DIRECTOR'S DIVERSITY IN LEADERSHIP STUDY

Overcoming Barriers to Advancement

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Foreword

In December 2013, Director Brennan asked me to serve as Chair of the Director's Diversity in Leadership Study (DLS). Specifically, Mr. Brennan asked me to form a group of senior advisers to study and address the question of how obstacles arise in the pathway to senior levels in the CIA and how those obstacles affect the diversity of the Agency's professional leadership.
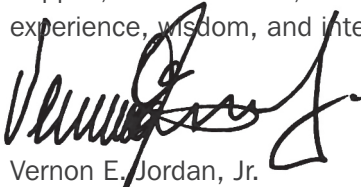
The Director's request arose out of the fact that the senior ranks of Agency employees—including the Senior Intelligence Service (SIS)—do not reflect the diversity of our nation and our society. At the same time, the Director expressed his concern that an absence of diversity at the senior levels of the CIA is itself an obstacle to the advancement of talented and experienced intelligence officers. The Director's concerns are well founded.

My colleagues and I met with more than 200 present and former CIA professionals. We were uniformly impressed by the fierce devotion to the Agency's mission expressed by every employee and officer with whom we had contact. We also heard a consistent commitment to a fully diverse working environment that is free of discriminatory obstacles to advancement. But at the same time the empirical evidence that we examined clearly suggests that over the past twenty years—in several critical areas—the senior leadership of the CIA has become less diverse. For example, in the ten year period from 2004 through 2014, the number of African American SIS officers has declined in both actual numbers and as a percentage of the SIS. Moreover, while representation of Hispanic officers in the CIA has grown over the past twenty years, the net percentage remains far below that of the civilian work force.

This is not the first time that the CIA has formally undertaken to study and address the composition and diversity of its work force and the path to leadership. In formulating the recommendations for action reflected in this study, however, we have sought not only to suggest policy objectives but to offer to the Director a set of concrete steps. Once these steps are implemented, we are convinced that they will ensure equal opportunity for everyone seeking to advance in our nation's frontline intelligence service. This is the task that Mr. Brennan set for us. We believe that this study and our recommended action plan will open doors at the CIA that have been closed for too many and for too long.

Today the skills, experience, creativity and courage of the women and men of the CIA provide our nation's first line of defense against an evolving set of threats to our security and freedom. Last year, 2014, marked the fiftieth anniversary of the enactment into law of the monumental Civil Rights Act of 1964. There can be no better time than now to ensure that the commitments made fifty years ago are realized in a CIA that truly reflects the vitality, strength and diversity of our nation.

Let me close by expressing my sincere thanks to my friends and colleagues Michèle Flournoy, Steve Kappes, Justin Jackson, Admiral Mike Mullen, and Catherine Pino for bringing their remarkable experience, wisdom, and integrity to this important work.

Vernon E. Jordan, Jr.
April 17, 2015
Washington, D.C.

I. Executive Summary

The Study's Charge

In response to the January 2014 directive from Director John Brennan, the CIA formed a group to conduct the Diversity in Leadership Study (DLS). The group was charged with examining factors limiting diversity in senior leadership across the organization. These factors include (a) failure of leadership in making the engagement and development of every officer an equal priority; (b) a general lack of accountability in promoting diversity; (c) the absence of an inclusive culture; (d) a consistent failure to integrate the management of talent; and (e) a deficient recruiting process. Building upon the CIA's February 2013 study by the Director's Advisory Group on Women in Leadership (DAG), the DLS team of CIA officers—guided by a group of six External Senior Advisors—took three initial steps:

- Defined the scope of the Study, focusing on the experiences of minority officers, as well as the characteristics of gender, sexual orientation, and disability status.

- Articulated the central importance of diversity in leadership in the enhancement of mission performance in every way: 1) **better decision-making and problem-solving capabilities**; 2) **effective use of the workforce's talents**; 3) **greater cultural competence** to collaborate with colleagues and enhance mission performance; 4) **more innovation**; and 5) promoting the Agency **as an employer of choice** in an increasingly diverse nation.

- Identified the dramatic gap between the composition of the workforce and that of the leadership ranks. Racial and ethnic minority officers make up 23.9% of the entire CIA workforce, but account for only 10.8% of the Senior Intelligence Service (SIS), 15.2% of GS-15s, and 21.0% of GS-14s. A similar gap between the workforce and the leadership ranks exists for minority female officers and officers with disabilities. Moreover, the occupations that most commonly serve as paths to executive ranks (Analysis, Technical Intelligence, and Operations) have minority representation lower than 10% at the GS-15 level or above. As of 1 January 2015, only two members of the D/CIA's Senior Staff Meeting were minority officers.

Diversity is critical to the mission of any complex organization and the CIA is no different. This axiom—which is understood and is widely implemented in the private sector and the U.S. military—is at the foundation of all effective organizations. The leadership of the CIA, over an extended period, has failed to recognize this basic truth of management policy. None of this is new

information. In 2006, for example, former Director Michael Hayden wrote in connection with a previous evaluation of diversity in the CIA:

> "A lack of diversity of thought and experience was identified by congressional committees and independent commissions as contributing to past intelligence failures. That diversity is mission-critical is no longer a debatable proposition—if it ever was. The business case for diversity has been made, and just as private industry is responding to affect their bottom line, we must respond appropriately to drive mission success."[1]

Despite the findings of numerous prior studies, including the DAG, the record clearly suggests that the senior leadership of the Agency is not committed to diversity. The fact is that there has been little progress over the past several decades in diversifying the leadership cadre and pipeline and in sustaining the hiring of diverse officers.

Findings: Agency Officers Experience the CIA Differently

The DLS Team took steps to ensure that every Agency officer had the opportunity to contribute to the research efforts and discussions via a workforce survey, briefings, engagements, and interviews. This research—as well as the examination of HR data and reviews of past studies and outside literature—yielded a comprehensive picture of the factors limiting diversity in CIA leadership. The DLS Team found that a mosaic of six management, cultural, and organizational issues are behind a lack of diversity in the Agency's leadership. None of these issues is exclusively about diversity and inclusion, and each affects the careers and workplace environment of the entire workforce. On the surface, the experiences of minority officers, officers with a disability, and LGBT officers differ in small and subtle ways, but over time the cumulative effect of these differences may have a substantial impact on the career growth, outlook, and engagement of these officers.

1) Leadership – Agency leaders, managers, and supervisors do not prioritize diversity in leadership. This fact is evident at the highest levels of the CIA, wherein the most senior positions—with few notable exceptions—are consistently occupied by white male career officers. This lack of prioritization results in an unequal development of officers, and perpetuates the belief among many officers that people development is not part of achieving the mission.

