# Implementation of the Joint Duty Program at CIA: Analysis and Recommendations

A Project Commissioned by the Center for the Study of Intelligence,
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Executive Summary

This report assesses the strengths and weaknesses of the Joint Duty (JD) program as it is currently implemented at the CIA. Over the course of approximately six weeks, the Bush School 2012 Capstone interviewed – in-person and by phone – 160 CIA employees who completed a JD assignment. In assessing the qualitative and quantitative responses reported by personnel, we conclude that employees find value in the program, are well-integrated within their host agency, and achieve the program's mission of increasing employees' knowledge of other Intelligence Community agencies. Weaknesses hindering the program include: a disproportionately high number of employees choosing assignments at the Office of Director of National Intelligence (ODNI) and the National Reconnaissance Agency (NRO); insufficient manager guidance in selecting career-relevant assignments; failure to comply with regulations tasking agencies to maintain contact with their JD employees; employees experiencing significant difficulty returning to the CIA upon completion of their assignment; and inconsistent views regarding whether the program aids promotion potential.

Positive Findings

What is Working

Finding: The vast majority of employees who participate in a JD assignment view their overall experience positively.

89 percent of employees interviewed characterize their JD assignment as a positive experience, indicating that the employees believe the program has value.

Finding: Employees substantively contribute to the mission of their assigned agency.

A significant portion of participants believes they were fully integrated and utilized by their host agency, stating that they contributed substantially to the organization.

Finding: Waivers are not being used as a means of avoiding compliance with the JD program mandate.

Critics of the program's implementation accuse the IC of abusing waivers as a means of avoiding compliance with the mandate. While this may have been the case at the program's inception, according to employees, waivers at the CIA are granted infrequently.

Finding: In compliance with regulation ICD 601, section 6E, employees experience few problems with security clearance compatibility and accessing necessary information while at the assigned agency.

92 percent of respondents indicated no problems with compatibility of clearances.

Negative Findings

Before Joint Duty Assignment

Where People Are Going

Finding: The vast majority of employees complete their JD assignments at ODNI/NCTC and NRO.

60 percent of employees complete their assignment at either ODNI or NRO, versus merely 16 percent going to the FBI, NSA, and NGA.

Recommendation: Offer travel reimbursements, bonuses, or flexible scheduling to incentivize employees completing JD assignments at less frequently selected agencies.

In order to help encourage employee participation in the JD program, particularly with agencies other than ODNI and NRO, the CIA should offer incentives to help mitigate resistance caused by issues such as longer commute times.

Manager Support

Finding: Less than half of managers are involved in their employees' JD application process.

Many CIA employees feel that manager support is either inconsistent or virtually absent during the JD process, complicating appropriate selection of assignments and employee transition back to CIA.

Recommendation: Managers should be required to complete JD workshops to familiarize themselves with the program, its benefits, and how best to advise and support their employees throughout the process.

To help managers understand the process and benefits of the program and how to assist their employees, managers should attend a workshop where they can discuss best practices.

Recommendation: The JD program should be explicitly included in the Career Planning Discussion template, which will guide "career conversations."

By including the JD program into the Career Planning Discussion template, managers can help employees identify not only the right time to participate in an assignment but also the right assignment for the employee's career path. The "right" assignment does not always have to be one that increases an employees' managerial potential, but may be one that increases the skill sets that will prove valuable to CIA upon the employee's return.

Program Perceptions

Finding: Perception of the JD program appears to divide between those who have completed the program and those who have not.

Personnel reported that employees who have not completed a JD assignment tend to view it negatively; those who have participated regard the program more positively.

Finding: It appears that advertisement of the program could be improved; employees are largely unaware of the rules, guidelines, and benefits of the JD program.

Employees do not fully understand the rules, guidelines, and benefits of the JD program. While we are not aware of what announcements HR has made over the last several years, we can conclude that employees display a lack of knowledge regarding the program, indicating a disconnect between how the program is advertised and what information employees retain.

Recommendation: HR should disseminate a set of concise "talking points" that lays out the goals, guidelines, and requirements of the JD program for supervisors to utilize in the previously noted "career conversations" with their subordinates. Employees' lack of familiarity with the process indicates that JD program guidelines are not being effectively disseminated. HR must ensure that information is easily accessible and widely available.

Recommendation: HR should build upon its JD information session by incorporating individuals from different directorates to share their experiences with other employees.
HR must ensure that panels include a diversity of employees, which would likely help a greater number of personnel understand how a JD assignment could complement their career.

During Joint Duty Assignment

"Reachback"

Finding: Employees feel that they have insufficient contact with CIA managers while at their host agency, indicating a failure to comply with ICD 601, section 5E 4.
A substantial portion of CIA employees report feeling "out of sight, out of mind" while completing their JD assignment. While some state that maintaining contact is the sole responsibility of the employee, others believe the organization should have a larger role. According to regulations, the home and host agencies, not the employee, are primarily responsible for facilitating contact, or "reachback," with JD employees.

Recommendation: Home and host agency supervisors should maintain contact with employees and provide career development guidance, as required by ICD 601, section 5E 4.
Brief, quarterly performance reviews, produced by the employee and submitted to his or her manager, should be a required component of communication between host and home agency supervisors, thereby improving "reachback." As employees are not likely to return to a specific line supervisor's unit, the best manager to receive and monitor such reports may be at the Office level.

Knowledge, Skills, and Abilities (KSAs)

Finding: 85 percent of employees state that their JD assignment helped them gain unique knowledge that they would not otherwise obtain at their home agency.
Employees feel that they gained valuable knowledge in their JD assignments and often have the opportunity to take on leadership or managerial roles.

Finding: Specific skills gained by employees on the JD assignment are frequently not relevant to their career path or follow-on position.

Most employees feel they gained unique KSAs on their JD assignment, however, they reported that these new skills were not compatible with their career path or follow-on assignment, and thus were underutilized by their home agency.

Recommendation: Employees' JD assignments should not only relate to their career track, but they should also, where possible, have relevance to their follow-on assignment.
Ensuring that a JD assignment is relevant to an employee's career track will maximize the value of KSAs acquired by the individual. This enables both the employee and the Agency to capitalize on the program's benefits. As previously noted, the "right" assignment does not always have to be one that increases an employee's managerial potential, but may be one that increases the skill sets that will prove valuable to CIA managers upon the employee's return.

Post Joint Duty Assignment
Return to CIA
Finding: Many employees do not experience a "soft landing" when they return to the CIA from their JD assignment, as required by ICD 601 section 5B 1d.
Upon returning to the CIA, employees reported significant difficulty finding their next position.

Recommendation: An employee's home agency manager should be the designated individual responsible for helping employees navigate their return to the CIA to "their former or equivalent position," per ICD 601, section 5B 1d.
This home agency Office manager, having significant knowledge of the employee and interest in his or her career track, may be best positioned to help that employee return to the CIA.

Promotion
Finding: A significant portion of employees does not believe that their JD experience has a positive effect on their promotion potential.
41 percent of interviewees believe that their JD experience has little to no effect on their promotion potential upon returning to the CIA.

Recommendation: Pursuant to ICPG 601.1, the promotion criteria for CIA promotion boards should reflect that JD is a "quality ranking factor." Furthermore, HR should maintain and disseminate the comparable promotion rate statistics required by ICPG 601.1 to all Agency employees.

Recommendation: Promotion documents should prominently highlight JD in the promotion criteria for GS-13 and 14, in accordance with ICD 601.1, section J.

Recommendation: Promotion Board members should include former JD employees.
This will help other board members recognize the benefit of JD and will facilitate compliance with the ICPG 601.1, section J.

Contacts
Finding: Employees find it difficult to maintain long-term professional relationships with contacts made during their JD assignment.
68 percent of employees reported maintaining contact with colleagues at their host agency; however, the worth of these contacts is diminished by employees' follow-on assignment having little relevance to their JD assignment.

Recommendation: Employees' JD assignments should not only relate to their career track, but they should also, where possible, have relevance to their follow-on assignment.
The lack of continuity of contact among CIA employees and their former JD co-workers effectively defeats a significant purpose of the program – fostering integration within the IC. Enabling maintenance of such communication will not only help JD employees expand the network of contacts relevant to their work, but it will also enable them to share such valuable resources with other CIA personnel.

Recommendation: HR should institute an exit survey for JD employees.
An exit survey for employees who completed a JD assignment would provide HR with another means of tracking employees' attitudes towards the program, as well as emerging positive and negative trends.

Areas for Further Study

Finding: Frustration with ODNI is pervasive.

64 percent of employees interviewed responded negatively when asked whether ODNI has been beneficial in enabling CIA to accomplish its mission.

Recommendation: There needs to be further review of the specific mission of ODNI and analysis of exactly how ODNI should evolve within the parameters of IRTPA.

Introduction

Background and Rationale for Reform

As indicated by the attacks on 9/11 and other "intelligence failures" in the first decade of the 21st century, the Intelligence Community (IC) was slow to adapt to modern security threats. The 9/11 Commission Report highlighted rigidity and lack of integration – inherent in a Cold War agency structure – as fatal flaws. The report concluded that the IC had been hobbled by "structural barriers," inhibiting its ability to function as a unit and creating weaknesses within the system. According to the report's authors: "national intelligence is still organized around the collection disciplines of the home agencies, not the joint mission." Further, "lack of common standards and practices" and "service-specific mind-sets" contribute to difficulties in coordinating among agencies and made turf warfare a real impediment to cooperation.[1]

In light of these findings, Congress passed the *Intelligence Reform and Terrorism Prevention Act of 2004* (IRTPA), which amended the *National Security Act of 1947*. In addition to other reforms, IRTPA sought to enable the Director of National Intelligence (DNI) to "prescribe mechanisms to facilitate the rotation of personnel of the Intelligence Community through various elements of the Intelligence Community in the course of their careers in order to facilitate the widest possible understanding by such personnel of the variety of intelligence requirements, methods, users, and capabilities."[2] This provision, in conjunction with Executive Orders 12333 (as amended) and 13355, served as authorization for the Intelligence Community Civilian Joint Duty program, as outlined in Intelligence Community Directive (ICD) 601

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[1] National Commission on Terrorist Attacks Upon the United States, *The 9/11 Commission Report* (2004), 408-409, <http://www.gpo.gov/fdsys/pkg/GPO-911REPORT/pdf/GPO-911REPORT.pdf>, Accessed May 7, 2012.
[2] *Intelligence Reform and Terrorism Prevention Act of 2004*, Public Law 108-458 (December 17, 2004), 3652, <http://www.nctc.gov/docs/pl108_458.pdf>, Accessed May 7, 2012.

