if taking or failing to take action would violate any law, rule, or regulation implementing or directly concerning merit system principles noted in Title 5 USC 2301.

Judge Thomas J. Lamphear, a chief administrative judge for the Merit Systems Protection Board (MSPB), filed a complaint with the Office of Special Counsel (OSC), alleging that he was being targeted by senior MSPB officials who had orchestrated retaliatory actions against him because he had challenged his performance evaluation rating. The officials in question were alleged to be attempting to block Judge Lamphear's recertification by changing his rating to unsatisfactory.

Upon conclusion of the OSC's investigation, Lamphear was found to have been the subject of a MSPB reprisal, but the MSPB would not admit any liability. The judge's employee evaluations were corrected, and he received "outstanding ratings." He also

received \$15,000 in performance awards and remained at the same pay grade he had received prior to being targeted for removal. Those MSPB employees who were alleged to have engaged in the conduct were reprimanded by the OSC for their conduct (Federal Employees New Digest, Vol. 51 No. 24).

Numerous complaints filed recently by government employees presenting concerns regarding bullying within the workplace has caused concern for employees and the future of government agencies. A group of former and current federal employees and civilians combined efforts and formed a project known as the Government Accountability Project (GAP). The project was designed and implemented to protect the public interest and promote government and corporate accountability and integrity by advancing occupational free speech, defending whistle-blowers, and empowering citizen activists to uphold their mission of holding government officials accountable for their actions. GAP was created because government managers were considered to be lawless and not accountable for their decision making, and employees are fearful of reprisal if they complain about problems encountered in their jobs (GAP, 2002). GAP has been successful in its lobbying efforts to draw national attention to problems within the federal workplace.

Testifying at the request of Chairwoman Maxine Waters at a Congressional Black Caucus meeting hearing on "Employment Discrimination in Federal Law Enforcement," Deputy U.S. Marshal Fogg related that abuse, harassment, discrimination, and bullying occur within the U.S. Marshals Service workplace. This hearing caused interest in Congress and has resulted in the introduction of federal legislation by Congressman James Sensenbrenner as the Notification and Federal Employee and Discrimination and

Retaliation Act of 2001 (No Fear, [H.R. 169] in the House of Representatives to encourage federal employees to speak out on issues and problems within all federal agencies (H.R. 169) Warren, 2001.

On January 29, 2001, Senator John Warner introduced the Federal Employee Protection Act of 2001 [S. 201] in the Senate. Both bills require Federal agencies and their leadership to be held accountable for violating antidiscrimination and whistle-blower protection laws. The legislation mandates that Federal agencies be accountable for harassing employees who challenge their policies, and for failing to recruit, reward, and retain the “most qualified person” for federal positions. The bill prohibits bad managers from being rewarded with promotions and accountability for agency decisions, whereas that requirement does not exist today (H.R. 169) Warren, (2001).

As can be seen from the brief survey above, a number of agencies that oversee federal employment have at least some form of recognition of the problem of workplace bullying. Numerous regulations and laws exist that could be used to cover the problem of workplace bullying however, relatively few federal employees have found relief from bullying problems under these laws and regulations.

Part of the problem lies with our court system. Bullying behavior is not specifically defined by law as a tort (civil legal wrong). Legal scholars Yamada (2000) and Stefan (1998) have found an unwillingness to recognize the harmful effects of bullying behavior in the courts. These authors argue that employees are not generally legally protected from acts of bullying at their workplace. Stefan (1998) goes on to report that employees who are regarded with good work histories find themselves in frustrating

situations when a new supervisor or manager appears and interpersonal difficulties arise. Yamada and Stefan suggested that without defined legal remedies, employees' options include the design of a corporate recognition or compliance program to proactively monitor situations of bullying in the workplace. They found in their research that a complaint or grievance process filed with upper management against a certain person or activity is a waste of time and only identifies the complainant as a target. As Wyatt and Hare (1997) found, fewer than 7% of bullying managers are ever disciplined.

The Emotional Effects of Bullying

Mantell (1994) presented a theory of emotion asserting that whenever an individual perceives that his or her goals are being interrupted, an emotion occurs that results in feelings of helplessness, a perceived lack of control, and higher levels of physiological arousal. Keashly (1994) found that emotional incidents were perceived as the most difficult to control and the most painful. Many incidents, she noted, came from verbal and passive forms of aggressive behavior, which were more frequent than physical forms of aggression. She found that few remedies were available to those who experienced or were victimized by forms of emotional abuse.

Ranktis, Koeske, and Tereshko (1995) proposed that one reason negative interactions are so emotionally painful is due to the damage inflicted by malicious inferences from other negative behaviors. According to Duffy et al. (2002), there is considerable evidence that negative events, such as undermining, can be more potent predictors of mental health than positive events. This finding supports those legal conclusions noted by Yamada (2000) and Stefan (1998), who have advocated a blind status to protect employees from abusive and bullying behavior within the workplace.

Tackling the issues related to workplace bullying demands that advocacy and education are used to create a public awareness of the problems associated with this behavior. Sayles (1991) found that historically, feminists have been the impetus behind the scenes, creating social reforms simply because they have been victims of all sorts of abusive behaviors and oppression intentionally designed to usurp their power and force them into submission while discriminating against them and withholding their individual rights. As she outlined in her research, the victim(s) in a bullying environment are similar to other survivors of abuse, whether from the Holocaust, sexual abuse, spousal abuse, or victims of crime or physical abuse and certainly could develop vendettas in retaliation against the bully. Many times these victims have been known to gather together in social reforms, such as victim's rights movements, as a means to educate and reform abusive behavior. Uncontrolled vendettas have been shown to lead to genocide (Blomberg, 1989; Elias, 1986; Viano, 1983). Perhaps by extrapolating the battered woman syndrome analogy of previous years a bit further, as these authors have suggested, the resulting outcome could act as a catalyst to promote a new movement called the bullied employee syndrome. Sayles found that blaming the victim is an easy way out for any abuser. By switching blame from themselves to the bullied victim, it becomes easy for bullies to defend their actions (Young, 1988). Similar to early rape charges, a defense was created that rape is a "victim-precipitated" crime (Amir, 1967). Today, mostly due to social reform movements challenging the old ideals, society has shifted its view of rape cases to focus more closely on underlying causes such as abusive power-based relationships.

Given the lack of effective legal protection despite existing regulations and laws, workers who are subjected to bullying in the workplace may find themselves in a no-win

situation. This problem may be particularly acute for federal law enforcement employees, who often work under particularly stressful, politically sensitive, and otherwise difficult circumstances. At present, there are few studies that examine this particular aspect of the bullying problem. The next section will examine the existing literature on bullying as it applies to law enforcement, particularly federal law enforcement.

Studies of Bullying in Law Enforcement

There is presently no study that examines the phenomenon of bullying among U.S. federal law enforcement officers. A few studies from related settings will be discussed, as well as some nonobjective case reports from former federal officers. To begin, Namie and Namie (2001) found that workplace bullying happens most often in a workplace that is continually in a crisis mode.

Archer (1999) reviewed employee perceptions of bullying within the Fire Service in the United Kingdom. He described the Fire Service as a paramilitary organization that is characterized by a strong, autocratic culture. The Fire Service was described as a power-based organization that is predominantly white-male dominated. In the study, managers were identified as behaving in ways that are acceptable, encouraged, and expected within the organization. The line manager was perceived as getting things done by using bullying behavior because it complied with the Fire Service's objectives. Therefore, bullying was condoned and considered an acceptable form of behavior, many times because others learned to imitate the same style and were promoted based upon their ability to get things accomplished. The culture within the Fire Services defined the management as not troubled by and sometimes encouraged by bullying. These managers were perceived as strong managers.

In the study, more than 20% of respondents reported they were bullied, and the setting of unachievable work objectives was reported by 26%. Intimidating use of discipline was noted by 25%, and 21% reported they had experienced intimidation and threats. Denial of training opportunities was reported by 20% of respondents (Archer, 1999). One respondent said that minority (based on gender or race) employees faced a greater risk of bullying over their white male counterparts. If senior managers intervened, local brigade managers told them that it had always been that way. Those who wanted acceptance from the group had to go through a rite of passage of sorts.

Archer (1999) concluded that bullying in the Fire Service was endemic and that its widespread nature was potentially one reason for its apparent acceptance. The study found that management did not recognize the problem and were perceived as ignoring the behavior. Similar patterns were noted in the examination of abuse and formal power within a code of discipline. This study supported the existence of a potential problem in the Fire Service, which Archer felt was not much different from other highly entrenched organizations. The recommendation included a cultural change by introducing health, safety, and equal opportunity rules within the Fire Service.

In a study titled "Destructive Conflict and Bullying at Work," Hoel and Cooper (2000) focused on workplace bullying complaints that were reported to be taking place within numerous organizations in Britain (the goal was to determine how prevalent bullying was perceived by respondents). The researchers surveyed over 70 public and private organizations. Among them were Police Services, which represented such occupations as Constables, Sergeants, Inspectors, and Chief Inspectors.

Hoel and Cooper found that 45.3% of police respondents reported witnessing others being bullied at work within a 5-year period. Twenty-nine percent reported they personally were bullied in a 5-year period, and 12% identified they were currently being subjected to bullying on the job. The hierarchical breakdown of data reported that bullying behavior targeted those respondents in the following job assignments: 12.2% of nonmanagerial employees, 10.6% of middle managers, and 19.5% of senior management police service officers.

The survey results indicated that mental and physical health conditions were affected by exposure to bullying in the workplace, with a mean score of 30.64% who reported health problems. The study reported that being consistently subjected to an organizational culture of bullying in the workplace appears to have more health implications than an occasional incident.

In another study titled "Social Undermining in the Workplace," Duffy et al. (2002) conducted a research project focused on social undermining and social support in the workplace. The research participants were police officers in the Republic of Slovenia. Results showed that, as predicted, social undermining was significantly associated with employee outcomes, and in most cases, more strongly related to those outcomes than to social support. Supervisors were noted to produce higher levels of undermining resulting in negative outcomes. In this study, a total of 740 participants were randomly selected from three shifts in police stations in the Republic of Slovenia National Police Agency (the federal law enforcement equivalent). Missing data reduced the sample size to 685. The majority of the sample was male at 93% with ages ranging from 18 to 55. The average position tenure was approximately 4 years, and the average tenure of a supervisor

was 2.5 years. The analysis yielded 37 potential coworker and 35 potential supervisor undermining items. All 72 items in the study were listed in order to winnow the list down through a commonly accepted empirical process of establishing or adapting measures (Nunnally & Bernstein, 1994). In the survey instrument used, the response options were *never, once or twice, about once a week, several times a week, almost every day, and every day*. Supervisor and coworker undermining showed a significant pattern of associations across a variety of employee outcomes including operationalizations of affective, somatic complaints and cognitive and behavioral active and passive counterproductive behaviors. In conclusion, the study of social undermining and employee outcomes suggests that undermining is an important construct that relates to employee attitudes, behaviors and well-being; the findings underscore the importance of negative interactions in the National Slovenia Police workplace. Given the costly nature of physical and mental health problems, unfavorable attitudes towards the organization, as well as absence and counterproductive work behaviors, it seems intervention and training in the area of negative employee relationships (conflict) addressing undermining behaviors would be beneficial.

Although no studies have examined bullying among U.S. federal law enforcement officers, a number of recent case reports have surfaced and will be discussed below. These reports include the subjective experiences of former officers who have served in various branches of federal law enforcement. Although these personal reports lack the objectivity of more formal research, they do provide some insight into the nature of bullying problems within federal law enforcement settings.

Levine (1990) is a retired U.S. DEA Supervisory Special Agent who formerly worked as a federal agent in field operations as a foreign country attaché, a group supervisor, and a staff member in the Headquarters for the Internal Revenue Service-Criminal Investigative Division (IRS-CID) and the U.S. DEA. Levine described a 25-year career as a federal agent and asserted that bullying, harassment, discrimination, infighting, incompetence, and subterfuge were daily obstacles created by management, which prevented agents from completing their tasks.

In his books *Deep Cover* (Levine, 1990) and *The Big White Lie* (Levine, 1993), Levine outlines how the management at the DEA routinely used coercive tactics to sabotage and undermine the efforts of its agents in the war on drugs. His description of the organizational culture within the DEA focused upon problematic leadership designed to self-promote an individual's personal career aspirations by engaging in any relative conduct to pursue favor with upper managers. Levine is described as a high output and competent federal agent who was recognized as one of the best and brightest by being the recipient of numerous governmental awards, including one from former President George Bush. Despite his excellent record, he encountered many bullying incidents by agency management staff. He found himself the recipient of bullying attacks and nitpicking from management for his work targeting various drug cartels. His behavior apparently embarrassed individuals in management positions by calling attention to corruption and mismanagement within the DEA. Management used agency policies to control and restrict his investigative activities and later harassed him when he tried to call attention to problems within the organization. As with many instances of bullying, Levine's

experiences seem to be related to his role as a whistle-blower, who acted against the status quo within his organization.

In another example, former DEA Special Agent Richard Horn (1997) found himself in a conflict with U.S. State Department and Central Intelligence Agency (CIA) officials regarding his analysis of the drug trade. He complained to his management about what had transpired, and nothing happened. His reporting was attacked by inaccurate information designed to discredit him. The incidents of being bullied continued, and Horn was targeted by the DEA for an internal investigation. He found that his home telephone conversations were illegally recorded and he was fired. As with Levine, the trigger for the bullying was apparently Horn's tendency to question the behavior of those in authority over him (DEAWatch, 2001).

DEA agent Peter Probst (Probst, 2001), an employee reported to have a stellar work record, complained about the treatment of another DEA agent and found himself the target of bullying and management directed reprisals. Probst complained about statements indicating that minority drug dealers and the sale of illegal drugs was something that low-income communities should accept in their community. Probst, who was working with a minority partner, was subjected to more bullying from nonminority law enforcement officers for doing their jobs. Probst, who was married to a federal prosecutor, also became the target of agency reprisals by internal investigations to suggest that he was not performing. Probst's wife, who also maintained a stellar performance record, was also the target of an internal Department of Justice investigation, which did not produce any actionable results (DEAWatch, 2001).

Levine, Horn, and Probst are joined by former Marine Vietnam Combat Officer and DEA agent Ed Magnuson (1996), who was regarded as an agent with an exemplary career in military and federal law enforcement. During Magnuson's career, he was responsible for arresting mobster John Gotti, reported to be one of the nation's most powerful criminals. However, Magnuson found himself being targeted by management when he requested a hardship transfer for his wife's ailing health condition. His repeated requests for consideration were denied, and he became subject to what is described as a personal vendetta by a former assistant director of the organization. In this case, behavior that could be described as bullying was triggered by Magnuson's need for special treatment, which apparently did not fit into the agenda of the manager who subjected him to bullying behavior.

In a report published by the *Human Rights Watch* (August 20, 2002), the Washington DC Metropolitan Police Force, an agency that enforces federal violations of law in the District of Columbia, was reported to have a bullying workplace environment at the hands of various police officials, which included officers sending one another electronic hate mail and racist and discriminatory messages through agency computers while on duty. The language used included vulgar terms and comments related to sexual harassment incidents. Some of the messages promoted illegal activities like purchasing drugs and targeting innocent victims for abuse and random beatings. In addition to the abusive behavior, the matter is under investigation by the U.S. Department of Justice for potential criminal violations of civil rights and questions regarding prejudicial comments by arresting officers with a concern from the DOJ that any criminal charges made against

defendants could be dismissed while these federal police were bullying one another and making statements by e-mail.

In an audit conducted of the Washington DC Metropolitan Police Department (a federal law enforcement agency), auditors described the agency's leadership and conduct as inappropriate. The findings included many examples of illegal conduct by rank-and-file police officials, including numerous top-ranking deputy police chiefs according to a published news article titled *Shielded from Justice: Washington DC: Police Administration/Internal Affairs* (August 20, 2002). The audit identified a range of violations that included serious felony allegations such as those against two deputy chiefs of police who were charged with assault with the intent to commit murder, ramming a car into others in a domestic dispute, and harassing females. The audit revealed that in 1996, a total of 229 complaints were reported by officers to the internal affairs unit, all of which alleged that the complainants were subjected to abuse and harassing behavior from within the police force.

The result of this outside internal review found that "leadership with the department found that high level city and police officials have failed to provide the police force with adequate leadership and instead have been involved in inappropriate behavior themselves" (p.1). Information revealed that it appeared that promotion through the ranks was based on positive relations with the chief or mayor, rather than on job performance. The audit found evidence that "cronyism in the department is one of the factors widely blamed for the force's poor performance" (p.1.)

In a class action civil law suit (FBIWatch, 2002), FBI agents alleged that the agency was engaged in bias, discrimination, and preferential treatment against various

ethnic groups in the agency. The FBI has a core number of 11,384 agents, of which 1,801 represent Black, Hispanic and Asian minorities. Those members of the lawsuit found themselves targets of reprisal. The promotion process within the FBI was challenged by this group of plaintiffs because they argued it was not designed to be objective or fair to all employees, but rather focused upon subjective criteria for selections for promotions.

Retired FBI agent Dan Vogel in an interview on 60 Minutes II said that “there is a cultural problem in the FBI that needs to be addressed. If it is not, it will destroy itself” Vogel, (2001). Prior to the statement made by Vogel (2001), in another public statement regarding the operations within the FBI, former FBI Director Louis Freeh said (the FBI) “potentially the most dangerous agency in the country if we are not scrutinized properly” in his appearance before the House Judiciary Subcommittee on Crime, (1997).

More examples of workplace bullying behavior include former agents from the U.S. Customs Service who found that when they questioned the status quo and reported wrongdoing they were targeted for reprisal by their managers. In a sworn affidavit, former agent Darlene Fitzgerald-Catalan (Catalan, 2001) reported that she observed management-directed bullying behavior targeting her partner, Ruben Sandoval. When Fitzgerald-Catalan spoke out and supported an objective viewpoint challenging management’s bullying behavior, she became a target of reprisal and attacks by management herself. She experienced abusive treatment, such as exclusion from assignments and obstruction of her cases, using the agency internal affairs unit to seek out agency policy violations as another tool to intimidate or force the employee into submission, and intentionally sabotaging her attempts to stop illegal drugs and stolen property from entering the United States. She made repeated attempts to do her job, only

to find herself in an environment that focused upon her, and initiated an internal investigation into her activities, not a review of her comments (Catalan).

Former FBI agent Gary Aldrich, author of *Unlimited Access: An FBI Agent Inside the Clinton White House* (1996), discussed this situation in Catalan's (2001) book.

During his 26 years on the job, Aldrich learned of the "secrets act." He described this as a law enforcement term that meant that nothing on the job could be disclosed, except to prosecutors, judges, and juries.

Any agency incompetence or corruption was to be handled ourselves and to not let anybody else know about it. FBI Special Agents were not permitted to openly discuss any internal issues and matters to members of Congress or even to family members, unless they obtained prior approval from the agency. (p. 10)

He related the same requirement with that of *omerta*, a term known within organized criminal groups to dispose of informers. The agents are pressured to speak the "party line" of the front office and could be subject to dismissal for insubordination for any violations. That group ethic fostered what he referred to as a them-against-us mentality. He described that this philosophy is dangerous, and the question begs who decides what to deal with and what to disclose. Aldrich noted a truism is that management is better informed and as such, should disclose agency matters, and suggests that management may have become part of the problem because of their outdated management viewpoints.

This rich descriptive overview of the inner workings behind federal law enforcement gives readers the idea that the FBI does not embrace critical thinkers and dissenters when those ideas are not consistent with agency hierarchy, bureaucracy, politics, and mission(s). Agency managers run the risk of being scolded just as other

employees if they become dissenters. Because these managers are held accountable for incompetent or corrupt employees, many desire to keep the matters closed for fear of problems hurting their various career aspirations. Aldrich described this behavior as a waste of millions of taxpayer dollars and human capital resources that are allotted to recruit new agents for federal law enforcement jobs, only to present these fresh new employees with a culturally dysfunctional workplace environment which breeds and conceals unethical conduct and incompetence. Whether the behavior involves inappropriate conduct as a means (for going along to get along) or keeping quiet to secure (promise) a future career opportunity, each new recruit becomes indoctrinated into the concept of cover up.

Aldrich described that the “kiss of death” to a career is when an employee discloses agency operations. These new recruits and other experienced agents find themselves within agency organizational cultures which thrive on instances of incompetence good old boy “isms” and careerism, which are described as more important than ethical conduct. Aldrich noted that too many federal agents spend as much time staying on guard against attacks from stupid or jealous management personnel as they do working on the agency mission. He further described the seriousness in all federal law enforcement agencies of attacking the messenger or whistle-blower who dares to come forward to question incompetence, the low quality of management, or work assignments or performance. Even when they try to expose and surface serious matters relating to corruption or national security, they are treated as pariahs (Catalan, 2001).

In another case, former FBI Lab Director/Supervisory Special Agent Dr. Fredrick Whitehurst (Thomas & Mills, 1995) exposed wrongdoing by making complaints

regarding mismanagement within the FBI forensic laboratory that affected the integrity and international reputation of the FBI's crime lab. Whitehurst exposed sloppy forensic lab work that was used to support criminal prosecutions, leading to convictions for violations of laws throughout the world. Whitehurst found himself targeted by management. He was subjected to bullying and retaliatory action for exposing his concerns over work in the FBI laboratory. At one point during this complaint and review by Congress, former FBI Director Louis Freeh was told by Representative Harold Rogers of Kentucky that "we're facing a serious problem, a problem of management and integrity" (Vise, 2002, p. 176). Whitehurst experienced personal and professional conflicts and left the agency.

Former U.S. Secret Service (USSS) Director John Macaw served as the director of the U.S. Bureau of Alcohol Tobacco and Firearms (ATF). During his tenure at the ATF, a class action civil law suit was in litigation between minority federal agents of the ATF for a systematic scheme by agency leadership to discriminate, harass, and retaliate against agents using various abusive behaviors directed at the agents negatively affecting their careers (FPMI, May 19, 2002 & Larson, 1995). This information reports that following the civil suit, more agents from the U.S. Customs Service and USSS have filed civil lawsuits against the U.S. Government. These lawsuits allege similar conduct from their management in those federal law enforcement agencies.

National Security issues as they relate to the protection of the United States of America, its citizens, and our future as an example of world leadership, requires that government employees remain dedicated, patriotic, and loyal to the Constitution and not engage in activities to jeopardize these democratic ideals. Presenting the opportunity for a

foreign intelligence agency to seek out bullied employees and to befriend them in various social settings and lending a supporting or advocacy style of friendship could set the opportunity for recruiting government employees or corporate employees with information deemed useful to those foreign officials. In a review of published espionage cases since 1975, approximately 141 people have been arrested for spying activities. The majority of these cases involved government employees, including workers from the CIA, FBI, and Department of Defense and/or contractors with access to government information as it relates to matters of National Security as noted in an article titled *Spy Tour brings Government Employee Espionage to Light*. (2002).

In the spy case of former FBI Supervisory Special Agent-Attorney Earl Edwin Pitts, he decided to begin his spying activities because of his perceptions that the FBI was treating him unfairly in his employment as noted in an article titled *Spy Cases-United States* (2002). Pitts claimed to have developed a deep anger toward the FBI its agents and policies, and he turned that anger into a way to retaliate by turning to the trade of spying against the government.

Vise (2002) raised similar concerns over national security matters in his account of the recent spy case involving former FBI Supervisory Special Agent Robert Hanssen. Vise outlined how Hanssen began to develop an internal anger towards the organizational culture at the FBI. Hanssen claims to have been mistreated while employed at the agency. Hanssen had been abused, bullied, ridiculed, and maligned by his own father during not only his childhood, but also as an adult in front of his wife and children. His father Howard Hanssen, a long time Chicago Police Officer, had the reputation of handling problems in a fashion to make them go away and doing “what had to be done” (p. 81).

During an assignment at the FBI's Headquarters Budget Office, "Hanssen saw many of the Bureau's slipshod operations firsthand. The FBI's nonsensical bureaucratic practices and outmoded methods made him downright angry" (p. 70). Hanssen

"deplored the way decisions were made based upon insufficient data and the way resources were allocated because of FBI politics rather than goals or performance. He was described as an extremely intelligent agent who could not understand why the agency was filled with meritocracy, and as one example, he was ashamed that he had to use simplistic terms to explain basic computer concepts to the agency's hierarchy. His co-workers considered his abilities to look at complex problems and incorporate solutions that were unique and effective" (p. 71).

Behind his back, other FBI agents (managers) joked and made fun of his "demeanor and appearance described as better suited for a funeral home than the Bureau" (Vise, 2002, p. 71). Former FBI National Security Director John Lewis, described "Hanssen as having low self-esteem underneath it all and seemed to be seeking revenge" (Vise, p. 90). "He recognized he was not sought after and hated many of the people he worked with; he felt superior but wasn't making it" (Vise, 2002, p. 90). Some former FBI colleagues commented that they perceived Hanssen as not fitting into the organizational culture of the FBI and wanting to get revenge from being subjected to what he perceived as his negative FBI organizational environment.

Hanssen is described as having lost control of his career and family because he was always being told what and how to do things. Vise noted that he regained control when he decided to turn to espionage work and spy for foreign governments. Hanssen's brother-in-law, also an FBI agent, reported his activities and suspicions to FBI leadership

who also failed to act upon the initial information. Hanssen explained his reasons for his acts of sabotage and becoming a spy, “fear and rage” and his rage at the FBI erupted each time he was passed over for a promotion” (Vise, 2002, p. 225). “He detested the FBI hierarchy” (p. 225). In essence, his spy craft trade and rage “decapitated U. S. leadership” (p. 90).

Gilmartin and Harris (2002) observed that

Police organizations must adopt a philosophy and implement management practices that are consistent for the entire community both inside and outside of the agency. Decisions, which are autocratic, fall short of fostering creative employees, which is necessary to make policing successful. Law enforcement personnel who have a heavy emotional and personal investment in the job with little or no control over factors affecting their jobs will become the most distressed. The result is employees acting out by sabotaging and passive resistance, knowing that dissention can bring sanctions for insubordination. Collaborative problem solving and teamwork require police managers to relinquish their power or status. Unfortunately, internal collaborative problem solving, partnership and empowerment are often seen as a threat to management’s authority, status and position. (p.3).

In a similar vein, Analoui (1995) noted in a study regarding workplace sabotage that some 65% of all acts of sabotage stemmed from discontent with management and a perception that it engages in unfair behavior towards workers. Bolman and Deal (1997) argued that a dysfunctional organization, regardless of its mission and competent employee talent, will not survive and will become ineffective; it is just a matter of timing.

This same argument is found in research presented by Byrne et al. (2002) in a *Business Week* special report article titled “The Crisis in Corporate Governance.” Many of the symptoms regarding bullying behavior that are presented in the article include descriptive relationships in the autocratic and intimidating workplace cultures that foster an environment of yes-men which is reported actually to subvert the organization’s checks and balances. Personal ambition and encouraging employees to focus upon self-interests and politics over teamwork are noted as detrimental to any organization.

The report concluded that fiscal and operational problems within corporate industry were attributed to poor leadership, and that in order to effectively produce a profitable business, leadership must encourage dissent by creating a culture of experienced critical thinkers who hold opposing viewpoints. “By advocating dissent, top executives can create a climate where wrongdoing will not go unchallenged” (Byrne et al., 2002, p. 78). Their investigation included a recommendation that leadership must create an environment where honesty and fairness is paramount and integrity must begin at the top of the organization.

U.S. News and World Report (USNWR; 2002) published a dedicated special investigative report titled “Secrets of the Secret Service: Critical Problems are Testing the Elite Police Force that Protects the President.” The report focuses upon abusive and bullying conduct of U.S. Secret Service (USSS) members and leadership. The USSS was created in 1865 as a tiny Treasury Department agency, and in 1900 the agency was given the added mission of protecting the president, vice president, retired presidents, and visiting heads of state. The agency’s official motto is “Worthy of Trust and Confidence.” “For more than 137 years the Secret Service has presented an image to the world of

bravery, excellence, and patriotism” (*USNWR*, p. 26). The agency rank and file has confided that a code of silence exists within the Secret Service. Presently, the agency presents a much changed image. According to a plainclothes agent, “It’s all smoke and mirrors. . . . We are like a giant ship teetering on toothpicks, waiting to collapse” (*USNWR*, p. 27).

Secret Service personnel are leaving the agency in record numbers to join other federal agencies, including the newly funded Transportation Security Agency (TSA), which oversees federal air marshals and security at airports. These departing agents include many retiring members of the Secret Service who become reemployed annuitants and can earn combined salaries of \$ 200,000 annually.