"Accountability starts at the top—officers will take on the persona of their leader." (SIS Interviews)

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1 Best Management Practices in Diversity of the Central Intelligence Agency, 2006.

2) Accountability – The Agency does not hold its leadership accountable for creating and maintaining a diverse and inclusive workplace. A lack of transparency in Agency processes, especially assignments, leads to perceptions of unfairness that may be well-founded.

3) Lack of Inclusive Culture – Agency officers experience the CIA differently based on their race, ethnicity, disability, and sexual orientation; and some officers believe they are stereotyped based on their ethnic background. In practice, the Agency does not recognize the value of diverse backgrounds, experiences, and perspectives, nor consistently promote an inclusive, "speak-up" culture where all opinions are heard, valued, and taken into account. Some officers disengage because when they share their thoughts and perspectives on mission or workforce issues they are not considered.

4) Integrated Talent Management – The CIA lacks a consistent talent management framework to credibly develop all Agency officers or to effectively identify or prepare future leaders. The workforce regularly highlights inconsistent talent management practices as a barrier to career development.

5) Recruitment – Recruitment efforts to increase the diversity of the workforce have not been a priority. Since 2008 the percentage of minorities hired has declined to levels lower than what is necessary to sustain the level of minority representation in the current workforce. Building and sustaining a diverse leadership pipeline will not be possible without improved results in recruiting officers from all segments of American society.

6) Networks – The quality of professional networks is critical to career advancement, but not all Agency officers have the access to, or comfort with, existing formal and informal networks.[2] The lack of access to, or quality of, networks creates barriers to an officer's ability to advance or to maximize her or his contributions to mission.

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2 Formal networks are defined as Agency-sponsored employee groups, such as employee councils or mentoring programs. Informal networks are defined as individuals who build relationships based on similar experiences such as training.

Recommendations to Build a More Diverse Leadership Cadre

To address the Study's findings, the DLS offers seven recommendations to build a more diverse leadership cadre and an inclusive culture, with better decision-making, innovation, and greater mission effectiveness. Each of the recommendations maps to at least one of the Study's findings.

Findings	Recommendations
1. Leadership	1. Set Leadership Expectations Regarding Diversity, Inclusion, and Employee Development
2. Accountability	2. Drive Accountability to Ensure Compliance
	3. Promote Transparency and Build Trust
3. Lack of Inclusive Culture	4. Foster an Inclusive Climate
4. Integrated Talent Management	5. Improve Talent Identification, Development, and Management Practices
5. Recruitment	6. Increase Hiring of Diverse Talents and Backgrounds
6. Networks	7. Expand and Diversify Networking Opportunities

Recommendation One: Set Leadership Expectations Regarding Diversity, Inclusion, and Employee Development

Leadership must articulate a vision of diversity and inclusion for the workforce, set goals for inclusive behavior, and communicate expectations to all Agency officers. These expectations must be followed, measured, and tracked. Leaders must champion role models and cite success stories that bring to life the impact diversity has on the mission.

Immediate steps must be taken to fill senior leadership positions—as part of the Agency's reorganization—with a diverse and capable cadre of officers who have demonstrated the potential to lead at a senior level. On a broader scale, a long-term goal of at least 30% minority representation at the GS-13 level and above, across occupations and organizational units, is both necessary and achievable.[3] All managers and supervisors must take responsibility—as a core job function—for the career development of all employees under their leadership. Of equal importance, all leaders, managers, and supervisors must be consistently evaluated on their success and failure in this function.

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3 Currently, minorities comprise only 10.8% of the SIS population, 15.2% of officers at the GS-15 level, and 21.0% of officers at level GS-14.

The Director must also act promptly and aggressively to identify and promote senior minority intelligence officers to positions that will send an unmistakable message of change. A series of conspicuous appointments at the highest levels of the CIA will do a great deal to break down the barriers to true diversity that have existed for decades. This step, more than any other, will emphasize in dramatic ways that the Agency has entered a new era and is committed to a leadership structure that truly "looks like America."

Recommendation Two: Drive Accountability to Ensure Compliance

All officers entrusted to manage people must be held accountable for leveraging diversity and developing talent regardless of an officer's race, gender, disability status, or sexual orientation. This accountability starts at the top and requires the introduction of a standard, corporate-wide Performance Appraisal Report (PAR) for all managers and supervisors. Use of the PAR, with a focus on diversity and fostering an inclusive environment, must be utilized on a 360-degree basis in order to be effective. At a higher level, there should be new criteria for SIS annual bonuses related to progress toward a more diverse leadership cadre and the pipeline to advancement. The Agency must also establish a corporate-level program evaluation in order to drive and institutionalize accountability for inclusive behaviors.

Recommendation Three: Promote Transparency and Build Trust

Transparency in the Agency's promotions, assignments, awards, and other career management processes will allow Agency officers to (a) better understand their career development and (b) more effectively compete for promotions and assignments. The Agency should more widely publicize the results of career advancement of individual officers (e.g., promotions, selection for key training or educational assignments, etc.) as well as personnel actions (e.g., EEO complaints, grievances, "performance improvement plans," etc.) to enhance the trust of the workforce in the system and improve accountability.

Recommendation Four: Foster an Inclusive Climate

Fostering a more inclusive climate is a leadership expectation. Leaders must set the standard for what is expected from the workforce. In addition, the workforce needs to take an active role in understanding how diversity and inclusion improve mission performance. All Agency officers must be fully aware and well-prepared to address diversity, inclusion, and equity issues as they arise. Well-established tools including unconscious bias training, the implementation of standards of measurement, and 360-degree management evaluations must be incorporated.

Recommendation Five: Improve Talent Identification, Development, and Management Practices

Agency management bears the responsibility to determine how to best utilize the talents of individuals to maximize mission impact and advance every officer's career. Recognizing leadership potential and taking the concrete steps needed to fully develop that potential must be a primary focus of the Agency's senior leadership. To truly impact the leadership pipeline of the future, the Agency must invest in early career leadership development and recognize the importance of highly-visible and challenging tasks to an officer's skills and growth. The Agency should introduce transparent, fair, and effective processes for succession planning for leadership and management roles, including a framework of assignments and experiences to prepare GS-13s and GS-14s for leadership at the GS-15 and SIS levels. These processes must aim to cultivate a diverse pipeline of officers qualified and ready to serve by 2018.