(effective May 16, 2006) and Intelligence Community Policy Guidance (ICPG) 601.1 (June 25, 2007 amended September 4, 2009). Although these regulations do not speak directly to the overall goal of the program, former Intelligence Community Chief Human Capital officer Dr. Ronald Sanders echoed IRTPA's statutory purpose in his testimony before Congress on April 30th, 2009, noting that "the Joint Duty program is intended to ensure that as a minimum, IC professionals, managers, and executives come to know first-hand, through one or more Joint Duty rotational assignments, the entire intelligence 'enterprise' and their interagency responsibilities in executing its missions."[3]

Thus, the creation of the Intelligence Community's Joint Duty program is based on the assumption that interagency rotation will promote interagency coordination – developing a cohesive *community* that is stronger than the sum of its parts. An IC-specific rotation program, theoretically, provides a means of overcoming some of the structural and cultural barriers that inhibit the IC. Personnel should gain a greater understanding of the capabilities, resources, and authorities of other agencies as well as create networks among other IC colleagues that would lead them to look outside their own agency. Over time, interagency experience should result in greater cohesion among all agencies and personnel – instilling skills and connections that will be used in times of elevated threat.

Goldwater-Nichols – The Model for the Intelligence Community Joint Duty Program

The Goldwater-Nichols Department of Defense Reorganization Act of 1986 dramatically restructured the U.S. Military. Prior to the law's enactment, the military suffered from a lack of integration among the services, resulting in turf warfare and culture clashes. In an effort to foster coordination among the military services, the law mandated personnel management reform. The resultant Joint Duty program requires that personnel complete an assignment with another branch or integrated unit of the military before attaining a certain rank within their home branch. *Goldwater-Nichols* is widely regarded as a great success; thus, it is no surprise that it has served as the basis for the IC's rotation program. While each military branch remains distinct, a common "military culture" forges the service branches together.

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[3] Dr. Ronald P. Sanders, *National Security Reform: Implementing a National Security Service Workforce*, Statement for the Record before the Senate Subcommittee on Oversight of Government Management, the Federal Workforce, and the District of Columbia (April 30, 2009), 2, <http://www.dni.gov/testimonies/20090430_testimony.pdf>, Accessed May 7, 2012.

It is unclear to what extent the same type of cohesion can be fostered among the components of the IC. There are clear differences. Perhaps the most important, aside from the fact that most organizations in the IC are primarily civilian, is that the entire IC does not report to the same cabinet level official as is the case with DOD components, who operate directly under the authority of the Secretary of Defense.

Public Criticism of the Joint Duty Program

Some have expressed skepticism as to whether the IC Joint Duty program will produce worthwhile results in its current form. In his congressional testimony, Sanders stated that applications for Joint Duty positions remained low as of 2009, and that a 2008 survey of IC employees concluded that the actual Joint Duty promotion requirements did not yet seem "real" to most personnel.[4] In a March 2010 article published in *Studies in Intelligence,* Patrick Neary further critiqued the implementation of the program, remarking: "Joint Duty as it is being implemented in the community will not generate significant behavioral change because many intelligence officers are being shielded from the requirement to operate in an unfamiliar environment."[5] Primary among his concerns are that many IC employees will be designated as joint-qualified without leaving their home agency. With more than 500 *internally qualified* CIA employees, Neary worried that too many individuals were being exempt from the program.[6] Internal qualification and the use of waivers provide a means for the CIA, and other agencies, to withhold their best employees from participation in the program. Former DNI Dennis McConnell was quoted to the same effect in the Federal Times on April 6th, 2010.[7] This practice would, of course, preclude potential future SIS members from gaining interagency experience, thus defeating the purpose of the JD program.

In addition to concerns about "shielding," it has been suggested that despite being required to serve in JD assignments, agency employees still, in the words of former DNI Dennis Blair, "stop short of the best solutions (because of) the boundaries of their institutional prerogatives." Even after months on an interagency team "they are reluctant to break their

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[4] Ibid., 11-12.
[5] Patrick C. Neary, "Intelligence Reform, 2001-2009: Requiescat in Pace?" *Studies in Intelligence,* Vol.54, No. 1 (March 2010): 8.
[6] Ibid.
[7] Stephen Losey, "Intelligence Leaders Fault Joint-Duty Programs," *Federal Times,* April 6, 2010, <http://www.federaltimes.com/article/20100406/AGENCY02/4060311/1018/DEPARTMENTS>, Accessed May 7, 2012.

institutional glass."[8] There have also been numerous anecdotal complaints that JD participants do not receive support from their supervisors, are not properly utilized in their assigned offices, and do not directly find their JD experiences helpful in career advancement upon returning to the home agency. Finally, following IRTPA, some employees have reported that they agreed to JD not because they really wanted to learn about other organizations and become part of an integrated IC, but simply because the new promotion rules force them to go through what might be an empty process in order to "check the box."

Assessing the CIA's Implementation of the Joint Duty Program

Following on these reports, the Bush School 2012 Capstone developed a survey for JD participants that would seek to determine whether the Joint Duty program is working as originally intended. In addition to assessing the validity of the aforementioned criticisms, our study examines certain key concerns, including: manager support; utilization of JD employees at their host agency; impact on promotion; and whether accusations of "employee shielding" prove true. In assessing trends among CIA personnel responses, we found that most employees feel positively about their JD experience, and felt they received substantive work while at their host agency. However, inconsistencies in manager support, uncertain impact on promotion potential, and certain areas of non-compliance with program regulations prevent the JD initiative from working to its full potential. The following report details the Capstone's findings and recommendations for improving implementation of the Joint Duty Program at the CIA.

Research Design and Methods

In order to gain insight into current CIA employees' perceptions of the effectiveness of the Joint Duty program, our Capstone developed a survey composed of both quantitative and qualitative questions. These components aimed to assess employees' experiences and observations while detailed to JD-qualifying assignments. With the assistance of CIA Human Resources and the Center for the Study of Intelligence (CSI), we invited via e-mail those employees who had obtained credit for a JD assignment to participate in our study. [9] Approximately 300 people responded to our request to participate in the study. Of those who

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[8] Ibid.
[9] Emails were sent to approximately 800 employees.

responded, 160 individuals were interviewed, either by phone or in-person. Schedule conflicts, time constraints, and employee decisions not to participate in the study account for the difference between those who initially expressed interest, and those who ultimately participated.

Regarding quantitative questions, a Likert Scale was used to quantify and analyze perceptions and experiences. The metric was based on a scale of one to five, from which an interviewee could select the response that corresponded with his or her degree of agreement or disagreement with the statement posed. It is important to note, given the complexities of measuring employee perceptions and experiences, some questions may not have been interpreted consistently among interviewees; as an inherent problem of surveys, interpretation of questions will always vary to some degree.

The Joint Duty Program as Currently Implemented: Positive Findings

What is Working

Finding: The vast majority of employees who participate in a JD assignment view their overall experience positively.

When asked to indicate attitude towards their JD assignment, nearly 89 percent of employees interviewed classified their experience as positive - 42 percent of which indicated the program was "indispensable to their growth as an effective employee." Despite certain shortcomings within their assignments or the program as a whole, the vast majority views the program as worthwhile. This positive, retrospective outlook on the program is encouraging, highlighting that employees who participate in JD see its overall value and impact. Similarly, when asked whether they feel the program, as currently constructed, benefits the IC, 73 percent of employees interviewed indicated that they "agree" or "strongly agree" with the assertion.[10] While some employees expressed confusion regarding the program's mission, the majority perceives it as useful, which serves as a strong indicator of the program's utility.

Finding: Employees substantively contribute to the mission of their assigned agency.

A significant portion of JD employees reported feeling fully integrated while at their host agency. Among those surveyed, 80 percent "strongly agree" that they were able to contribute

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[10] 43 percent "agree;" 30 percent "strongly agree."

substantively during their JD assignment, while an additional 14 percent "agree." Such findings indicate that host agencies have a need for JD employees and are not simply creating "filler" positions to comply with the ODNI mandate. On numerous occasions, employees explained that their assignment helped the host agency fill a specific gap within their personnel, frequently affording the JD employee the opportunity to develop his or her management and leadership skills.

Finding: Waivers are not being used as a means of avoiding compliance with the Joint Duty program mandate.

Per Intelligence Community Policy Guidance document 601.1, section F, the JD assignment requirement for promotion to the Senior Intelligence Service (SIS) may be waived if "it has been demonstrated that there are no 'highly qualified' alternative candidates with Joint Duty certification, and that the mission of an IC agency or element would be adversely impacted if that particular individual cannot be appointed, promoted, or placed into the senior position in question." Critics of the program's implementation have accused the IC of abusing waiver authority.[11]

While waivers may have been used with greater frequency during the period following the program's inception, this appears to no longer be the case. Indeed, most CIA personnel interviewed are not aware of the option to apply for a waiver.[12] Those who are aware of the process indicated that granting of such exemptions is a rare occurrence. The general consensus appears to be that waivers are "few and far between." These findings are encouraging, as they indicate that the CIA has made an effort to comply with the program mandate and has not unnecessarily excused employees from fulfilling the requirement. Additionally, CIA HR explained that they have made an effort to decrease the number of waivers granted.

Finding: Culture generally does not impede employees' ability to accomplish the mission on their JD assignment.

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[11] Partnership for Public Service with McKinsey & Company, "Mission-Driven Mobility: Strengthening our Government through a Mobile Leadership Corps," (February 2012), 13, <http://www.federalnewsradio.com/pdfs/pps_ses_mobility.pdf>, Accessed May 7, 2012.
[12] Approximately 55 percent were unaware of the regulations permitting employees to apply for waivers.

Our survey results indicate a clear trend regarding the notion of varied cultures in the IC. When asked to what extent they agree or disagree with the statement "significant cultural differences exist between the home and host agency," 87 percent either "agree" or "strongly agree" with the statement.[13] Although employees acknowledge there are differences in culture, many explain that these "differences [are] not impediments;" rather, "cultural differences made things different, not difficult."