The TSA was initially under the leadership of former Secret Service Director John Magaw, who was asked to resign from the TSA. He was criticized for his leadership, which was described as empire building. He engaged in the reemployment of former colleagues from the Secret Service. His tenure characterized regal overspending at the TSA (*Newsweek*, July 29, 2002).

A recent article published by *USA Today* (2002) reported that record numbers of federal sky marshals were leaving the TSA, citing leadership problems and mistrust and criticizing the new organization’s context, development and management. Federal Air Marshals represented a diversity of backgrounds and experience, and the agency was filled with experienced federal officers from most federal agencies, from the military, and from among the civilian population. The TSA leadership took no responsibility for the resignations of their new employees or the operations of the newly created agency, but

rather, shifted the problems over to the employees and claimed that new air marshals were less than professional employees, Morrison, (2002).

Reporters for *USNWR* spoke to Secret Service personnel and state and local and federal law enforcement officials who interact with the Secret Service. Most of the Secret Service personnel, fearing retaliation by supervisors, spoke on the condition of anonymity, but provided sworn statements of their accounts. The magazine supplemented the information provided by their sources with records from property, death, divorce, police records, court pleadings, and other evidentiary documents.

USNWR described agency personnel involved in numerous problems referred to as “personal and professional lapses” (p. 29). These “lapses” involved arrests of agency officers and agents for a wide range of policy violations and federal and state law violations, including embezzlement, watching pornography on White House satellite televisions, having professional strippers inside government offices, stealing agency funds, alcohol related incidents, drug possession, sexual battery, threatening people with firearms, inappropriate relationships with informants, and other abusive conduct. Agency insiders reported that many internal problems are concealed by classifying them as management issues and thereby evade oversight by the Treasury’s Inspector General’s Office.

One example includes an agent on former President Ronald Regan’s protection detail is reported to have had sex with a 16-year-old girl and had given the minor girl tablets of methamphetamine after having hours of sexual relations. The girl’s father, a close friend, confronted this agent, and the agent drew his service weapon and threatened to shoot the father. Local police had to arrest the agent at gunpoint and had a brawl with

the agent in order to arrest him. Los Angeles Superior Court Judge William Pounders said, "In 18 years of being a judicial officer, I have never had another case involving so many violations of so many different laws by someone who should have been above reproach" (*USNWR*, p. 30). Prosecutor Richard Rosenthal said that in 15 years of being a prosecutor, "he [USSS agent-defendant] was the worse perjurer and lied repeatedly" (p. 30).

In another incident, Secret Service agents assigned to the 2002 U.S. Winter Olympics are alleged to have abused and threatened a citizen named Casey Clements, who complained the agents were drinking and having a party with underage females in a local motel room. Clements was threatened by an agent who threatened that "he'd throw me to the ground, put a gun to my head, and I'd be sorry" (*USNWR*, p. 34). Clements said, "The agents that threatened me, they were just, like above the law" (p. 34).

During the Monica Lewinsky scandal, *USNWR* (2002) alleged that a USSS supervisory lead agent who was the head of Hillary Rodham Clinton's White House Detail after serving on the President's Protection Detail, was involved in unprofessional conduct. According to that lead agent's divorce documents, the lead agent was accused of having an extramarital relationship with an employee at the White House who was the cousin of former President Clinton. The report goes further and includes allegations that a former Secret Service Director may have been involved in decisions to challenge the appearance and testimony of Secret Service agents before a the federal grand jury session that was part of the Lewinsky investigation. Former U.S. Federal District Court Judge and Whitewater Special Prosecutor Kenneth Starr focused on gaining information from the President's protection detail membership to piece together the activities and

whereabouts of Clinton during the allegations surrounding his behavior with Lewinsky. The Secret Service aggressively obstructed Starr's access to their federal law enforcement officers by asserting the claim that a protective function privilege should exclude any Secret Service Officer from being called to testify in any criminal matter of a USSS agent's observations in the course of their federal law enforcement functions. The U.S. Supreme Court rejected that assertion, and Secret Service Officers appeared before the grand jury.

USNWR (2002) said that their reporters found information that led to the claim that top leadership in the Secret Service participated in alleged indiscretions between agency leadership and White House personnel. In sworn statements by Secret Service personnel, one top manager in the agency received a promotion in spite of his personal indiscretions, and many officers believed these extramarital affairs could become public if they were forced to testify before the federal grand jury. The top leadership within the Secret Service and White House Staff has denied any of the allegations, but one former staffer who was alleged to have been secretly dating a Secret Service agent, has been reported to have married that agent after his recent divorce. In another note, former Whitewater prosecutor Soloman Wisenberg rejected some of these claims. Wisenberg stated, "That's preposterous." He also said, "It was never a part of our mandate to look into the sexual peccadilloes of Secret Service employees" (*USNWR*, p. 28).

Insiders at the Secret Service have stated that the agency predecessors determine a rise into agency leadership positions. Presently, Brian Stafford is the director of the Secret Service. According to a former White House staff member's deposition, Stafford is alleged to have had a relationship with that same staff member (*USNWR*, 2002, p. 28).

In a prior incident, current agency director Stafford is alleged (prior to agency directorship) to have used his influence as a high-ranking law enforcement official to intervene in a criminal investigation involving the brother of the agency's (USSS) second highest ranking (Assistant Special Agent in Charge) agent in charge of a large field office. The allegation refers to the USSS leadership using their authority in a bullying and intimidation fashion to have local police drop intentions to charge the brother of a secret service agent with criminal activity. *USNWR* described that Stafford is alleged to have intervened on behalf of the brother under investigation and told the investigating agency "if they ever expected the Secret Service to refer another case their way they should turn the brother into a cooperating witness," instead of a criminal defendant (p. 29). The *USNWR* journalists indicated in this story that

"The other law enforcement agency felt like they had little choice (perception of professional courtesy) and did not need another cooperating witness. When all these USSS officials and officers sat down to speak with the brother of the agent at the local Secret Service Office, they observed many presidential pictures plastered on the interview room walls and learned that Stafford [to become agency director] was soon "on his way to Washington" (p. 29). The readers were left with the silent perception and impression that Stafford would be an individual with power and influence in Washington DC.

USNWR (2002), in this special investigative account, expressed that the agency lacked oversight and accountability, noting that many times the agency used the office of internal affairs "to sweep problems under the rug to prevent the Treasury Departments Inspector General from opening and conducting investigations" (p. 36). Many employees

claim “a double standard exists within the agency if you have relationships with Secret Service brass” (p. 36). “If you have a hook, the saying goes, you can sometimes get off the hook. If you don’t and you incur the service’s wrath, beware” (p. 36). In another incident, now in a civil suit, the report alleges that a former agent was in the hospital and the Secret Service asked the wife of another USSS employee to steal hospital records from that hospital (where she was coincidentally employed) so that they could obtain access to the hospitalized employee’s confidential medical records and the patients condition.

This article (*USNWR*, 2002) also discussed a recent class action civil law suit filed by 250 agents of the Secret Service whereupon these agents claim that the agency had engaged in a systematic scheme to discriminate, harass, and exclude minority employees from agency benefits and career enhancement opportunities. The suit alleges that overt acts of racism go unpunished and the environment is one of a good old boy’s culture, according to attorney Ronald Schmidt, USSS Bias Law Suit, (2002).

In support of effective leadership models within all organizations, the United States government is provided with visionary educational programs available from FPMI (www.fpmi.com) June 12, 2002 and the Leadership College sponsored by Department of Agriculture (www.departmentofagriculture.gov) June 12, 2002 which includes hundreds of professionals with extensive experience in leadership and management interfaced with the Provant Corporation, a respected international training company. These organizations offer one stop resources for all federal agencies by providing technical services, executive consulting services, conferences, books, newsletters, training opportunities, research services, news archives, publications, insight, human resource assistance,

literature and mentoring educational programs to all government agencies. These programs provide the most current and progressive visionary ideas pertaining to designing and operating government agencies to be effective and empowering employees and management into supportive teams.

The Mercatus Center Government Accountability Project (2002) at George Mason University under the Government Performance and Results Act of 1993, conducts research and surveys of all government agencies and publishes a score card on each of the organization's functions. In the Annual Performance Reports of 2001 (scorecard) the 24 most significant federal agencies showed no improvement in quality in FY 2001. The project authors noted that the generalized failure to improve the quality of the reports is disappointing and troubling because the American people are entitled to know what benefits they have received from their government's activities, and annual performance reports are important for agencies to communicate their activities and functions to citizens and policymakers.

Most of the public has a perception that federal law enforcement agencies are the elite and premier investigative organizations who represent the best and brightest unbiased federal officers. By legislative intent, design, and statutory authority, these agencies are permitted and encouraged as the United States' domestic front line defense to challenge the status quo of any group(s) of individuals involved in sensitive matters involving wrong doing, criminal activities, or threats to the national security of the country and its citizens.

In a 1998 employee survey conducted among federal agents employed by the United States Fish and Wildlife Service (USFWS), law enforcement service employees

reported that leadership within the organization lacked competent direction, and very few managers had the required experience to lead the agency. USFWS special agents asserted that upper managers were more concerned over their own career ladders and made decisions based upon political affiliations most favorable to their future within the organization. Employees expressed concern over their employment (reprisals) if they complained about the practices within the agency (PEER, 1998).

The U.S. Immigration and Naturalization Service and U.S. Border Patrol are two federal law enforcement agencies mandated to have the responsibility for ensuring that the United States is safe internally and at its borders from illegal foreign immigrants and visitors. Shortly after the terrorism acts committed by foreign nationals that occurred on September 11, 2001, U.S. Border Patrol Agents protecting the United States borders at the U.S.-Canadian border made complaints that they were unable to do their jobs. These federal law enforcement employees cited that 20 field agents were attempting to protect 804 miles of waterway and shoreline between the U.S. and Canada with one working boat, several damaged electronic sensors, and a broken remote surveillance camera. Agents were being ordered by their management to release certain detainees because the Border Patrol did not have its own detention facilities, and agents were being ordered to process illegal Mexican immigrants caught at the Detroit Metro Airport instead of guarding the border against potential terrorists.

Border Patrol agents complained to the agency leadership that domestic security was less than adequate. Those agents found themselves being bullied and targeted by management and labeled as having engaged in acts of disloyalty for their concerns and complaints. As a result, the agents were reassigned, lost pay, and were to be suspended

for their complaints. Senators Charles Grassley and Carl Levin stated that they were shocked and angry over the treatment of the agents by the leadership at the Border Patrol. Both Senators intervened on behalf of the agents and wrote a letter to the Commissioner of the Immigration and Naturalization Service James Zigler, stating “based upon this situation, it appears that some managers at the INS and Border patrol are more worried about suppressing embarrassing information than enforcing immigration laws and protecting the nation’s security” (Federal Employees News Digest, May 13, 2002).

Most recently, FBI attorney agent Coleen Rowley authored a memorandum in the aftermath of the terrorist attacks of September 11, 2001 to top FBI officials and members of Congress citing that many FBI managers were fostering an organizational culture of fear within the ranks of the agency. She wrote

a climate of fear has chilled aggressive FBI law enforcement action/decisions. . . . FBI headquarters is staffed with a number of short-term careerists . . . there is unevenness in competency among headquarters personnel . . . The ranks of FBI management are filled with many who were failures as street agents. (Time, 2002, p. 30).

She accused senior management at the FBI of sabotage in oppressing field agents who sought to search for records from a suspected terrorist who has been identified as an active participant in the terrorist acts in New York and in Washington DC. Rowley wrote that her concerns for integrity within the agency has been called into question and stated

I have deep concerns that a delicate and subtle shading/skewing of facts by you (FBI Director Robert Mueller) and others at the highest levels of FBI management

has occurred and is occurring. . . . I think your statements demonstrate a rush to judgment to protect the FBI at all costs. (Time, 2002, p. 32).

Rowley has acknowledged writing the above memorandum in the early morning hours because she could no longer sleep and cope with what she perceived as personal integrity issues and anger motivating her to complain about what she considered endemic within the ranks of the FBI. Recognizing that she could jeopardize her 20-year career, she asked in her memorandum to be considered a federal whistle-blower and requested protection from retaliation from the FBI leadership and “casts a searing light into the depths of government ineptitude” (p. 26) for her disclosures. Rowley charges that “career enhancement supersedes law enforcement concerns at the headquarters, which is staffed by agents with little field expertise serving short 18-month terms and others so eager to rotate out to the field that they keep their heads down” (p. 32). FBI Director Mueller has acknowledged his institution is broken. He is quoted as saying that “I am convinced that a different approach is required and there is no room for the types of problems and attitudes that could inhibit our efforts” (p. 32). Rowley, supported by longtime field agents is appalled by the FBI’s plan to create a “new flying squad of terrorist specialists based in Washington DC, noting that anything that shifts more power to the Hoover Building will only reinforce the culture of fear and indecision that the hijackers managed to exploit” (p. 32). Rowley wrote to Mueller that “your plans for FBI headquarters’ ‘super squad’ simply fly in the face of an honest appraisal of the FBI’s pre-September 11 failures” (p. 32). Because the memoranda was written from within the organization, her letter “amounts to a colossal indictment of our chief law enforcement agency’s neglect in the face of the biggest terrorist operation ever mounted on U.S. soil” (p. 27). Senator

Charles Grassley offered written assurance to Rowley that her job would not be jeopardized if she cooperated with the Senate's investigations. Grassley warned FBI Director Mueller to ensure that "there is no retaliation" against Rowley.

In a personal interview, Federal Law Enforcement Officers Association (FLEOA) General Counsel Attorney Lawrence Berger (personal communication, September 3, 2002) provided his viewpoints regarding the subject matter of bullying from his perspective and 12 years of experience as an attorney representing the FLEOA advocacy membership of over 18,000 federal agents. Berger acknowledged that bullying is a significant problem found in federal law enforcement agencies. He noted that he has received these types of complaints during his tenure and has represented agents with these types of employment issues. Federal law enforcement employees report that manager's micromanage, scream, yell, intimidate and scare many employees. Being exposed to bullying and abusive behavior under the authority of agency leadership can destroy an agent's career and turn the organization into an adversarial public agency. Berger described the agent workforce as frustrated with no mechanism to protect them from being exposed to abusive behavior. Positive coping strategies are practically nonexistent in most agencies and none have any policies or training addressing the problem. It is an "all or nothing" attitude, and it hurts when an employee encounters the bullying manager and learns that few remedies really exist to assist the agents overcome the destructive behavior.

Attorney Berger (personal communication, September 3, 2002) stated that he receives over 400 complaints weekly from federal agents making complaints related to their employment status in their respective law enforcement agencies. All federal

agencies are involved in bullying and abusive management, according to Berger. He has found none that are exempt. Many of the larger, well-known agencies have more agents, and therefore more complaints are received.

Berger (personal communication, September 3, 2002) noted that law enforcement tends to be territorial and does not like to share or communicate with others, including those within the same occupation. He presented evidence from research conducted by the investigators looking into aircraft accidents. This research suggested that a hierarchy existed in the cockpits of aircraft between the pilot and copilots and was found to contribute to a fear to speak out and discuss problems regardless of the onset of danger during flight operations. This has been an attributed cause of crashes and fatalities. The mentality of not being able to challenge the captain has since been revised.

Attorney Berger (personal communication, September 3, 2002) cited the many complaints received by the EEOC and stated that many of the issues outlined in those complaints are not under the jurisdiction of the EEOC. An interesting point he made was that it is not the original complaint that becomes the problem but rather the retaliation and reprisals that occur after employees file complaints against their agency leadership. These reprisals are often subtle and hard to prove and include exclusion from agency opportunities, transfers, job assignments, lower performance ratings, assignment of cars, and training opportunities as examples. The agency managers can promote retaliation by finding ways of using agency policies and rules to make life miserable for employees.

Federal law enforcement officials are functioning in a biased environment and assign blame to their employees without understanding the value of human capital. "You can't simply send an employee to a weeklong school and expect them to become an

effective leader within the organization” (Berger, personal communication, September 3, 2002). It must be a commitment and an investment in the long-term outcome of becoming a true leader.

Berger (personal communication, September 3, 2002) presented the overview that in his experience and observations, federal agents identify with their occupations. In other words, the men and women who are employed in federal law enforcement jobs are educated and professional with a deep sense of commitment to their jobs. They often find themselves identifying with their occupations, and it could be described as a unique membership law enforcement culture.

The problem of bullying within federal law enforcement is a management and agency leadership problem that Berger (personal communication, September 3, 2002) described as a crisis situation. He stated that bullying federal law enforcement employees in particular is part of an ethos described as a “divide and conquer mentality in management of human capital” (Berger). He said he does not understand why management treats and exposes their human capital to such negative, abusive, and counterproductive behavior. Because agency managers use an approach that attacks the individual instead of the problem, “these agents are subjected to this type of management and they lose their dignity” (Berger). That results in extraordinary demands placed on employees who tend to view themselves as victims in the workplace. The victimized employee finds him- or herself targeted by managers and feels separated, isolated, and excluded from opportunities within the agency. This type of behavior leaves the employee feeling fearful and intimidated. He thinks this style may be attributed to applying law enforcement (police) techniques to human resource and personnel issues.

In Berger's (personal communication, September 3, 2002) observations and experience representing the agents in various administrative and legal issues regarding their employment status, he has found that federal agencies promote people into their leadership positions who have no experience in how to effectively manage people or organizations. These promoted leaders seldom have behavioral science or any academic or practical background or experience in the use of positive role modeling and mentoring skills. "These managers utilize their police training and investigative techniques to crime as street agents to dealing with criminals and apply those same bullying interpersonal skills to the agents within their own agencies" (Berger). They simply treat agents like criminals by using threats, intimidation, and bullying and manage human capital by fear to achieve their goals. Employees become their agency targets, and within the agency, the bullies are located in top positions and range all the way down to the first line supervisory agent level. "You can't treat people [employees] as if you are a cop, you need real people skills" according to Berger.

Attorney Berger (personal communication, September 3, 2002) noted that agency leadership and its managers have a built-in advantage, which leaves the culture one of unresolved conflicts. Because of these challenges, employees are not embraced in an organizational culture of communality, but rather one based upon legality. The process of challenging punitive actions against employees is designed to be ineffective, and resolutions are not in favor of the injured party. Berger asserts that grievances, objective oversight, and EEOC reviews are a waste of time. None of the MSPB reviews and actions are effective, and over 85% of actions against employees are affirmed by review of various government agencies. Berger has found that leadership within many federal

agencies is not really accountable to anybody within the government. These advantages place the employer in the position of power within the organizational context of the workplace.

Berger (personal communication, September 3, 2002) stated that any reference to workplace conflict arising from management's point of view is an overly legalistic and formal culture with no real remedies. Instead, it is an illusionary impression provided to the public and employees. He noted that the process is expensive and stated that employees could become less productive or leave the agency and the process outcomes are very expensive. He perceived much of the problem as related to a situational values system problem that is reinforced by the organizational culture within the agency. This type of learned behavior tends to breed others to act and promote the bullying behavior already layered within the organization.

The "agents are being deceived by believing the agency is a community, but rather that perception is nothing other than fiction," according to attorney Berger (personal communication, September 3, 2002). Berger cited the controversy surrounding the new TSA, which oversees the security at airports and the federal air marshals. Berger stated that TSA is falling apart due to the treatment of employees by its agency leadership. He noted that managers are being taught to use intimidation and fear to manage their workforce, and those employees are rejecting that management style.

Berger (personal communication, September 3, 2002) offered suggestions for a paradigm shift in federal law enforcement leadership by educating employees to become real and effective leaders by focusing on psychological and behavioral sciences to promote a positive and empowering culture respectful of human capital. Utilizing

ombudsman programs; liaison; and upward, downward, and lateral communications between all members in a supportive workplace would be an initial strategy toward replacing the old style of management with a modern, productive, and effective organization (Berger).

These case reports point to problems with bullying in several federal law enforcement settings. In particular, the behavior known as *whistle-blowing* seems to be associated with reprisals that take the form of bullying. Individuals who violate the unwritten rules of behavior within an organization also seem to become targets.

Breeding (1995) refers to these individuals as cultural norm violators. Although federal law enforcement agencies seek out and recruit critical thinkers as their employees, it appears that an examination of the data suggests that juxtaposition exists. Studies that examine bullying in federal law enforcement appear necessary in order to examine the extent of this problem and to improve our understanding of the causes and effects of bullying behavior in this setting. In the final analysis, it appears that bullying behavior has contributed to destruction of individuals and business operations (Neuman & Baron, 1998).

The examples of bullying behavior are described in books and public statements by former and current federal law enforcement officers: Levine, 1990, 1993; & Horn, 1997; Probst, 2001; Magnuson, 1996; Catalan, 2001; Aldrich, 1996; Whitehurst (Thomas & Mills, 1995) along with Vise, (2002) seem to confirm that bullying takes place within federal law enforcement agencies, and it is attributed to agency leadership.

Additional confirmation is found by statements made by a former FBI Director, Louis Freeh who served as a field agent, federal prosecutor and U.S. District Court Judge

who said, “the FBI is facing a serious problem of management and integrity” (Vise, 2002).

FBI Special Agent-Attorney Rowley affirmed what each participant reported, but also accused her own agency of filling the leadership ranks with inexperienced careerists, and this attributed to an ineffective and self serving group of managers at the FBI, (*Time*, 2002).

Numerous civil class action lawsuits have been filed in recent years by hundreds of federal agents against agency leadership and individual managers for harassment, discrimination and exclusionary and bullying type tactics designed to keep employees from career enhancement opportunities.

The Present Study

This study is an attempt to obtain more objective and quantifiable information about the phenomenon of workplace bullying in federal law enforcement. The preceding literature review has uncovered a number of important facts that provide justification for further research in this area:

1. Bullying is a serious problem with a high cost to individuals, organizations, and society.
2. Bullying seems to be fostered by the atmosphere in certain types of organizations, particularly organizations that have an autocratic power structure.
3. Bullying can be distinguished from leadership, which has a positive effect on organizations, in contrast to the negative effect of bullying.
4. Bullying has not been widely studied, and in particular, there are no systematic studies of bullying within law enforcement environments.

5. Bullying in federal law enforcement is a potentially very significant problem, about which little information exists.

The present study explores the phenomenon of workplace bullying in order to lay the groundwork for a larger body of research that can be used to improve our understanding and find solutions for this potentially damaging phenomenon.

Chapter Three

Methodology

Introduction

The review of related literature indicates that the function and leadership of federal law enforcement agencies has yielded a less than optimum organizational culture. This researcher selected to use a phenomenological qualitative exploratory study to capture the perceptions of former employees in the field of federal law enforcement to determine whether they respond positively to being exposed to bullying behavior during their careers. This exploration of the perceptions of men and women occupying these jobs can provide rich data from their observations and case examples. Highlighted will be certain social interactions, which can be observed and present issues, which could be construed to impede the progress of federal law enforcement organizations. In such studies it is important to develop an understanding of the complex social interactions, motives and perspectives that provide law enforcement organizations its foundation for success.

This research was carried out over a 3-year period, and involved extensive interviews, literature reviews, and document analysis. But much of my involvement and knowledge on this subject matter has been an evolving process covering some 27 years investigating criminal activity. I have tenure of 27 years as a law enforcement officer with investigative experiences covering most criminal and civil violations of law. This experience provided me with access and an organizational understanding as it relates to the culture of law enforcement officers.

The choice of qualitative research for this research project is appropriate because individuals' perceptions of the realities of their lives compose their interpretations of the truth of their experiences. Merriam (1998) stated that qualitative research is "based in that reality that is constructed by individuals' interaction with their social worlds. Qualitative researchers are interested in understanding the meaning of what they have constructed" (p. 6). In order to understand the meaning people make of their experiences, Glense and Peshkin (1992) and Creswell (1998) asserted that the researcher must collect data that will give a rich description of the phenomenon under investigation. In addition, Lofland and Lofland (as cited in Babbie, 1998) suggested that the study of people's roles and behavior associated with those roles is a valid area for qualitative research study. Miles and Huberman (1994) added that "qualitative data, with their emphasis on people's lived experience, are fundamentally well suited for locating the meaning people place on the events, processes, and structures of their lives" (p. 10).

Bucholz (1999) and MacLaren (1980) recognized that participant interviews are thought to be powerful instruments for exploring complicated emotions and lived experiences. In that context, individuals have made some sense of their perceptions of their experiences by a narrative explanation. Further support in the use of qualitative research provides additional evaluation strategies that include creditability, transferability, dependability, and confirmability. This study employed the process of member checks, reflectivity, and triangulation for interviews to affirm their reliability. The participants have provided very detailed, candid and open responses. All gave thoughtful, insightful critiques of incidents, including self-disclosure and self-criticism.

Little research exists that focuses on bullying behavior through the perceptions of law enforcement officers as it relates to their employment as government agents. An examination into the perceptions of bullying within federal law enforcement agencies will provide the law enforcement community with an understanding of employee-management perceptions and experiences reported by the participants. It will also provide opportunities for identifying areas to consider coping strategies for prevention and training programs designed toward education with a focus on eliminating bullying behavior.

A qualitative design was selected as the appropriate method of investigation for this study because each participant holds a particular assessment encased in their careers, and can provide rich descriptive data for analysis. As previously noted, participant feedback is important in the validity of the particular research project under investigation.

The organizational culture and leadership style within law enforcement organizations calls to question the effectiveness of the operations of law enforcement leadership within those agencies. The researcher plans to conduct future studies to determine how law enforcement organizations can become more efficient, functional, and fiscally responsible for outcomes produced by styles of positive and accountable leadership methods.

Social scientists Taylor, Lewin, McGregor, Emery, and Trist as reported by Weisbord, 1991 are known as experts and noted reformers for issues involving organizational leadership. These scientists provided research and have been regarded as managerial innovators of the labor management movement, and certify that an extremely antiauthoritarian managerial approach and personal fulfillment in the workplace

community are the only mechanisms to foster and promote cooperation in the workplace. The growing trend of social and fiscal responsibility among government positions top leadership to consider appropriate decision making and accountability to society and the government. Considering the human capital and economic costs for workplace bullying, the behavior creates a negative draw on resources.

Participants

The eight participants in this study lived in various geographic areas and are former federal law enforcement officers. Participants were previously employed in conducting domestic and foreign criminal investigative work in the following (but not limited to) governmental agencies: the FBI; the U.S. DEA; the U.S. Customs Service; the U.S. Postal Inspection Service; the Naval Investigative Service; the Department of Alcohol, Tobacco, and Firearms (ATF); the U.S. Secret Service; the U.S. Immigration and Naturalization Service; the U.S. Marshal's Service; and the Internal Revenue Service. Participants include supervisory and nonsupervisory agents and officers, both male and female. The rationale for selection of the participants takes into consideration their status as former professional investigators with extensive years of service and diverse experiences in federal law enforcement including domestic and foreign assignments.

The sample participants were selected through professional association membership in the Federal Law Enforcement Officers Association, a private nongovernmental, nonunion, advocacy, and not-for profit organization representing federal agents.

As part of the selection process, participant demographic surveys (see Appendix D) have been provided to former federal law enforcement officers who have been

identified from professional affiliations and fraternal organization membership as noted above. Those surveys required prospective participants to identify whether they perceive they have experienced bullying during their careers.

The selected participants were employed as professional career criminal investigators employed in various federal law enforcement agencies of the federal government and selected because of their former status of being employed as federal law enforcement officers. Eligibility of participants in this study required them to have been employed as a federal law enforcement agent or officer for a professional period of ten career service years or longer. All participants must have been disassociated from their agencies for a period of ten years or less. In addition, they must have admitted they have experienced what they perceive as bullying behavior in their careers. All other subjects would not be qualified as participants in this study.

This particular group of participants consisted of experienced (objective fact finders) career federal law enforcement agents and officers with extensive investigative experience conducting high-level complex violations of federal crimes throughout the world, and an intuitive specialization for piecing together fragmented information to make logical conclusions and seeking out the truth.

Instrumentation

The methods used to collect data included in-depth formal interviews, which followed a specific interview protocol. In order to outline the extent of the problem, the participants were interviewed regarding their exposure to bullying behavior in their federal law enforcement careers and their perceptions of that experience.

The researcher conducted interviews with each participant in a mutually agreeable location. All interviews were tape-recorded and transcribed along with the investigator's comments and observations. Field notes were collected during and after each interview to create rich descriptive data during the interviews. Clark (1958) suggested this technique of melding as many forms of content analysis as possible to yield the most accurate interpretations.