Recommendation Six: Increase Hiring of Diverse Talents and Backgrounds

The importance of hiring for diverse talent and officers of different backgrounds for the long-term health of the Agency cannot be overstated. Though the Recruitment Center may have pursued diversity recruiting strategies for many years, these efforts have been ineffective. The Agency must accomplish four priorities: 1) invest in community outreach and relationship building; 2) re-emphasize relationships and commitments to draw from colleges, universities, and professional associations with significant populations of underrepresented groups; 3) establish internship and fellowship programs supporting the recruitment of underrepresented groups; and 4) frequently communicate and socialize Recruitment Center activities with the workforce. These priorities can only be achieved by clearly-defined objectives, periodic and consistent measurement to assess progress, and mechanisms to assure management accountability for success or failure. All officers—and their supervisors—should understand that the attraction of diverse talent is critical to the Agency's future and should prioritize support to minority recruitment that is consistent with these goals.

Recommendation Seven: Expand and Diversify Networking Opportunities

The Agency should teach all officers how to better engage and network with their peers, supervisors, and other managers. Those in authority should be expected to foster and encourage networking. Moreover, the Agency should enable and encourage cross-organizational and corporate opportunities to expand professional networks and foster joint mission action. The Agency should establish a corporate mentoring program to drive broader access

to mentoring programs, as well as to encourage participation from diverse cohorts. This structure will more carefully track and measure the impact of established mentoring programs, with a view to understanding and promoting best practices for effective mentoring networks for junior officers.

Implementation Must Be Leadership's Priority

The Director and other members of the CIA's executive leadership must demonstrate a commitment to correcting the deficiencies noted in this Study. Success will be achieved when officers are held accountable for an inclusive environment and a tradition of diversity is woven into the fabric and culture of the CIA. The workforce must understand that promoting diversity is an enduring Agency priority that will receive sustained leadership attention over the next several years. This effort must transcend changes in top Agency leadership. Moreover, continued implementation of the recommendations made in this Study should be a key agenda item as the Agency's new governance structure is considered and developed.

The full and aggressive implementation of these recommendations—much as the Agency has done with the DAG report—is critical to sustaining the CIA's strategic advantage as the nation's premier intelligence organization. The Agency's workforce and leadership must reflect the society that it serves and the people it protects to effectively accomplish its mission today and in the future. This imperative of diversity in leadership is a well-tested tool of the most effective organizations at every level of society and must become a central and uncompromising value of the CIA.

II. Introduction

The Study's Charge

Director Brennan announced the Diversity in Leadership Study (DLS) in January 2014. At the time, he expressed concern that there may be "factors that limit diversity in senior leadership positions across our organization." The CIA's rapidly changing threat environment requires continuous anticipation and strategic balancing of mission needs. With the increasing demands placed on the CIA, it is mission-critical that the Agency's senior leadership benefit from the rich diversity of thought, experience, and culture found in American society. The central value of diversity to large organizations—from the U.S. military to the largest private sector corporations—is not a matter of debate. The unfortunate factor is that the leadership of the Agency is not diverse and the current pathways to advancement do not foster diversity. This systemic failure has and will continue to impair the effectiveness of the CIA until it is remedied.

By commissioning this Study, Director Brennan acknowledged that "leadership diversity of all types is key to mission performance."

In line with these mandates, the CIA must capitalize on America's greatest strategic advantage: the diversity of its people. The Agency's workforce and leadership must reflect the nation that it serves and the people it protects to effectively accomplish its mission today and in the future. Director Brennan and his senior leadership team must demonstrate their commitment through visible, sustained, and measurable action. Fully addressing the charge and recommendations of this Study reduces potential risks to mission and to the Agency's status as the nation's premier intelligence organization at a time when resources are stretched thin across the federal government.

Initiating the Study

This Study comes on the heels of the February 2013 Final Report of the Director's Advisory Group on Women in Leadership (DAG), the scope of which was limited to a review of the factors affecting women's careers. In her forward to that study, Senior External Advisor and former Secretary of State Madeleine Albright called upon CIA leaders to examine "obstacles that may be encountered by other groups" of officers.

The internal DLS Team—composed of a Steering Group of Senior Intelligence Service (SIS) officers from every directorate and Action Teams of officers from across the Agency—took a structured, research-based approach to answering the Director's charge to "examine barriers to gaining and valuing greater diversity in our leadership pipeline and enhancing opportunities for diversity within positions of greater leadership

responsibility." The DLS Team was guided throughout the process by External Senior Advisors that Director Brennan asked to oversee the Study's preparation:

- Principal External Senior Advisor Mr. Vernon E. Jordan, Jr., former president of the National Urban League;

- Michèle Flournoy, former Undersecretary of Defense for Policy;

- Justin Jackson, former National Clandestine Service Deputy Director;

- Stephen Kappes, former CIA Deputy Director;

- Admiral Michael Mullen, the 17th Chairman of the Joint Chiefs of Staff; and

- Catherine Pino, Co-Founder and Principal, D&P Creative Strategies, LLC (and former board member of the Congressional Hispanic Caucus Institute).

These External Senior Advisors include distinguished individuals who know the CIA via their service on the Director's External Advisory Board (EAB) or have spent all or most of their career with the CIA. They brought a wealth of government and private-sector experience, as well as a commitment to diversity, to CIA workforce issues.

Defining Diversity in Leadership and Scoping the Study

Diversity in leadership is an expansive topic that refers to "any characteristic that makes one individual different from another."[4] In consultation with leaders throughout the Agency, the DLS Team adopted the Office of Personnel Management's definition of diversity and focused the Study's scope on race, ethnicity, gender, disability, sexual orientation, and gender identity. This scope allowed the DLS Team to research the most significant aspects of diversity that appear underrepresented in the Agency's leadership cadre. In addition, the DLS Team defined leaders as "senior officers who direct, guide, or influence others toward common mission goals," recognizing that leadership occurs in many roles and at many levels at CIA. This Study also paid special attention to leadership at the most senior levels, including the Director's executive team.

OPM's definition of diversity refers to differences in characteristics such as national origin, language, race, color, disability, ethnicity, gender, age, religion, sexual orientation, gender identity, socioeconomic status, veteran status, and family structures.

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4 Korn/Ferry: Briefing on "Diversity and Inclusion" to the Agency's Executive Diversity and Inclusion Council, 22 January 2014.