Finding: In compliance with regulation ICD 601, section 6E, employees experience few problems with security clearance compatibility and accessing necessary information while at the assigned agency.

Despite the varied security clearance processes utilized by the IC, almost all employees interviewed did not experience problems transferring clearances to their assigned agency.[14] However, several employees expressed concern regarding other government agency employees' ability to transfer their clearances to the CIA, citing the CIA's stringent standards for background checks as a likely deterrent for, or roadblock to, rotations into the CIA.

Similarly, the majority of employees were able to access relevant information at their host agency while participating in a JD assignment. In fact, several agencies, such as ODNI and NRO use the same computer systems, facilitating accessibility. At other agencies, such as NGA, several employees reported delays, explaining that it took several weeks to acquire necessary access. Considering the diversity of systems the IC employs, to a certain extent, this should be expected.

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[13] 24 percent "agree;" 63 percent "strongly agree."
[14] 92 percent of respondents indicated no problems with compatibility of clearances.

Pre-Joint Duty Assignment: *Where People Are Going, Manager Support, & Perception and Understanding*

Where People Are Going

Finding: The vast majority of employees participate in JD assignments at ODNI/NCTC and NRO.

Where People Are Going

Legend:
- ODNI/NRO
- Other*
- DOE
- DHS
- DOS
- Treasury
- DIA
- FBI
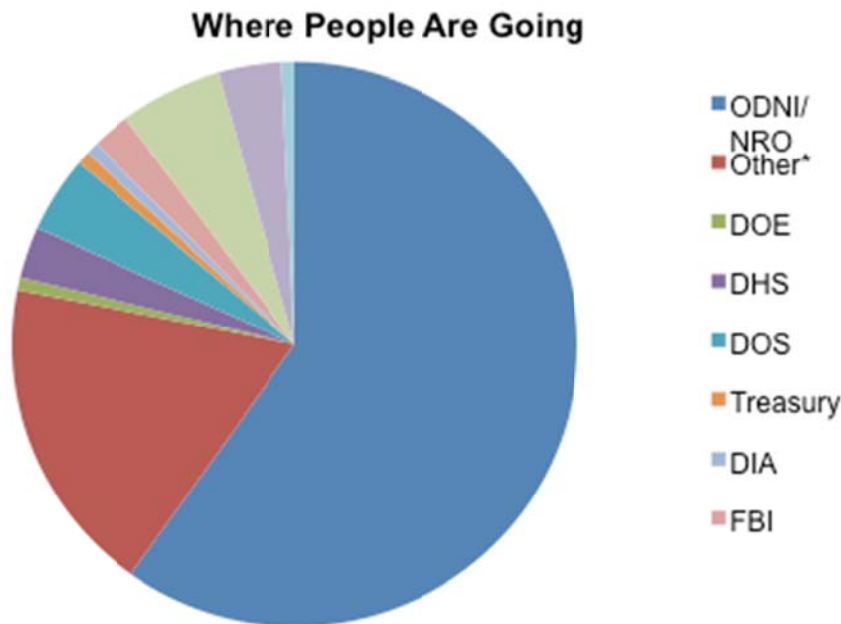
*Other encompasses any assignment which was not done with an IC element, e.g. Officer in Residence, White House Situation Room, National Archives

Far too many employees completed their JD assignments at ODNI/NCTC or NRO, indicating a significant problem with the structure of the program. Among those interviewed, CIA JD employees at these agencies accounted for roughly 60 percent of the program. This trend potentially hinders the purpose of the JD program, which is to integrate the IC. This is especially pertinent, as NRO and ODNI were originally staffed by a large number of CIA employees. Only

16 percent of employees interviewed served in other major agencies, such as FBI, NSA, NGA, and DIA.

It is unclear precisely why this is the case. However, based on employee responses, we speculate that several issues are influencing the choice of assignment location. Many employees indicated that commute time influences their decisions. Additionally, given that ODNI/NCTC and NRO use the same computer systems as the CIA, the relatively smooth transition to these agencies may incentivize this choice. Other agencies may also be experiencing problems identifying a sufficient number of positions for JD employees, limiting assignments available to CIA or other IC personnel. As CIA is the focus of this study, the parameters of our project did not enable us to fully examine this potential problem.

Recommendation: Offer travel reimbursements, bonuses, or flexible scheduling to incentivize employees completing JD assignments at less frequently selected agencies.

Reimbursements or bonuses would serve to incentivize travel to agencies such as NSA, NGA, DIA and FBI – agencies that are in the DC Metropolitan Area, and have great kinship with CIA, but they have proven to be an unlikely destination for employees doing a JD assignment. Further, benefits such as *flexible scheduling* would ease the stress of a potentially longer commute. According to one interviewee, NSA already implements a travel reimbursement incentive to their employees on JD assignments. This program could serve as a basis for a similar CIA initiative.

Manager Support

Finding: Less than half of managers are involved in their employees' JD application process.

Many employees felt that their managers were generally supportive of JD assignments; however, manager support varies widely. While a number of employees stated that their manager was involved in the process of helping them select a JD assignment, over half indicated that the manager was not involved.[15] Only 27 percent of personnel interviewed found their JD

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[15] When asked if their supervisor was involved in their application process, 31 percent indicated they "strongly agreed" with the statement, while an additional 12 percent "agreed."

assignment through their supervisor, while the majority found the opportunity through other means.[16]

Although managers discuss career plans with employees annually, those interviewed indicated that guidance is inconsistent among managers. Several employees explained that some managers do not appear to be concerned with where employees are placed and provide little guidance in terms of the employee's assignment selection.

This may not merely be oversight on the part of managers but due to a lack of guidance provided to them. Although our team has not personally viewed these documents, we have been informed by CIA employees that the Career Planning Discussion template, which is utilized by managers to guide "career conversations," makes no specific mention of JD assignments. While the guidance tangentially refers to "external experience/rotations," this is far too broad and unlikely to be regarded by managers or employees as an important issue.

Many employees suggested that managers should be more involved in identifying appropriate JD assignments, compatible with individuals' particular knowledge, skills, abilities, and career path. Since many managers have not participated in the JD program, some employees expressed concern that their supervisors may not be aware of its benefits or how to provide personnel with appropriate guidance.

Finding: Promotion to SIS has little influence on employees' decisions to complete a JD assignment.

According to ICPG 601.1, completion of a JD assignment is required for promotion to SIS. Despite this mandate, it appears that SIS has little influence on employee decisions to complete a JD assignment. Of those interviewed, only eight employees (6 percent of the sample) indicated the requirement as their primary reason for participating in JD. Further, most employees either do not aspire to, or will not attain, SIS. Managers must keep in mind that promotion to SIS is not the most powerful incentive for employee participation; therefore, managers should consider an employee's career trajectory and skill sets in helping them select an appropriate position and time to complete a JD assignment.

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[16] 35 percent found the assignment through AVNS. Other options include: through a co-worker; the JD website; or other.
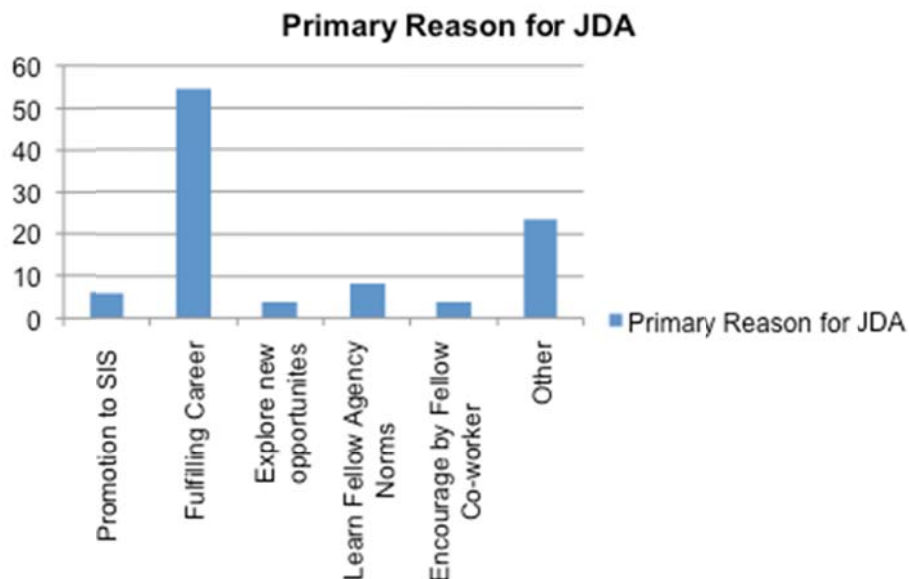
Primary Reason for JDA

Bar chart titled "Primary Reason for JDA" showing values: Promotion to SIS (~6), Fulfilling Career (~54), Explore new opportunites (~4), Learn Fellow Agency Norms (~8), Encourage by Fellow Co-worker (~4), Other (~23).

Recommendation: Managers should be required to complete JD workshops to familiarize themselves with the program, its benefits, and how to best advise and support their employees throughout the process.

While we recognize that managers will become more adept at how to advise their employees as the JD program becomes more established, it is important to develop mechanisms to facilitate this process. Repeated special two hour workshops outlining the JD program and the manager's role would assist managers in recognizing common problems JD employees experience; this would help managers start thinking about how to address these issues with their subordinates. Additionally, these meetings would serve as a forum for managers, who both have and have not completed JD assignments, to discuss best practices and ways they can serve as a resource to their employees. It is understood that a bloc on JD may be included in basic manager training, but the significance of JD may be lost in the volume of material for that course. Accordingly, we believe these workshops should be in addition to and separate from the basic manager training.

Recommendation: Managers should be permitted to nominate certain eligible positions in their office to be filled by employees of other IC agencies seeking to receive JD credit.

Certain managers and SIS personnel interviewed expressed an interest in being able to nominate positions within their home office as eligible for receipt of JD credit. We regard this as

an easily implementable suggestion, which will facilitate manager involvement with the JD program.

Recommendation: The JD program should be explicitly included in the Career Planning Discussion template, which will guide "career conversations."