Qualitative research is used to describe the personal experiences of participants based upon their exposure to individual and group observations (Miles & Huberman, 1994). No particular federal law enforcement agency was singled out and selected for this study, but rather, former federal law enforcement agents and officers from various agencies were used to determine whether bullying behavior was perceived in those agencies during their employment.

Validity

The credibility of qualitative research is demonstrated by providing as much corroboration and verification from various sources as needed to draw an accurate conclusion. As explained by Maxwell (1996), validity refers to "correctness or creditability of a description, conclusion, explanation, interpretation, or other sort of account" (p. 87). He outlines three areas of concern to validity: description, interpretation, and theory. Using Maxwell's three typologies, this researcher outlined the process of corroboration to reinforce validity in this project.

The researcher in this study conducted one-to-one audiotaped interviews of the participants, with the exception of 2 participants. These 2 participants fully agreed to participate, but felt uncomfortable being tape recorded. Prior approval from my

dissertation chairman and dean of the college was obtained as an exception to being audiotaped. The researcher took verbatim notes from these two interviews, and then provided the participants with those notes for review and corrections. Verification as to the content of their interviews was corroborated and met with all their perceptions as they explained those to the researcher during the interviews. All the interviews were transcribed by the researcher and were reviewed on four occasions and the transcriptions were reviewed several times in preparation for coding of the data. The researcher personally coded each interview for the final analysis and detailed handwritten field notes were prepared during the interview and organized for inclusion in the final analysis coding, and findings. Additional detailed audiotaped notes were taken by the researcher immediately following each interview. The filed notes were then transcribed and organized for inclusion in the analytical coding and findings.

The main threat to valid interpretation is imposing one's own framework or meaning, rather than understanding the perspective of the people studied (Maxwell, 1996). This includes two areas: (a) failing to take note of participants' meanings and (b) asking closed, leading, or short answer interview questions that significantly impair the participants' ability to reveal their perspective. This project was designed to address both issues. The researcher used open-ended questions (see Appendix E) to eliminate the deficiency of leading, closed-ended, or short-answer questions. Using data-rich field notes along with audiotaped and transcribed interviews permitted the researcher to explain meaning in the words of the participants.

This researcher also used member checks, described as "systematically soliciting feedback about one's data and conclusions from the people you are studying," and

reported as the single most important way of ruling out the possibility of misinterpretation of the meaning what participants say and the perspective they have on what is going on (Maxwell, 1996; Lincoln & Guba, 1985). Maxwell (1996) cautioned that it is important not to assume that the participant's pronouncements are necessarily valid; their responses should be taken simply as evidence regarding the validity of your account. The findings of this research included the use of member checks conducted at the conclusion of the interviews.

The researcher contacted each participant personally and systematically sought clarity to major themes developed from the interview. To further minimize threats to validity, the researcher solicited feedback from sources familiar with the area of study, as well as individuals who were unfamiliar with the area of study. It is important to note that member checks were not conducted until all interviews were obtained, transcribed, coded, and analyzed. Maxwell (1996) noted that the research could become biased if you were to reintroduce things in the course of a study, which may cause the participants to change their perceptions and behaviors. The researcher was careful not to ask leading or closed-ended questions during the member checks. The researcher followed an outline of areas that needed clarification, and then documented the changes for later review and inclusion.

Maxwell's third and final typology is identified as theoretical validity, described as failing to collect or pay attention to discrepant data or failing to consider alternative explanations to the phenomena. The researcher utilized all data gathered (audio recordings, transcriptions, data-rich field notes) to come to the findings. Discrepant data is noted, and can be found, in the findings of this study.

Miles and Huberman (1994) cite paradigms to eliminating or minimizing researcher bias. The area of the researcher bias notes two key areas: (a) researcher's effects on the site and (b) effects of the site on the researcher. This study avoided biases stemming from researcher effects on the site by clearly establishing, with each participant, the intentions of the study. This was accomplished through the study's methodology. A clear understanding of the area of research interest was described in the first informal contact made by the researcher, followed with a detailed initial contact letter (see Appendix A), further supported by informed consent (see Appendix B) and Appendix C), and fully discussed and reinforced prior to the actual interview.

This research project avoided bias from the effects of the site on the researcher in that participants were drawn from a variety of backgrounds as supervisory and nonsupervisory federal agents and were included in the study because of their total career experiences. Numerous times the nonsupervisory agents were required to serve as relief or acting supervisors for extended periods of time in the absence of the designated supervisor or manager.

The researcher utilized triangulation to come to the findings. The several data sources include the use of audiotaped transcriptions, data-rich field notes, and member checks. Also minimizing the effects of the site on the researcher was the use of well-grounded open-ended interview questions. Participants were asked each of the 10 interview questions found in Appendix E, allowing for flexibility in the questions while maintaining the focus of the research. The interviews were comprised of unstructured, in-depth and open-ended questions.

Miles and Huberman (1994) identified qualitative components of reliability as confirming ability and dependability. Validity was then addressed as credibility and transferability. This researcher used these components in an attempt to strengthen reliability and validity. The issues of credibility and transferability were discussed at the beginning of this chapter.

In regard to reliability, confirmability addressed the issues of neutrality and the recognition that researcher biases exist. The researcher in this study provided detailed methodological and procedural outlines sufficient to establish an audit trail for replication at another time by other researchers. All data was retained for reanalysis by other researchers. Dependability was derived through the use of clearly designed interview questions focused directly toward answering the research questions. The findings did exhibit patterns and themes within the participants and across the group.

Analysis

As I progressed in my interviews and investigation, I continually had to ascertain the veracity of the information developed. Having years of experience as an investigator, and having been aware of many of the issues surrounding this topic, my experience aided me in my analysis of the facts.

Researchers must be aware of researcher bias and implement controls to minimize this concern (Maxwell, 1996). Bias can result in flawed results and threaten the outcomes of the study. The validity of qualitative research can be threatened by bias of the data is selected on preconceived theories that fit the researcher's viewpoint and those selections stand out (Miles & Huberman, 1994; Maxwell). Additionally, if research questions are influenced by the bias of the researcher, the study can become invalid. This process of

reactivity permits the researcher to influence the study by capturing certain reactions from the participants (Maxwell, *ibid*).

Interviewing, observation, and document analysis are accepted components in qualitative research. Creswell (1998), Glesne and Peshkin (1992), and Merriam (1998), have advocated the use of all three techniques in order to triangulate data so that the truth of the experience can be discovered as completely as possible. Interviews allow the researcher to inquire about what he can or cannot see or about events that happened in the past. Observation allows the researcher to see the phenomenon in action directly, and document review gives insight into the background and products of the phenomenon in question. By using all three, this researcher was better able to draw conclusions that are valid and reliable.

This study required me to ask very crucial questions such as: Have I seen the events accurately? Did it actually take place as it was reported to me? Was the information a result of direct observation or was it a result of hearsay? What, if any, relationship with the interviewee would lead them to give me one account and someone else another? Are there any motivations that I have not uncovered? Am I being self-serving? Is the research objective, above-board, and nonprejudicial in those observations? Are the observations consistent in spatial-temporal assertions? Have enough participants been polled for an accurate study? All this corroboration and member checking is recognized as supporting the strength of the validity of qualitative research according to Lincoln and Guba (1985), Maxwell (1996), and Miles and Huberman (1994).

The researcher assures that the following protocol was observed during the interviews:

1. The maintaining of a personal journal for documenting and reflection of the researcher's thoughts and comments.
2. The recording of the interviews of the participants and the use of verbatim transcripts to cross-check the answers provided by the participants.
3. The use of member checking to verify the information and ensure accuracy.
4. The use of open-ended questions during interviews of participants to minimize leading questions. Any new information was included with the following interviews to determine whether the same information is of concern to the participant.
5. The use of testing to verify researcher conclusions by questioning data that challenge the findings.
6. The use of memo writing as a method to record reflections and analytical insights of the researcher.

Miles and Huberman (1994) emphasized using qualitative research to capture the real life rich data from lived experiences of the participants. Considering this approach, qualitative research is flexible to permit collection of that data for the designed research project.

The cornerstone of research includes ethical considerations to protect the psychological and physical health of research participants. This task is accomplished by maintaining participant confidentiality. The researcher took special precautions to protect the participants. The researcher fully disclosed the role of the participant to each

volunteer along with his or her rights and participation during this study. All participants received a consent form outlining their rights and the researcher's responsibility for protecting their identities (see Appendix A). Each participant was provided with a clear understanding on the area of research to be conducted by this researcher supported by informed consent (see Appendix B).

The researcher took precautions to maintain the confidentiality of all participants and their former agencies. Each participant was assigned a number to be used for identification purposes. This form of identification was the only measure of identification used in interviews, demographic data sheets, transcriptions, study results, or in any other data collected for this study. All raw study data, names, and number codes identifying the participants were stored in a secure, locked container maintained by the researcher, and he was the only person with access to that information. During the absence of the researcher, all data was secured in a portable locked container, and the researcher was the only person with access to that facility. In addition, all research analysis regarding the study, including data for participants, agencies, and review of records were numerically coded. All records remained the sole property of the researcher, and upon completion of the study, the researcher destroyed the participant data.

All research participants received an electronic copy of the findings and general study results at the conclusion of the research project. The researcher will honor any participant requests for an electronic (duplicate) copy of the final approved dissertation project. The researcher will remain vigilant for verbal and nonverbal indicators associated with reactivity and how that affects participants. In the design of the study, the researcher

removed any reference to power-based influences, titles, and seating arrangements to remove any incongruent associations between the researcher and participant.

I am hopeful that the careful scrutiny has not produced any false conclusions. In the end, it is up to the reader of this study to decide whether, in utilizing the questions and investigative design, I have succeeded or failed in my investigation (Merriam, 1998).

Chapter Four

Findings and Participant Perspectives

Findings

In the related literature, workplace bullying is reported to be an emerging phenomenon. Violence has been shown to be a behavioral outcome produced from workplace bullying, and thousands of workers are murdered annually in situations which arise from workplace conflicts. Because bullying remains elusive and yet destructive, it deserves to be researched to help others understand the dynamics of the behavior as a means for identifying, preventing, and coping with bullying behavior.

Prior approval was obtained from my committee chairperson to use telephone interviews with several of the participants. In addition, two of the participants agreed to participate in the research project, but declined to be tape-recorded (see Appendix C). With the exception of the above noted participants, all of the participants signed informed consent waivers to audio-record, and this researcher fully discussed the research with all participants prior to their actual interviews.

Each participant interview was conducted with the researcher in a one-on-one setting. The audio recording was utilized to document and validate the research for review and future replication. As noted exceptions, where participants resided far outside the reasonable commuting area for the researcher to travel, all interviews were completed as personal interviews. The few exceptions were completed by telephone and recorded utilizing the same protocol as all other participants. An exception was granted for those telephonic interviews from the researcher's chairperson.

Although separated from government service today, those participants cited their past experiences in law enforcement and would not agree to having a recording made because those recordings could be obtained and reviewed by some governmental agency at a later time. These former agents expressed some fear that they might possibly be in jeopardy if they permitted the researcher to record their interviews. In these two cases, the researcher took verbatim notes of the interviews and provided those notes to each participant who reviewed their information and made appropriate revisions. This request was necessary because these particular participants were recognized as having admitted that each had been significantly impacted both professionally and personally by the descriptive bullying behavior they discussed in their interviews. Some of these participants have recognized the effects of bullying and have become members of advocacy groups pursuing education and legislative efforts to identify and prevent such behavior within the workplace. These few participants lived far outside a reasonable local commuting area for this researcher to travel to complete a face-to-face interview. However, the same research and investigative processes have been followed for all the interviews in conducting this qualitative research, as suggested by Maxwell (1996). No special deviations were employed to accomplish these telephone interviews, and all interviewees were treated the same by the researcher. The participants were coded to protect their identification, and the researcher maintained those records in a secure location.

Interview of Participant 1

This interview took place in a private office after working hours during the work week. Participant 1 (P1) and the researcher held the interview in a private office with no

interruptions or distractions. P1 was well-groomed and neatly dressed in professional business attire. The participant had an excellent command of vocabulary and had recently graduated with a second master's degree. P1 demonstrated an articulate, positive self-assured image and was an upbeat personality. The researcher found that P1 had a direct approach and mannerisms and was focused on the subject matter for the interview. P1 agreed to participate in the research project because of personal experience of bullying in the workplace and observation of similar bullying behavior being directed towards coworkers by agency management. P1 had immediate recall of incidents of bullying, expressed anger over watching other employees being subjected to bullying by management, and felt compelled to do something to intervene in support of the bullied employee. P1 told the researcher that in order to effect any change in behaviors, it is necessary to generate awareness (educate) towards the issue, and that is accomplished by helping others recognize bullying, cope with the situation, and develop strategies to overcome and eradicate unwarranted behavior.

P1 gave a career overview as a federal agent, telling the researcher that he had been employed for 25 years as a federal agent. This participant's personal interpretation of bullying was

When someone in their position of authority abuses or misuses their power. In fact, in my experience, the bullies who have a tendency to bully are primarily people who have official authority, people who have management titles, and they worry a lot about that. In fact, I think they overreact to that and they worry about it too much. They seem very concerned about the fact they're dealing with a workforce that has, uh, you know, firearms available.

P1 admitted that during a career as a federal agent he had personally experienced bullying and also observed coworkers who were being bullied at work. Those instances involved managers who directed their bullying towards individual employees. P1 perceived these managers did so because they had power and could do so. P1 stated

I probably encountered it (bullying) less than some because I intend to be a little aggressive in the workplace, and I tend to get real involved with other people that I--other coworkers, and, uh, I do take it, kinda, personal when they get, uh--when they get abused.

P1 used humor as part of his coping strategy, and the joke went something like this: When the participant encountered bullying and thought about people who abuse or misuse their authority, he thought of a special place in the afterlife that would cause them to suffer interminably.

P1 had witnessed and observed various incidents where other federal agents who were being subjected to bullying by management would “blow up, yell, slam doors, as well as others who just take it and don’t do anything, like a punching bag.” P1 provided me with an example of one manager who was giving him “totally insane directives about how to conduct myself.” P1 ignored the behavior and the directives to a certain point until the participant was in danger of being falsely accused and subsequently punished for being insubordinate. Like other situations, the employee was stranded in fighting this battle, knowing the agency would probably prevail. P1 used some psychological tactics to get around the unreasonable demands and said, “I just sat around for a week with my feet on the desk reading the newspaper, and that seemed to satisfy the manager. After about 1 week, I went back to what I was doing before.” The manager wanted to display control

over the agent's activities, and therefore, using agency policies, directives, and insubordination as the enforcement tools, the manager engaged in a process of forcing their own controls upon the participant.

P1 explained that in that particular example they [the manager] left me alone after that. Basically I acquiesced to their unreasonable demand. They had to win. I recognized what they were trying to do, so I let them perceive they had won, and then it was no longer an issue, and I went on.

P1 noticed that this type of bullying seemed to occur when a new manager came into the office or group or when the employee was transferred into another group. "I discovered when I challenged the new manager's authority, I was perceived to be a control problem and the tensions and bullying would begin. The management never controlled or broke me, I just gave them the impression that they did." Another incident involved a bullying manager who had so many problems with numerous employees the manager finally stepped down, and told others they (the bullying manager) did so because they were tired of fighting for the rights of employees. This statement was of course incorrect and intended to make the manager seem like a good guy.

In P1's former organization, "some managers would tell employees not to be concerned about certain activities or behaviors [agency policy violations] such as taking longer lunch breaks and going shopping on duty, by saying, 'don't worry, you are with the boss.'" These managers selectively took care of their favorite employees while punishing those favorite employees' enemies. The same types of behavior extended into the promotion process. By that, P1 stated,

I mean the knowledge, skills, and abilities required for promotion were not applicable for any real (neither objective or merit based) determination of who gets the promotion. It is all subjective and based upon your social affiliation with those making the final decision. It was perceived by me and other agents over the years that experience counts little in the decision-making process for promotions. . . . Our investigations are complex and lengthy and so experience becomes de-emphasized since it takes a long time to complete an investigation. It takes a long time for any employee to be competent in the job. Many promotions are tied to the ability of an employee who is willing to relocate to another geographic location. We had plenty of people in management who are apparently mobile but incompetent. And some who are mobile and competent.

The researcher questioned and had thoughts regarding the competency of the upper level leadership in his former organization and did some investigating. He completed an analysis or breakdown of the educational level of the headquarters leadership hierarchy and found the following information: the agency nationwide has 12 directors and 33 Special Agents in Charge (SAIC) who cover the entire country. In those 45 positions, the academic backgrounds of 31 of the 38 senior upper managers were at the bachelor's degree level. Two of the others had MBA's, one had a master's degree in public administration, two had juris doctorates, and two held unrelated master's degrees. So, in conclusion, the researcher found that very few of the agency's senior managers had any level of graduate education. Even fewer had any kind of graduate management education. There were a few managers with dated business administration degrees, and many had accounting and criminal justice degrees. Because there is very little formal

academic training prior and during your career, it is the researcher's belief that the organization has created almost an academic bias. When those upper managers who did not have any background in management (organizational leadership) interviewed the researcher about a promotion, his graduate education was found to be irrelevant. The researcher felt like all his efforts in seeking to remain current and educate himself were discouraged for promotional opportunities. Many times employees were recognized and promoted for "kissing up" to management. This type of behavior seems to be rewarded within the organization and is definitely looked on as an admirable trait. In other words, it becomes rewarding to be a "yes-man."

P1 shared another example of bullying by citing that one former SAIC who was intentionally bullying employees found that an agent became fed up with being bullied and filed a federal civil suit against the SAIC and the agency. During this manager's tenure, with leadership authority over about 70 employees (federal agents) at various times, there were probably a total of about 10 different civil suits being litigated that had been brought by employees for claims related to the local office leadership. That one particular employee won his case and received a settlement of \$250,000 for the behavior he experienced. P1 told me that in that situation:

If I chose to have supported the employee and stood up against the SAIC, he would have retaliated against me. . . . This same manager refused to recognize my successful work product and accomplishments and I stopped receiving annual employee recognition awards, and when he left, and a new manager came into the office, my awards began again. The agency knew the manager was a problem and they just ignored the problems. Ironically, the manager received the maximum

annual employee awards himself, even while he was being sued. The agency morale was absolutely at the bottom. People were looking for other jobs. Many employees were keeping a low profile [nonproductive status], and it was a daily struggle to just be at the job.

I like to play around with assumptions [economic models] about the cost of doing business [agency federal law enforcement functions] to taxpayers and how our jobs affected the services. By my calculations, I figured that this manager and his bullying behavior caused employees to reduce their output, and in this example with the particular manager, I calculated that his leadership style cost the taxpayers a loss of what I have estimated to be somewhere around \$10-30 million dollars in lost revenues collected during this manager's tenure, which covered a 5-year period. If at any time I had confided in this manager about his leadership style he would have set out to destroy me. The exposure to being yelled at giving me orders that were borderline illegal and excluding me from opportunities such as attending a conference or trips.

P1 said the department did finally get a new manager when the other one retired. The new manager was able to restore the agency and turned around the problems within 12 months. P1 stated

I have generally had a good career and encountered this type of manager on just a few occasions, but they [bullies] come into an office and you find yourself struggling to survive. . . . You basically have no control over their behaviors and outcomes, short of transferring out of the region, or resigning. You could transfer into another similar or worse situation. I have spoken to other federal agents who

have similar complaints, and I know some of them are pretty miserable over their agency leadership.

In law enforcement, there is a certain amount of bantering that takes place among the employees and is taken in fun. Except this bullying behavior, it's a whole different thing. . . . It puts a different light on things if a manager who can have control over your life and career is bullying you. These managers are not really held as accountable for their actions. There is very little oversight. These managers know that, too.

I used running (physical fitness) as a means to cope with the behavior by running (abusing himself) extra miles. I knew another agent who I saw on a hot summer day running, and I asked what he was doing; he replied, "I used to run 3 miles, but while I run I think about all my superiors who I despise, and I found that 3 miles wasn't far enough. So that's why I run so far now." I also confided in my family and friends about the problems. I was not ashamed to say, and I have also used the agency Employee Assistance Program (EAP) to discuss the workplace problems. We had training on various offensive behavior except bullying was not included. The impression I have taken from the behaviors which I have observed during my career seem to leave me with the perception that you have a choice of sorts--'love it or leave it' [endure the abuse].

Interview of Participant 2

Participant 2 (P2) was initially skeptical of this researcher's request to have her become a participant in this study. P2 admitted to being somewhat suspicious of the researcher's intentions and feared that the researcher was using this request to covertly

obtain information from P2 regarding her prior employment, and then intended to use that information under the guise of confidentiality in a manner harmful to P2. After numerous e-mails and telephone discussions between P2 and the researcher, P2 agreed to participate in this study. The researcher assured P2 that my intentions were honorable, and would not permit her information to be utilized to negatively impact her. It was apparent that although P2 was no longer employed as a federal agent, she had a disdain for federal law enforcement leadership and did not trust that institution. P2 demonstrated that an adversarial relationship was still present between herself and her former agency. P2 stated that it was still very difficult to comprehend the total devastation encountered by being subjected to bullying in the workplace. Throughout the entire interview, anger, fear, loneliness, and denial continued to be discussed by P2. The participant could not seem to let go of the emotionally charged feelings of being mistreated by people who carry guns and badges. P2 said it was difficult to understand why these people, who have the responsibility to protect the public, turn inward on their own employees and set out to destroy them for simply having been a witness to other employees who were being bullied by agency managers.

The interview took place in the evening hours on a Saturday night by telephone (because the participant lived far outside the researcher's geographic area) from the residences of the participant and researcher. P2 had desired to become a federal agent from a young age and believed she could make a positive difference by choosing this particular career field. The participant described her motivation from intrinsic values. Fairness was a consistent theme with P2.

This particular interviewee was selected because she had been bullied in her official capacity as a federal agent to the extent that she became physically ill and chose to resign to protect her present and long-term health. P2 was employed as a federal agent for 12 years before resigning. Prior to being bullied by management, P2 had been consistently recognized by management as being a model employee and received agency recognition for contributions and work products.

The interview was preauthorized by my committee chairperson to be completed by telephone due to the difficulty of traveling to the geographic location of the participant, who resided out of state. Particular attention was given to the inflection of the participant's voice and the participant's reactions to various open-ended questions and responses. Member checking and observations as they related to emotions and participant reflections on her past exposure to being bullied also served as certification and validation of the interview. After several years of not being employed as a federal agent, the participant admitted to having feelings of anger just thinking about the behavior and being subjected to the abuse of bullying. P2 stated that the "negative feelings are just like yesterday." Violence was not an option, but which was thought of and considered by P2.

The interview lasted for approximately 2.5 hours and could have continued longer. P2 discussed bullying experiences for long periods of time, always providing more information and perceptions of how the behavior negatively impacted the workforce, the agency, and the public. P2 admitted to being targeted by bullying behavior during her employment as a federal agent. P2 defined bullying as "any means of harassment or intimidation of another person relentlessly over a period of time and could be either a person of authority or a peer."

P2 outlined a series of bullying behaviors administered by top leadership in the field operations side of her former organization, and none of the bullies were concerned about federal laws and regulations relating to fostering a healthy and productive workplace. Instead, P2 described a “leadership culture that considered their ability to control the employees by any means necessary including violating any law or rule to further their individual goals.” In addition, P2 noted there was absolutely no agency oversight to make any manager accountable for their actions. Those leaders could use agency internal affairs agents at the manager’s request to initiate administrative and criminal investigations into the actions of agents to intimidate their employees further and increase their levels of stress. P2 described a culture where agents felt helpless and the bad leadership was in total control. P2 said “those who used bullying behavior were pure evil.”

P2 admitted that in the bullying situation, the entire problem began when she observed bullying behavior being directed toward another employee who complained about the treatment to agency leadership. That original employee filed a complaint against improper and bullying behavior and claimed status as a federal whistle-blower. P2 agreed to become a witness in support of the original bullying behavior that came from management. P2 stated that she perceived she was being punished for telling the truth. P2 also filed a complaint against agency leadership and asked for protection under the whistle-blower act, fearful of agency retaliation.

According to the description provided by P2, threatening employees into submission was a primary focus of the bullying behavior from their agency management team. P2 watched a transformation within the agency and noted that previously relaxed

and calm or balanced agents had transformed themselves to respond with the opposite behavior, and many of the competent and balanced agents found themselves overstressed to the point of requiring medical attention and being prescribed antidepressant medications for treatment of depressive disorders. P2 was insistent that dysfunctional bullying leadership within their organization caused all this bullying behavior. P2 commented that even the middle managers found themselves in the middle of bullying leadership, which promoted bullying behavior, and if they spoke out against the bullying behavior, they too would be subjected to having their careers destroyed, geographic transfer, and/or some other punitive retaliation by top leadership. They had a sense of being helpless. "None of the leaders were accountable, and instead, many were promoted to higher levels and/or retired with full benefits and occupational recognition as a former leader within their respective agencies."

P2 described that the previously happy and productive workplace had become a cold, hostile, atmosphere full of suspicion. Individual agents were fearful they would be targeted and subjected to various forms of punishment for just associating with the group of agents who had spoken out against bullying behavior, and therefore, little peer support was available. P2 explained that federal agents should be regarded as the best from law enforcement service agencies, and by permitting bullying behavior to take place the fabric of federal law enforcement agencies was being undermined.

All the bullying behavior experienced by P2 was identified as coming from management. P2 reported that her physical and psychological health had exhibited some significant signs of stress she attributes to being exposed to bullying behavior. Those included high blood pressure and symptoms of post-traumatic stress disorder and feelings

of anxiety and/or coronary attack, which required professional medical attention. P2 described the agony of being bullied as “being thrown to the ground in front of their peers and raped.”

P2 declared that the former agency did not have an antibullying policy or one for harassment or retaliation. P2 said she was unaware of any such policies and if the policies existed and were enforceable, none of their problems would have escalated to what eventually transpired. “Current leaders, aspiring leaders, would not take a stand against the bullying behavior and were more concerned over their individual and future career paths.”

P2 admitted to having difficulty in coping with the behavior, mostly due to having no prior exposure to the bullying environment and no advocacy group to provide guidance and support. Aside from experiencing stress, this participant explained that they had become withdrawn from their previously happy and positive self-image. “I felt sadness, disbelief, and fear to the point of becoming distraught.” Another difficult experience that P2 had to deal with was the anger that her father expressed about P2’s bullying treatment by the agency. P2’s father had been a career federal officer as well and was employed in another agency and retired, not having experienced the stress, pain and bullying behavior that his child [P2] was experiencing. During this time, P2’s father suddenly had a heart attack and passed away. P2 blamed the bullying experiences and felt that the unbelievable amount of stress on her family was a factor in the death of the father. Those emotions are ever present today when the topic is revisited. The participant decided the pain was not worth the job and resigned. P2 has encountered professional, personal, and financial setbacks due to the resignation, but stated that good health was

more important than the job. P2 believed that someone in the former agency had blackballed her from seeking other federal employment. P2 has interviewed with various agencies since she resigned and has been unable to secure employment in the federal government. Since P2's experiences with bullying behavior, the participant has educated herself about bullying and become an advocate against bullying in the workplace by giving public appearances, writing a book, and testifying before legislative committees. In addition, this participant has filed a civil law suit naming her agency and individuals for their bullying conduct and behavior, which according to the participant will be completed soon, and should be settled (judgment against the agency) in favor of P2.

P2 noted, "If integrity breaks down in federal law enforcement agencies, then our nation should become concerned about being vulnerable from outside dangers (national security) including terrorism. Being bullied in federal law enforcement could lead to sabotage of government and its operations by victimized employees." P2 stated that she has discussed bullying behavior with numerous other current and former federal agents, and all have admitted to having been bullied in various forms by leadership from within the ranks of those federal law enforcement organizations. P2 said her perception is that federal agents are fearful of disclosing that they have been subjected to bullying behavior because of agency retaliation. The participant cited the numerous whistle-blowers who have come forward since the terrorism of September 11, 2001 as more evidence of internal bullying and incompetent leadership within federal law enforcement agencies.

Participant 3 Interview

Participant 3 (P3) agreed to become a participant in this research project and did not object to having his name published. P3 said that being open and direct on the subject

matter and participation in this study was beneficial for the problem to be adequately reported and reviewed. P3 indicated that perhaps reporting the presence of bullying in federal law enforcement would someday create a review and positive change. P3 described that he had experienced both psychological and physiological responses from being subjected to workplace bullying during his career. This interview took place at a local restaurant in Florida in the afternoon hours during the work week.