Diversity is Critical to Accomplishing CIA's Mission

Every CIA officer should be concerned with the diversity of the Agency's leadership. The CIA represents the United States and, as such, every CIA officer should see herself or himself represented in the Agency's leadership ranks—regardless of race, gender, sexual orientation, or physical limitations. There is a clear consensus that diversity in both leadership and the workforce—along with an inclusive work environment—are critical to maximizing mission effectiveness and impact. This understanding is at the foundation of our society's most effective organizations. For the CIA, this means attracting, developing, and retaining officers who have experienced America differently and who approach problem-solving from diverse perspectives. While the business case for diversity at the CIA is obvious, the perception remains that a focus on diversity or workplace dynamics results in the diversion and waste of resources. This situation reflects a fundamental failure of management. Every CIA officer must be aware of diversity's critical impact on mission and understand her or his role in creating an intelligence organization where every individual is respected and valued. To this end, the DLS Team set out the CIA's business case for diversity through five principal elements:

1. **Better Decision-Making and Problem-Solving**: Diverse leadership teams formulate and apply more effective decisions and problem-solving approaches. The Agency's mission success depends on coming to the best decisions.

2. **Unlock the Workforce's Talent**: An inclusive, transparent culture that values everyone's contributions, motivates officers to meet expectations, and maximize contributions to mission.

3. **Cultural Competence**: The effectiveness of the Agency's operations and the level of insight of its analysis depend on understanding, valuing, and leveraging the full diversity of the workforce.

4. **Innovation**: Organizations with diverse leadership and teams are more innovative. New ideas and approaches to intelligence challenges are essential to the Agency as it strives to fulfill an increasingly complex mission.

5. **Ensuring the Agency Remains an Employer of Choice**: To attract the nation's best and brightest, the Agency must have a diverse workforce and an inclusive culture that appeal to the diversity of the American people.

These five elements are articulated in greater detail in the box below.

CIA's Business Case for Diversity	
Better Decision-Making and Problem-Solving	Heterogeneous groups are more likely to reach sound decisions. Diverse groups benefit from collaboration among people with different perspectives—"new ideas can emerge, individuals can learn from one another, and they may discover a solution to the problem."[5] The Agency faces complex and weighty decisions and problems daily—in its analysis, operations, technical challenges, and support efforts—and diversity strengthens the CIA's ability to **arrive at the best decisions to enable mission success.**
Unlock the Workforce's Talent	Employees perform best, live up to expectations, and maximize career growth when they are part of an inclusive and transparent culture. An inclusive culture enables employees to bring their full talents to the workplace and in turn allows the CIA to **fully realize all officers' contributions to mission.**
Cultural Competence	One of the principal lessons of our nation's recent history is that culture matters. Multinational corporations hire individuals who are familiar with local languages and cultures in order to make inroads into foreign markets. Research shows that teams that include even one member of the team's target demographic are more likely to understand their audience.[6] The effectiveness of the Agency's analysis and operations depend **on understanding, valuing, and leveraging the full diversity of the workforce.**
Innovation	Diverse teams are more effective at generating and implementing new ideas. Companies with diverse leadership teams are measurably more innovative than companies with less diverse leadership.[7] The Agency needs diverse leadership and an inclusive culture **to unlock the creative potential of its diverse workforce and to fulfill its mission.**
Ensuring the Agency Remains an Employer of Choice	According to the U.S. Census Bureau, the proportion of non-Hispanic whites in the population fell from 79.6% in 1980 to 63.0% in 2012. At the same time, approximately half of all children under five years old were minorities in 2012. The Agency, as the nation's premier intelligence agency, must turn this growing diversity into a source of competitive and strategic advantage. To continue to attract and retain the nation's best and brightest, **the Agency must have a diverse workforce at all levels and an inclusive culture that reflects the nation that it serves**. As Director Brennan stated on 22 April 2014: *"If we are to reach our full potential, we must make every effort to bring the richness and variety of America into our own community."*

5 Phillips, Katherine W. *Better Decisions Through Diversity*, Northwestern University, October 2010.

6 Hewlett, Sylvia Ann, et al. "Innovation, Diversity and Market Growth." Task Force for Talent Innovation: Leveraging Minority and Multicultural Talent. Center for Talent Innovation, 1 September. 2013.

7 Cox, Jr., Taylor. *Cultural Diversity in Organizations—Theory, Research and Practice*, San Francisco: Berrett-Koehler Publishers, Inc., 1993.

Diversity also reduces the risk of failure as an intelligence organization. As former Director Michael Hayden pointed out in 2006:

> "A lack of diversity of thought and experience was identified by congressional committees and independent commissions as contributing to past intelligence failures. That diversity is mission-critical is no longer a debatable proposition—if it ever was. The business case for diversity has been made, and just as private industry is responding to affect their bottom line, we must respond appropriately to drive mission success."[8]

When valuing diversity and inclusion truly becomes a core part of the CIA's culture, the organization will be more effective. Leaders at all levels must change how they approach talent development and team-building. Leaders must learn and adopt an inclusive management approach and demonstrate the right set of inclusive behaviors, attitudes, and actions to effectively channel the creativity that is generated when officers are expected and encouraged to explore "every idea on the table." The purpose of this Study—to recommend ways to achieve diversity in the CIA—is therefore inextricably linked with the Agency's overarching goal of accomplishing the mission and serving the American people.

The CIA's Current Diversity Environment

The Agency's workforce is not diverse. Where diversity can be found, it is not found at all levels of the organization or across occupations (see figures 1 and 2).[9] In fact, the more senior the Agency's workforce is, the less diverse it is. The occupations that most commonly serve as paths to executive ranks (Analysis, Technical Intelligence, and Operations) tend to have minority representation lower than 10% at the GS-15 level or above. As of 1 January 2015, only two members of the D/CIA's Senior Staff Meeting were minority officers. Previous CIA Directors, to include Leon Panetta, Michael Hayden, George Tenet, and Porter Goss, have expressed their commitment to diversity and established goals and timelines to diversify the workforce and leadership. Despite these good intentions, Agency personnel data clearly show significant gaps continue to persist between the demographic composition of the overall workforce and senior officers at CIA.

As of 30 September 2014, racial/ethnic minority officers made up 23.9% of the entire Agency workforce, with a significant decline of minority

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8 Best Management Practices in Diversity of the Central Intelligence Agency, 2006.

9 For data reporting purposes, DLS used the OPM categories for racial/ethnic cohorts. Note that most of the HR data cited in this report refer to racial/ethnic cohorts and/or minority status. No HR data are available on sexual orientation, and HR data on disability status are not broken down further due to privacy concerns.

FIGURE 1
Grade Distribution by Cohort

Minority officers make up a smaller proportion of officers at higher grades as of 30 September 2014.