"Career conversations" provide an already established venue through which employees and their supervisors may plan for an employee's JD assignment; however, they do not appear to be frequently used for this purpose. We recommend that the Agency's "career conversations" guidance to supervisors, the Career Planning Discussion template, explicitly include discussions regarding the JD program. Ultimately, managers should encourage and help their employees determine: an appropriate time to complete a JD; how a JD would align with their career goals; and, what assignments would be beneficial to both the employee and the home office.[17]

With respect to helping their employee determine a suitable time to complete a JD assignment, managers should take into account that, at the GS-13 and GS-14 level, JD participants typically report gaining new knowledge, skills, and abilities (KSAs). Conversely, employees at the GS-15 level gain managerial experience on their JD assignment, preparing them for SIS. Ultimately, the timing of an employee's JD assignment appears to be dependent on his or her specific career track and goals. Many view GS-13 to 14 as an optimal time to complete a JD assignment in terms of acquiring new KSAs.

While many employees view a rotation to another agency as inherently advantageous, managers may be reticent to lose a valued employee. Thus, an opportunity to discuss the specific KSAs the manager would like a JD employee to bring back to the Agency is crucial to helping managers understand – and exercise control over – the long-term benefits of the program. Such planning sessions will aid the employee and manager in selecting an assignment that is beneficial to the individual as well as the Agency. This not only provides the CIA with increasingly skilled and versatile personnel, but it also helps employees showcase the direct relevance of expanded skill sets upon their return - thus enabling them to more adeptly market themselves in applying for a follow-on position with the Agency.

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[17] This is discussed in greater detail within the *Knowledge, Skills, and Abilities* section.

Perceptions and Understanding of Joint Duty

Finding: Perception of the JD program appears to divide between those who have completed the program and those who have not.

Many employees view JD assignments as an obligatory exercise. Throughout the course of the study, a considerable number of participants described it as a "box to be checked." Those who have and have not participated in the program appear to regard it very differently. When asked how their fellow CIA employees view the JD program, many commented that those who have completed a JD assignment were more likely to view the program positively; those who had not participated tended to view the program more negatively.

According to employee interviews, younger generations generally view JD more positively than more senior employees; this may be due in part to the timing of the mandate. Junior officers – and those who completed their JD assignment prior to the 2007 mandate – perceive the program as a "phenomenal opportunity." Conversely, those who had already reached GS-15 when the mandate was announced, and needed to quickly complete the requirement in order to be eligible for promotion to SIS, regard it as a "burden."[18] We anticipate that these diverging viewpoints will be mitigated with time, as employees become increasingly aware of the benefits of the program.

Finding: It appears that advertisement of the program could be improved; employees are largely unaware of the rules, guidelines, and benefits of JD.

Many employees indicated that they were neither aware of the benefits of the program, nor did they understand the process for receiving JD credit prior to completing their assignment. A significant number of employees report that the program is not frequently discussed among colleagues, either at the managerial or mid-career level. The general sentiment is that employees "know they need [JD credit], but they don't know exactly how to do it. Furthermore, the limited working knowledge and awareness that employees have regarding JD assignments makes the process appear complex. For example, several employees indicated they were aware that their position qualified for JD credit, but they were uncertain as to whether they would receive credit at the close of their assignment.

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[18] Roughly 41 percent of employees interviewed who went to an external agency, and 66 percent of those interviewed who did an internal assignment, had already attained GS-15 and were seeking to quickly fulfill the new requirement for promotion to SIS.

According to conversations with CIA Human Resources, employees should be aware of whether their position will receive JD credit prior to starting the assignment. The fact that many employees remain unclear regarding the process indicates that guidance from HR may not be as direct, or easily accessible, as it could be. Frustration also surrounds the lack of transparency as to which assignments qualify for JD credit and why.

One of the primary problems inhibiting the growth and perception of the JD program appears to be marketing. While we are not aware of what announcements HR has made over the last several years, we can conclude that employees display a lack of knowledge regarding the program, indicating a disconnect between how the program is advertised and what information employees retain.

A March 2012 Government Accountability Office (GAO) study assessed a similar set of issues surrounding Department of State and U.S. Army personnel rotation programs. GAO's survey of 77 personnel who completed rotational assignments echoes the above finding pertaining to lack of knowledge of JD policies and procedures. Approximately 50 percent of those surveyed indicated that they felt marketing of the program was inadequate. In conjunction with this report, GAO's findings present endemic problems in JD programs that can be identified, examined, and corrected by government HR organizations.[19]

Recommendation: Per the recommendation in the "Manager Support" section, HR should disseminate a set of concise "talking points" that establish the goals, guidelines, and requirements of the JD program for supervisors to utilize in "career conversations" with their subordinates.

While written JD program guidelines likely exist, employees' lack of familiarity with the process indicates that such guidance is not being effectively disseminated. HR must ensure that managers and employees know where and how to access such information.

Recommendation: HR should build upon its JD information session by incorporating individuals from different directorates to share their experiences with other employees.

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[19] U.S. Government Accountability Office, *Interagency Collaboration: State and Army Personnel Rotation Programs Can Build on Positive Results with Additional Preparation and Evaluation* (March 2012), <http://www.gao.gov/assets/590/589170.pdf>, Accessed May 7, 2012.

Many employees commented that the CIA does not "tell the stories" of individuals who complete the program and find it worthwhile. HR does host information sessions to help personnel become acquainted with the program. However, at a recent information session, attended by several Capstone members, a panel of former JD employees was composed almost entirely of HR staff. While the panel of speakers is certainly a worthwhile method of improving perception, the predominance of HR employees may have limited resonance for an analyst. Broadening these panels to include a diversity of employees – from different directorates and grade levels – would likely help a greater number of personnel understand how a JD assignment could complement their career.

During Joint Duty Assignment: *"Reachback," Development of Knowledge, Skills, and Abilities (KSAs)*

"Reachback"

Finding: Employees feel that they have insufficient contact with CIA managers while at their host agency, indicating a failure to comply with ICD 601, section 5E 4.

According to ICD 601, section 5E 4:

> *The employing element is responsible for providing ongoing career development guidance and feedback to those of its employees who are on joint IC duty rotational assignments, during the period of such assignments. The gaining element will facilitate such dialogue.*

Given the confusion and frustration expressed by many employees regarding maintenance of contact with their home agency, the CIA is apparently not fully complying with this guidance. Those interviewed exhibited confusion as to who is primarily responsible for facilitating "reachback" – the employee, manager, or HR. While ICD 601 does not explicitly state which individual(s) within the employing and gaining elements are responsible for maintaining contact, it is clear that the organizations, not the employees, are responsible and must address this in order to comply with the regulations.

The general sense among interviewees is that the onus has been completely on the individual, not the home and host agency (as directed by ICD 601), to maintain contact with their

home agency. HR shares this opinion.[20] Some of those surveyed, however, correctly felt that it was the responsibility of their home agency's HR department and managerial chain to facilitate contact. As one employee explained, many employees go to their assigned agency "with the expectation that the home office will help [with 'reachback']" only to find that the responsibility is "incumbent upon the individual." Confusion as to who has responsibility for initiating and maintaining contact with an employee on a JD assignment contributes to the lack of contact between employees and their home agency, engendering a pervasive sentiment of "out of sight, out of mind."

This mentality has a negative impact on perception of the program, fostering frustration, as well as fear that participation in the program will jeopardize promotion. Several employees reported feeling that they were passed over for promotion simply because their office had forgotten about them. The "reachback" issue has also had an impact on an individual's ability to return to the CIA. With no clear guidance from their supervisors or HR, it is often difficult for returning officers to understand how and when to plan for their return. As one individual stated, it is "very difficult to get back to your home component" due to the breakdown in communication while an employee completes his or her JD assignment. Without clear guidelines and expectations established prior to JD, the responsibilities of the employee, HR, and managers will remain unclear.

Recommendation: Home and host agency supervisors should maintain contact with employees and provide career development guidance, as required by ICD 601, section 5E 4.

The Capstone group recognizes that an employee's line supervisor may not wish to maintain active contact during a JD assignment because the employee may not return to his or her original section. Appointing HR or assistants to the head of the directorate to maintain contact would be too far removed from the employee. After further consultation on this question, it is our belief that a supervisor at the Office level may be best positioned to be responsible for an employee detailed to a JD assignment. In accordance with ICD 601, section 5E 4, an employee's home agency supervisor should be "responsible for providing ongoing career development guidance and feedback" due to his or her familiarity with the employee's specific career path. The supervisor of the host agency should "facilitate such dialogue." The employee should also

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[20] This was made clear both at the JD information session and during informal discussions with HR.

maintain contact with the home agency, as communication during a JD assignment should be reciprocal.

Recommendation: Brief, quarterly performance reviews, produced by the employee, should be a required component of communication between the host and home agency supervisors.

According to ICD 601, section 5E 3, the host agency is responsible for providing the home agency with the annual performance ratings and bonuses accorded to a JD employee.[21] In addition to in-depth annual performance ratings, brief quarterly performance reviews should be a required component of the communication between host and home agency supervisors. This will help institutionalize and facilitate more consistent "reachback" between employees and their home agency. Progress reports should be produced by the JD employee, approved by the host manager, and transmitted to the home manager at the Office level quarterly (roughly every three months). The home manager and employee should discuss to whom, besides the home manager, it may be useful to transmit these reports; if an employee already has a follow-on assignment in mind, that component may be the logical choice. These reports should be brief, as to avoid creating a burden for all parties involved. The reports will highlight an employee's progress at the host agency, specifically regarding goals established during "career conversations." Any relevant production (in the form of memos or reports) may be attached. This follows one employee's suggestion that reports be instituted, so that the Agency is "crediting people for their work at other agencies." Additionally, these reports should remain within the employee's portfolio, so that they may be evaluated alongside an employee's annual performance ratings by promotion panels.

Development of Knowledge, Skills, and Abilities (KSAs)
Finding: 85 percent of employees state that their JD assignment helped them gain unique knowledge and skills that they would not otherwise obtain at their home agency.

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[21] This section states: "As soon as possible after the conclusion of its annual performance evaluation process, the gaining element is responsible for providing employing elements with the final performance ratings and bonuses accorded to employees of those employing elements who are on a joint IC duty rotational assignment."

Finding: Skills gained by employees on the JD assignment are frequently not relevant to their career path or follow-on position.