The perception P3 had of agency leadership was noted as being directly related to bullying behavior, and the agency permitted (condoned) its leadership to operate using that behavior. P3 stated that in his experience, agency leadership as it related to bullying seemed to focus upon recognition of its accomplishments pertaining to casework as discarding those employees producing the results. P3 said that he believes that managers who desired upward promotions regardless of how they assumed those positions drove this focus. "The concern for what was in the best interest of the public was the last concern of agency leadership and only competing interests among managers seemed to be at the forefront of agency outcomes." Another factor within this issue related to federal employees' egos as regards being recognized as an employee. These egos were perceived by P3 as a desired attribute sought from recruits for jobs in federal law enforcement. This participant was direct, knowledgeable, educated, well-spoken, and focused upon the material and subject matter. It was clear that this former agent was professional, intelligent, a critical thinker, and able to present visionary leadership and investigative skills that would be desirable within any law enforcement agency. P3 was very businesslike in approach, well-groomed, and professional. P3 stated that he had been employed for over 25 years as federal agent with three different federal law enforcement

agencies. Participant 3 described bullying as a “tactic, which is used by a person who has authority but exercises poor judgment. A person can exercise poor judgment and not be a bully.”

Because I was bullied I think the behavior will remain with me and I will probably remember these experiences for quite some time. I observed other employees being subjected to bullying for their own particular issues, and I believe bullies have a character flaw, and so it happened that I became one who was bullied. I experienced bullying from management on a daily basis.

I think it started over a disagreement over opinions related to investigative issues with those in management. I have the belief that I work for the public and should not pursue my own individual goals or career desires. All public service should be in the best interest to the public good, as it relates to decision making, not personal or other selfish reasons. With this view you will have conflicts.

I was the case agent for the largest criminal international money-laundering cases in the history of the United States, and the crimes implicated high-ranking financial, political, business, and drug cartel members internationally, only to find local management officials placed limitations upon the case and its length of service. These crimes impacted the financial markets worldwide. Included in the decision making for limiting the case, was input from the second (2nd) person in charge of the agency who, along with others, were only interested in an outcome focusing upon the war on drugs to show that the agency was effective. The real goals included individual predictions as to who would be promoted and to what level from the case outcome and attention. It was

clearly an election year, and I believe that politics and personal agendas dictated a portion of the direction of the case. Making decisions for personal reasons and gains is not what I was sworn to uphold. Maybe I was wrong, maybe they were wrong, but to make arbitrary decisions for personal a gain is wrong. You have to make arguments within the confines of the rules and be prepared to defend and fight every day. It becomes personal and you really don't have any power, the bully holds all the power. No one knew the case as well as I, as I traveled the world working on financial international criminals.

Because of our conflict disagreement about the direction of this investigation, these managers or leadership employees used agency policies including threats of relocation--transfers to other geographic regions--and initiation of unsubstantiated, invalid accusations made to internal affairs (IA) [were] used to turn the heat up, encouraging other employees [management and peers] to side with management's point of view or position, basically excluding you from the organization, and using managers to make irrational demands upon employees. These employees did not offer resistance for reasons such as they had families and stated, 'I've got kids' in which they claimed to have no choice but to go along with the bullying behavior.

P3 said he ultimately found that about one or two supervisors did what they thought was right in this instance. They stood up to stop the bullying behavior and found themselves receiving verbal threats from upper management. These few supervisors were then perceived by upper management leadership as supporting the agent, and they were viewed as noncompliant because they supported doing the right thing.

I found these supervisors had high levels of integrity and were hard to shake. Because I documented every instance and situation, I had written examples of the behavior. I created an official record. I submitted my documentation to my agency.

When the U.S. Congress made an inquiry and asked the agency for the records in their inquiry, the agency responded that they did not exist. I kept copies and provided the documentation to the Congress, and with verification by my testimony supported by the supervisors' testimonies, those were taken into the record for review.

During my career, I observed other folks who were concerned as to want to please management and be supportive because their focus was to gain certain career directions and some personal benefit. These rank-and-file members are aspiring managers who also can bully others are seeking to get ahead within the organization. These aspiring employees facilitated the bullying style and behavior, and it is not exclusive to law enforcement settings, but is human nature for survival.

I found that the people who are most ambitious go with the flow. It is my experience that when you have employees who are more experienced, but not excluded by age, and if the employee has a high level of integrity and moral standards, they are less likely to become influenced. Personal biases, however small and not always recognized, generally make an appearance and help create the opportunity to bully. Some of the common traits I have seen included people who are spirited by their own egos. These people want to go higher in the

organization--to get ahead--and sometimes that is also driven by economic reasons. Most times, I have observed those who desire to get ahead are lacking any real experiences, are insecure and don't have self-confidence, and don't have the ability to sustain themselves on their own work, and then find others in which they can ride on their coattails and become a coconspirator to bullying behavior.

The stress level was so great during this time I experienced physical problems. I contracted alopecia areata, a nervous disorder that manifests itself in the total loss of hair in areas throughout the scalp. My hair fell out of my scalp because it was all triggered by the stress. Negative tension side effects were placed on my family. It was difficult not to take this behavior home. I found myself in a spiral of conflict, and I did take it home. It is very important to maintain your physical conditioning, especially while working in an undercover capacity, and the bullying compounded the problems. I was gone away from home for periods of 30 days temporary travel duty over a period of 2 years. Physically, I was absent approximately 60% of the time, but mentally absent for 95%. I attribute bullying behavior at work as enhancing my already high stress in the undercover case. It was an abnormal environment.

During the prosecution preparation phase, the defense team spent some \$42 million dollars to support their defense, and the government did not have those resources. I refused to let the case be lost, so I worked 14-hour days for 1.5 years to prepare the case for court. I dug into the evidence and prepared the investigation for trial, and ultimately we won the case.

My bullying complaint led to an offer to transfer to Washington DC and work in headquarters, and leadership proffered to me a rapid promotion to SAIC within a short time frame and would work to find the geographic location suitable for me. I recommended that headquarters speak with the federal prosecutor known as an Assistant United States Attorney (AUSA) to make a determination as to whether the case would be lost if I were removed from the investigation. This was confirmed by the AUSA. I believe the entire process was intentional in an attempt to remove me from the case and let me take all the responsibility for its outcome and to be ridiculed and blamed for losing the case when the case was being obstructed by my own agency leadership and local managers. I knew the entire offer was a sham.

Based on my experiences, I decided to transfer out of my agency and into another federal law enforcement agency, which I accomplished. I did this to remove myself from this negative environment. In fact, I actually at one point walked into my agency and threw my badge and gun down on the manager's desk and walked out, later to be asked to return, which I did. I stayed in my own world, remained focused, and kept an eye on the ball. Did a lot of running at the time in order to cope with the bullying behavior. I also kept an accounting or journal of the bullying activity, which was very time consuming. When you try to make the bully accountable it isn't met with acceptance. If I had not documented the behavior, then bullying would have succeeded.

“One thing that concerns me is that most employees have the perception that they can't do anything else,” P3 said.

I never felt this way about my job. The bullying was done as an attempt to domesticate the wild bronco, and if you didn't think the same way as the bully, then you become the target. All the bullying behavior became vindictive and went beyond what employees should tolerate in the workplace. The bullying targeted me, a successful agent, because I was producing good casework and had good ideas that were in conflict with what inexperienced leadership thought about the investigation. I have a very strong belief in higher a power, which helped me deal with this behavior.

Interview of Participant 4

This interview of participant 4 (P4) was conducted by telephone for the same reasons stated in previous participant interviews, and prior approval was granted by my chairperson to use this methodology. From the outset of this researcher-participant relationship, P4 presented a strong presence. P4 told this researcher that he completed a graduate degree in business and academic credits for a Ph.D. He described himself as large-framed person and was clearly physically strong. This participant had an equally strong personality, and it was apparent that P4 was not going to be bullied without fighting back. P4 frequently used profanity and varied his vocal tones to project a commanding presence and to effectively present his position on the subject of bullying.

P4 responded to each interview question with numerous observational and personal examples spanning his 30 years as a federal agent. P4 provided numerous examples of how he perceived the environment as dysfunctional very early in his employment and needed to design a behavioral response to what was perceived as patterns of bullying by individuals holding various job titles and authority. P4 said he had

an excellent working knowledge of the job and its mission, outcomes, and leadership qualities. According to the assessment of P4, he concluded from his career service that the majority of agency leaders did not have the requisite training, mentoring, experience, or critical thinking skills necessary to effectively carry out, its agency mission and to foster an empowering organizational culture for its employees. P4 would let you know right up front that he was not easily intimidated and gave the impression he would just as soon settle any conflicts using a physical confrontation. However, the participant stated that although this perception was intended to scare off would-be bullies, P4 said that he had never engaged in that type of behavior to resolve any conflicts. P4 stated this approach was really just a ruse that seemed to have both positive and negative consequences to his career path.

P4 had been a career federal agent and served over 30 years as a field agent, first line supervisor, and upper management supervisory Special Agent and served in a number of assignments including numerous field offices, headquarters, and foreign liaison positions within his agency.

P4 now lives in a rural suburb, has been engaged in outside employment with outside interests, and still remains active by providing industry officials with contract law enforcement services. P4 also has outside employment unrelated to law enforcement services and seems to really enjoy that vocation.

The participant was direct and very open and revealing about himself and had a strong personality typology. P4 knew what it took to be a federal agent and was aware of the inner workings of the criminal justice system, agency politics, and leadership styles. This researcher found that P4 had an excellent perception and working knowledge of

leadership and organizational development. This researcher gained the perception from this interview that P4 considered himself as having been competent in investigative expertise and skills. P4 presented a commanding presence that gave a feeling of security. P4 stated the leadership and management with his former organization “selected or targeted certain employees and would come after you if you crossed them wrong.”

P4 described bullying behavior as “throwing your weight around and intimidation through implied or real threats.” P4 said certain leadership within his agency and during his career attempted to bully him, but he fought back using various methods. P4 stated he considered the behavior childish and funny and “anybody in our business who really was intimidated by it, shouldn’t have been in our business.”

This participant could recall with vivid clarity his entire career spanning over 30 years and gave specific examples of how he had been subjected to bullying in the workplace. P4 described bullies as “assholes just throwing their weight around and directing their perceived authority to intimidate others who let themselves become threatened.”

P4 stated that both management and peers who succumb to official pressures within the organization could undertake bullying. P4 stated he perceived that he was a “pain in the ass to some of them.” P4 boasted about his ability to “[slap] the lion on the nose.” This referred to the participant’s own strategy of fighting back against unwelcome workplace abuses, threats, and exclusionary behavior directed at him by agency leadership. These examples included dueling with leadership within the agency who attempted to bully or intimidate the participant. P4 described that he was intentionally a

“brash son of a bitch, and had no respect for somebody; just because you’re section chief or SAIC, if you’re an incompetent fuck, I’ll tell you you’re an incompetent fuck.”

One particular incident included exposing a coworker to others in the office as the “snitch for the Special Agent in Charge.” The coworker told the SAIC all the details of the employee’s activities and did so to gain favor and career enhancement. After standing on the top of a desk and announcing that the employee was a “snitch,” a verbal argument took place between P4 and the coworker, with P4 challenging the employee to settle their differences in the basement of the building, knowing well that both would be fired for being involved in a physical confrontation.

P4 said he wanted this particular employee to think he was crazy and therefore, to spread that assessment throughout the agency so as to protect P4 from future opportunities to being subjected to similar bullying behavior. To have the reputation that he was a person crazy enough to risk it all instead of backing down by saying to the bully “let’s go” indicated a willingness to gamble and settle those differences with a fist fight so both would lose their jobs. This same employee continued to “snitch” on other employees to the SAIC, but did not do so regarding the activities of P4. This employee rose quickly through the ranks and ended up in the top-level hierarchy of the agency.

As a result of working and being considered competent, P4 stated he always maintained a street agent mentality, described himself as perceived by others as “an oddball,” and was particularly proud of never changing his identification credentials to read “Supervisory Special Agent.” P4 stated, “I think a title cannot necessarily convey competence.”

This was important to P4 since his perception was that many promotions within the organization were being made upon factors unrelated to being competent in the job. In other words, those who “kissed up” to management were quickly promoted, regardless of core competencies, and as such, have contributed to dysfunction and incompetent leadership (full of “yes men”), which frames the organization, its activities, and the mission of the agency today.

Many of the examples offered by P4 included his perceptions that many “agents did not want to go out and get dirty and crawl through the muck and the grime to do the job.” Basically, some agents were lazy and wanted their names associated with the public perception of their job and agency reputation. Agents knew what it took to get promoted and followed that track into management positions. P4 noted, “I observed people who should have never become an agent or ever become a manager during my career.”

P4 stated that although he was one of the most productive agents in the duty assignments and produced the highest number of arrests and convictions for the office, P4 was transferred from working high profile and successful assignments to less than desirable work because he was not intimidated by management threats. When the office arrest statistics fell off drastically, the SAIC returned P4 to his previous duties in order to make themselves look good in the eyes of headquarters’ leadership. P4 said,

I noticed that any time a conflict arose between the upper leadership and others within the agency, that managers presented dissenters with concerns of retaliation if you opposed their decision making. In my case, I opposed many decisions made by upper management because the decisions were incorrect, a disservice to the agency, mission, citizens, and because it was simply the wrong decision. As you

can clearly see, this outspoken and critical assessment and desire for fairness caused much of my up and down career path.

Part of being bullied in the workplace was a SAIC who downplayed and withheld credit and recognition from an arrest made by P4 during a bank robbery in which he captured the suspect and recovered the stolen money, mask, weapon, and getaway vehicle and got a confession from the suspect. The SAIC announced to all employees that P4 “just got lucky” in an attempt to discredit P4’s ability to perform the job effectively. P4 challenged the SAIC and his statements replying, “You son of a bitch, you’re right. We did get lucky! He [the suspect] drove in front of us, but if we hadn’t been doing our jobs and doing it darn well, we wouldn’t have recognized what we saw, would we?” P4 noted that the original description was incorrect, and by being smart critical thinkers, based upon a little fragmented information, they were able to accurately assess the crime scene and dismiss the incorrect descriptive broadcast message and focus on the actual information [by utilizing street agent intuition and experience] that was available on the scene of the crime. This is yet another example of withholding recognition for a well-done job. P4 continued by commenting that this type of treatment by managers who had little, if any, experience on the job were perceived by him as a means of bullying. Basically, the manager was insecure and jealous of his accomplishments and felt the need to belittle the participant’s success in front of others so that the manager felt superior and in charge. After challenging the statements by the SAIC, P4 was reassigned to inactive assignments, but then reassigned to productive assignments after serving out punishment for standing up to authority and challenging the office leadership. The SAIC in the situation described by P4 eventually retired and was afterwards employed as a

high-ranking official for an individual state. The SAIC attempted to gain favors with the state's governor by offering to resign unless his demands were fulfilled. However, the governor called his bluff and asked for his resignation by that same day.

In another example, while on assignment in the agency headquarters, P4 had a disagreement with his manager, who threatened to send the participant back into the field as a working agent. P4 simply agreed to the reassignment, asked with enthusiasm if he could select his new geographic field office location, and inquired into the types of cases he would be assigned, eagerly waiting for his transfer. By utilizing this approach, the manager grumbled, and the transfer did not occur. This threat of transfer was nullified by the proactive aggressive confrontation approach undertaken by this participant. P4 said that so many headquarters' managers are really terrified of being sent back to the field as nonsupervisory agents and viewed as a failure that they would do almost anything to remain in favor with upper management. P4 stated he never lost sight of these same managers who "would scare you to death because they were laying in wait for you to slip, so they can stab you."

P4 encountered various forms of bullying treatment with the new arrival of various SAIC's. Certain examples of more exclusionary behavior occurred when P4 applied for various office job assignments and others who were indebted to the SAIC were selected over P4. The participant found out later that the rejections were not related to the ability to perform the job functions, but rather because P4 was outspoken and opinioned. P4 also received low employee ratings when all of his other ratings had been outstanding. In another incident, P4 outlined an incident in the agency gym, in which the SAIC were accompanied by agents seeking favor and recognition who cheered on the

success of the SAIC during physical workouts, which included weightlifting. P4, without a spotter, would bench press a considerable amount of weight more than the SAIC in front of all other agents, then simply walk away. P4 admitted to intentionally forcing agency leadership into a position to see what the SAIC would do to retaliate. P4 described this event as a game he played.

P4 said he recognized what was happening, never feared losing his job and internally just laughed at what he observed within the organization. "They never had a hammer over me. I said internally and by example [behavior] 'you're picking the wrong guy to fuck with.' I was a more [intentionally] obnoxious son of a bitch than them." Other agents would not stand up to bullying and would "tuck their tails and whimper."

P4 admitted he would seek out the agents who were smart and could think and surrounded himself with these competent people. P4 was firm in his conviction and stated

I used to always train somebody to replace me. . . . Employees didn't threaten me, the best, smartest thing I could do, as far as I could see as a manager, was to get the smartest SOB's around me I could find. I worked hard being the best supervisor I could become, by helping my employees and mentoring them. I did not micromanage employees. I sought out competent and critical thinkers who were not afraid to make tough decisions and stand firm in their decision making by defending their actions. I found these employees and mentored them and I believe they represented a better core manager.

P4 spoke with emotion and empathy for competent employees and used their personal examples as a unique ability to recognize that the culture within their federal law enforcement agency was a negative environment. In order to cope and survive, P4

employed various means to stand up to bullying behavior by challenging leadership and pushing them into a corner.

Interview of Participant 5

Participant 5 (P5) served in Vietnam in the armed forces and had been employed as a federal agent for over 25 years and worked in two different federal agencies. "I saw the job as more of a calling than something that you get a paycheck".

P5 draws his perception of bullying from those shared agencies and his combined years of service as a federal agent. P5 is intelligent and well spoken and presented a focused and morally based opinion regarding public service careers. P5 believes that fairness is paramount in leadership of those serving in government employment. P5 commented that the bully has to come from a position of authority, such as a manager or supervisory level person. This participant resided far outside the reasonable commuting ability of the researcher and was conducted by telephone utilizing the same protocol as previously noted in this study.

P5 focused on the training of new agents and believed that much of the bullying behavior begins early on during an agent's career by exposing them to the behavior during training, when they are most vulnerable. In addition to being exposed to bullying during the initial training as an agent, P5 identified numerous examples of bullying throughout his career.

One example of being bullied that took place during the 1980s involved a senior manager giving P5 an official order to get a haircut, knowing that P5 needed to develop a particular undercover look and role for his assignment, a look that required him to have a

certain appearance in order to fit into the criminal organization. P5 said the senior manager made the comment, "If we want you to grow long hair, we will buy you a wig."

P5 gave this researcher his perception of the definition of bullying behavior as "means using either physical strength, or uh, a position of authority to improperly and aggressively assert your position over another person." P5 stated that he was bullied during employment as a federal agent. The participant explained that on numerous occasions, there were supervisory personnel, "who in my view, inappropriately asserted or attempted to assert positions or ideas regarding, or proposed actions that were, I thought, inappropriate." P5 continued by stating "the only way they were in a position to do those things was because of their position in the organization." In these cases, "I saw others, there were people who succumbed to that and people who didn't. In other words, people who responded the way the bully wanted them to, and there were people who didn't".

P5 believed that many people just operated using bullying tactics, and generally did not focus their bullying behavior on him, but rather, just used the opportunity to bully most employees. Learning to bully was a consideration presented by P5, who stated bullies use their particular style of behavior as a means to deal with people.

P5 said that "I don't think there's any question about employees imitating others behavior who bully." In particular, P5 provided a personal example and experience of being sent to oversee, as a new agent field counselor, a group of new federal agents in the agency training academy. P5 arrived at the training academy and "there was an incredible amount of bullying involved in that, bullying or harassment or whatever you want to call it." P5 called the behavior bullying and said "the way that perpetuates itself is that people

who come through that system, when they are in a position to go back and train new agents, they mimic the style which was used to train them.” P5 said his exposure and reaction to the bullying behavior was to “totally divorce myself from it and do everything I can to identify it, not react to it, and not succumb to it.”

P5 identified those in the agency training academy who were managers for the particular federal law enforcement agency. He perceived that the behavior was “top-down tolerated” by those occupying top agency leadership positions. P5 suggested that these training managers engaged in their bullying behavior by “mimicking what they had been exposed to when they’d been trained.” Much of the training is

Like the military’s training because you are told to do certain things that had nothing to do with training you. . . . It was more like we’re just going to do this to screw with them because we can. Because when we came through the system (training), we got screwed with a lot, and we didn’t like it. And so, we’re getting back at the people who screwed with us by screwing with these guys [new agent recruits].

P5 stated that “I don’t think there’s any doubt you’d train them (new agents) much, much.... much better” if you didn’t bully employees. P5 said that he “severely objected” to when he went to the training academy and

We [counselors] were supposed to keep a book on every new agent, and we were supposed to make each new agent write a memo any time they did any kind of infraction no matter how minuscule it was, no matter how minor. And we were supposed to keep a record of that, and when I asked why because it didn’t seem to make any sense to me, I was literally told [by training managers] that they wanted

to keep a book on every one of the new agents, so if the new agent couldn't make it, they would have a basis for getting rid of them.

P5 replied, "What do you mean, if they can't make it?" And they said, "Well, you know, just can't make it. Just doesn't fit in." And P5 said, "No I don't know. I said they are having to meet a firearms standard, a PT [physical fitness] standard, an academic standard, a separate law standard, and being rated on practical field techniques that are required. I said, I don't understand 'just can't make it.'" P5 asked, "Does that mean somebody who doesn't dress like you or get a haircut like you have?" P5 continued to push the training managers for an answer, and never received one. P5 said he thought the motivation of the training staff was incorrect. Shortly after the discussions on how new agents receive training, P5 was dismissed from his duties as a class counselor and sent back to the field office to resume his duties as a federal agent. "They said that my attitude wasn't consistent with their program. I couldn't disagree with it because people were just doing ignorant [nitpicking] stuff. I mean, more ignorant stuff than you could shake a stick at, that had nothing to do with training these people to become agents".

After that experience, 8 years later, P5 returned to the training academy (located in a different geographic location) as the senior counselor for new agents and found a similar environment existed with the training management, but it was more concealed. P5 stated that "you can train people to do their jobs and give them the tools to learn their jobs without demeaning them." P5 said that he overheard a federal agent who was assigned to the training academy as the class coordinator boast about graduating two new agent recruits claiming, "Look what I did." P5 said the two recruits were already trained by the military prior to becoming federal agents because they were seasoned military

officers who had flown combat missions in Vietnam, and their level of ability and skills had nothing to do with being trained at the federal law enforcement training academy. P5 said the SAIC of the federal law enforcement training academy was overheard by P5 making a speech to new agent trainees by telling them “you’re responsible for your career, so, you know, you need to be putting in for jobs and doing stuff as fast as you can.” The SAIC “did not say word one about making cases, and that is not an exaggeration.” P5 found that many times the academy training staff was filled with agents who were looking for a place to hide and many had not been productive agents. The training academy is also historically a place to get promoted and most people volunteer to be reassigned to the unit. Many times P5 observed that promotions were linked to an employee’s willingness to relocate and not specifically linked to competence, not unlike other employers, according to P5. “There is no correlation between what kind of supervisor you’ll make ‘cause those are two different jobs.” P5 stated that in his former agency, that instead of promoting the best and brightest employees, having social and political connections to high-level managers would be beneficial to someone seeking to be promoted up the career ladder.

Being exposed to bullying behavior was perceived by P5 as a particular style used by individuals with titles of manager. It was used as a control mechanism. P5 provided another example of a situation involving a new agent who eventually became a high level manager in the organization, but was transferred numerous times and finally returned to his original first office assignment. The manager knew all members of the administrative staff when he was a new recruit and called them by their first names. P5 said that after

this particular agent had become a manager he demanded that the same administrative staff address him as “Mr. so-and-so.”

P5 said he had observed many agents who were engaged in various forms of abusive behaviors including alcohol abuse, but wasn't sure that being bullied was related to that particular vice. P5 suggested that many employees who were being bullied by management just stepped back and did little work. “It's the old saying, no cases, little cases, big cases, big waves.” If the supervisor was bullying the employees, “they found a way to get out of sight, out of mind.” P5 believed that bullying by management caused many agents to seek out ways of transferring out of particular groups, and to relocate to other geographic locations. P5 said he recently spoke to a current agent who is seeking a way out of the office because the SAIC is a bullying manager. P5 described the agent as anxious to get out (escape from the atmosphere), but noted that the SAIC has control of the request for relocation. P5 said he never believed in bullying the suspects and defendants they encountered on the job. P5 said, “What is the point of doing that?”

P5 identified with his theory that “management can't function 1 minute without agents in the field, but that agents can function forever without management.” The participant said he knew if he waited long enough, the management would change and leave the office. In another example of bullying, a manager who was a smoker and smoked in a government office in violation of government policies, used his authority to violate the smoking policy and intimidated employees who complained about his smoking habits. P5 stated that in his experience, when employees complained about a particular situation, the investigation of the complaint was not objectively reviewed, so there was no way to get a fair investigation. P5 noted that integrity is an important factor

in agency leadership, and the agency itself does not generally support integrity-based decisions. P5 said he had not seen a system that enforces integrity very well. P5 holds the opinion that to become a successful manager, you have to start with a person who has personal integrity.

P5 explained that he did not put up with bullying behavior and challenged it when he encountered a manager who decided to use the tactic. P5 said although he enjoyed the job as a federal agent, he refused to allow that to interfere with his own personal integrity and knew that if fired from the job, he could find another job.

Interview of Participant 6

Participant 6 (P6) described himself as an idealistic person who decided to become a federal law enforcement officer to make a positive change in society. This decision was influenced by the experience of the participant's grandparents, who were victims of a street mugging in New York City after immigrating to the United States. P6's grandfather was killed for protecting his wife (P6's grandmother) during the attack.

P6 said he wanted to make a difference and serve in public service. P6 described himself as a driven, competent, and focused person who became very good at his job and received many stellar performance ratings and agency recognition. P6 said he had worked hard to earn a reputation for doing the right thing and pushing others to work and be effective.

P6 stated that he would probably be able to recall his bullying experiences with clarity for the rest of his life. P6 described his employment as a federal agent for over 27 years and having worked for several different federal agencies during his career. P6 demonstrated that he felt angry over being bullied and abused while employed in

government service. This interview was conducted by telephone since the participant resided far outside the reasonable commuting area for this researcher. All the same methods and protocol for research were followed as noted above.

P6 defined the term *bullying* as “abusive power, usually involving taking advantage of those who are either lesser than or subordinate to.” P6 explained that in the workplace, level of authority, not physical confrontation, is used to bully, and he never encountered physical threats or harm from bullying. Included in the definition of bullying, P6 included a reference to picking on those “who are perceived to be weaklings, and having the power to laud it over somebody like in a school situation, like a tough guy or the guy with the big muscles.”

P6 said that he observed bullying taking place with other employees (federal agents and support personnel) and perceived that he had been targeted by his agency leadership and bullied. P6 believes that bullying originated from agency leadership and not generally from coworkers, simply because peers did not have the authority to have any real defensible power over another peer.

P6 explained that during his career he was recognized by agency leadership, the judiciary, and the U.S. Congress as an exemplary federal agent and had the reputation of being one of the best international criminal investigators who could infiltrate and pose in any culture and diverse group with his/her experiences and knowledge of criminal organizations. P6 told me that he was cited by Congress for being a hero. It was explained that he received this citation for “bravery and determination” for his work against foreign enemies (Iraq, Iran, and Syria, among others) seeking to obtain technology from the United States. P6 considers his niche and ability to work these types

of criminal organizations one that is vital to the national security of the United States. P6 had been employed as a field agent and supervisory agent during his career by serving in domestic and foreign attaché postings and headquarters assignments.

The questions the researcher asked P6 drew out emotional and professional thoughts, which this researcher observed as painful workplace experiences. P6 said he didn't like talking about those experiences, because it upset him. However, this researcher noted that P6 wanted to continue to talk and could have spoken for a much longer time than was budgeted for this interview. After P6 began, he continued to speak about his experiences and provided many examples of bullying he had observed during 27 years on the job. He said that bullying occurred within government law enforcement agencies, but P6 had only experienced it from the management side of the agency. Feelings of being individually targeted and observations of other employees being selected by certain managers occurred frequently. These instances of bullying included a general atmosphere of bullying behavior within the organization and specific incidents that focused on disagreements between decision makers within the agency and individual employees with case-specific knowledge who had differing opinions of the direction or outcome of investigative work (such as in an undercover setting).