Percent

Legend:
- White Non-Hispanic/Latino
- No Race or National Origin Information
- Black or African American
- Hispanic or Latino
- Asian, Native Hawaiian, or Pacific Islander
- American Indian or Alaska Native
- Two or More Races

Agency Minority Population, 23.9%
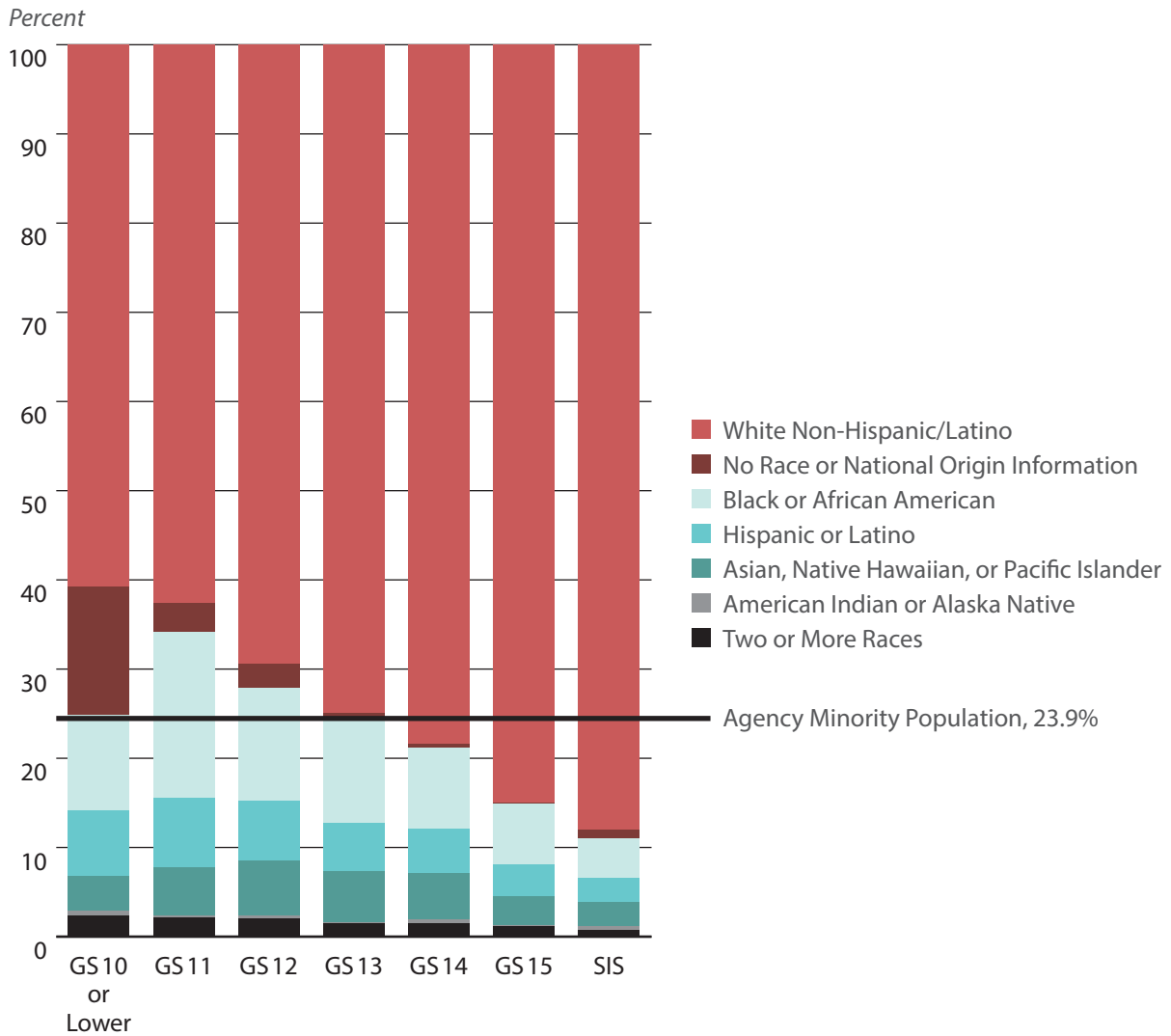
FIGURE 2
Minority Status and Grade of Officers in Largest Ten Job Classes
In general, minority officers make up a smaller proportion of officers in occupations that often lead to promotion to GS-15 and SIS.

Legend:
- Minority, GS 15
- Minority, GS 14 or lower
- Non-Minority, GS 15
- Non-Minority, GS 14 or lower

DI
Analyst

DIR
Telecom Officer
IT

DS
Security
Admin
Finance

DST
TIO

NCS
Operations Officer
Specialized Skills Officer
Staff Operations Officer

0 10 20 30 40 50 60 70 80 90 100
Percent

FIGURE 3
Agency Officers with a Disability

Similar to the trends seen with minority officers, the proportion of officers with a disability declines at the GS-14, GS-15, and SIS levels.