ICPG 601.01, section G 1 states that employees' JD assignments must:

> *Be part of, and consistent with that employee's individual career development plan(s), or equivalent, as discussed with and approved by the employee's first-level supervisor; and be consistent with applicable competency requirements and career path(s) recommended by the individual's professional community.*

Fully 85 percent of employees stated that their JD assignments helped them gain unique knowledge and skills that they would not otherwise obtain at their home agency. Despite this number, many employees are not necessarily returning with a set of specific skills compatible with their career path or follow-on assignments whether that skill set be as an analyst, accountant, linguist, interpreter, communications specialist or other appropriate career concentration. As noted previously, most employees state that their goal in a JD assignment is not to become a high level SIS manager. This disconnect between some JD assignments and CIA career path, in combination with other perceived problem areas, such as lack of "reachback," causes some employees to feel that their skills are not being fully utilized and appreciated by their home agency. As one employee noted, "the Agency does not yet know how to evaluate the worth of the work you are doing." Further, employees reported that CIA does not understand how to maximize any new KSAs acquired by a JD employee and translate them into value-added for the Agency. This creates a sense among employees that their JD skills are underutilized, and that they do not provide a competitive edge in terms of seeking promotion or a follow-on assignment.

Recommendation: Employees' JD assignments should not only relate to their career track, but they should also, where possible, have relevance to the skills necessary for their follow-on assignments.

Ensuring that an employee's JD assignment relates to his or her career track, as required by regulations, and follow-on assignment will maximize the value of KSAs acquired by JD employees. This not only increases the value-added of the JD program to the Agency, but it also aids employees in understanding how to market their skills in applying for follow-on

assignments. This relates to an aforementioned recommendation regarding manager-employee "career conversations." During these sessions, employees and managers should specifically discuss how a JD assignment will align with career goals and what career skills an employee should focus upon to bring back to the Agency.

Post Joint Duty: *Return to Agency, Promotion, Contacts*

Return to Agency

Finding: Many employees do not experience a "soft landing" when they return to the CIA from their JD assignment, as required by ICD 601, section 5B 1d.

According to ICD 601, section 5B 1d:

> *It is the responsibility of the employing IC element to permanently place an employee returning from a joint IC duty rotational assignment in their former or equivalent position and duty location upon completion of said assignment, unless other provisions are made in advance by the employing element and agreed to by the employee.*

Employees repeatedly used the phrase "out of sight, out of mind" to express the difficulties encountered surrounding return to the CIA. Many interviewees stated that they found it difficult to return to specific CIA positions at the conclusion of their JD assignment. This sentiment appears to be the result of several factors. First, many employees do not clearly understand the process for obtaining a new position at CIA. Difficulty obtaining a follow-on assignment may be attributed to many employees completing JD assignments not closely related to their career path; therefore, they are not obtaining the type of skills that would make them more competitive for a new position. Ultimately, the perception of a lack of "soft landing" may make employees hesitant to participate in a JD assignment for fear of setting back their career or not being able to return to their home office.

Recommendation: An employee's home agency manager should be the designated individual responsible for helping an employee navigate his or her return to the CIA to the "former or equivalent position," per ICD 601, section 5B 1d.

As indicated previously under "reachback," it is understood that the Agency line supervisor may not be directly interested in assisting employees who do not return to their unit, while Directorate managers and CIA HR may be too far removed. After consultation on this issue, it is our belief that the home manager who may be best placed to help the returning employee may be at the Office level

Recommendation: Prior to JD assignments, managers must specifically advise employees as to the required process for obtaining a new position upon their return to the CIA.

By simply ensuring that employees are informed of application procedures and job expectations following their JD assignment, personnel will be more apt to effectively manage their return to the CIA. Managers should also discuss with employees how to market their newly acquired skills, ensuring that employees will be more competitive when applying for their next position within the CIA.

Promotion

Finding: A significant portion of employees do not believe that their JD experience has a positive effect on their promotion potential.

41 percent of interviewees believes that their Joint Duty experience has little to no effect on their promotion potential upon returning to the CIA. Of the 59 percent who "agree" or "strongly agree" that their JD assignment will aid or has aided their promotion, many commented that "it should help," as it is prerequisite for promotion to SIS. However, personnel also remarked that there are many other factors that contribute to an employee's promotion to SIS; completing a JD assignment is but one "box to be checked."

Several interviewees indicated that they felt overlooked for promotion, lamenting that their achievements at the host agency were neither accurately reflected on their performance reviews nor carried any significant weight with promotion panels. Employees noted feeling "held back" and that they were "not counted [for promotion] because [they were] not at home." Others thought that they were deliberately passed over for promotion in favor of employees who had not completed a JD assignment. Personnel reported feeling that promotion board decisions were largely guided by the question "what have you done for me lately?" In effect, many employees

felt that by electing to participate in a JD assignment, they temporarily lost their place in line for promotion.

According to ICPG 601.1, section K, and ICD 601, section 5H 2, this should not be the case. Per this regulation, the Associate Director of National Intelligence/Human Capital (ADNI/HC) is required to keep promotion statistics from all agencies to ensure that the promotion rates of employees who participate in the JD program are comparable to those of individuals who do not. As of the date of this report's release, despite repeated efforts, we have been unable to determine from HR: 1) whether the statistics kept are current; 2) what the statistics reflect. If the statistics have been reliably tracked and demonstrated that promotion rates are comparable, the release of these statistics to Agency employees would counter the perception that JD does not help promotion.

According to ICPG 601.1, section J, promotion decisions should take JD assignments into account to a greater degree than currently appears to be the case. JD credit is to be considered a "quality ranking factor" in determining promotion to GS-14 or above. Promotion boards should also take into account the host agency manager's evaluation of the employee. Decisions regarding promotion "will be subject to consultation with the designated joint IC duty senior point of contact or designee in the individual's gaining element prior to selection." While the CIA is solely responsible for promotion – and JD officers are not guaranteed promotion upon completion of their assignment – the skills and responsibilities gained during a JD assignment, "especially to positions of increasing scope and responsibility," "should be given additional due weight in the promotion process." Based on the interviews conducted with JD employees and informal conversations with supervisors, it does not appear that these regulations are followed. Although we were not provided with the promotion criteria documents for GS 13-14, we were advised during our interviews that JD is "not prominently highlighted in the criteria."

Interviewee perceptions of the impact of JD assignments on promotion vary greatly, indicating inconsistencies in how the program is being implemented and considered with respect to promotion. If previous recommendations regarding career guidance and "reachback" are implemented, it is likely that promotion boards will naturally begin to see JD experiences as a "quality ranking factor" because the skills gained during a JD assignment will be more relevant to each employee's unique career path. Additionally, implementing the previous

recommendation regarding quarterly progress reviews will enable promotion boards to evaluate employees' increased skill sets and production while at their host agency.

Recommendation: Compliance with ICPG 601.1, section K, ICPG 601.1, section J2 b, and ICD 601, section H2, should be confirmed and evaluated.

If promotion rates of JD participants are not found to be comparable to non-JD participant promotion rates, ADNI/HC should investigate why promotion boards are not finding employees with JD credit competitive for promotion. If rates are comparable, they should be promptly distributed to Agency employees.

Recommendation: HR must ensure that promotion documents prominently highlight Joint Duty in the promotion criteria for GS-13 and 14, in accordance with ICD 601.1, section J.

The prevalence of the perception that JD assignments hurt employees in the short term indicates that steps must be taken to ensure that current regulations are appropriately implemented. One employee suggested that a "formalized way to recognize production or output while [the employee is] on JD" be instituted, so that the agency is "crediting people for their work at other agencies." This may be incorporated into the aforementioned recommendation regarding the creation of quarterly progress reports from JD employees to their supervisors. Relevant employee production may be attached to these reports.

Recommendation: Promotion board members should include former JD employees.

At present, it does not appear that JD credit carries much weight with promotion boards, apart from the prerequisite for promotion to SIS. In order for JD assignments to be appropriately valued and incorporated into employee promotion decisions – as prescribed within the aforementioned regulation – former JD employees should sit on promotion panels. This will help other board members recognize the benefit of JD and will facilitate compliance with the regulations.

Contacts

Finding: Employees find it difficult to maintain long-term professional relationships with contacts made during their JD assignment.

When asked if they regularly use contacts made at their host agency, nearly 68 percent of employees responded that they "agree" or "strongly agree." According to one subject, employees will rotate to other agencies "and understand their processes, but the thing that lasts is those relationships." It is important to note that the continuity of these relationships is often influenced by an employee's follow-on assignment with the CIA. This often places a so-called "shelf-life" on the utility of these contacts. Given that one of the primary purposes of the JD program is to encourage interaction across the IC, maintaining professional contacts should be considered an integral component of fostering integration. The limited shelf-life of contacts appears to correspond with the fact that JD assignments are not always highly compatible with the employee's career track. Employees will be more likely to maintain contact with co-workers in different agencies whose work relates to the skills required for their current position. This further emphasizes the need to implement the previous recommendations that work to ensure the relevance of a JD assignment to the specific KSAs required for an employee's career path.

Recommendation: Where possible, employees' follow-on assignment should have relevance to their JD position.

As illustrated above, the lack of continuity of contact among CIA employees and their former JD co-workers effectively defeats a significant purpose of the program – fostering integration within the IC. Enabling maintenance of such communication will not only help JD employees expand the network of contacts relevant to their work, but it will also enable them to share such valuable resources with other CIA personnel.

Recommendation: HR should institute an exit survey for JD employees.

An exit survey for employees who complete a JD assignment would provide HR with another means of tracking employee attitude towards the program, as well as emerging positive and negative trends. At present, no such survey exists.

Conclusion

According to the *Intelligence Reform and Terrorism Prevention Act of 2004,* the establishment of the Joint Duty program should:

> *...facilitate the widest possible understanding by such personnel of the variety of intelligence requirements, methods, users, and capabilities.[22]*

The findings discussed in this study indicate that the JD program at the CIA largely accomplishes this purpose, though areas of weakness prevent the program from functioning as fully intended. Our research and discussions with CIA personnel reveal numerous positive findings, most notably that employees who complete the program regard their experience positively. This indicates that employees, in retrospect, see merit in the program. Interviewees reported feeling integrated into their host agency and developed substantial knowledge that they would not otherwise obtain through a position at their home agency. Most issues hampering the program involve a lack of compliance with implementing guidelines. Regulations governing assignment relevance to the employee's career track, Agency contact with JD employees, promotion, and the ease with which an employee returns to the CIA are not always followed. Resolution of these issues is not only crucial to remedying certain complaints registered by personnel, but it is also essential to incentivizing participation in the program. For those employees who do not naturally gravitate towards rotational programs such as this one, established compliance with regulations will encourage their participation.