In an example offered by P6, he was the undercover agent in one particular international investigation of significance and asked a foreign office supervisor to change the direction of their case support for reasons that included jeopardizing the safety and exposure of the undercover agent. P6 described that this particular foreign office supervisory agent took offense to the request and then set out to destroy P6's career and professional reputation within the agency.

P6 described how in the example he notes above, the supervisor attached himself to P6 and seemed to follow him around, “bad-mouthing” P6’s investigative work because P6’s assessment and earlier request was considered the correct decision for the success of the investigation. P6 believed that the particular foreign supervisory agent felt insecure about their own ability to recognize problematic situations or potential negative investigative outcomes and dangerous environments. P6 was more experienced, had been recognized for his work, and had an agency reputation for successful investigative outcomes, which the manager did not have. P6 described the feeling that he experienced as one of attack from within the agency by a manager, who behind his back in a number of professional and social settings, set out to destroy him. Making the situation more problematic with this manager was the fact that the particular manager was rising quickly up the ranks within the agency (to a top level position) and others of lower-rank seeking favor and upward promotions adopted his incorrect assessment of P6 and helped fuel the manager’s diatribe against P6. “How can you get yourself out of this situation?” asked P6.

P6 had always expressed interest in being assigned to foreign office postings, and the manager who had set out to destroy his career told coworkers that he would use his power and influence within the agency to obstruct and oppose P6 from being selected for any foreign job assignment. The particular manager was eventually placed in charge of all foreign offices from headquarters. P6 said, “I was denied a foreign posting for 7 years running. I had been repeatedly and improperly denied for foreign postings where it was promised, being an exemplary agent that I was, making some of the best cases in the history of the agency. When I learned that I was being sabotaged and blacklisted by the

manager, I wrote a letter to the agency director asking for intervention, and things just got worse. I initiated a civil law suit against the agency and we [the participant and his family] were harassed by phone calls in the middle of the night, and it was one of the most horrible experiences. It took three congressmen and all kinds of things to intervene to stop the behavior. I have been lied to repeatedly in all kinds of documents. My attorney was lied to, and then we found out that this guy [the manager] had actually put in writing that under no circumstances should I be given any foreign postings, although the agency director wrote to the congressmen saying I'd be given every consideration." P6 said, "And it was just—it was just a horrible, horrible thing. It was a guy with a gun and a badge. If you were not in favor with this manager you had no chance of getting ahead. This occurred because the manager held a grudge and had agency power and control by virtue of his job. The manager could do what he wanted and was protected by his friends, who held top positions within the agency.

P6 said he took his evidence of official false statement(s) made by the particular bullying manager, a federal felony violation of 18 United States Code (USC) 1001, to the United States Attorney's Office (USAO) for criminal prosecution. The USAO agreed that the evidence supported a pattern of false statements all in violation of 18 USC 1001, but declined to prosecute because P6 had initiated a civil law suit. P6 stated that in the course of criminal investigative work performed by federal agency agents, he had never been told that because a civil suit was pending, the USAO would not prosecute offenders of violations of 18 USC 1001. P6 said "We charge people routinely for violations for making false statements." P6 said, "I found out that false statements were made by numerous agency leaders, and each covered up for the other's false statements." The

situation rose up to the level of a Federal Secretary Cabinet Level who was approached and told that P6's agency would be investigated with a federal search warrant by the FBI (for failure to produce documents), and a special investigator was appointed. The FBI's investigator found documents that supported all of P6's allegations, and there was a "big cover up." Senior Executive Service (SES) agency officials, as well as the agency's general counsel, lied about the existence of documents and records (documentary evidence support claims) which P6 has previously provided to the agency in support of his/her complaints. P6 asserted that the agency simply did not want to produce documentation to reveal it was involved in his complaint of being bullied and excluded from employment opportunities.

P6 stated, "This same manager was recognized by agency officials and received a \$10,000 government award for programs related to EEOC Programs and was then exposed as obstructing the careers of black persons, women, and Jews in the selection of these employees for foreign postings for many years running." Those awards were given, initiated, authorized, and reviewed by his friends in upper management jobs.

P6 said that during his career, he expected the crooks to lie and be dishonest, and so he dealt with that element at that level. P6 revealed that when he worked within an agency where competing interests were reflected in not being able to get truthful statements, facts, or answers for various situations from management, he did not expect honesty. P6 has learned from speaking to coworkers from various federal law enforcement agencies, that those other federal officers complained of similar situations and their experiences with being bullied for one reason or another were of the same substance encountered by P6. "I saw them literally break guys . . ." by forcing geographic

relocation transfers upon those employees the agency management targeted for one reason after another. P6 coped by focusing upon making good cases and fighting back against the bullying behavior by filing complaints and a civil law suit, which was settled in his favor.

One past supervisor who worked with P6 told him that the “problems within federal law enforcement agencies is systemic, and there isn’t any great agency.” P6 said that all his bad experiences did not come as a result of dealing with crooks, but rather “as a direct result of a guy with a gun and a badge.”

P6 explained that during his lifetime, but more specifically related to his employment as a federal agent, P6 said, “I have learned over the years, the one-eyed man better keep his mouth shut; otherwise, they’re going to gouge out his eye, but probably tear out his tongue and cut his ears off just out of jealousy and antagonism.” P6 stated that based upon his career observations, one does not have to work to get ahead in government. “Once you start making more than one good case, people start looking at you cockeyed. People can get promoted quick by cuddling up with management and get removed from the field with very little experience, only to move on to senior management positions with no real ability to understand or apply appropriate decision making. These people are insecure and perceive they are great agents and even better managers, but it’s only a reflection of what they are not.”

During the bullying behavior, P6 stated that he experienced personal hardships including the loss of a child and his spouse becoming emotionally upset over the agency treatment of P6. Eventually, P6 was transferred to a foreign posting, but was required to take a “voluntary” downgrade and substantial loss of income for the job transfer

assignment. But, P6 said this offer was not what was originally promised, and the location was different and less desirable than the location sought by P6. "I knew if I didn't take the downgrade and accept the foreign job, I wouldn't have a leg to stand on because they [management] would say, 'Hey, we offered the guy the job. He didn't want it.'" Part of taking this assignment required that P6 "go to headquarters for an extended TDY assignment [not a requirement for other agents] away from my family and newborn child to serve in a servitude capacity, which was never the requirement for other employees."

P6 said he received a personal visit from a high-ranking agency official who attempted to have their complaint and civil suit dropped; P6 stated that he refused to dismiss his complaint. P6 said that those problems of bullying he had encountered on the job, made him question the truth and integrity of those in jobs sworn to uphold the truth and protect the United States.

Now, how can you survive? How can a guy who's moral and decent--or just even tries to be--survive in that environment? And what happens is, those guys pick out their equals, their peers and people like themselves to promote. And so it is a cancer that just grows worse and worse and worse. When they see somebody doesn't look or act like them, who is not the scum that they are, at best they just won't deal with them or not promote him. At worst, they pick on him.

P6 said, "What happens to the competent guys who do their jobs when they are the outsiders? There's no place for them. It's just not there because they've driven out the guys who want to do the job."

P6 said he had observed those being picked on do all sorts of things and perform behaviors which are “manifested in different ways, you know it’s a horrible, horrible thing to go through.” Some employees just “decide to do little work and productivity goes down the tubes.” P6 said the thoughts of working for private industry were considered by him, but was concerned that many of the people who are in private industry corporate security jobs, are the same individuals who P6 describes as being incompetent and bullies. “It’s a good ole’ boy club.”

P6 summed up his interview by stating that “what you need to do is to alert others to bullying and its effects upon people. By alerting people, you can help them protect themselves and know that it may be coming and what they’ve got to do to watch out for it.” P6 believes that “more focus should be directed to the perpetrator’s aspect and how possible to weed out these guys.”

Interview of Participant 7

This participant agreed to be interviewed, and the interview was completed in a hotel room in Florida during a business trip. Participant 7 (P7) shared with this researcher that he graduated from college with a strong academic background (graduate degree) in the hard sciences including biology and chemistry (with academic honors) and was in the “pre-med” program at the university he attended. P7 decided upon a career in government because the participant felt that he could make a positive difference in society.

P7 had been employed as a federal investigator for over 30 years and worked in different geographic locations for numerous managers during his career. P7 stated that during his career, he “worked for good managers and then some of the most abysmal,

abusive managers that I've ever seen." P7 stated of one particular manager, "I consider [the manager] to be a classic bully."

P7 said throughout his career he was highly regarded and well respected. P7 said in throughout his career, he had been recognized by agency leadership by receiving numerous awards and stellar performance appraisals and had been promoted in his civil service grade ranking for being competent and creative in performing complex investigative work for the United States Government. P7 stated that until he encountered a bullying manager, all was well with his life and career.

P7 stated that during his career, he perceived himself to have been bullied by management from within his federal agency. P7 said that he observed other employees who were being subjected to bullying behavior by agency managers. P7 defined the term *bullying* as "being treated in a bad manner by a manager who is unprofessional in his behavior and makes you have all sorts of unwanted feelings that you never really thought about. And makes you react in different ways to try to cope with this, what I always term, insane behavior on the manager's part." P7 considered the behavior as "absolutely obnoxious behavior."

P7 provided an example of a workplace situation that involved bullying. He said after all that I had done and everything, I suddenly got a new manager who was totally unique to me in that the only sense that I ever got from him was that his whole goal was to make me go away. And that was an experience and an emotion which I will explain as an emotion rather than something else, 'cause I never thought that way before, that for the first time, no matter how well I had done, this

person was going to go out of his way to make me leave. I thought a certain manager was a master manipulator.

Participant 7 explained that any time he had a conversation with this particular manager, there was always some underlying curve.

There was always some tension. It became crystal clear that there was something that he wanted to do and he had a unique way of trying to bring it about. I mean he was very clever at pulling this off. I would watch him. He manipulated the questions and scenarios by starting conflict between employees to fashion what the manager wanted to accomplish.

P7 said that “I never thought the public good entered into this man’s mind at all in these type situations. It was clearly, to me, whatever he was doing was for his own personal agenda and in some ways, on some occasions, I felt that for his own adverse enjoyment.”

P7 said he knew that it would not help to approach the manager and confront him regarding his behavior. According to his description of the actions of this manager, P7 believed that he was being held hostage.

P7 said that “it was suddenly made clear to me that my services really weren’t needed anymore, that although, yes, I’d done wonderful and great things for this agency.” The work assignments given to P7 by the new manager were at much lower levels and were considered entry-level employee job tasks. P7 thought of these new assignments as demeaning.

Their first assignment was to assign me to what I called, you know, the beginner work. In fact, I called it trash work. Nothing with meaning. Nothing with input. Nothing that mattered. It was just work to do. Absolute menial work, cutting you

off from everybody and rather isolated. But that wasn't all. Then, when that didn't work and I didn't go away, the behavior that he was exhibiting towards me escalated to continuing references to my particular grade and how I might now have to lose my grade, which meant a substantial loss of pay because of the fact that I was now doing meaningless work.

P7 described feelings of being all alone and noted that coworkers were mystified by it all. "The atmosphere was so thick in the office that no one would really ask why. They just knew that suddenly there was this dramatic change from doing work of importance to doing . . . meaningless work".

This manager was constantly threatening P7 with a pay cut along with low-level job tasks. "The message that was constantly being sent to me by all of the surroundings was all they wanted me to do was leave." This manager was manipulating other employees by using his power and position. P7 stated that he had put up with this bullying behavior for several years and just got tired of being bullied and threatened with a pay cut and demeaning work, that he said "I came right back at them and I said, you know, go for it because I'm ready to go after you." P7 identified a coworker who had witnessed much of the bullying behavior and came forward, confronting the manager by telling him that all his threats were witnessed and if any adverse personnel action occurred against P7, then this employee would come forward and expose the bullying treatment by the manager.

P7 said, "Why is this happening?" It gave P7 negative internal feelings, which affected his work assignments and made him become defensive.

And then, you get to the point of saying, well, frankly, you know what? If they don't give a shit and they don't want to use my talents and this is all that they want me to do, you know what? I'm collecting my same pay. But are you a happy employee? No. Are you a productive employee? No. Do you have any further trust in managers? No. Do you go out of your way to do anything special anymore? No. In fact, do you even care about this organization anymore, you know, in the terms of caring the way you used to, where you would give 120% and nobody asked you to? And the answer was clearly, no. For the first time in my life I started working basically an 8:00 to 4:30 job. I gave them nothing extra.

P7 said he knew what he had accomplished during his career and worked to keep the bullying behavior from affecting his self-esteem. P7 admitted to taking his annual and sick leave, not feeling good about anything, and noted it was hard to come to work daily.

P7 noted that nothing ever happened to this particular bullying manager.

It saddened me that I would belong to an organization that would allow this type of situation to occur. It became increasingly clear that not only was the manager using bullying tactics, but also the organizational culture he associated with simply didn't care. Upper management knew of this manager's bullying behavior and simply ignored the problems. Eventually, the agency leadership just let this particular manager simply retire. Everybody always wondered, how could they let him do this stuff? You know, people would joke, what did he have on who? Because truly, it was rather arrogant and outrageous what he could do.

P7 described a leadership devoid of accountability. The participant said that because of the arrogance of agency leadership, the agency would not even pretend to acknowledge that bullying behavior exists.

P7 described the agency policy for promoting people into management positions, which included a willingness to geographically relocate. There are many different factors that are used to choose new managers, but competency is not as important as people think. An individual's social connections within the agency are far more important factors than those of merit in promotions. P7 described an organizational culture filled with managers who are there because of who they know.

Competence and quality doesn't matter. The public ultimately suffers because if you have an infrastructure that's filled with managers who are there because of who they know, and not because of, you know their competence or qualifications. And even worse than that, managers who are constantly doing whatever they're doing to climb the career ladder, I don't think it serves anybody's interest except their own.

In the examples provided by P7, he asked many times, "Why am I putting up with this bullshit? Why don't you just leave? And I decided no. I am not letting them chase me away." P7 said he decided to sit and do the minimal work and receive the same salary, so the management got what they wanted--nothing.

P7 provided more information regarding another manager who P7 described as a bully. This manager was described as "sick." He managed people by using fear. Many employees stated that this manager did not help employees gain any promotions or other

employment benefits and knew the manager's goal was to figure out ways to "fire employees." This led to an oppressive atmosphere of keeping employees on the edge.

P7 stated that he felt that there was no place to turn for help with bullying managers. "Managers controlled everything. Managers owned the agency and they felt like they owned you." P7 said that he saw bullying behavior that led up to the resignation of "awesome employees who decided to leave the agency." These employees are irreplaceable and have become senior experienced personnel. Value is incalculable. The taxpayers have invested a tremendous amount. And these people are leaving at the prime of their careers in the prime of their lives.

P7 stated that bullying can also be called insulting behavior. P7 described how feelings, emotions, and reactions of employees who are being bullied in the federal workplace cause negative behavioral outcomes. If these employees do not go the extra mile, they could negatively affect national security in the United States because they no longer have an investment in the agency.

Interview of Participant 8

Participant 8 (P8) was interviewed at a local restaurant in Florida. P8 had been employed as federal agent for 25 years in two different federal law enforcement agencies. This participant presented himself as a competent and professional investigator who appeared to very patriotic and sincere in his/her desire to work in federal law enforcement. P8 was well spoken and intelligent and made an effort to be as objective and fair as possible in all issues regarding this subject matter. P8 stated that he has an academic degree in psychology.

When this researcher asked P8 if he perceived himself to have experienced bullying during his career, the participant immediately responded “Absolutely.” P8 defined bullying behavior as “someone trying to intimidate, push around, have his or her way with another person. I would define bullying as perhaps a supervisor abusing their authority and using certain tactics that are not acceptable to get their way.” P8 focused upon the source of the bullying behavior and attributed the bullying conduct to an agency supervisor. P8 distinguished bullying behavior from good-natured behavior between coworkers with no opportunity to intentionally harm one another.

During the 25-year career of P8, he stated that he had both good and bad supervisors who were not professional and used certain bullying tactics on him and on other federal officers in the workplace. P8 said that although some general kidding around occurs among coworkers in law enforcement agencies, it is by no means considered bullying in the context of this interview. P8 told this researcher that he could offer many examples of bullying that was personally directed towards them, and others P8 observed over the course of his career. P8 said that during his career, he had developed friendships with other federal agents in other agencies and discussed this type of behavior many times with these other agents who have experienced similar bullying incidents.

One example, which occurred early in P8’s career in 1978, came to mind right away during the interview. P8 said the bullying events could be recalled exactly like the activity was today. P8 said, “You tend not to forget those kinds of things.” This case involved the backdrop of a southern city with all the historical background of racism, discrimination, and oppressive treatment of African-Americans. The example involved a

manager who disliked P8 because of his ethnicity and because the participant was from the state of New York. P8 described the particular manager as being a racist and felt that he “had three 3 strikes against” him because the participant was an Italian, a Yankee, and a Yankee from New York.” P8 said, “This was the first time in my life I had experienced being discriminated against.” P8 stated, “I felt like a minority, and it was quite unnerving.” Part of the bullying behavior by this manager was to use punishment such as assigning P8 the worst car to drive, the worst details to work, and overscrutinizing his work. P8 considered bullying and discrimination behavior were interrelated. P8 said

I was doing my work, and my training officer said I was doing my work, yet he [the manager] would always reject on many occasions some of the written material that I produced. So for 4 years that I spent actually doing a good job, I was commended by the Special Agent in Charge of the organization as someone who probably made more cases than the experienced agents in those 4 years, I still felt this feeling of disapproval by my supervisor, and I also felt that he had no right to use his authority as a supervisor to try to make my life miserable as much as he could instead of trying to motivate me and make my job easier.

This was P8’s first exposure to bullying by his employer using agency managers, policies, intimidation tactics, and fear to withhold and exclude work-related opportunities from P8.

During this series of bullying incidents P8 was experiencing at the hands of his supervisor, the participant stated that he began to do some introspection and to ask whether something was wrong with himself--was he doing things correctly and did P8 have a problem? He realized that “No, I did not.” P8 said, “I think the problem was

actually my supervisor's problem, not my problem. And I just had to put up with it and deal with it, because in the bureaucracy you don't have any choice."

As part of the fear and intimidation component of bullying, P8 explained that during the first year of employment, the federal agency could terminate the employee for almost no good reason. "So, basically you develop this attitude of, I'll just take it. I will suck it up and will take it, and I will do my best and show him that he's wrong and make him look bad by doing a great job." P8 perceived that perhaps the supervisor was trying to make employees fail at their jobs, so the employees work harder to prove him wrong, but that is sometimes not effective. "I feel that he just abused his authority as a supervisor because he perceived that I was not the type of person that he wanted to have working for him."

P8 said that after this experience, he learned that "federal employees have certain rights, and you familiarize yourself with your rights as an employee. If I hadn't left the organization," P8 said, "I would have exercised my rights as far as perhaps file a grievance against him, which I have never done in my whole career." P8 said, "or perhaps I would have gone to a higher-up supervisor to ask to be transferred out of his group for personal reasons." P8 pointed out that employees generally do not know their individual rights as they relate to their status as employees. P8 drew the analogy that "federal law enforcement is similar to a quasi-military organization, and you must realize that in the military good, bad, or indifferent, you do what you're told and you follow orders. And in a lot of cases you don't ask questions."

P8 believed that bullying managers were more careful in abusing minority employees because of the attention of ethnicity issues, which are protected under federal

law, whereas most nonminority employees are not given the same protection under federal law. P8 said he found

You're grateful that you have the job. You basically kiss the ground every day that you were chosen to do this job and you don't want to do anything to jeopardize it. You can apply the phrase "win the battle and lose the war," meaning that by taking on a supervisor the upper-level leadership would most probably support the lower level manager [bully], and you become labeled as a troublemaker when you have done nothing wrong. Then that would be a bad thing, because after the smoke cleared and a certain time went by, they'd probably single you out and maybe do you even more harm such as a forced transfer somewhere to try to get rid of you and that sort of thing. So, there are a lot of subtle ways that managers use their authority to kind of, in their perception, keep you in line, so to speak.

P8 admitted that managers retaliate against those employees they perceive as challenging their authority. Some examples include extended temporary duty assignments to undesirable locations, geographic relocations, undesirable work assignments, and meaningless tasks. This can present a difficult challenge to employees who exercise their individual rights, knowing that agency management can find ways to retaliate and negatively affect the employee and his or her family "even though in your mind you're not a troublemaker. You're exercising your rights."

P8 described that in being exposed to this type of treatment, employees tend to keep their problems for a while and tend to take them home as well. "You tend to take them out on your loved ones, such as your wife. You come home and she says that you

must have had a bad day today, and yeah, I had a bad day because my supervisor messed with me that day.”

P8 described how he coped with the bullying behavior, and said he tried to be philosophical about it. He cited the old adage:

You’re going to have a bad supervisor during your career and the word that we all share is that, hey, if you have a great supervisor, enjoy it while you can. Cover your butt. I accepted that there are good and bad supervisors, and they did have all this power over you and the power to transfer or send you on an assignment that’s undesirable. I keep my head down, do my job, try to avoid confrontations, and on the other hand, if necessary, take notes and be prepared just in case. I would document their abuses as a matter of self-defense, which most people in an oppressive situation have to do. It is not a good way to live and work when you have to take notes on your supervisors to be held in abeyance until the time comes in the future that you think you may have to use that against them as a form of defense if they were to do something wrong against you. I just avoided trouble. Just do my job and try to keep a good attitude. And try to focus on the camaraderie that I had within the office.

P8 provided his perception of those “employees occupying ranks of managers within federal agencies . . . being very inexperienced and having a personal desire for promotion. I have found that just because you are in a supervisory position, it does not mean that you’re the best qualified or the best person for the job.” Many times these employees who desire a promotion are willing to be geographically transferred at random. “I’ve found that as far as myself and the vast majority of special agents, they

would prefer to remain in a journeyman level and not relocate. The majority of the best and brightest special agents just don't chose to enter the fast track." Taking a transfer to headquarters in Washington DC is a disadvantage mostly due to the high cost of living necessary to live in that location:

I would have to say that probably the majority of supervisors get into supervision for the wrong reasons. Many times these people feel the need to have power over others, and can't function in the field. If you can get out of the field and go into supervision, you never have to make another case. You don't have to use the skills that you should have learned to do what we do in our outfit.

P8 described a recent event involving a coworker who was employed as a federal agent for 25 years and was being targeted by management to have him leave his job. Although P8 admitted this employee was a fair worker, that was not the perception of the management. The bullying behavior began to have a negative affect on this employee, so he abruptly retired. P8 stated that through his observations, he had drawn his own conclusions indicating that this employee was bitter and angry from being subjected to this sort of treatment. P8 stated that he overheard supervisors discussing their plans to bully the employee in order to get them to retire.

Across Case Analysis

This study found that all 8 participants perceived that individuals within the agency management ranks had bullied them at various times throughout their careers as federal law enforcement officers (See Chart 4.1).

Chart 4.1

Cross-Case Analysis from the Participants' Perception of Bullying

Participants	1	2	3	4	5	6	7	8
Participants had Diverse Academic and Personal Backgrounds	+	+	+	+	+	+	+	+
Participants Recalled Bullying Events with Clarity and Details	+	+	+	+	+	+	+	+
Employees were Targeted	+	+	+	+	+	+	+	+
Employee Rights Ambiguous	+	+	+	+	+	+	+	+
Bullying occurred Daily	+	+	+	+	+	+	+	+
The Agency Embraced Critical Thinking	-	-	-	-	-	-	-	-
Bullied by Peers	-	-	-	-	-	-	-	-
Filed Complaints Regarding Bullying	-	+	+	-	-	+	+	-
Employees Perceive Complaint Process was Fair	-	-	-	-	-	-	-	-
Agency Leadership Lied Regarding Complaints	+	+	+	0	+	+	+	+
Brought Negative Feelings Home	+	+	+	0	+	+	+	+
Leadership Abused Authority	+	+	+	+	+	+	+	+
Bullying Triggered by Challenging Managers	+	+	+	+	+	+	+	+
Careers are Ruined if Management is Challenged	+	+	+	+	+	+	+	+
Bullying used to Control Employees	+	+	+	+	+	+	+	+
Maintained Diary of Bullying	+	+	+	-	+	+	+	+
Workplace was Hostile and Abusive	+	+	+	+	+	+	+	+
Bullied by Management	+	+	+	+	+	+	+	+
Retaliation by Management	+	+	+	+	+	+	+	+
Discrimination by Management	+	+	+	+	+	+	+	+
Distrustful of Management	+	+	+	+	+	+	+	+
Leadership was Unaccountable	+	+	+	+	+	+	+	+
Threats of Relocation	+	+	+	+	+	+	+	+
Exclusionary Tactics	+	+	+	+	+	+	+	+
Bullying created Fear	+	+	+	+	+	+	+	+
Challenged the Bullying	-	+	+	+	+	+	+	-
Participants Developed Anger Toward Agency Leadership	+	+	+	+	+	+	+	+
Agency Leadership Knew About Bullying Managers	+	+	+	+	+	+	+	+
Managers were Inexperienced	+	+	+	+	+	+	+	+
Promotion System Viewed as Biased	+	+	+	+	+	+	+	+
Management Ranks Filled With Inexperienced Careerists	+	+	+	+	+	+	+	+
Best Qualified Employees Not Promoted	+	+	+	+	+	+	+	+

Management is not Trained In Human Resources	+	+	+	+	+	+	+	+
Loyalists were Promoted	+	+	+	+	+	+	+	+
Agency used Internal Affairs Against Employees	+	+	+	o	+	+	+	+
Costly to Organization	+	+	+	+	+	+	+	+
Negative Impact to Taxpayers	+	+	+	+	+	+	+	+
Bullying has Negative Impact on Agency	+	+	+	+	+	+	+	+
Discourages Work Output	+	+	+	+	+	+	+	+
Agency had Policy Against Behavior	-	-	-	-	-	-	-	-
Agency Provided Training and Education on Bullying	-	-	-	-	-	-	-	-
Agency Assistance Programs	+	-	-	-	-	-	-	-
Physical and Psychological Issues	+	+	+	o	+	+	+	+
Initiated Civil Suit	-	+	-	-	-	+	-	-
Employees left the Agency	+	+	+	+	+	+	+	+

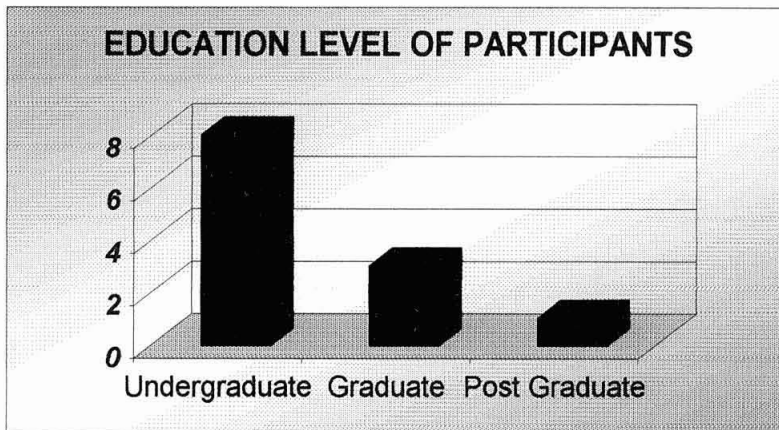
Note: Table Legend

- + Similarity (both sample interview data yielded content related to this behavior)
- Difference (the sample noted yielded interview content data related to this behavior)
- o No Data (neither interview data yielded content related to this factor)

Each participant represented diverse backgrounds and academic specializations graduating with undergraduate and graduate college degrees in, electrical engineering, psychology, science (pre-medicine), schoolteacher (music), finance, accounting, business, and healthcare management (See Table 1). Two (2) of the 8 participants were previously in the military and 1 served in Viet Nam.

Table 1

Education Level of Participants

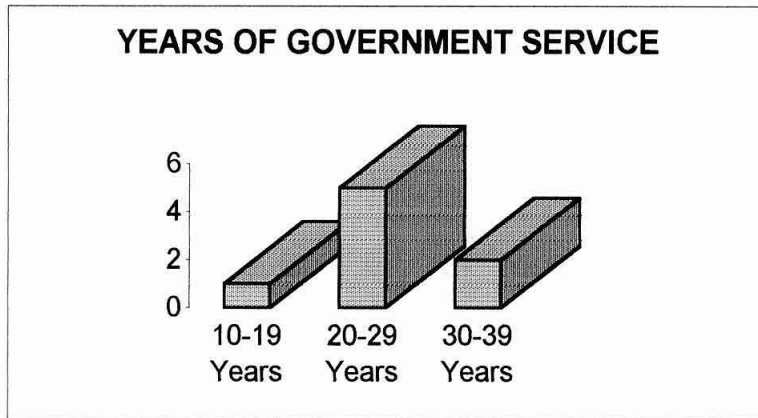


None of the 8 participants perceived their exposure to bullying on the job was attributed to peers (See Chart 4.1). Time did not seem to diminish any participant's individual recollection, feelings and perceptions of the exposure to bullying in the workplace. Each participant could recall multiple experiences of being bullied with clarity and details (See Chart 4.1). This researcher could only record the one-sided series of events explained by each participant and no individual corroboration of particular events could be undertaken.