Percent

Legend:
■ No Disability or Not Identified
■ Disability

GS 10 or Lower	GS 11	GS 12	GS 13	GS 14	GS 15	SIS
3.5	5.2	4.0	4.2	3.4	3.4	2.3

FIGURE 4

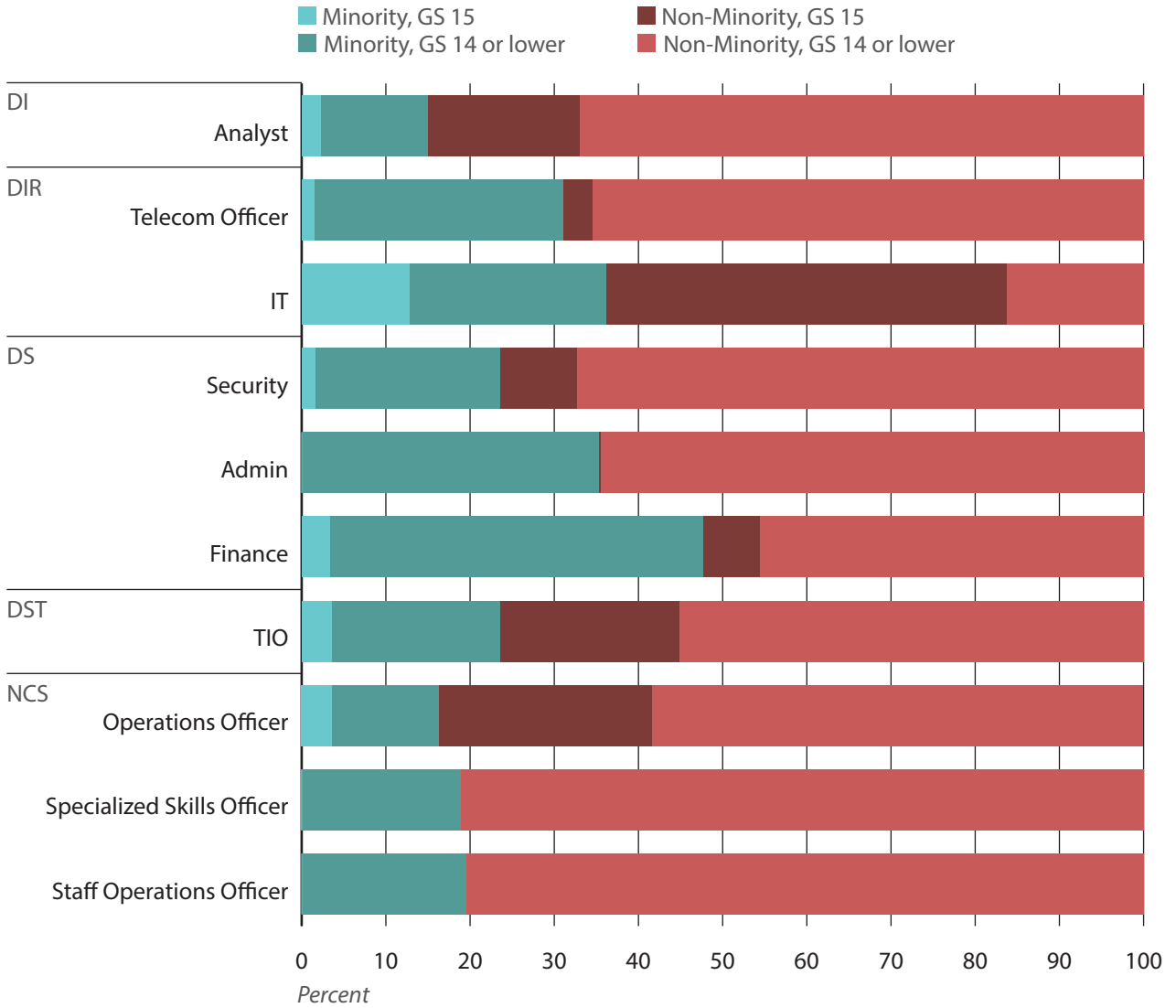*Over the past 30 years, non-minority women have begun to make up an increasing share of the Agency's leadership cadre and are approaching parity with their representation in the overall workforce. However, minority officers, particularly women of color, have not experienced similar gains.*

Legend:
● Male, Non-Minority
● Female, Non-Minority
● Male, Minority
● Female, Minority

Agency SIS Population
Percentage of Officers

Overall Agency Population
Percentage of Officers

officers beginning at the GS-13 level and continuing through the SIS level. Minorities make up **only 10.8% of the SIS cadre**, 15.2% of GS-15s, and 21.0% of GS-14s. A similar gap between the workforce and the leadership ranks exists for officers with disabilities and for minority female officers (see figures 3 and 4). The lack of diversity at the GS-14 and GS-15 levels is of particular concern because it is at these grades where officers attain critical leadership acumen and skills needed to progress to the SIS level. The same trend continues through the SIS cadre. The higher the SIS level, the less diverse the cadre of officers is, particularly within the SIS-3 and SIS-4 levels, which often serve as the pipeline for the most senior personnel appointments (see figure 5).

The underrepresentation of racial/ethnic minority officers and officers with a disability at the senior ranks is not a recent problem and speaks to unresolved cultural, organizational, and unconscious bias issues. Despite numerous studies and public statements, in truth there has been little progress over the past several decades in promoting diversity in leadership channels and in the hiring of diverse officers. On a positive not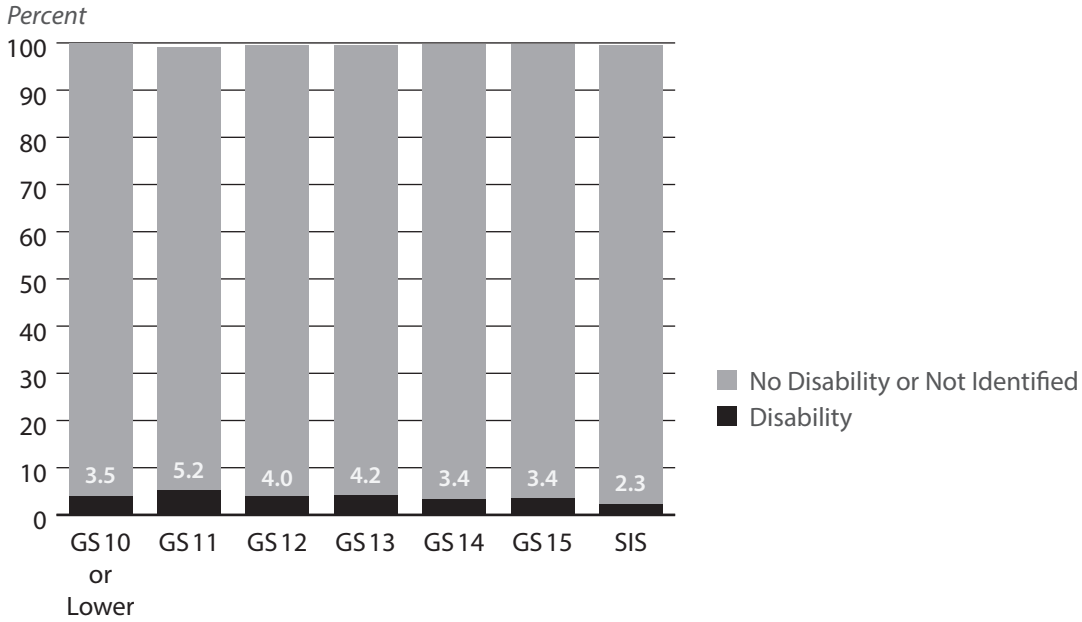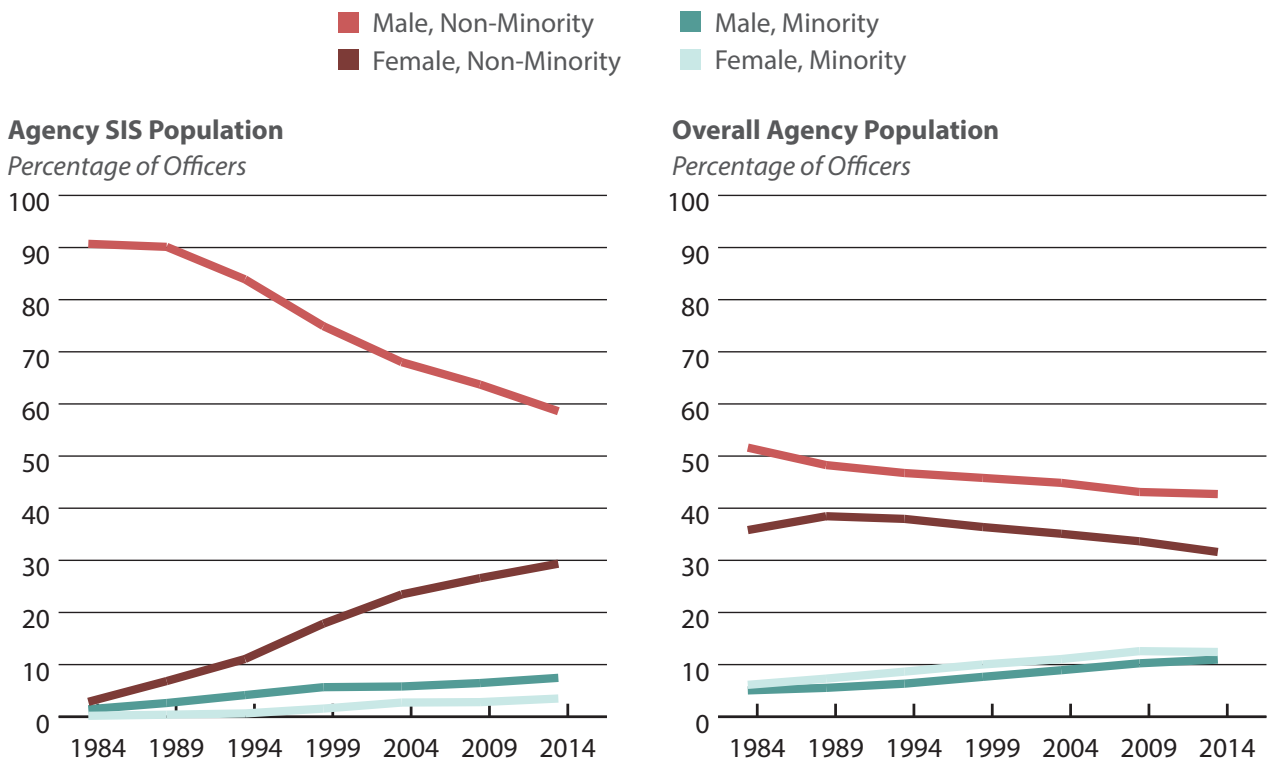e, over the past 30 years, non-minority women have begun to make up an increasing share of the Agency's leadership cadre and are approaching parity with their representation in the overall workforce. However, minority officers, particularly women of color, have not experienced similar gains (see figure 4).