While it is not a violation of program regulations, the fact that 60 percent of employees interviewed completed their JD assignment at either ODNI (including NCTC) or NRO clearly encumbers further interagency integration, assuming this number is consistent throughout the Agency. A mere 16 percent of employees interviewed completed assignments at FBI, NGA, and NSA; given the missions and responsibilities of these agencies, the number of JD participants should be much higher.

Many of the study's negative findings stem from a lack of planning prior to an employee's JD assignment. Guidance and career templates must be provided to employees and managers, so that they may better understand how both the Agency and employee can reap the full benefits of the program. Employees reported gaining familiarity with other agencies' policies as well as increased KSAs; yet, it appears that managers do not fully understand the worth of these skill sets. During interviews with JD participants, personnel explained that understanding the procedures and policies of other agencies enables CIA personnel to more efficiently

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[22] IRTPA, p. 3652.

coordinate with other IC elements. Such knowledge prevents confusion, frustration, and inefficient use of employee time. Managers must also be made aware of how to best help employees tailor their assignments to the employees' career skills in a way that strategically benefits their home office and the Agency. While the development of knowledge, skills, and abilities is not a stated goal of the program, employees often report gaining valuable skills. However, these KSAs are frequently not utilized by their home agency because either the employees' follow-on position has little relevance to the JD assignment, or the JD assignment did not specifically relate to their career path. Appropriate planning will enable employees and managers to identify assignments that will benefit both the employee and the CIA, thus enabling all parties to see the inherent benefits of Joint Duty as well as facilitate compliance with program regulations.

Areas for Further Study

CIA Sentiments towards ODNI

Finding: Frustration towards ODNI is concrete and pervasive.

Last year's Bush School Capstone team interviewed 37 current and former high-ranking leaders of the Intelligence Community (IC) to assess how the CIA is functioning within the IC seven years after the implementation of IRTPA. The team found that leaders did not believe that ODNI had improved the overall quality of intelligence analysis. According to the report's findings, the delegation of certain CIA responsibilities to ODNI created a tense environment between the two organizations, possibly hindering coordination. Joint Duty, of course, was designed to counter some of these problems – not only between ODNI and CIA but also among the IC at large.

While assessing employee perceptions of ODNI was not the primary objective of our study, the feedback we received from personnel indicates that further study is necessary. As ODNI is considered the overall manager of the Joint Duty program, as well as a likely location for CIA employees to complete an assignment, it is important to consider the attitudes of CIA employees towards ODNI. Our Capstone found significant frustration with the organization. Of those questioned regarding whether ODNI has been beneficial to CIA's ability to accomplish its mission, approximately 64 percent provided a "negative" response. Within this percentage of

personnel, we identified two distinct attitudes towards ODNI. Some employees regard the office as a necessary and well-intended body that has not been stood up properly or does not fully understand its mission; the other portion views ODNI as extraneous. Given certain limitations of our study, we are not able to further disaggregate these groups by percentage. However, some of the most frequent comments referred to "duplication of effort," "another layer of bureaucracy," "process for process sake," and constant requests for "unnecessary" reports.

The intent of IRTPA was to create an umbrella organization in ODNI that would *facilitate* coordination among agencies. According to numerous employees, ODNI does not yet fully understand its purpose. Therefore, it does too much – occasionally overstepping its bounds. Some believe that ODNI has grown too large and now exists as a rival agency when it should primarily serve as a coordinator of the IC. Employees suggested, for example, that ODNI should simply set Community standards, purchase uniform and interoperable equipment such as computers, and establish a security clearance program that ensures respect for other agencies' clearances across the IC.

This is not to say that many employees did not see merit in the organization or believe that it provides value-added. Employees praised the steps towards increased information sharing created with the establishment of components such as NCTC. Additionally, many employees see a need for an overarching structure such as ODNI, recognizing that CIA cannot be responsible for managing its own house as well as the entire IC. According to CIA employee perceptions, the success, or failure, of ODNI appears to lie in its implementation.

While ODNI remains in its adolescence, and growing pains are an inherent part of the process, the sense of pervasive frustration, sometimes approaching antipathy, among CIA personnel merits further examination. The number of employees expressing a negative opinion of the organization clearly indicates that ODNI has not yet found its place within the IC. Analysis of how ODNI should evolve within the parameters of the IRTPA is a subject for continued study.

Other Issues

Where People Are Going

As previously discussed, approximately 60 percent of CIA JD employees interviewed completed their JD assignments at either ODNI or NRO. While we suspect, based on interviews,

that commute time and the use of the same computer systems as CIA may be influencing this trend, we cannot conclusively make such assertions. Future research should examine why employees select these JD assignments.

Transfer of Clearances *from* other Agencies

While CIA clearances appear to transition easily to other agencies, it is unknown if this is the case for other government employees transferring their clearances into the CIA; employees interviewed cited the CIA's stringent standards for background checks as a potential deterrent or roadblock for rotating to the CIA.

Backfill

Future studies must also assess the number of positions other agencies are able to make available for JD rotations. Similarly, difficulties encountered in "backfilling" positions at CIA and other agencies must be examined to determine to what extent this impedes the program.

"Reachback"

The issue of "reachback" was not initially a component of our study; yet, employees raised significant concerns (detailed above), indicating that this issue merits further study. Future studies may investigate how other agencies facilitate and maintain contact between JD employees and the home agency.

Study Limitations

Our research plan was a quasi-experimental design since we were unable to randomly select our participants and were could not establish a control group. We also did not have access to individuals who received a waiver from the requirement mandating JD credit for promotion to the Senior Intelligence Service (SIS). Importantly, these individuals may have significantly different perceptions of the JD program and the CIA's function within the IC that would have relevance to our study. Therefore, we acknowledge the fact that self-selection bias potentially skews the results of this study, as our sample consists solely of volunteers. Additionally, the

potential phenomenon of non-response bias may lead to under-coverage of the population of CIA employees who obtained JD credit. Given that we do not know the size of the population of CIA personnel who obtained JD credit, we cannot claim that the sample size of 160 respondents is sufficient to make accurate inferences about the aforementioned population's perceptions and experiences.

Our sample included individuals who were either assigned to an external agency or a JD-qualifying position within the CIA. We crafted two surveys to assess both internal and external positions - one to capture the experiences of personnel who went to outside organizations and one for those who remained at CIA. In addition to understanding employees' perceptions of their assignments and assessing their integration within their host agency, the survey for those detailed to external agencies focused on differences in organizational cultures and issues that could arise from complications resulting from moving to a new organization, such as: compatibility among clearances, access to pertinent information, and integration into productive, mission-related roles. The survey for employees who remained at the CIA further examined to what extent employees felt integrated into the IC at large.

Upon completion of the interviews, we entered the responses of our survey into our statistical analysis software, STATA/IC 11.1 for Microsoft Windows. Two different data sets were created to analyze the two distinct groups – those who were assigned to an external organization, and those who occupied a position within CIA. Regarding the external survey, 31 survey questions returned a numerical response, which was inputted into STATA. Likewise, for the internal survey, 22 questions resulted in values that we were inputted into STATA.

In addition to these variables, we attempted to interpret a numerical response for one qualitative question concerning CIA employee's perceptions of the Office of the Director of National Intelligence (ODNI). There were a total number of 32 variables for the external survey and 23 for the internal. If an interviewee failed to specify a numeric value for a response to a question, no value was entered into the statistical analysis software for that question. Thus, some variables have less than 32 values in the external dataset or 23 values in the internal dataset. Once the commands (which are included in the appendices) were run, the relevant statistical information was culled to identify trends pertinent to the scope of this study.

Limitations Regarding Specific Questions

With regards to Question 8 (external dataset) and Question 9 (internal dataset), the intent of the question was to identify whether or not supervisors were actively encouraging or discouraging their subordinates from participating in the JD program. A trend among respondents indicates that supervisors were neither actively encouraging their subordinates to participate in JD assignments nor actively discouraging them. In the event that employees identified positions themselves and received permission from their supervisors to pursue the positions, we coded these responses as a "3," or "neither agree nor disagree." Similarly, Question 25 (external dataset) and Question 14 (internal dataset) were designed to target whether respondents' perceptions of themselves as members of the IC at large could be directly attributed to their JD experience. During the course of the interview process, we determined that responses indicating that interviewees perceived themselves as members of the IC prior to their JD assignments were often incorrectly coded; the coding sometimes portrayed these perceptions as a result of the JD assignment. In these specific cases, the attribution of this perception to a JD assignment would be invalid, and thus no conclusions were inferred from the results of these questions.

ODNI

Question 36 (external dataset) and Question 27 (internal dataset) attempted to capture employee perceptions of whether the creation of ODNI has assisted their ability to fulfill CIA's mission. These questions were originally open-ended and qualitative in their design. However, at the request of our project director, we later attempted to analyze this information quantitatively. This constituted an attempt to take information collected at the nominal level of analysis, which lacks any sense of relative magnitude of difference, and analyzed it as data collected at the ordinal level of analysis, making it possible to say that one observation possesses more or less of a given characteristic than another. The process of attempting to convert data collected at a lower level to a higher level of measurement makes it impossible to guarantee the validity of the responses' coding and analysis. This later requirement forced us to draw inferences that may not necessarily fully represent the sentiment of the respondents. Given certain statistical difficulties inherent to this particular question and analysis, we recommend this portion for further research.

Appendix I

NOTE: The number of interviewees referred to in the report (160) is the total number
of people interviewed by the capstone. However, eight interviews were unable to be
completed and therefore were not included in the final numbers.