Each of the participants in this study had on average approximately 25.5 years experience in their careers as federal law enforcement officers (See Table 2). 4 of the 8 participants had been employed in more than 1 federal law enforcement agency and each drew upon a comprehensive review of their collective experiences by reflecting and comparing their work between each agency to answer the research questions.

Table 2

Years of Government Service



Of the 8 participants, on average, each agent had been geographically transferred between offices 3.1 times. Those transfers included foreign and domestic assignments along with assignments in headquarters or training operations. In addition, all 8 participants had either served or had been designated in a full-time equivalency or part-time managerial or leadership position at various or a continuous time within their agencies during their careers (See Table 3). The average age of the participants was 52 years of age (See Table 4). Gender and ethnicity were not factors under review in particular this study (See Table 5). Specific agencies and geographic locations were not factors under review in this research project.

Table 3

Job Title/Description

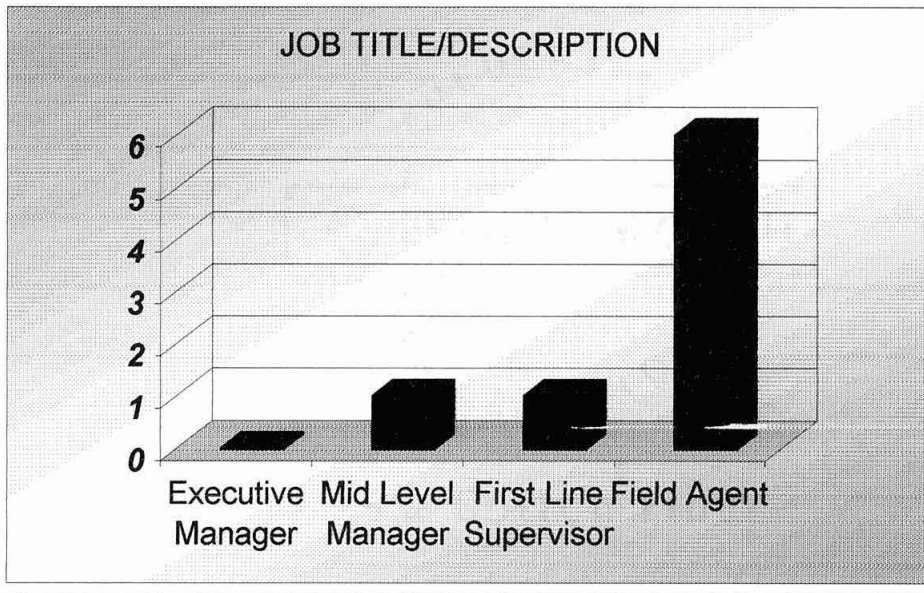


Table 4

Age of Participants

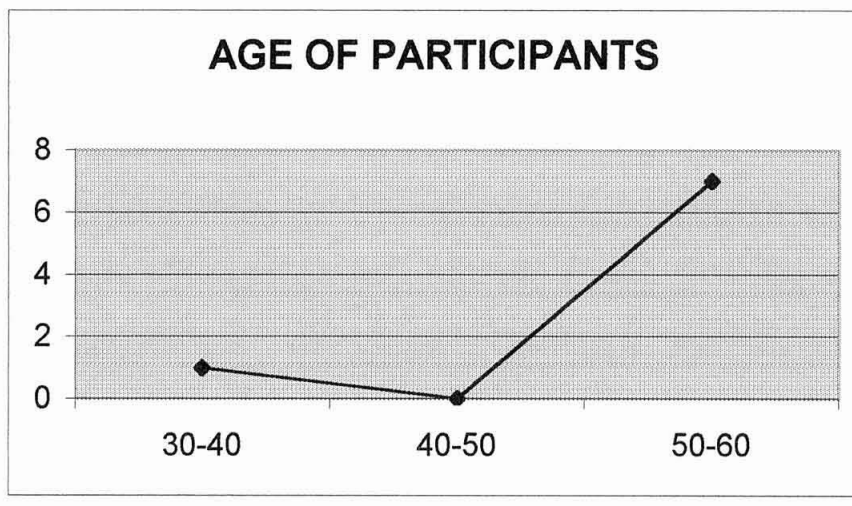
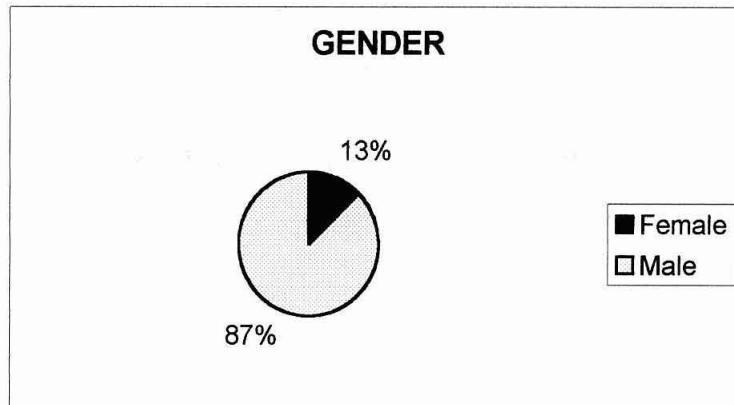


Table 5

Gender



The following paragraphs explain the reasons offered by all participants in the study perceived as factors for bullying behavior (See Chart 4.1). All 8 participants defined and agreed that the term bullying involves a person who has power and influence over another (See Chart 4.1). None of the participants disagreed on the basic foundation that a person who was designated with a position of power and authority is in their experiences a person with leadership and managerial titles. In their descriptions, these managerial employees used their positions of authority to intimidate and abuse power to gain an intended outcome. The coping strategies utilized by the participants are reported in Chart 4.2. and Table 6.

Chart 4.2
Coping Strategies for Bullying Behavior

Participants	1	2	3	4	5	6	7	8
Participants Confided in Family	+	+	+	-	-	+	+	+
Participants Confided in Friends	+	+	+	-	+	+	+	+
Participants used Physical Fitness	+	-	+	+	+	-	-	+
Faith	+	+	+	-	-	-	-	-
Legal Remedies	-	+	-	-	-	+	-	-
Administrative Remedies	+	+	+	-	-	+	-	-
Unhealthy Behavior	-	+	-	-	-	-	-	-
Became Less Productive	+	+	-	-	+	-	+	+

Note: Table Legend

- + Similarity (both sample interview data yielded content related to this behavior)
- Difference (the sample noted yielded interview content data related to this behavior)
- o No Data (neither interview data yielded content related to this factor)

For example, participant 1 stated, “I believe bullying is when someone misuses his or her position of authority or power.” Participant 2 included in her definition of bullying that harassment was a mechanism utilized by managers along with other abusive tactics in their efforts to bullying people. She found that in her experiences, the behavior was a systematic pattern over a period of time, and not generally a one-time occurrence (See Chart 4.1).

Participant 3 identified bullying behavior as a “tactic” used by a person who has authority but exercises poor judgment.

Participant 4 also agreed with Participant 2 that managers used harassment and promoted bullying within the law enforcement organizational context. He expanded the definition to include with it the use of intimidation through real or implied threats to those who failed to comply. Participant 5 added that bullying includes “both physical

strength or by a position of authority to improperly and aggressively assert your position over another.”

In the definition of bullying, participant 6 included that bullying usually involves taking advantage of those who are either lesser in position than or subordinate to the bully.

Participant 7 stated that in his view, bullying is “being treated in a bad manner by a manager who is unprofessional in his behavior and makes you (employee) have all sorts of unwanted feelings that you never really thought about. And makes you (employee) react in different ways to try to cope with this what I always term ‘insane behavior’ on the manager’s part” (See Chart 4.1).

Participant 8 adopted the same definitions noted by the other participants by stating that “bullying means that someone trying to push someone around, and have their way with the other person, such as a supervisor abusing their authority and using certain tactics that are not acceptable to get their way.” “It was the first time in my life, I felt like I was a minority and treated as a minority.” In fact, I can recall early on as a federal agent when because I was an Italian from New York, I was called a “New York Italian Yankee, which meant I had three strikes against me.” “I was a New York Yankee, the worst kind of a Yankee in their (the manager) mind and an Italian.”

In the participant interviews, each participant discussed how bullying is inclusive of harassment and all forms of discrimination (See Chart 4.1). These descriptions fall into participant perceptions of being excluded from agency opportunities for some subjective bias held against them by someone in management (See Chart 4.1).

Participant 2 explained that she observed a paradigm shift within in her former agency

when new managers arrived to take over local office leadership, and they used bullying to grasp control over employees. She noted this change, that “bullying turned a happy and productive workplace into one of a cold, hostile atmosphere full of suspicion and fear.”

Participants 1-8 stated that during their course of employment, each has developed numerous professional and personal contacts with other federal officers in most other federal agencies throughout the world and each participant concluded that other agents shared perceptions with one another that they had concerns over agency leadership and employee treatment by managers in a negative organizational context.

Each of the 8 participants provided examples of their work product and investigative results from their work. All participants were proud and honored to have been recognized by those same agencies for successful investigative outcomes involving complex matters the agency was required to investigate. Participants received recognition in various ways, including cash awards, promotions, transfers and assignments and Congressional and judicial recognition. Then they found they were being targeted and bullied by the same agency that rewarded them. All participants explained that when they found reasons to question agency operations and decision making by managers, they attributed their challenges to being targeted and bullied.

In these examples of work product provided by the participants, the range of successful output included: counter terrorism, drug cases, money laundering, corruption, undercover operations, trading with foreign enemies, crimes against property and persons, and in many instances, these participants acknowledged that due to their creativity and ability to think outside the box, they were able to forge and create new investigative approaches and techniques for combating complex criminal organizations.

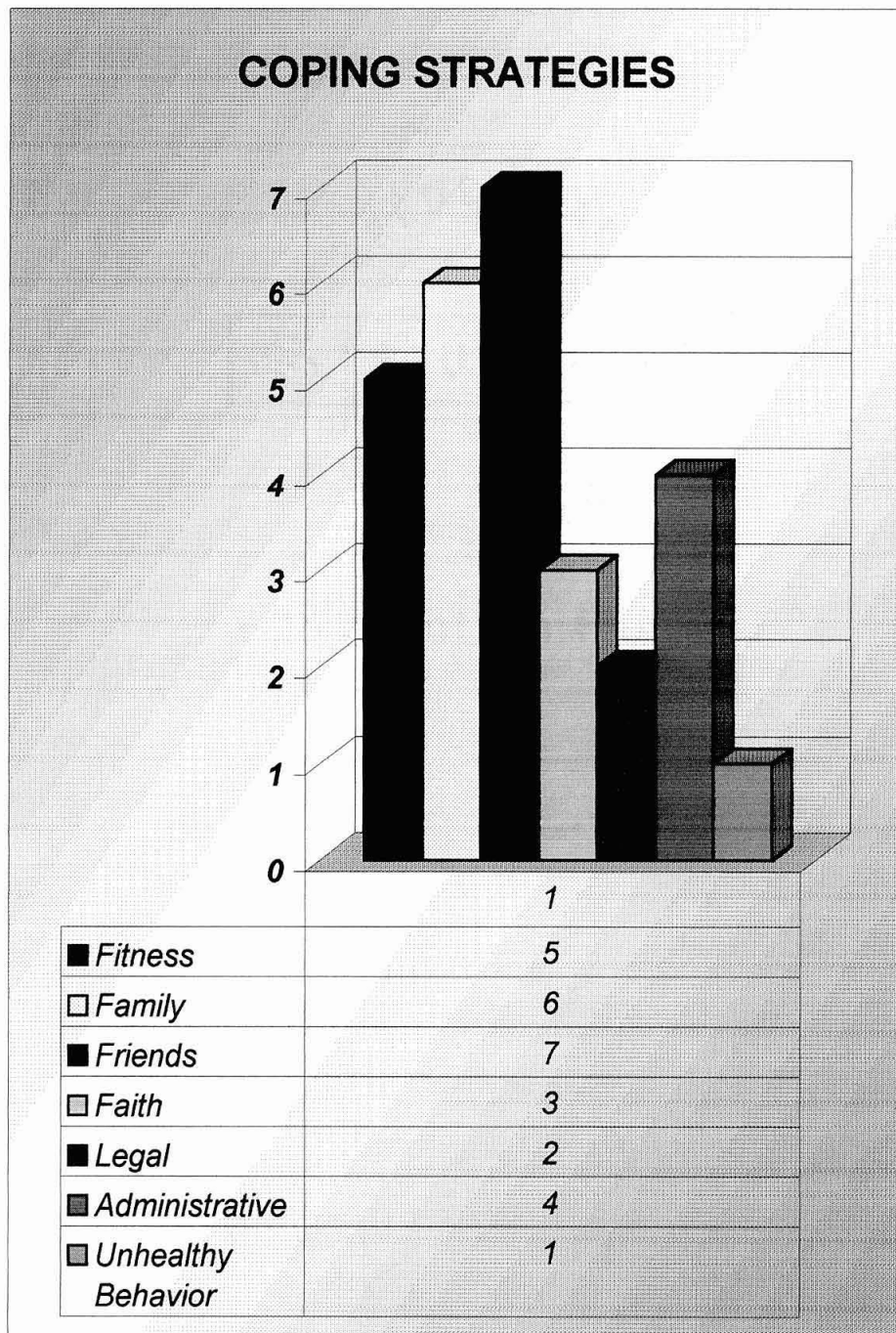
The participants admitted that in most cases, something triggered (question agency operations) them to have a change in their status within the agency. Participant 2 stated that she observed another employee being bullied and mistreated who told the truth, which implicated agency management in a scheme to retaliate against anybody who decided to tell the truth and not conceal the behaviors of a particular series of abusive and bullying behavior directed towards employees.

Participant 3 said the change in his status occurred when after several years of being the case agent in charge of the world's largest international money laundering operation that political careerists within his agency tried to derail his prosecutive efforts in order to gain personal recognition for his efforts. He, like participant 2, challenged agency leadership and believed they were doing the right thing, only to later find out that the management had targeted her and various reprisals began. Participant 3 stated that he was considered a successful agent and produced some of the agencies best criminal cases and his success was viewed as a negative attribute by insecure managers who could not compete in making cases. These managers usurped his resources and attempted to paint his abilities as bad work. All participants made the argument that each was bullied because of conflict they encountered with agency managers, and it did not make any difference that all of the participants were regarded as successful and producing good casework (See Chart 4.1). Participant 3 noted that his conflict was with what he felt to be inexperienced leadership and that because of this inexperience, their decision-making abilities could not have been equal to that of his since these managers had little experience in the field.

Participant 4 was more aggressive and direct in his approach to bullying leadership when faced with it. He claimed that he wanted to be known as a “brash SOB” so that he could use that tactic to keep others from trying to take advantage and bully his efforts. He challenged agency leadership to physical confrontations and was outspoken over agency leadership to the point where he was threatened with forced transfers, which stated that he continued to get in management’s face by describing himself as “slapping the lion on its nose.” Participant 4 admitted he could not care less about being transferred or relocated and demoted. Many examples provided by participant 4 focused upon what he describes as agents with career aspirations who were working hard to please management seeking favor to a future promotion. He attributed some of the organizational bullying behavior to these employees who were facilitating the behavior because they had aspirations for promotions. His approach was the most aggressive of all participants with a similar approach used by participant 5. If participant 8 who used philosophical ideas to understand exposure to being bullied is compared to participant 4 who would have just been happy to fight the bully to settle the score, both used what they perceived to be individual coping strategies to deal with their exposure to being bullied by agency managers (See Table 6). Both participants 4 and 8 considered their individual approach as successful at the time (See Chart 4.2).

Table 6

Coping Strategies



Participant 5 described many of the same approaches to bullying undertaken by participant 4. Participant 5 stated he observed bullying behavior presence in the basic agent training school. Participant 5 said that he was opposed to treating any employee in the manner that new agents were being exposed to during training. He attributes bullying to a cycle of bad behavior, which is learned and tolerated or encouraged among agency officials. When the agents go back to train other agents, they simply mimic their own exposure to bullying behavior and feel they are compelled to have agents follow in their quasi rite of passage into the profession.

Participant 5 stated that an agency could train its employees much better if they did not bully employees. His confronting management regarding the treatment of new agents led to his removal from the training unit. Participant 5 said he felt that federal law enforcement agencies should encourage critical thinkers.

Participant 6 provided his perception that he challenged a management decision, which led to his being subjected to potential harm during an undercover assignment in a foreign nation and stated he learned that he was perceived by the manager to be a threat. Participant 6 said the resulting outcome led to years of abuse and bullying to exclude him from career opportunities. He explained that bullying is triggered by managers who see that someone is a better investigator than they were. They (managers) just could not do the job, and now they are managers with power and authority so they use that to keep themselves in control over the better performing employees. Participant 6 stated that he understood that crooks are dishonest. He said that he never thought that he would he would have to consider that “you can’t be honest here (at work) because they (management) will use it against you. Even though they have badges and they’re sworn

to tell the truth, most of the guys (managers) lips are moving all the time and you can't get a straight statement or facts from anybody.”

Participant 7 drew conclusions that his exposure to bullying behavior was attributed to his abilities to produce high quality investigative work. He attributes much of the bullying to a built-in jealousy from agency leadership and management. Participant 7 stated “it only saddened me that I would belong to an organization that would allow this type of situation (bullying) to occur.” The agency was perceived to lack effective leadership, which fostered any concern for its human capital resources. “In my case, I felt it was them (agency leadership) trying to get me to retire or leave.”

Participant 8 explained that his perception was that individual biases held by managers were used at will to afflict bullying behavior on any employee that was perceived to be a threat against the manager. If employees were unlike the manager, they were subjected to being bullied. Participant 8 stated that he just worked harder to show the manager that he was a good employee, only to learn no matter how hard he tried and the more effort he put into doing good work, and it did not make any difference. The bullying continued (See Chart 4.1).

No positive economic benefits were identified by any participant as outcomes from those agencies where bullying behavior was present. Participant 1 provided examples of bullying behavior by agency leadership directed toward employees who decided to file various (10) civil law suits (See Chart 4.2). During the time, which led up to the lawsuits, participant 1 explained that agency morale was at the bottom of the scale and employees were overtly seeking other employment. Many of the other employees were not doing much work and keeping a low profile. Participant 1 said he completed

series of economic forecasting models to determine the impact of his agency leadership and found that during a period of 5 years, the agency employees did not produce work product. The agency kept the leadership in their official positions knowing their management practices were abusive to employees according to participant 1. Participant 1 estimated that the economic downside resulted in somewhere between US \$ 10-30 million in lost revenues to the U.S. Government. Participant 1 attributes this downturn to the bullying and abusive management at his agency and employees who did not perform at their maximum abilities. In addition, the agency was found liable after a jury trial in federal court and a civil judgment (approximately US \$1 million dollars) was levied and paid out against the U.S. Government for monetary damages and promotion of the employee (plaintiff) who sought legal relief from the management's abusive and bullying treatment. Participant 1 noted that none of the monies paid out in the civil judgment to the plaintiff were from personal funds of the manager who was found by the court to be liable for the resulting lawsuit. During the tenure of the manager who caused the departure of employees, lost revenue to the United States, loss of worker productivity, civil lawsuits and judgments, that particular manager continued to receive annual performance awards with a monetary payment and was permitted to retire with his full benefits. Participant 1 noted that this manager was unaccountable to anybody. Participant's 2-8 agreed with participant 1's assessment that in their experiences, very few managers were held accountable for their decisions and outcomes.

Participants 2-8 admitted that in their experiences of being bullied as law enforcement officers, they observed others who just found ways to do less work, hide out and find things to keep them from being targeted by agency bullies (See Chart 4.2).

All 8 participants stated that many employees seek out promotions into agency leadership to escape from doing fieldwork for various reasons. Some of those examples include employees who either can not or do not want to do their jobs and can hide out in management jobs.

None of the 8 participants provided any evidence that bullying behavior resulted in any positive outcomes. Considering the time since the participants were employed, each participant remained distrustful of agency leadership in general. The researcher observed that each participant brought out feelings of varying levels of anger and bitterness over being exposed to bullying behavior by managers in their former agencies. Based upon the evidence presented by all 8 participants, the taxpayers and citizens of the United States have paid out considerable amounts of their tax dollars for the types of agency leadership services described in this research project.

None of the 8 participants said their former federal law enforcement agencies had any policies regarding bullying behavior. Subsequently, none of the participants said agencies offered any training in the recognition of or positive intervention strategies for educational programs to train employees and employers to deal with bullying (See Chart 4.1).

Participant 5 agreed with participant 8's perspective and added that he found that it was "interesting that a system the people who generally are tasked with enforcing the rules are the people you might be saying are not adhering to the rules." Participant 5 said in my experience, if you report the abusive behavior, you will not get an objective investigative review, and therefore, the system is ineffective. It all depends on the integrity of the people in the system, and it needs to be enforced throughout the system.

As far as any agency policy regarding bullying, participant 7 stated, "I would think that the arrogance of these managers that I would consider bullies wouldn't even pretend to acknowledge that such a syndrome or whatever it is you call it exists."

Participant 8 stated that during most of his career, he did not think any policy existed regarding bullying behavior. He explains that most federal employees do not receive any training on worker's rights and in his case, he really did not understand the rules and regulations for employers and employees. Knowing what your rights are as federal employees was never taught to participant 8.

Aside from none of the participants being offered any training on bullying in the workplace, none of the participants knew of any specific agency assistance programs to help employees cope with being exposed to bullying behavior in their government jobs. All 8 participants said they were aware of general employee assistance programs (EAP), and on several occasions several participants utilized the EAP for various reasons. Participants 4 and 6 noted that they never asked for any assistance. It was expected that employees should work through any employment issues on their own (See Chart 4.1).

All 8 participants have noted their concerns about retaliation by agency management if an employee is perceived to complain about agency operations. None of the participants expressed they had any trust in their former agencies leadership with a few exceptions (See Chart 4.1).

Participant's 2, 3, 5, 6, and 7 made comments how agents felt that that going to the EEOC or other agency grievance programs is a waste of time and merely marks you as a target for retaliation. Participant 2 stated "EEOC equals a path to destruction."

Participant 1 noted as an example of creating an environment of intimidation in his former agency, they had a particular manager who had “yelling matches with employees.”

Participant 2 said that she observed agency “managers behavior as being focused upon leading by threat.” The competent hardworking agents soon were targeted by bullying managers, and she observed these agents trying to understand what was happening to them. The behavior “threatened employees into submission, and it was very controlling and intended to elicit fear on the part of employees.” The organizational context in the agency was described as ruining the professional and personal reputation and credibility of employees whom she noted as being subjected to “professional suicide.” The organization turned itself into a culture of intimidation and was described as “managers who enjoyed bullying another individual simply out of pure evil.”

Participant 3 was offered an agency transfer and rapid path to promotion as an outcome filing a complaint regarding being subjected to bullying in his agency. The complaint received a considerable amount of interest and attention in Congress. He described the events surrounding this offer, and stated the offer was made to silence him and to keep the case from progressing and identifying more potential defendants. Participant 3 said that his reason for becoming a federal agent was focused upon doing what was right for the overall public good, not individual career goals. Participant 3 noted that if he had accepted the transfer, the case would have not been prosecuted and he would have been blamed and ridiculed by agency management. He summed up the offer as a “sham.” Another example of using agency resources to target employees was the use of agency internal affairs to “turn the heat up, encouraging other employees to side with

management against the employee.” Participant 3 noted that agency “managers made irrational demands upon employees.” He believed that employees had to consider their families and may have felt helpless in the situation with little support or people to turn to for help. In the case of participant 3, he stated that “bullying was done as an attempt to domesticate the wild bronco and if you didn’t think the same way as the bully, then you become the target.” “These people have a character flaw, and so it happened that I became one who was bullied.” He noted in his exposure that all the “bullying behavior became vindictive and went beyond what employees should tolerate.”

Participant 4 said he actually outsmarted his last manager by letting him use the bullying tactic of giving a low employee performance appraisal. He noted that others might have challenged or grieved the evaluation to get it changed. Participant 4 said that if you receive outstanding performance appraisals you could be subject to another forced transfer to another geographic location by request of the local agent in charge and you do not have much recourse. On the other hand, he figured that since he was in Miami, Florida, and had a job that permitted flexibility to travel in the islands and do what he wanted that he would not be transferred since his performance was rated low. Participant 4 said he thanked the agent in charge for giving a career ending performance rating.

According to the description provided by participant 7, one of his former managers was described as a “master manipulator.” He enjoyed creating conflicts between employees and participant 7 believed that this was the way the manager managed people. The manager would use their title to have employees follow strict chain of command structures, and if anybody went outside the path of the chain of command and spoke directly to the next level of manager, “it was not uncommon that the manager

would come charging out of his office, red face, full of steam and literally scream at employees.” The manager thought that he could use the conflict between people and the organization to get what he wanted, it did not work. “Employees became distrustful and nothing got done.” Participant 7 said that his peers recognized that managers and the atmosphere “was so thick in the office that no one would really ask why” they were singling him out. Instead of empowering employees in their jobs, participant 7 described managers who gave employees the impression their career intent was to “fire people.” Participant 7 revealed that his “workplace environment was unlike one I had ever experienced. That environment there was an environment of fear. These people (employees) who were being bullied tried to go outside the agency for help. “But they weren’t ever able to get the kind of help they needed to effect any change at all. They just lived there and tolerated it until he (manager) left.”

One incident described by participant 1 involved being transferred into another enforcement group, and he did not want to be transferred into the new group. Participant 1 said he made his feelings known to management and found he was being targeted by being subjected to bullying behavior. Because I challenged the manager’s authority, I think management “looked at participant 1 as somebody that had to be controlled or broken.”

Participant 2 believes that she was targeted simply because she witnessed another employee who was being targeted and bullied by agency management and became a witness against the manager alleged to be engaged in the behavior. In contrast, participant 5 stated that he thought bullying tactics used by managers were something that was more of their way or tendency of operating. He found that bullying seemed to

be related to particular individuals who used the behavior because it was their management style. Participant 6 found that he was being targeted to the extent that it involved high-ranking agency officials who engaged in criminal activity to pursue their means to bully participant 6. He found evidence of agency officials who lied and falsified records and documents regarding their knowledge and activities. Participant 6 took the evidence to the United States Attorney's Office to seek a criminal indictment of top agency officials. Participant 6 stated that officials in the federal prosecutor's office concurred with the evidence but decided not to prosecute and suggested he pursue his civil law suit. Participant 7 said he was both targeted and also observed the same type of behavior directed towards other employees by the same managers. He pinpointed the arrival of the manager into the office and soon found himself being targeted with bullying behavior. The manager reassigned participant 7 to low-level jobs that were intended to make him feel that his experiences were no longer needed within the agency. Participant 8 confirmed that he observed managers using bullying tactics on other agents. He provided a first-hand experience involving a coworker who was being singled out and targeted by his agency managers. He described that he overheard people (managers) discussing how they would find ways to make the employee's job intolerable in an attempt to force him out of the agency. The targeted agent was assessed by participant as a "fair agent" and not as incompetent as many others in the same office. Participant 8 said he would not have had any trouble working side by side with the agent. But because the agent wrote up a memo complaining about a particular subject, he was labeled a troublemaker. Management did not like being challenged by this particular agent. The agent was described as "putting them (managers) on the spot or making them

accountable” according to P8. Agency managers retaliated by sending the agent to long-term assignments away from his home office and into foreign speaking cultures where the agent had no foreign language abilities. One day, the agent who was eligible to retire suddenly phoned his main office and said “put my papers in” (retired) and never came back to work.