Case Study on Diversity at CIA

The historical efforts at diversity with regard to African-American officers are illustrative of a fundamental lack of consistency and focus. While an increasing proportion of African-American officers were promoted to SIS from 1984-2004, the effect of that progress has reversed in the past 10 years (see figure 6).

The DLS Team concluded that there were three conditions that contributed to this progress from 1984-2004:

- The willingness of senior leaders, particularly white male officers, to lend influence and support to the careers of talented African-American officers;

- Focused action from leaders and managers resulting from an understanding of the importance of diversity; and

- The effectiveness of formal and informal networks among African-American officers, such as the Black Executive Board and the Board Room.

FIGURE 5
Minority Representation at Different SIS Levels

Minority Officers	15.3%	13.9%	7.1%	12.4%	10.4%	0.0%
White Non-Hispanic/Latino	84.7%	86.1%	92.9%	87.6%	89.6%	100.0%

FIGURE 6
Representation of African American Officers Over Time

Percentage of African Americans in the Workforce and SIS Cadre

Workforce	8.20%	10.12%	10.55%	10.83%
SIS Cadre	0.54%	2.52%	4.81%	4.38%

FIGURE 7
SIS Officers by Minority Cohort

- Black or African American
- Asian, Native Hawaiian, or Pacific Islander
- Hispanic or Latino
- American Indian or Alaska Native
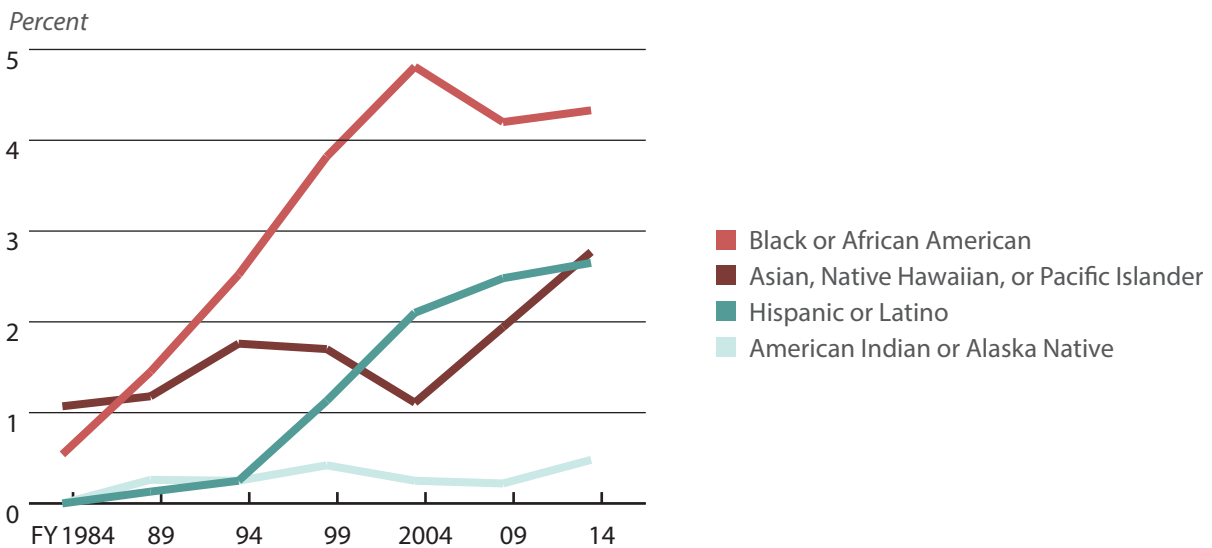
FIGURE 8
DLS Survey Item #27

At this point in your career, whether or not it is realistic, how strongly do you desire eventually to achieve promotion into SIS?