External Survey Results

Which agency were you detailed to?

```
two_agency |      Freq.     Percent       Cum.
-----------+----------------------------------
       DOE |         1        0.73        0.73
       DHS |         4        2.92        3.65
       DOS |         6        4.38        8.03
  Treasury |         1        0.73        8.76
       DIA |         1        0.73        9.49
       FBI |         3        2.19       11.68
       NGA |         8        5.84       17.52
       NRO |        26       18.98       36.50
       NSA |         5        3.65       40.15
      ODNI |        56       40.88       81.02
      Navy |         1        0.73       81.75
     Other |        25       18.25      100.00
-----------+----------------------------------
     Total |       137      100.00
```

What year did you begin your joint duty assignment?

```
three_year_ |
     began |      Freq.     Percent       Cum.
-----------+----------------------------------
      1989 |         1        0.78        0.78
      1995 |         1        0.78        1.55
      1996 |         4        3.10        4.65
      1997 |         1        0.78        5.43
      1998 |         3        2.33        7.75
      1999 |         3        2.33       10.08
      2000 |         4        3.10       13.18
      2001 |         3        2.33       15.50
      2002 |         5        3.88       19.38
      2003 |        10        7.75       27.13
      2004 |         6        4.65       31.78
      2005 |        11        8.53       40.31
      2006 |         8        6.20       46.51
      2007 |        13       10.08       56.59
      2008 |        23       17.83       74.42
      2009 |        23       17.83       92.25
      2010 |         9        6.98       99.22
      2011 |         1        0.78      100.00
-----------+----------------------------------
     Total |       129      100.00
```

What was the approximate length of your joint duty assignment?

```
four_length_or_assi |
                gn |     Freq.     Percent       Cum.
--------------------+-----------------------------------
less than 12 months |         3        2.14        2.14
      12-24 months |        81       57.86       60.00
             25-36 |        32       22.86       82.86
     greater than 36 |      24       17.14      100.00
--------------------+-----------------------------------
              Total |       140      100.00
```

How did you hear of the joint duty assignment you accepted?

```
five_hear_aboutjd |     Freq.     Percent       Cum.
----------------------+-----------------------------------
      Human Resources |        46       34.85       34.85
           Supervisor |        36       27.27       62.12
            Co-worker |        16       12.12       74.24
Someone outside agency |       11        8.33       82.58
        Off JD website |        4        3.03       85.61
                other |        19       14.39      100.00
----------------------+-----------------------------------
                Total |       132      100.00
```

Was the application for your joint duty assignment a competitive process?

```
six_competitiv |
     eprocess |      Freq.     Percent       Cum.
---------------+-----------------------------------
          Yes |         93       68.38       68.38
           No |         43       31.62      100.00
---------------+-----------------------------------
        Total |        136      100.00
```

Please state the primary reason you applied for a joint duty assignment.

```
            seven_primaryreason |     Freq.     Percent       Cum.
-------------------------------------+-----------------------------------
        Mandated for promotion to SIS |      8        6.06        6.06
      Fulfilling and Interesting Career |    72       54.55       60.61
Explore opportunities with other agency |     5        3.79       64.39
   Learn institutional norms of fellow age |  11        8.33       72.73
         Encourage by fellow co-worker |      5        3.79       76.52
                              other |      31       23.48      100.00
-------------------------------------+-----------------------------------
                              Total |      132      100.00
```

My supervisor identified assignments and encouraged me to apply for a joint duty assignment.

eight_supervisor_id_assign	Freq.	Percent	Cum.
strongly disagree	25	18.25	18.25
disagree	16	11.68	29.93
neither agree nor disagree	31	22.63	52.55
agree	17	12.41	64.96
strongly agree	43	31.39	96.35
Not Applicable	5	3.65	100.00
Total	137	100.00	

Did you apply for a waiver to the joint duty requirement?

ten_apply_w aiver	Freq.	Percent	Cum.
Yes	3	2.19	2.19
No	59	43.07	45.26
Not aware	75	54.74	100.00
Total	137	100.00	

You believe your home agency has more influence over granting waivers than the DNI.

eleven_home_influence_waiver	Freq.	Percent	Cum.
strongly disagree	2	1.45	1.45
disagree	5	3.62	5.07
neither agree nor disagree	23	16.67	21.74
agree	13	9.42	31.16
strongly agree	6	4.35	35.51
Not Applicable	89	64.49	100.00
Total	138	100.00	

You believe that your agency or the DNI grants too many waivers to the joint duty program.

twelve_too_many_waivers	Freq.	Percent	Cum.
strongly disagree	3	2.19	2.19
disagree	9	6.57	8.76
neither agree nor disagree	25	18.25	27.01
agree	7	5.11	32.12
strongly agree	4	2.92	35.04
Not Applicable	89	64.96	100.00
Total	137	100.00	

If this is the case, do you believe this seriously undercuts the program?

thirteen_waive r_undercuts	Freq.	Percent	Cum.
Yes	11	8.03	8.03
Not Applicable	126	91.97	100.00
Total	137	100.00	

You believe that your home agency or the DNI grants JD credit too frequently for internally qualified positions?

fourteen_too_frequent_inte rnal	Freq.	Percent	Cum.
strongly disagree	9	6.67	6.67
disagree	32	23.70	30.37
neither agree nor disagree	34	25.19	55.56
agree	9	6.67	62.22
strongly agree	10	7.41	69.63
Not Applicable	41	30.37	100.00
Total	135	100.00	

If this is the case, do you believe this seriously undercuts the program?

fifteen_intern al_undercuts	Freq.	Percent	Cum.
Yes	15	11.03	11.03
No	4	2.94	13.97
Not Applicable	117	86.03	100.00
Total	136	100.00	

Your assignment helped you acquire unique knowledge/skills you could not obtain from an assignment in your home agency.

sixteen_unique_knowledge	Freq.	Percent	Cum.
strongly disagree	9	6.52	6.52
disagree	6	4.35	10.87
neither agree nor disagree	7	5.07	15.94
agree	31	22.46	38.41
strongly agree	85	61.59	100.00
Total	138	100.00	

You feel you were given duties that allowed you to contribute substantively to your assigned agency.

seventeen_contribute_substan	Freq.	Percent	Cum.
strongly disagree	3	2.19	2.19
disagree	1	0.73	2.92
neither agree nor disagree	3	2.19	5.11
agree	20	14.60	19.71
strongly agree	110	80.29	100.00
Total	137	100.00	

Were there issues with compatibility between your clearances at your home agency and assigned agency?

eighteen_clearance_compat	Freq.	Percent	Cum.
Yes	10	7.14	7.14
No	129	92.14	99.29
Not Applicable	1	0.71	100.00
Total	140	100.00	

Were you able to access information at your assigned agency that you could also access at your home agency?

nineteen_info_access	Freq.	Percent	Cum.
Yes	113	80.71	80.71
No	27	19.29	100.00
Total	140	100.00	

You believe that there is a significant difference between the "culture" of your home agency and the agency to which you were detailed.

twenty_culture_diff	Freq.	Percent	Cum.
strongly disagree	2	1.44	1.44
disagree	14	10.07	11.51
neither agree nor disagree	2	1.44	12.95
agree	34	24.46	37.41
strongly agree	87	62.59	100.00
Total	139	100.00	

When you started the joint duty assignment you felt that your agency's approach and methods were superior to those of other agencies.

twentyone_superior_approach	Freq.	Percent	Cum.
strongly disagree	8	5.76	5.76
disagree	26	18.71	24.46
neither agree nor disagree	29	20.86	45.32
agree	30	21.58	66.91
strongly agree	46	33.09	100.00
Total	139	100.00	

Since returning to your home agency, you regularly use the contacts you made during your joint duty assignment.

twentytwo_contact_use	Freq.	Percent	Cum.
strongly disagree	10	7.25	7.25
disagree	19	13.77	21.01
neither agree nor disagree	15	10.87	31.88
agree	57	41.30	73.19
strongly agree	36	26.09	99.28
Not Applicable	1	0.72	100.00
Total	138	100.00	

I believe as a result of my JOINT DUTY assignment that, in a leadership position, I would be more likely to surmount institutional barriers in order to achieve mission success.

twentythree_self_surmount	Freq.	Percent	Cum.
strongly disagree	7	5.04	5.04
disagree	9	6.47	11.51
neither agree nor disagree	8	5.76	17.27
agree	54	38.85	56.12
strongly agree	61	43.88	100.00
Total	139	100.00	

I believe as a result of my joint duty assignment that, in a leadership position, I will be more likely to encourage my subordinates to overcome institutional barriers when they coordinate with their counterparts in other agencies within the IC.

twentyfour_subord_surmount	Freq.	Percent	Cum.
strongly disagree	3	2.16	2.16
disagree	7	5.04	7.19
neither agree nor disagree	6	4.32	11.51
agree	45	32.37	43.88
strongly agree	78	56.12	100.00
Total	139	100.00	

As a result of my joint duty assignment, I now perceive myself as belonging to the intelligence community at large and not just as a member of my home agency.

twentyfive_IC_v_home	Freq.	Percent	Cum.
strongly disagree	22	16.06	16.06
disagree	37	27.01	43.07
neither agree nor disagree	17	12.41	55.47
agree	38	27.74	83.21
strongly agree	23	16.79	100.00
Total	137	100.00	

How long were you at your home agency before you participated in your joint duty assignment?

twentysix_how_long_home	Freq.	Percent	Cum.
0-4	21	15.33	15.33
5-8	25	18.25	33.58
9-12	14	10.22	43.80
13 or more	77	56.20	100.00
Total	137	100.00	

What grade were you when you began your joint duty assignment?

twentyseven_grade_began	Freq.	Percent	Cum.
GS-12	9	6.52	6.52
GS-13	18	13.04	19.57
GS-14	39	28.26	47.83
GS-15	56	40.58	88.41
other	16	11.59	100.00
Total	138	100.00	

What grade are you now?

twentyeight_grade_now	Freq.	Percent	Cum.
GS-13	12	8.76	8.76
GS-14	32	23.36	32.12
GS-15	73	53.28	85.40
SIS	20	14.60	100.00
Total	137	100.00	

How long was it after you returned from your assignment until you were promoted?

```
twenthnine_pro |
 motion_return |      Freq.       Percent        Cum.
---------------+---------------------------------
less than year |          9          6.67         6.67
           1-2 |         10          7.41        14.07
           3-4 |         10          7.41        21.48
    more than 4|          4          2.96        24.44
Not applicable |        102         75.56       100.00
---------------+---------------------------------
         Total |        135        100.00
```