Each participant offered their individual perceptions of how many times they or some of their peers were being subjected to bullying by agency managers. Sometimes the behavior occurred constantly or daily, sometimes it was intermittent, but each time it occurred, the participants had begun to prepare themselves and work on various ways to reduce its impact. For example, participant 1 stated that he found that bullying occurred at various times during his career but noted that it occurred on a daily basis. It may not have been directed at him that day, but on other days he could have been the target, it was like a rotating process. Participant 2 found that the behavior took place daily in her circumstances, and never slowed down once she was targeted. For participant 3 he described that he experienced bullying behavior on a daily basis, and it was triggered by all sorts of variables including his success as an agent, which was jealousy on the part of managers. There were times it was specific, and then times it was general bullying. Participant 7 noted that he experienced bullying each time he spoke to a particular manager. The manager used threats to demean participant 7. As with participant 8, he explained that his bullying was not or did not seem to be associated on a daily basis or particular incident, but rather he “perceived it to be a feeling of uneasiness through the years.” He was unable to get through to the manager who was bullying him and made several attempts to try and befriend the man.

All 8 participants agreed that federal law enforcement managers engage in acts of retaliation against employees (See Chart 4.1).

Participant 1 described how a manager would scream at him, and retaliate in tangible ways within a few days after the conflict. "I stood up to the guy and he retaliated against me." Participant 1 found that he would cancel my training opportunities and reassign me to other duties or take away desirable duties or assignments. Participant 1 noted that he had always received outstanding performance appraisals until a new agent in charge showed up and began to bully him. He lost his cash awards and "It was real cause and effect stuff." Managers had the power and authority to keep from promoting employees and holding out entitlements from employees. He noted that during office meetings, when employees brought up concerns for being bullied that management turned the situations around and blamed the employees. He noted that if middle managers stood up against the agent in charge, they would be forced transferred out to another geographic location.

In the case of participant 2, she noted that "top leadership was ruthless and if you challenged their leadership then the bullying began." She found that after another employee filed an EEOC complaint against the agency manager, then "management became focused upon leading by threat." She observed "hard working and competent employees with good solid records being threatened into submission by this harsh managerial style, which was very controlling and tended to elicit fear from employees." The culture within the agency creates an image of intimidation. "The minute the agent participant became a witness and later a complainant, they were transferred from their assignment and faced with a barrage of bullying and retaliatory practices when they had

previously had an unblemished career. The agency uses their own internal affairs officers to go after (threaten) employees who are perceived as threats in an attempt to quiet or control their behaviors.”

Citing some examples offered by participant 3, he observed that during his career, agency managers could use threats of forced transfer relocations to other geographic locations against employees without much oversight or review. This activity can get someone’s attention. He noted that managers had the ability to “initiate investigations by the agencies internal affairs officers for unsubstantiated and invalid accusations made to turn up the heat.”

In the case of participant 4, he received a fully successful performance appraisal, which ended his career at the end of his career in a geographic location he liked and intended to retire in to. He considered that he outsmarted the bullies by being left alone and not be subject to more agency transfers. He noted that an “organization will tolerate a certain amount of aberrant behavior and the mavericks, as long as they are productive.” “but these same managers are the people that you scare half to death are all sitting there with sharp knives, waiting for you to slip, so they can stab you.”

Citing from what participant 6 reported, he said that “my career suffered because of just trying to do the job.”

Every participant focused upon management and leadership problems at their former agencies. Collectively, the participants felt as if management ranks are filled with careerists with little experience.

Participant 1 provided numerous examples of what he considered foolish behavior on the part of managers. Favoritism was among one of the problems he discussed. Basic

leadership and management training discusses how ineffective favoritism is and how it erodes the foundation of the agency. He noted that employees with 20 years of service were being passed over for promotions and employees with 6 years on the job were being selected for management positions. Participant 1 noted that “kissing butt” had a positive impact on a person’s ability to become promoted in his former agency. “If you can’t be mobile you have no chance for promotion.” “A study was completed in my former agency a few years ago on the unwillingness to relocate and found that it is a de facto disqualifying position. Incompetence is not.” Participant 1 provided evidence that individuals with little business administration, psychology, business management, human resources, organizational leadership, or other academic backgrounds, which could have a negative impact on their ability to effectively lead the organization, held many of the top leadership positions in his former agency. He also noted that within his former agency, that anybody who had the appropriate academic background could find an academic bias existed in the organization. In addition, he noted that very little training was provided to new or existing managers in the agency.

Participant 2 stated that in her former agency, she perceived that “leaders didn’t know how to lead and managers are recommending clones of themselves for promotions rather than competent leaders with knowledge of the job. This promotion of brown nosers rather than competent employees further leads to incompetent management.”

According to the viewpoint of participant 3, he observed that “if you have an experienced employee with a high level of integrity and moral standards they are less likely to become influenced.” “Personal biases however small and not always recognized generally make an appearance and help create the opportunity to bully.”

The opinion of participant 4 agreed with the other participants and he noted that less competent agents desired to get into management ranks. He explained that based upon his observations, “many of these agents didn’t want to go out and get dirty and crawl through the muck and the grime to do the job.” “They had a good impression of themselves and thought they were smarter than others.” “They thought that what they should be doing was sitting at the table in the courtroom, advising the Assistant U.S. Attorney.” He provided many examples, but revealed one regarding another “employee who was considered management’s connection for free tickets, golf passes, free hotels, etc., and that is how he got promoted.” “If he wasn’t promoted, management would lose all their free items provided by this employee.” “It was a payback.” “A title doesn’t mean jack shit” according to participant 4. He demanded competency.

Participant 5 concurred with the other participants on the path into management ranks. He said that being at the agency training unit was “absolutely a step in becoming promoted. He noted that it (training) was also a place to hide.” He described that in his experience, the best and brightest agents did not necessarily get selected for promotions. Many times the best and brightest knew they didn’t want to take a transfer to Washington, DC. He stated you get to select people for jobs based upon who puts in for these jobs. Political connections on the job are real and used to make decisions on who gets what particular job according to participant 5. “I think the integrity of the whole system starts with the way you first identify and choose the people who are going to be in positions.” “I didn’t believe in bullying the crooks.”

Participant 6 stated that he thought that managers were for the most part insecure. He felt that managers in his former agency were incompetent. He also believed that

mobility had positive impact on promotion opportunities. He noted that you generally do not get the best-qualified person for promotion because the best agents refuse to transfer to other areas and to upset the balance of their families.

Participant 7 agreed that you do not get the best applicants for promotions. Many times what you get is someone with social connections to those making the decision to promote. "People are being promoted based upon who they know; competence and quality doesn't matter."

According to participant 8, "unequivocally that because you are in a supervisory position, it does not mean that you're the best qualified or the best person for the job. Most of the experienced agents prefer to be in a city of their choice and not be subjected to random and forced transfers. So, you have a minority amount of good and competent agents who might be willing to become supervisors, but more likely you have more of a chance to see incompetent people as supervisors. He stated that it was his perception that the majority of people who get into management ranks are there for the wrong reasons, and noted that many could not perform in the field." Such examples included power and authority over others as reasons for people deciding to become managers. He stated that the best and brightest chose not to get involved in the agency leadership roles.

Each participant discussed their viewpoints on the individual selected to become agency managers. Many examples cited by the participants reveal that those holding these jobs initiate internal conflicts. All 8 participants expressed concerns about the real level of experience of agency managers. In order to understand the organizational context within federal law enforcement organizations, and the perception of former employees

who report agency managers that have subjected them to bullying behavior, that area is analyzed.

According to participant 1, he attributed much of the bullying behavior to the agency manager's failure to understand human relationships within an organization. He noted that people are promoted into management positions many times because they of their willingness to relocate to other geographic regions. He cited that in his former agency, many of the investigations upon which they work are very complex and take years to bring to prosecution, so agents are required to spend many years to develop a core competency level of understanding on how the job works. "In reality, this is fiction. Experience becomes de-emphasized. You see people being promoted with virtually no major case experience whatsoever. These new managers now are decision makers and what they do not only affects the use of resources, but also is directly related to an economic outcome."

Participant 3 described in agency management ranks as "people who are spirited by their own egos." "Most times, I have observed those who desire to get ahead are lacking any real experiences, are insecure, and don't have self-confidence, and don't have the ability to sustain themselves on their own work, and then find others which they can ride on their coattails and become a co-conspirator to bullying behavior."

In the view of participant 6, he found out during an undercover assignment where he was role playing as a corrupt businessman that the Iraqi criminals he was meeting with revealed on tape that Americans would do almost anything for money and prestige.

All 8 participants indicated by their examples and statements that they perceived that agency leadership was not effective, incompetent, and distrustful. Each participant

reported that they attribute much of this behavior with inexperience. All participants noted that in order to get promoted within their organizations, "it wasn't really based upon a fair and objective promotional process, but rather it wasn't on the level."

Experienced agents generally do not want to be relocated from one geographic area to another every couple of years on the management fast track program. None of the participants believe that a transfer should be a factor in promotions, but did understand that headquarters assignments are necessary.

Participant 1 said in his agency bullying managers placed all the blame for a hostile workplace environment upon the employee; and this simply was not true. Each participant wanted fairness in the workplace, but realized it could not be accomplished. He did report that some accountability was present in his former agency. But in the case of the bullying manager, it was not effective. The "problem in his view is poor leadership and bad management. All oversight breaks down and nobody wants to rock the boat. Senior leadership and others want to protect their own career paths, and this has lead to a breakdown in the system and process."

Participant 2 continued her demand that all agency leaders be held accountable. These "problems are just swept under the rug and the good old boy system remains intact and in control today. When competent agents speak out they become targeted since they are perceived as a threat to the power structure of incompetent management officials. This undermines the integrity of federal law enforcement."

Participant 3 said the real goals of his agency leadership in his experience was a desire to predict what individual promotions the managers would receive from the work

and the outcome of participant 3's case. "Making decisions for personal reasons and gains is not what I was sworn to uphold."

Participant 4 said that despite of all the problems within his former agency, they actually hired smart people. But that somewhere along with way, "agency leadership decided to surround themselves with yes men." "These people were viewed by agency leadership to be loyal to managers and not viewed as threats."

Participant 7 said that he observed a change in management during his career. He noted, "new managers were less experienced and had become critical, nitpicking and bureaucratic, micro-managing type individuals with power." He stated that employees such as him were "mistreated at the end of his career and are the people no longer have the trust in management." Participant 7 stated that he "never thought that the public good had anything to do with the decisions made by his bullying manager." "It was all for his individual gain." This guy was what I would call a "classic bullier, because of his appalling behavior." Participant 7 said that during his career, he did have some very competent and good managers, and underscored that something has occurred today which has totally changed that opportunity.

Each participant revealed some details regarding their perception on how bullying affected their lives. According to participant 1, he found that he was subjected to bullying and was unable to cause any real change. He survived the ordeal and retired.

Participant 2 on the other hand, resigned and had suffered all sorts of personal and professional set backs due to being exposed to bullying. She described how "bullying caused well balanced agents to become transformed into individuals being clearly subjected to a great deal of stress due to this adverse environment and many employees

succumbing to depressive disorders requiring medication.” Many agents either retired or resigned. According to participant 2, agents had all sorts of personal problems including psychological issues surrounding being subjected to bullying at work.

Participant 3 transferred out of his agency and into another federal agency, and retired. His personal health suffered and his family had been subjected to parts of him bringing home his stress.

Participant 4 continued to use what he called “my screw with you attitude” and it seemed to help him deal with bullying in his agency, but did not reveal as many problems as the other participants in their exposure to bullying (See Chart 4.1).

Participant 5 noted that the behavior resulted in what he describes as a “horrendous waste of resources.” “To engage in some of the activity they were engaging in instead of giving these people information and experience that they could use.”

“We were harassed by phone calls in the middle of the night because I complained about being bullied,” and my wife had a miscarriage, according to participant 6. “I won a civil law suit and it took 3 congressmen and all sorts of documentation to get relief. The agency just lied about everything.” The effect of “being exposed to this type of conflict hurt my family as well.” Participants 1, 2, 3, 6 and 8 all admitted to having brought home their feelings of frustration (bullying) from the workplace (See Chart 4.2).

Participant 7 said the agency lost out from his being placed in a dead end job assignment. He said he worked as few hours as possible (See Chart 4.2).

Participant 8 reported that he was subjected to being excluded from career opportunities and finally left the organization.

Each participant described workplace situations, which indicated from their various examples that some of these employees who were being subjected to bullying behavior had discussed doing less work because they were being bullied or abused by their agency management. Based upon the descriptions provided by the participants, the agency leadership fostered an organizational context of bullying. The employees fought back in ways, which included non-productivity and resignations or transfers. Neither side was effective in their approach to solving the problem of bullying behavior (See Charts 4.1 and 4.2).

Participant 1 admitted that bullying has an effect on work and productivity by saying he decided to sit at his desk and place his feet on the desk and read the newspaper in front of the manager. He found that after some time, the manager reduced his focus on participant 1 and the bullying behavior stopped. Participant 1 said that he found ways to stay away (low profile) from his main office and hide from the manager to get some relief from being bullied (See Chart 4.2). He found out that his ideas and suggestion that he submitted to his manager just went into the “black hole.” The manager just refused to act on any ideas or suggestions by employees. He noted that work productivity suffered. The manager had to think he was controlling participant 1. The agency had no mission or direction. As he described his game with the agency manager, other employees created individual games they utilized with the manager to accomplish some relief from being bullied while they sought other employment. Participant 1 previously noted in this research the negative economic outcomes the U.S. Government and taxpayers received from this manager’s behavior.

In the case of participant 2, she reported that competent and qualified employees with extensive experience as federal agents walked away from their jobs because of being subjected to the paradigm shift which created what she has described as a culture of fear and suspicion. Another problem affecting outcomes was that employees felt like they had to watch their backs. This environment caused employees to keep diaries and document all the behavior and bullying daily, which was time consuming and took away from their time to work on criminal cases. In order to deal with the adverse stress caused by agency bullying, the employees took sick leave and this resulted in less time attributed to criminal investigative work and cases. "If bullying behavior effects employees, they become distracted (dangerous to law enforcement officers) from their duties to protect and serve the public and its welfare." She went further and stated, "if the integrity among law enforcement breaks down, then our country will ultimately find itself undermined and subjected to potential attacks from outside sources (i.e., terrorist organizations)."

After battling with local and headquarters leadership officials, participant 3 found that his career case and the bullying behavior he was subjected to had forced him to put his energy and effort into his work. Participant 3 agreed with the use of documentation to keep records on what activities and behavior he was experiencing from agency managers. He stated that this took an enormous amount of time to write and document to protect him from future reprisals, which created time management problems and loss of investigative time. He reported that he was an absentee husband and father because he used his work to keep his mind from the processes of being bullied. Although his work product did not suffer, his investigation could have continued to identify higher levels of business and political corruption domestically and abroad and result in additional

criminal charges, but he was forced by his managers to stop his pursuit of identifying more criminal activity. Because participant 3 decided to transfer out of his former agency, the expertise he took with him was a valuable asset and since that time, few if any criminal investigations have underscored his original case impact. His work was not taught to other agents, and therefore, the loss of a foundation or process to foster creativity to find other means to infiltrate international money laundering organizations is not a priority.

Taking the uniqueness of participant 4 and his behavior toward agency managers who tried to bully him, he said his decision was to continue to complete his work assignments and stated he was being transferred from enforcement group to another less desirable work assignment (enforcement group) as a form of punishment for his views and outspoken criticism of agency leadership. He told this researcher that he thought, “the entire process was silly.”

Participant 5 confirmed that he observed other employees who adopted the philosophy of doing less work by stepping back from the bully, means that if you have big cases it equals big problems whereas little cases have little problems and no cases produces no problems. He brought up the suggestion that the impact of this behavior is cumulative and has the potential to poison the workplace.

Participant 6 stated that bullying “absolutely, absolutely, and absolutely” had an impact on him and other employees. He replied the “whole system is screwed up. It is like they (employees) do not care. They could not care less; every quarter they’ll say, okay (issues of productivity) what do you see? You’ve got staff, you got this and that, or want to report something to headquarters, but there’s no support for doing that, and

everything you do flies in the face of all that.” Participant 6 considered all these descriptive data as negative, and included that during all the bullying that agency leadership was looking for ways to drive out any employee they perceive as uncontrollable. He noted that a philosophical ideal such as this within federal law enforcement cuts into the nuts and bolts of the organizational context. “The guys who are competent to do their jobs are the outsiders. There’s no place for them. I always said I was an alien being in this environment of good old boys. God help us.”

The loss of worker productivity examples continue with participant 7, who explained that in his experiences dealing with bullying managers on the job, that he found himself being reassigned to “trash work.” He noted that agency managers decided to punish him for being competent and creative in his approach to investigative work. It became increasingly apparent that these managers had little field experiences and were jealous of his abilities. He said that none considered how they might look if a case was successful under their team management. Participant 7 describes an example of a competent hard working employee who was being subjected to bullying behavior by a manager, who simply got up from her desk after learning she would be working for a known bad manager and said directly to her new manager “you don’t have to fire me because if I have to work with you, I’m gone.” Participant 7 said she packed up her desk, and she left the agency.

Meanwhile, he was given menial work assignments by his management. Isolation and exclusionary tactics were included as punitive acts. He focused inwards and asked himself the following questions; was he a valuable employee? Yes. Was he a productive employee? Yes. Did he have any trust in managers? No. Did he care about the

organization any longer? No. He “no longer gave the organization 120 percent of his efforts and abilities. For the first time in my life I started working 8 am to 4:30 pm. I gave them nothing extra.” Participant 7 noted that he “knew that his experience represented a substantial investment of human capital to the government. He “considered this experience irreplaceable. Value is incalculable. The taxpayers have invested a tremendous amount. Employees who are experienced are leaving in the prime of their lives. But it’s really sad and sick when they leave because they’ve suddenly reached the magic age and they can’t wait to hit the door” (See Charts 4.1 and 4.2). Participant 7 said he knows numerous federal employees around the country and remains in contact with them. He noted that many of these current employees share many of his same frustrations regarding their employment status and added that by the year 2004, some estimates include figures as high as 70 % of federal employees will be retired or eligible to retire (1.9 million employees). He stated that current employees are indicating that they are leaving when they become eligible and do not have any desires to stay on board and be subjected to bullying or insulting tactics used by agency managers.

All the participants admitted that their former agencies utilized various internal policies and directives achieve control over employees. Policies produced those desired results. It did not matter whether the employee or a criminal was the focus of the agency, the resources were utilized to accomplish those means to control behavior.

The bullying manager at participant 1’s agency “finally stepped down from his management position and to the agency’s credit, once this guy graciously retired, all they had to do was move the office 200 miles (at taxpayer expense) to do that. They couldn’t deal with him. They had to take the office away from him. They brought in a fixer, a

guy who had a reputation, who had been in other bad situations (workplace problems). He was the type of guy who could fix a bad situation, and this fellow came in and within 12 months, things turned around 180 degrees. In other word, there were good employees. They were just waiting for the leadership and they got it.”

Participant 2 stated, “the individuals responsible for the behavior were not punished but instead retired with full benefits and pay.” The EEOC, Office of Inspector General (OIG), Internal Affairs, and the Office of Special Counsel (OSC) are charged with an oversight function to secure the effective and integrity of government operations. But, participant 2 found by her own experience and the other experiences of fellow agents who sought the assistance of those agencies, found that they were incompetent and worthless as well as a drain on taxpayer dollars.” She stated “federal law enforcement agencies should be regarded as the best in law enforcement (integrity) and lead by example, but instead they are falling apart.” Agency “leadership is not being held accountable for this illicit, highly unprofessional conduct.”

According to the viewpoint of participant 3, “you have to make arguments within the confines of the rules and be prepared to defend and fight everyday. It becomes personal and you really don’t have any power, the bully holds all the power.” He gained some support among a few supervisors who recognized what was happening and they stood up on behalf of participant 3. These managers were also subjected to bullying by the same leadership within the organization who outranked all the actors. Participant 3 stated he had documented all the events in his diary and submitted it to the agency as documentation on the bullying behavior. Congress became involved in the investigation of bullying behavior leveled against him and the agency told congress they did not have

any records or documentation regarding any complaints or written record submitted by participant 3. According to the next series of events, participant 3 kept copies of all the records and documents he provided to his former agency. He furnished duplicate copies to Congress for their review. "If I had not kept copies and documented everything, then the bullying would have succeeded. When you try to make the bully accountable it isn't met with acceptance."

Reviewing the approach used by participant 4 to challenge bullying remains controversial. He would challenge the bully and push them into a corner and then look them in the eye and dare them to go ahead with their threat. He describes being proactive and restless in having to develop a reputation that would ward off would- be bullies.

Participant 6 concurred with participant 2's viewpoint on securing assistance from EEOC. He filed complaints with the EEOC and found that "it's absolutely a bogus system. It's designed to not take [sic] cases. It's just a horrible, horrible horrible thing." Because he did not want to take the bullying behavior any longer, participant 6 wrote his complaint and decided, "he was just fighting City Hall."

Citing the viewpoint of participant 7 regarding challenging agency bullies, he stated that as an employee, you really do not have any rights. It is all an illusion. He decided to challenge all the threats made by the manager and told him to go ahead and follow through on the threats, and then they both will end up detailing each others side in front of some review board. "I was tired of all the threats about down grading me." Another employee's supervisor had overheard many of the threats made by participant 7's manager and told him that he would offer any support and assistance if required to set the record accurately.

Participant 8 noted that during your career, you learn what your rights are as a federal employee. “You know that if you challenge managers they will retaliate against you. If you chose to take them to task you may win the battle but lose the war. Upper level managers generally support the behavior of lower level managers and somewhere along the path, everybody will come back and something will happen to you. We all live in sort of a state of fear that if you did make waves, so to speak, that they would use these things against you and get back at you in that way.”

None of the participants initially understood the impact of being subjected to bullying behavior. Because of their exposure to bullying tactics and inexperience with grasping the covert mechanisms utilized by bullies in different contexts, coping skills used by participants varied between individuals. The participant’s description of the bullying behavior was reported by all participants to make them question themselves. Each had to overcome feelings of being inadequate and not having an understanding of the psychology underlying bullying behavior.

Participant 1 described how he observed employees trying to cope with being subjected to bullying behavior in the workplace. He reported that some employees, “blow up, explode, yell and slam doors as well as employees who just sat back and took the bullying like a punching bag.” According to participant 1, some managers had coping problems as well and thought that it was caused in part “because they had so many problems with so many insubordinates.” He tried to create an advocacy group called a special agent association, which did not offer any relief because managers claimed the problems were blamed on employees. Participant 1 stated that he personally sought opinions from close and trusted friends and his immediate family. He also made

adjustments he felt would relieve the stress and pressure by having managers think he acquiesced to their unreasonable demands. "I let them think they had won." Participant 1 also used physical fitness to relieve the negative stress caused from bullying. He described a peer who was out running in the heat of the day, and he became concerned that this employee was placing himself in jeopardy because he was not physically fit to engage in running in the heat. That employee told participant 1 he was running to overcome the stress of his management's bullying tactics being used against him. Physical fitness was reported by participant's 1, 3, 4, 5, and 8 as means they used to help reduce the level of stress they attributed to being bullied at work (See Table 6 and Chart 4.2). Participant 1 said that he would act as an advocate for other employees who were being subjected to bullying by managers. In addition, he sought assistance and counseling from the agencies EAP opportunities. He said that he wished that "bullies would go to a special place in the afterlife for them to suffer interminably." Participant 1 said it basically ended up accepting that he could either stay employed in the organization or leave. He said employees adopt the statement of "love it or leave it."

Participant 2 told this researcher that she could no longer tolerate the hostile work environment and had to leave the agency because her health was exhibiting adverse symptoms due to the stress. Participant 2 decided to become an advocate against bullying in the workplace and used that ability as a positive intervention strategy method to overcome the negative feelings of having been bullied. She also confided that she relied upon trusted friends and family members and turned to her religious faith as another support mechanism (See Table 6 and Chart 4.2).

Participant 3 confided in his family and friends and sought advice from those individuals he trusted. He admitted it was difficult not to bring your frustrations home after work exposing your family to an extension of the bullying behavior at work. He actually challenged and took on agency management and refused to back down. Participant 3 focused on his work, kept a low profile and used physical fitness to help overcome the stresses associated with working on a complex case while being subjected to bullying by agency management. Participant 3 stated he “had a very strong belief in a higher power.” He explained that one thing that “concerns him is that most employees have the perception that they can’t do anything else; I never felt this way about my job.” Participant 3 left the agency and was hired by another agency. He stated “I did this to remove myself from this negative environment” (See Table 6 and Chart 4.2).

Participant 4 admitted that agency leadership used bullying tactics against him to bring him into their view of compliance. He stated that he continued to do what he had always done, that “I kept slapping the lion on the nose.” He admitted that he intentionally created a fear of him knowing he would like to settle matters with a physical fight. “Everybody is afraid of somebody who, you know, does the squirrelly stuff.” “They could not fire me. I was not fearful of my job. I loved being a street agent. They never had a hammer over me. I was a more obnoxious son of a bitch than they were.” He also read and referred this researcher to a book titled “Inside Bureaucracy” which he found to be the most descriptive book he read on organizational behavior. Participant 4 spent time reflecting and laughing about his experiences and said if anybody really was affected by this behavior, then they should not have been in the job (See Table 6 and Charts 4.1 and 4.2).

In the case of participant 5, he coped with bullying by agency managers by stating that he would not put up with the bullying. "There were people who succumbed to that (bullying) and people (employees) who didn't. In other words, people who responded the way the bully wanted them to, and there were people didn't." He challenged and fought any attempts to control or abuse him. He stated "I totally divorced myself from it and did everything I could to identify it." He stated he figured if he got fired from his job he would find another job. "I was a college graduate and I wasn't going to suck up to anybody to keep my job." Participant 5 said he recently spoke with an agent in the field who was experiencing the behavior and was trying to find a way out of the environment including asking to be transferred out of the area. He noted that the same manager who was bullying the employee has the decision-making ability to approve his transfer. Participant 5 pointed out that managers constantly change within organizations and although his example of a current employee was being exposed to bullying in his current office, if he transfers to another area of the country, he may find the situation the same or possibly more destructive (See Table 6 and Charts 4.1 and 4.2).

Participant 6, gave this researcher the following statement to consider:

"What I've found over the years is, the one-eyed man better keep his mouth shut; otherwise they're going to gouge his eye out, but probably tear out his tongue and cut his ears off just out of jealousy and antagonism. You do not have to work hard to get ahead in government. If you talk about your one case over and over, that's all you need to do the rest of your life. Because once you start making more than the one good case, people start looking at you cockeyed. I fought

bullying behavior. I had been a music teacher and never fit into the organization because I worked my ass off making cases. I knew that's just the way it is."

Participant 6 considered leaving the agency too, but when you ask yourself what to expect in another government agency, it is pretty much like where you are coming from. In the private sector you find former and retired federal agents holding down the top leadership corporate jobs, and you have to consider many of these managers are similar to what you have found in your own agency.

Participant 7 stated that he needed time to understand what occurred to him and how to understand what was happening to him. "It is stressful in the beginning when you are trying to understand. Participant 7 said "he found it was hard to come to work everyday, and felt like he was riding on an emotional roller coaster." He noted that you can "only adjust so many times, and then you finally say screw it." Participant 7 said "he found himself using sick and annual leave to cope with being bullied. He stated that he continued coming to work everyday and decided to only work an eight-hour day, but you can not seem to forget about the problem. "If they don't give a shit and they don't want to use my talents and this is all that they want me to do, you know what? I'm collecting my same pay." Participant 7 outlined an oppressive workplace culture that he attributed to bullying managers within his agency. Employees would tell him they "loved their jobs, and were committed to the public." "None of us made great amounts of money." These employees chose their professions for various reasons, "they just hated the atmosphere." He noted that employees were doing what they had to do to get through it. Participant 7 said he never thought it would be a good idea to ask to sit down to discuss the differences of how he and fellow employees were being treated by the manager. "I

felt like the man would never tell me the truth.” “He had his own agenda and that he was going to manipulate it all he could.” Participant 7 said he knew not to let the managers get inside him and make him challenge his self-worth. “I knew what I had done. I knew what my contributions were.” He presented evidence by examples that the government and its citizens were losing out on valuable experience at the hands of inexperienced and jealous managers with little concern for agency operations and the good of public service. The agency was compromised of careerists seeking their own self-serving agendas with little or no oversight all at the expense of taxpayers.

Participant 8 said, “I just had to put up with it and deal with it, because in the bureaucracy you don’t have any choice.” “So, you develop this attitude of, I’ll just take it.” He said that he continued his job to the best of his ability and tried to reverse the perception the manager may have developed regarding participant 8. He found other managers in the office who were nothing like his immediate supervisor, and they did not engage in bullying behavior. Today, participant 8 said that his viewpoint and approach to being subjected to bullying would be somewhat different. “I would have exercised my rights as an employee and “file grievances against the manager and ask for a transfer to get away from his behavior.” Participant 8 admitted that he maintained a diary to record the activities he determined to have potential for an adverse effect on his employment. Although this took time away from his investigative work, he felt it was a necessary part of his job to protect him from agency managers.

Chapter Five

Discussion

The purpose of this study was to investigate the perceptions of participants regarding whether former federal officers perceived that they had been subjected to bullying behavior during their law enforcement careers.

This research took the form of a qualitative examination into personal lives and the lived experiences of the participants to obtain rich descriptive data in a within case and across case analysis review. Data was collected from personal interviews with participants using open-ended questions, combined with observations, and document examination. This approach was designed to collect the perceptions and thoughts of each participants lived experiences.

The discussion pertaining to the results of this research project include the protocol outlined by the two research questions identified in this project.

Research Question One

The first research question asked was, do former federal agents perceive they were bullied in the workplace?

The statements and perceptions made by each participant represent the perceptions and words describing how each former employee perceived their being exposed to bullying behavior and how they coped with their experiences.

A single, major dominant theme emerged from this study when analyzing the data, noting the similarities and differences within the study: The leadership within each federal agency called into question the selection of management and then agency leadership problems. The participants provided evidence that social relationships most

often overshadowed competency in the selection of employees to serve in management and leadership positions. Each participant described an organizational “disconnect” between the agencies mission, leadership and its membership.

This researcher compared and analyzed the review of literature and behavioral examples and human reactions attributed by the leading experts who have conducted research into the cause and effect of being subjected to bullying behavior and found numerous similarities. The data reported in previous studies (bullying in the workplace) provides a foundation to confirm the data and perceptions provided by each one of the 8 research participants in this research project.

Considering that each participant reported that they perceived their former agency had problems with leadership, it becomes relevant to take a step back, and to summarize portions of the literature review and citations in chapters 1 and 2, and cite the research work of Taylor (1911) and his studies describing the autocratic style of management of human resources. This is not an effective leadership sole source model today. His philosophical ideas and arguments are supported by Deming (1982) who is recognized among one of the experts for their work and research in an area of what is known today as the organizational context. Neither Taylor nor Deming discuss or refer to behavior or to the term bullying. This tends to support the argument that the behavior is unproductive and has a negative impact on organizations and human capital. Both men do recognize that change is necessary to sustain a productive group of people. Evidence and data presented in individual stories told by each participant confirms that federal law enforcement leadership does not subscribe to the leadership styles of Taylor or Deming.

Focusing more attention on what the participants noted as a failure of agency leadership to promote a positive and empowering environment in federal law enforcement, one should take for example the work of Senge, (1995) and Mintzberg, (1994) who promote a proactive and positive systems thinking type approach to forecasting constant change and organizational issues found in organizations. They note that any failure to recognize potential problems compounds the work of leadership, which tends to ignore or cover up internal problems. This leadership style leads to the reactionary use of situational leadership, which is not an all-inclusive style of leadership that can effectively correct problems according to Blanchard and Hersey (1977). The participants outlined such a culture within their former agencies, and reported numerous examples of bullying behavior.

By examining the data from each of the participants in this research project and underscoring the need for effective leadership and management within organizations as noted by Gardner (1995), this study confirms that no organization or its membership can be expected to function in an environment of bullying. Drawing from the research of Bolman and Deal (1997), they too confirm that any dysfunctional organizations will not survive. Sometimes public agencies generally can survive because there is little oversight and funding seems to always be increased in an apparent attempt to throw large amounts of money into agencies that do not recognize their ineffective leadership and attribute lack of agency resources as the organizational problem.

As a current example of leadership issues within federal agencies, these problems are further described in context of creating a new government agency known as the Office of Homeland Security. The newly created TSA federal sky marshal program is

cited in this research as already displaying outward indicators of a problematic organizational culture. FLEOA attorney Berger reported that TSA leadership uses intimidation, threats and bullying as its leadership style. TSA leadership does not accept any responsibility for the record number of resignations of federal sky marshals, but rather shifts the problems over to employees. This approach is cited by Wyatt and Hare (1997) as blaming employees is a common tactic used by agency leadership to deflect any responsibility for their failure to manage. Using the justification to create the new Office of Homeland Security organization, President George W. Bush acknowledges the noted leadership failures and mismanagement of individual federal agencies. The theory behind the new Office of Homeland Security is to the coordinate activities of numerous federal agencies and employees under one organization. This approach may have some merit, but presents more questions regarding an admitted failure of agencies to perform and to be held accountable. This research has presented evidence to conclude that if you merely shift employees and agency leadership into a new organization, you maintain the same situation. Concealment of problems does not remove the underlying issues, which are at the forefront of the source of the problem.

The participants presented volumes of evidence that leadership in federal law enforcement agencies bullies employees and is abusive. Citing Gardner (1995) who chronicled the lives of numerous leaders to study their leadership styles and effectiveness, he found that empathy toward others and experience were clear indicators of how successful individual leaders and employees will become in any organization. He asserted that experience was a frontline example of how wisdom and being proactive attributed to leadership that was viewed by its employees as trustworthy. All the

participants in this research project, stated that they perceived agency leadership lacked any real experience and little training in managing organizations, which they identified as problematic. Many of the participants describe a culture of fear and intimidation within the former agencies. Each one of these concerns expressed by the participants is contrary behavior to what Gardner described for a person to become an effective leader.

Another commonality was that each participant reported they had some concerns of being punished with reprisals for having dissenting views and expressing their ideas to agency leadership. All of the participants identified that retaliation takes place in federal law enforcement agencies. Each participant could recall what they described as a leadership and management style approach using threats and intimidation. This approach fosters a hostile workplace culture.

Many examples provided by the participants cited threats and intimidation as a mechanism to enforce compliance in its agency employees. For example, Neuman (2001) and Baron (1998) suggest that employees learn behavior and that effectively bad behavior continues in a cyclical style and was cited as a common occurrence by all participants.

All the participants said they perceived that agency leadership did not encourage creative thinkers but rather loyalists who would go along with their decision-making. All effective research in the area of leadership has produced results and findings that report that employees want to have an individual saying in their work. They aspire into responsible positions and if provided with leadership freedoms, they will become productive and loyal to any organization.

If we consider the recent corruption within corporate industry, a *Time Magazine* article by Byrnes & Vickers and Borrus (2002), wrote that in order to have an effective, competitive and successful organization, top leadership must encourage and embrace dissenters and foster empowerment in a safe organizational context. This approach is not in use in any of the federal law enforcement agencies researched. Participants stated this concept is not the standard in their former agencies.

The danger in not subscribing to creative leadership models is loss of experienced employees and an agency reputation of not being an employer that fosters and promotes employee empowerment goals. In addition, some consideration should address the potential for sabotage by employees. Most law enforcement jobs are traditionally low-paid public service employers and have significant attrition rates. This is an expensive process. Encouraging more attrition is neither a wise human capital consideration nor economic move. Hoel and Cooper, 2000, support the notion that employees will leave organizations if they experience low job satisfaction and mistreatment.

Analoui (1995) reported that in research approximately 65% of workplace sabotage was attributed to employees who perceived having been treated unfairly and becoming disgruntled over treatment within their organization. As cited, many cases involving spying against the United States involved former federal employees. Vise, (2002) attributes the spying activities of former FBI Supervisory Special Agent-CPA Hanssen to him having anger and disdain for his employer.

In the individual participant interviews, numerous examples were cited from employees who effectively used mechanisms such as hiding out, and doing less work and the negative economic outcomes from keeping a low profile to avoid their bullying

agency managers. Former FBI Supervisory Special Agent-Attorney Pitts also claimed that he developed such a hatred for the FBI, that he turned to spying against the United States.

All the participants concur by stating that employees were less likely to have positive attitudes in organizations if they perceived they were being threatened. The result of being mistreated leaves emotional scars, which remain with employees for a considerable amount of time. These emotions were observable by this researcher during this study, and I noted feelings each participant who exhibited feelings of resentment toward their former employers for having been treated (bullied) in the descriptions provided by each one of participants.

Benner (personal communication, January 15, 2002) decries that law enforcement organizations must have a supportive organizational context or their employees will become distrustful and behaviors will turn to corruptive practices. Agency leadership is accountable to the public and to its core component of employees.

The participants identified a culture of power and influence within the leadership ranks of their former agencies. The employees seeking upward mobility into leadership roles became affixed to the leaders and managers currently in power. Chomsky (2001) focuses upon his argument that a minority of opulence prepares a person for a successful life, and if you can enter into that arena, you will succeed. The description noted by Chomsky is supported by the data provided by each participant.

Additional patterns emerged among the participants. Some participants formed advocacy groups and became politically involved to force what they perceived as attention to the subject matter. Those participants became empowered to promote

education on the effects of bullying with a focus upon change by legislative enactment to prohibit bullying behavior and to hold the leadership of government agencies accountable for their actions. Several participants said they complained to members of U.S. Congress regarding agency leadership and reported that agency leadership misled, lied and otherwise obstructed any congressional inquiry into reviewing the complaints.

Citing the lack of administrative and legal remedies available to employees who are abused and bullied by their employers, the OSHA, 2002 recognizes 12 illegal prohibited personnel practices, which are inclusive of abusive and bullying behavior within the workplace. The participants data indicates activities occur which include the violation of many of these prohibited acts on a routine basis without any intervention. Supporting the need for safe and healthy workplaces, the U.S. Surgeon General (2000) has spent its time and resources to identify that workplace bullying and abuse occurs within various employment settings and how agency leadership should work towards eliminating this behavior. The data provided by the participants indicates that abuse and bullying behaviors occurred frequently. The consensus among each participant is that agency leadership is not held accountable for their decisions, and that failure helped create a hostile workplace environment.

Jackal (1988) cited that unless employees succumb to whatever the leadership desires within any organization, they would become an outcast, not fit in and finally leave the organization. He found that reprisals also take place within organizations when managers perceive that they are being challenged by employees. He also noted the concern for being “black balled” in their fields is a very real consideration or threat that decide to become a dissident or cultural norm violator, as noted by Breeding, (1995).

Each participant supported by Jackal and Kramer and Neal, (1998) along with Culbert and McDonough, (1980) lead the reader to conclude that organizations are in total control of their environments.

Legally speaking, scholars Stefan (1998) and Yamada (2000) concur. They assert that very few legal remedies are available for employees who can show that they have been subjected to bullying in their workplace. The participants reported that after they complained about a particular issue, they were targeted by agency leadership with reprisals.

If employees decide to file complaints administratively, they too find that those participants who filed complaints as a worthless path to destruction describe agencies such as the EEOC and OSC. Attorney Berger concurs by stating, "it is all an illusion."

Employees are faced with emotional hurts and pains and according to Keashley (1998); few remedies are available to address this type of emotional abuse. As described by the participants, they expressed feelings of hopelessness and emotions that are consistent to what Mantell (1994) describes in his research.

Aside from the stated concerns of abuse and bullying in the workplace, the economic factor associated with those agencies which permit at will random transfers (as reprisals) is very costly to both the government and to employees and their families as noted in the research Neuman (2001). Clearly, there should be oversight in this area, and that agency managers have been described as having the ability to transfer employees for the good of the agency when this activity may represent a covert means for disciplining employees.

Clear evidence has been presented in this research project to conclude that within federal law enforcement agencies, a culture of bullying exists. Considering the data and information reported, and underscoring what other research has already been completed on workplace bullying, harassment, retaliation, discrimination and abuse were reported to be utilized by agency leadership to promote bullying in federal agencies. The need exists to form advocacy groups to encourage employees to investigate, educate and report on this behavior and recommend positive interventions strategies to effect a cultural paradigm shift.

Another commonality was that selection of candidates for promotion into agency leadership positions was based upon social associations with those making the selection, and that leadership training was lacking any real definition. Each participant outlined behavior in their former agencies indicating that leadership did not have real legitimate goals that were designed and supported or intended to foster a positive organizational context. Many participants describe managers who abused their power and authority by engaging in bullying behavior intended to punish or push the employee out.

Among the participants, there was consensus that a majority of managers had little experience, and therefore, were not qualified for being selected as a manager. The participants attributed self-serving careerists to inexperienced leadership to flawed decision-making abilities and poor economic costs associated with the operational side of the agencies. The promotional process within agencies called to question the legitimacy of being recognized for promotion. The participants stated that in their experience, “yes-men” were promoted over competent agents.

A zero tolerance policy should be adopted by all federal law enforcement agencies to prohibit bullying in the workplace. In addition, specific legislation should be proposed, designed and implemented to prohibit any agency or individual from engaging in bullying behavior. This legislation should include specific remedies for violations including agency and personal liability for any violations of the act. In addition, agency leadership should be held accountable for their agency operations.

Research Question Two

The second research question inquired into how former federal agents coped with being subjected to bullying behavior?

Coping Strategies

The mental and physical health of employees is paramount to all employers according to the U.S. Surgeon General (2000). The research is clear that individuals (the bullied victims) who are subjected to abusive and bullying behaviors become injured themselves both physically and psychologically.

None of the participants had difficulty in recalling what they described as bullying behavior that each considered to have negatively impacted their lives. This researcher

observed anger and resentment from each of the participants when they spoke and recalled the incidents described by them as being subjected to bullying behavior. The recommendation by the U.S. Surgeon General to protect workers is not being implemented in federal law enforcement agencies according to the evidence presented in this research project.

All the participants describe a culture of fear and intimidation within their former agencies. Some of those examples include agents seeking medical attention and being prescribed mood-altering drugs to help them cope with bullying behaviors. Each participant employed similar but in a few instances a different approach to coping strategy to overcome bullying behavior. The majority of participants reported they confided in their family and friends to seek their advice and counseling for their frustrations in the workplace. All but 2 participants stated they engaged in aggressive physical fitness as an outlet and coping strategy against bullying, only to find the bullying behavior remained in their organizations. The participants described the benefits of physical fitness as a positive intervention strategy for them personally. All the participants expressed concerns of retaliation by their agency leadership, which included all sorts of covert and punitive behavior. Many other examples of coping strategies identified retirements and resignations, transfers and civil law suits among some of the ways employees were coping with bullying in their organizations. The participants provided numerous examples of how employees find ways to do less work and hide out from agency managers who were identified as bullying the employees.

None of the participants reported any personal violence attributed to being subjected to workplace bullying. Several of participants stated they considered using

violence as a means for coping with bullying they had experienced. The resonating message from each of the participants was that these federal officers perceived they were in danger of their employment status and livelihood if they complained about issues. Each noted that none of the agencies had any concern regarding their well-being and noted that they learned that the agency operated without much oversight.

Several participants explained they used the mechanisms for reporting employment problems through the administrative complaint process only to find out the agency leadership employed additional means of reprisals to further cause injury to the employee. Faith was identified as a coping strategy as well. The consensus among the participants was that each utilized a variety of coping strategies to overcome their negative feelings. Effective coping skills for bullying behavior will not prevent the behavior. This approach is only a temporary solution to a far greater systemic problem within the organization, which needs to be identified and challenged proactively.

Law enforcement officers are authorized to carry firearms in the performance of their jobs, and this research did not focus upon any areas of violence. Participant 1 was the only person to raise any concern that bullying employees has the potential for creating a situation of workplace violence. Indications that law enforcement officers commit suicides is reported within the research, but this research did not intend to look into that question as it relates to this study. This study also did not investigate the correlation between school bullying (USSS National Threat Assessment, 2000) to workplace bullying, but in Field (2002), many of the researchers previously have revealed that a great number of similarities exist between both environments that should be noted. The research on workplace violence reported that aggressive behavior including the use of

violence is reported to be a coping strategy used by individuals who perceive they have been abused.

Underscoring the fact that federal law enforcement officers represent in many cases the best and brightest of applicants coming from diverse backgrounds, and these men and women have difficulty in recognizing and coping with the subtle and covert behavior of bullying, it seems logical to present the argument that all bullying should be stopped. The research regarding children and bullying reveals that violence is the coping strategy utilized by children when bullied. Law enforcement officers have not used violence to the extent that violence has been reported in other workplace violence cases, with the exception of shootings involving U.S. Postal Workers.

If you consider describing the behavior that each participant identified in their former law enforcement agencies, and drawing from the perceptions and institutional experience of Berger (2002), federal law enforcement leadership and agency management use the approach to human resource issues as one he described as intended to “divide and conquer.” Berger notes that this tactic is similar if not exact to the “approach cops use in dealing with crooks.” He found that federal agents are being subjected to bullying behavior at the direction of agency management. Berger confirms that filing of administrative complaints in an attempt to seek relief in most cases is a waste of time and identifies the employee as a target for reprisal.

Gilmartin and Harris (1996) support the viewpoints of each participant by citing their research into law enforcement agencies necessitating a need to create an empowerment style of leadership if the organization will become effective and a healthy environment.

Limitations of the Study

The present study is not without limitations. The sample size was a limitation, and access to current employees would have been denied without some adverse professional risk to those current employees and to the researcher, who remains employed as a federal agent in a federal law enforcement agency. Because the sample size was small, consisting of 8 former federal agents, it still remains within the accepted standards for qualitative research.

The researcher presented at the inception of this study the challenge and difficulty encountered in gaining access to current and active federal agents to acquire a sample size that would meet the operational requirements of this particular research project. The organizational culture within law enforcement remains somewhat elusive, and it was essential to identify a diverse group of former agents who were willing to participate and to share what is generally considered a very personal and private experience relating to their perceptions of intimate feelings. Inspection into the inner workings of the occupation remain somewhat covert, and those who expose those inner workings could be perceived to be open to all sorts of criticism for writing about how the law enforcement community functions.

The next area of limitation involves the decision by the researcher to employ open-ended interviews. Although focused upon formal questions relating to being bullied while employed as federal agents, these participants may have held personal bias which could be all inclusive of their lived experiences, and they had the opportunity to place blame on their careers and/or agencies for their problems. This is because each participant was also limited by how each participant could recall, articulate and express

their personal perceptions of being bullied at their workplace. These individual perceptions were represented as the truthful lived experiences of the former agents. This researcher compared the data reported within literature review and a personal interview with the FLEOA attorney, Lawrence Berger, to the participant interview outcomes and reported those findings in this study. The individual reader has the final determination as to whether they perceive the participants as creditable.

The selection of participants was nonrandom and is not necessarily representative of the occupation of other law enforcement agencies not included in this study. The study did not secure a sample of participants that was ethnically or gender specific, and all participants were Caucasian. The small number of participants available negated any attempt to include a diverse group based upon ethnicity or marital, age and socioeconomic status.

The final limitation involves the researcher's subjectivity. In any research, the presence of the researcher has some impact upon the perspective of the participant. Researcher bias can occur in two parts of the research: data collection and data analysis. The researcher made every effort to minimize subjectivity through the recognition and reevaluation of the assumptions presented as a result of the data analysis.

The degree to which these findings can be generalized to the population is uncertain. But this information is useful as it indicates a serious problem within various federal agencies. My assumption is that this area of bullying behavior described is just the tip of the iceberg. These limitations could present challenges to the generalization of the research findings. Perhaps these limitations can influence future research.

Suggestions for Future Research

An area for future research was identified as a result of this study. An undeniable association exists between the perceptions of federal agents that they have been exposed to bullying situations during their employment. A clear conflict association exists between the leadership and management ranks and non-management employees in federal law enforcement agencies.

The consensus among all 8 participants of the study spoke out about a perception that what they found in each of their respective agencies was a negative culture that was counterproductive to protecting the public and very costly. The participants perceived that their agency leadership had abused them and at different times during their careers, and questioned their continued employment.

Another area to be studied, pointed out by the participants is that of politics and individual career goals. All the participants included this concern and stated that this area outweighed the agency mission or goals, and the competence within the leadership was in need of review and a paradigm shift. Too many employees who desired to become promoted lacked the requisite field experience to carry out competent leadership. Agents assert they are threatened or summarily transferred at the will of agency leadership if they complain or are viewed as a threat. This approach should be discontinued, and models for effective leadership training implemented.

In the study, evidence presented reveals that bullying behavior takes place within some federal law enforcement organizations. This bullying behavior has been identified by the data as creating an unhealthy and unproductive workplace environment. Examples were provided which indicate that employees leave their jobs, sabotage their work and

these examples lead to inefficiency as the outcome. The economic costs associated with bullying in federal law enforcement were not quantified in this study; however, the evidence and data strongly suggest that leadership issues which involve the cost of operating a bullying workplace is very costly to taxpayers. Evidence has been presented in this study, which outlines the expenditure of funds by agency leadership has been criticized by having little accountability or oversight. Each participant regardless of their former rank within the agency have presented arguments that agency leadership was called into question with regards to being held accountable for their decision-making.

Several participants reported they experienced negative physical and psychological problems having been bullied in the workplace. These participants attributed those feelings to being placed in a no-win situation, with few opportunities to address bullying in a safe advocacy based environment. This study did not focus upon the effects of the individual health issues regarding each participant by being bullied over the course of their employment. This researcher suggests that another study be designed to explore the short-term and long-term effects of federal agents who admit to having been bullied on the job.

A final recommendation for future research is to review and evaluate the selection of managers and leadership through a means of potential for assessment and success, beginning with strict guidelines and oversight to reduce subjectivity and selection bias. Following this process, federal law enforcement leadership should consider in developing a leadership-management training programs with continuous updates and certification criteria for potential and current managers. None of these recommendations themselves can confirm change alone. Each individual within the organization must understand how

the processes work and agree to become involved by having a shareholder stake in the organization. This process needs to be legitimate in order to succeed, not just some clever propaganda to seek political short-term gains. The evidence presented in this research project indicates that an organizational oversight function needs to be implemented to identify and focus upon the areas that need immediate attention to communicate to employees that the intention is to correct problems immediately.

Therefore, I submit that additional research in these areas would define the significance of the problem and more narrowly focus upon the total impact of bullying in the federal law enforcement organizational context.

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Appendix A

Contact Letter from Researcher

Date

Name (insert)

Address

Dear (participant):

I am a doctoral candidate at Lynn University in Boca Raton, Florida. The purpose of this letter is to extend an invitation for you to become a participant in a research project for my dissertation. The title of my dissertation topic is *A Qualitative Study of Bullying Behavior in Federal Law Enforcement: An Examination of Former Officers Perceptions Regarding the Problem*.

This is a written request as a follow-up from our verbal discussion regarding your willingness to participate in this study.

The research project involves one interview and a follow-up session to verify accuracy. The one-on-one interview will involve a series of open-ended questions about your perceptions and personal experiences of being bullied during your career as a federal law enforcement agent.

The interview will be audio taped for documentation purposes, researcher review and transcribing purposes. Once the interview is complete, you will be re-contacted to review your information (transcript) for accuracy. It is estimated that your total time committed to this project will be approximately two to three hours. This letter serves to certify that all your information including the tape-recorded interviews will be kept strictly confidential. Your identity will be coded with a number, which is not disclosed to any person except this researcher.

The University requires that I must inform all participants that if you disclose to me that you have participated in conduct or behavior, which is a violation of criminal law, I am obligated to notify the appropriate authorities.

The goal of this research is to explore bullying in behavior in federal law enforcement and to identify coping strategies in the form of a rich description. This description can be provided to researchers and to others who may have experienced bullying in their lives. Your selection for this project has been made because you have met the criteria of being bullied during your professional career along with your interest in participating in this research project.

I have provided as enclosures two copies of the following forms: (1) "Informed Consent" and (2) "Informed Consent to Audio Record." Please take the time to review these documents carefully. It is requested that you sign and date each of these forms and return them to me in the enclosed envelope. It is also requested that you furnish telephone numbers as contacts for you so that I may set up interview dates and times. It is recommended that you maintain one copy of each form for your records. Once I receive the forms, I will then contact you to set up a convenient time for you to conduct the interview.

If you have any questions about this research project, please do not hesitate to contact me at [REDACTED]. If you have concerns regarding the research that you do not want to address with me, please call Dr. William J. Leary, Dissertation Committee Chairperson, at [REDACTED].

Thank you for your assistance, I look forward to meeting with you.

Rande W. Matteson

Appendix B

Form: Informed Consent

You have been asked to participate in a research study conducted by Rande W. Matteson, a doctoral student in the College of Education program at Lynn University, Boca Raton, Florida. This study is a research doctoral investigation, which involves the perceptions of former federal law enforcement officers who have experienced bullying in their careers.

The goal of this study also is to capture the essence of bereavement in the form of a description. The goal of this study is to capture the feelings of former federal agents who have experienced bullying behaviors and identify their coping strategies in the form of their adjustments to their perceptions. The descriptive information can then be used to help other federal law enforcement agents better understand their experiences. You have been selected because you meet the criteria of being a former agent who has indicated that you believe that you were exposed to bullying behavior during your career and have an interest in participating in this research project.

The study involves a one-on-one interview and a follow-up interview. The one-on-one interview will consist of open-ended questions about your personal experience of being bullied and coping with that behavior during your career. The interview will be tape recorded for a later analysis. Once the analysis has been completed, you will be contacted again for a follow up interview to review the analysis for accuracy. The total time involved in participation will be approximately three to four hours.

You need to understand that if you disclose to me that you have participated in the bullying related behavior, which is a violation of criminal law, I am obligated to notify the appropriate law enforcement authorities.

The information you provide will be kept strictly confidential. The transcription of the interview will be coded with a number and an alias to protect your identity. Reports of this research will not include any identifiable data. The overall results of the research will be published in a doctoral dissertation as well as other possible publications including professional journals. Lynn University's Institutional Review Board has authorized access to all materials related to this project.

The goals of this research are directed to the benefit of federal law enforcement officers to better understand the experience of bullying and coping strategies. The risk to you is considered minimal and all information is strictly confidential.

The researcher is available by telephone at [REDACTED] for contact any time during this research. In addition, you may withdraw from this study at any time without negative consequences if it becomes too uncomfortable. Should you withdraw, your data will be eliminated from the study and will be destroyed. If you do participate, your data will be coded to protect your identity and confidentiality, and kept in a locked security box for a period of five years. After five years, the data will be destroyed. No financial or personal compensation will be offered to participate in this study.

Upon request, a copy of the final research analysis will be provided to you at the conclusion of the research. If you have any questions about any aspect of this study or your involvement, feel free to ask at any time. If you have concerns about this project that you do not want to address with the researcher Rande W. Matteson, you may call Dr. William J. Leary, Dissertation Committee Chairperson, Lynn University, at (561) 237-7000.

Two copies of this informed consent have been provided. Please sign both indicating

you have read, understood, and agree to participate in this research. Please return one copy to the researcher and keep the other for your files.

Name of Participant (please print)	Telephone Number
Signature of Participant	Date
Rande W. Matteson, Researcher	Date

Appendix C

Form: Informed Consent to Audio-Record

I, _____, give permission to have this interview recorded by means of an audio recording device. I understand the interview will be taped for data collection purposes specific to this research project only. The recording will be transcribed and coded. The recording and transcription will be maintained for a period of five years. At that time the recording and transcription will be destroyed. I understand that these tapes, as well as all written materials, are completely confidential.

Name of Participant (please print)

Date

Signature of Participant

Date

Rande W. Matteson, Researcher

Date

Appendix D

Interview Guide: Demographic Information

Thank you for allowing me to interview you today. As I stated earlier, please understand that anything you say in the interview is purely confidential and your name will not be used in any way. I appreciate all the time and effort you have chosen to share with me.

General Information:

Gender: Male _____ Female _____
Age: 30-40 _____ 41-49 _____ 50+ _____
Education: (indicate highest level achieved)
High School _____ Community College _____
Undergraduate degree _____ Graduate degree _____ Other _____
Major field of study _____

Former Agency _____

Length of Service _____

Career Assignments _____

Grade/Title _____

Marital Status _____

Overall Health _____

What is the definition of a
bully? _____

Do you perceive that you were bullied in the workplace? _____

Did you realize you were being bullied? _____

Did you employ any coping strategies for this perceived bullying behavior? _____

Appendix E

Interview Questions

1. Define what the term bullying means to you?
2. Do you consider yourself as having been bullied in the workplace?
3. Do you perceive that you were individually targeted or did you observe other employees being bullied also?
4. Can you relate bullying behavior to one particular circumstance or did it occur on a daily basis?
5. Would you say that the source of bullying stemmed from the management level or from your peers?
6. Can you pinpoint any particular negative side effects that you experienced as a result of this bullying behavior?
7. Did you ever receive training in the recognition of bullying, during the course of your employment?
8. Did your agency have an anti-bullying policy and were there adequate and effective means for reporting bullying?
9. How did you cope with bullying behavior?
10. Did your employer provide any assistance to help you cope with bullying behavior?