You believe your joint duty assignment aided your promotion or made it more likely that you will be promoted.

```
        thirty_JD_aid_promo |      Freq.       Percent        Cum.
---------------------------+---------------------------------
          strongly disagree |         16         11.59        11.59
                   disagree |         29         21.01        32.61
 neither agree nor disagree |         12          8.70        41.30
                      agree |         43         31.16        72.46
             strongly agree |         38         27.54       100.00
---------------------------+---------------------------------
                      Total |        138        100.00
```

On a scale of one to five, please rate your joint duty experience.

```
        thirtyone_rate_JDexperience |      Freq.       Percent        Cum.
-----------------------------------+---------------------------------
             complete waste of time |          1          0.72         0.72
                     marginal value |          5          3.60         4.32
 neither helpful nor hurtful to career |       9          6.47        10.79
                positive experience |         65         46.76        57.55
indispensable to growth as effective em |      59         42.45       100.00
-----------------------------------+---------------------------------
                              Total |        139        100.00
```

Do you feel the joint duty program as presently constructed benefits the intelligence community?

```
   thirtytwo_JD_benefits_IC |      Freq.       Percent        Cum.
---------------------------+---------------------------------
          strongly disagree |          3          2.24         2.24
                   disagree |          9          6.72         8.96
 neither agree nor disagree |         24         17.91        26.87
                      agree |         58         43.28        70.15
             strongly agree |         40         29.85       100.00
---------------------------+---------------------------------
                      Total |        134        100.00
```

Has the creation of ODNI been beneficial to your ability to accomplish your mission at your home agency?

thritysix_ODNI	Freq.	Percent	Cum.
Primarly Negative	76	64.96	64.96
Primarly Positive	19	16.24	81.20
Neutral	22	18.80	100.00
Total	117	100.00	

Internal Survey Results

What year did you begin your joint duty assignment?

one_year_began	Freq.	Percent	Cum.
1999	1	8.33	8.33
2000	1	8.33	16.67
2001	1	8.33	25.00
2004	1	8.33	33.33
2006	3	25.00	58.33
2007	3	25.00	83.33
2008	1	8.33	91.67
2009	1	8.33	100.00
Total	12	100.00	

What was the approximate length of your internally qualified assignment?

two_length_JD	Freq.	Percent	Cum.
less than 12	1	8.33	8.33
12-24	5	41.67	50.00
25-36	1	8.33	58.33
greater than 36	5	41.67	100.00
Total	12	100.00	

Did you apply for a waiver to the joint duty requirement?

three_waiver_appl	Freq.	Percent	Cum.
Yes	2	16.67	16.67
NO	8	66.67	83.33
not aware	2	16.67	100.00
Total	12	100.00	

You believe your home agency has more influence over granting waivers than the DNI.

four_waiver_influence	Freq.	Percent	Cum.

```
neither agree nor disagree |        6        54.55        54.55
                    agree |        2        18.18        72.73
                       NA |        3        27.27       100.00
-------------------------+---------------------------------
                   Total |       11       100.00
```

You believe that your agency or the DNI grants too many waivers to the joint duty program.

```
       five_too_many_waivers |     Freq.      Percent        Cum.
-------------------------+---------------------------------
                 disagree |        1         9.09         9.09
neither agree nor disagree |        4        36.36        45.45
                       NA |        6        54.55       100.00
-------------------------+---------------------------------
                   Total |       11       100.00
```

If this is the case, do you believe this seriously undercuts the program?

```
six_waiver_ |
  undercuts |     Freq.      Percent        Cum.
------------+---------------------------------
        NA |       11       100.00       100.00
------------+---------------------------------
     Total |       11       100.00
```

How did you hear of the joint duty assignment you accepted?

```
   seven_hear_about_JD |     Freq.      Percent        Cum.
----------------------+---------------------------------
      Human Resources |        5        41.67        41.67
           Supervisor |        3        25.00        66.67
            Co-worker |        1         8.33        75.00
someone outside agency |        1         8.33        83.33
                other |        2        16.67       100.00
----------------------+---------------------------------
                Total |       12       100.00
```

Was the application for your joint duty assignment a competitive process?

```
eight_compe |
  t_process |     Freq.      Percent        Cum.
------------+---------------------------------
       Yes |        8        66.67        66.67
        No |        4        33.33       100.00
------------+---------------------------------
     Total |       12       100.00
```

My supervisor identified assignments and encouraged me to apply for a joint duty assignment.

```
     nine_supervisor_ID |     Freq.      Percent        Cum.
-------------------------+---------------------------------
       Strongly disagree |        3        25.00        25.00
```

```
                   disagree |         1        8.33       33.33
 neither agree nor disagree |         1        8.33       41.67
                      agree |         1        8.33       50.00
             strongly agree |         6       50.00      100.00
----------------------------+-----------------------------------
                      Total |        12      100.00
```

Please state the primary reason you applied for a joint duty assignment.

```
         eleven_primary_reason |      Freq.     Percent        Cum.
--------------------------------+-----------------------------------
            mandated for promo |         1        8.33        8.33
  fulfilling and interesting career |    6       50.00       58.33
to learn insitit. norms of fellow agenc |  2     16.67       75.00
    encouraged by fellow co-worker |       1        8.33       83.33
                          other |         2       16.67      100.00
--------------------------------+-----------------------------------
                          Total |        12      100.00
```

I believe as a result of my joint duty assignment that, in a leadership position, I will be more likely to surmount institutional barriers in order to achieve mission success.

```
    tweleve_self_surmount |      Freq.     Percent        Cum.
--------------------------+-----------------------------------
        Strongly disagree |         1        8.33        8.33
                 disagree |         1        8.33       16.67
                    agree |         3       25.00       41.67
           strongly agree |         7       58.33      100.00
--------------------------+-----------------------------------
                    Total |        12      100.00
```

I believe as a result of my joint duty assignment that, in a leadership position, I will be more likely to encourage my subordinates to overcome institutional barriers when they coordinate with their counterparts in other agencies within the IC.

```
    thirteen_sub_surmount |      Freq.     Percent        Cum.
--------------------------+-----------------------------------
                    agree |         6       50.00       50.00
           strongly agree |         6       50.00      100.00
--------------------------+-----------------------------------
                    Total |        12      100.00
```

As a result of my joint duty assignment I perceive myself as belonging to the intelligence community at large and not just as a member of my home agency.

```
         fourteen_IC_vs_home |      Freq.     Percent        Cum.
--------------------------+-----------------------------------
        Strongly disagree |         1        8.33        8.33
 neither agree nor disagree |        2       16.67       25.00
                    agree |         6       50.00       75.00
           strongly agree |         3       25.00      100.00
--------------------------+-----------------------------------
                    Total |        12      100.00
```

How long were you at your home agency before you participated in your joint duty assignment?

```
fifteen_how_long |
         _home |      Freq.      Percent       Cum.
-----------------+-----------------------------------
      0-4 years |          2       16.67       16.67
      5-8 years |          1        8.33       25.00
     9-12 years |          5       41.67       66.67
13 years or more |          4       33.33      100.00
-----------------+-----------------------------------
          Total |         12      100.00
```

What grade were you when you began your joint duty assignment?

```
sixteen_gra |
   de_began |      Freq.      Percent       Cum.
------------+-----------------------------------
      GS-13 |          2       16.67       16.67
      Gs-14 |          2       16.67       33.33
      GS-15 |          8       66.67      100.00
------------+-----------------------------------
      Total |         12      100.00
```

What grade are you now?

```
seventeen_g |
   rade_now |      Freq.      Percent       Cum.
------------+-----------------------------------
      GS-13 |          1        8.33        8.33
      GS-15 |          9       75.00       83.33
        SIS |          2       16.67      100.00
------------+-----------------------------------
      Total |         12      100.00
```

How long was it after you returned from your assignment until you were promoted?

```
eighteen_return_prom |
                   o |      Freq.      Percent       Cum.
---------------------+-----------------------------------
    less than a year |          1        9.09        9.09
           3-4 years |          1        9.09       18.18
                  NA |          9       81.82      100.00
---------------------+-----------------------------------
               Total |         11      100.00
```

You believe the joint duty assignment aided your promotion or made it more likely that you will be promoted.

```
        nineteen_JD_aid_promo |      Freq.      Percent       Cum.
-----------------------------+-----------------------------------
                    disagree |          1        8.33        8.33
neither agree nor disagree |          4       33.33       41.67
                       agree |          2       16.67       58.33
              strongly agree |          5       41.67      100.00
```

```
------------------------+-------------------------------
             Total |       12     100.00
```

You believe that your agency or the DNI grants JDA credit too frequently for internally qualified positions?

```
twenty_internalJD_too_freq |      Freq.     Percent        Cum.
------------------------+-------------------------------
      Strongly disagree |          1        8.33        8.33
              disagree |          4       33.33       41.67
neither agree nor disagree |      6       50.00       91.67
                 agree |          1        8.33      100.00
------------------------+-------------------------------
                 Total |         12      100.00
```

If this is the case, do you believe this seriously undercuts the program?

```
twentyone_i |
nternally_u |
  ndercuts |      Freq.     Percent        Cum.
------------+-------------------------------
        No |          1        9.09        9.09
        NA |         10       90.91      100.00
------------+-------------------------------
     Total |         11      100.00
```

On a scale of one to five, please rate your joint duty experience.

```
     twentytwo_rate_JD_exper |     Freq.     Percent        Cum.
--------------------------+-------------------------------
        positive experience |        5       41.67       41.67
indesp. to growth as employee |      7       58.33      100.00
--------------------------+-------------------------------
                 Total |        12      100.00
```

Do you feel the joint duty program as presently constructed benefits the intelligence community?

```
twentythree_JDbenefits_IC |      Freq.     Percent        Cum.
--------------------------+-------------------------------
              disagree |          2       16.67       16.67
neither agree nor disagree |      2       16.67       33.33
                 agree |          6       50.00       83.33
        strongly agree |          2       16.67      100.00
--------------------------+-------------------------------
                 Total |         12      100.00
```

Has the creation of ODNI been beneficial to your ability to accomplish your mission at your home agency?

```
           ODNI |     Freq.     Percent        Cum.
-----------------+-------------------------------
primarly negative |        7       63.64       63.64
         neutral |        4       36.36      100.00
-----------------+-------------------------------
           Total |       11      100.00
```