		Minority Women	Minority Men	Non-minority Women	Non-minority Men
Very strong desire	15.7%	17.2%	23.7%	12.5%	16.2%
Strong desire	16.9%	17.0%	18.8%	15.0%	18.4%
Some desire	32.4%	29.3%	32.3%	32.0%	34.2%
Little or no desire	35.0%	36.4%	25.3%	40.5%	31.2%

The weakening of these factors since 2004 may explain the lack of progress toward senior leadership for African Americans in the past 10 years. The same deterioration of these conditions may have contributed to the slow progress in the advancement of officers from other racial/ethnic cohorts into senior leadership (see figure 7). As the Findings section for this Study points out, management, cultural, and organizational issues contribute to the lack of diversity in the Agency's senior ranks.

Aspirations and Educational Attainment

Despite the presence of few role models in the current Agency leadership and barriers experienced by minority officers over the years, the commitment of minority officers to be successful and to reach senior positions of leadership has not waned. Survey data from both the DAG and DLS surveys indicate that minority officers are more likely to aspire to senior leadership than their non-minority counterparts, and this is particularly true for minority males (see figure 8).

Educational attainment is not hindering the career progress of minority officers (see figure 9). This data strongly suggest that the reasons for the slow movement of minority officers into senior leadership cannot be attributed to the officers themselves. Rather, organizational factors likely stall the progress of diverse officers, as the Findings section illustrates.

The Agency's threat environment continues to evolve at a rapid pace, and without a strategic rebalancing of the Agency's structure, culture, and approach to identifying leaders, the Agency will not be equipped to capitalize on generations of talented, qualified, and ambitious officers who stand ready to lead the Agency into the future. This inability to capitalize on the workforce's diversity increases the risk of failing to anticipate and meet future intelligence demands, putting at risk CIA's standing as the premier intelligence organization in the world. Only the Director, his leadership team, and those entrusted to manage and develop officers can take the necessary actions to mitigate this risk.

A strong and sustained effort to implement this Study's recommendations will ensure that the CIA can harness America's growing diversity and make it an enduring source of strategic advantage for U.S. national security.

FIGURE 9
Educational Levels by Grade

There are few differences in education levels between minorities and non-minorities at most grades, though a higher percentage of minority SIS officers have a master's degree than do their non-minority SIS counterparts.
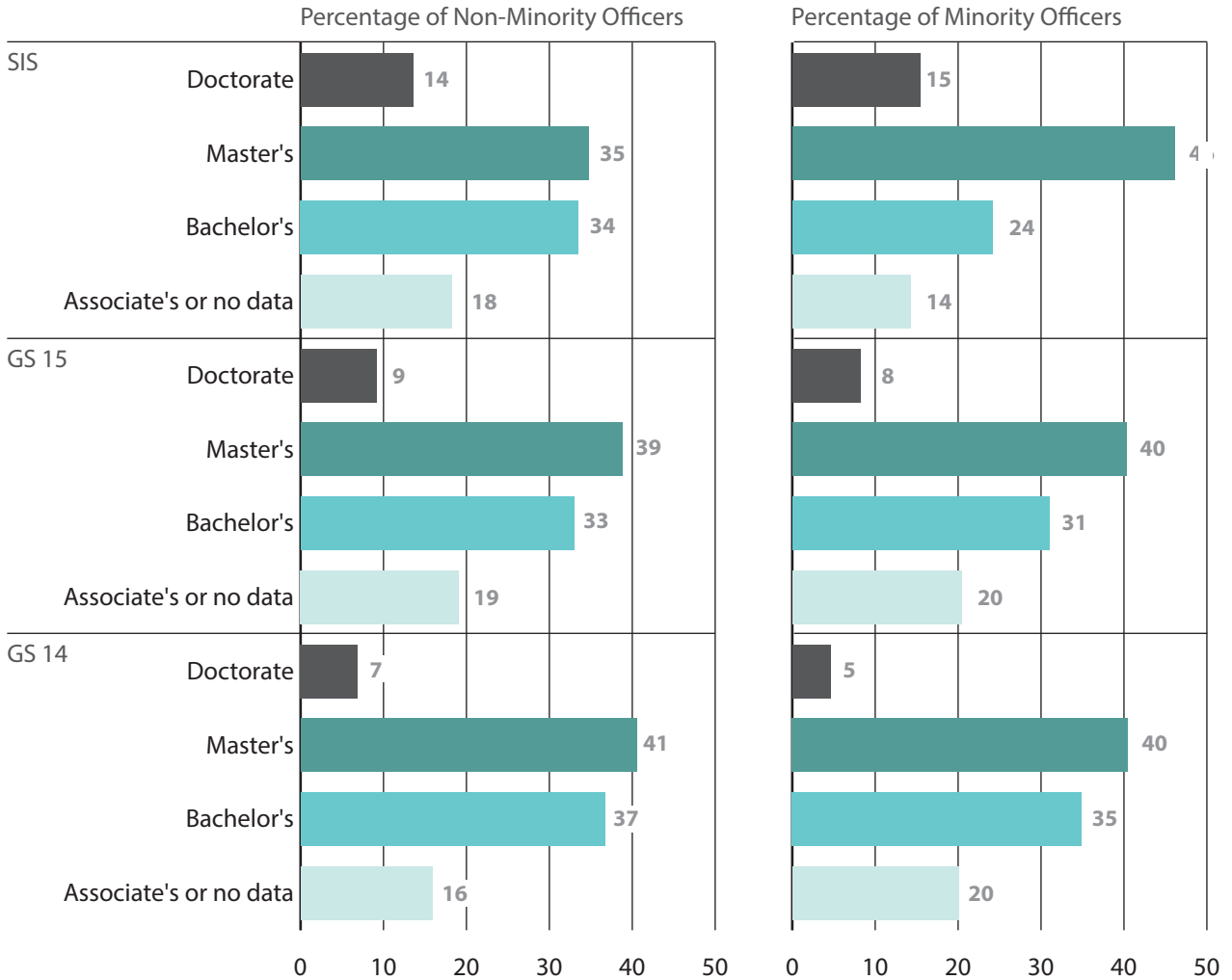

Percentage of Non-Minority Officers | Percentage of Minority Officers

SIS
- Doctorate: 14 | 15
- Master's: 35 | 4 (cut off)
- Bachelor's: 34 | 24
- Associate's or no data: 18 | 14

GS 15
- Doctorate: 9 | 8
- Master's: 39 | 40
- Bachelor's: 33 | 31
- Associate's or no data: 19 | 20

GS 14
- Doctorate: 7 | 5
- Master's: 41 | 40
- Bachelor's: 37 | 35
- Associate's or no data: 16 | 20

FIGURE 10
DLS Four Focus Areas

Culture	Leadership	Opportunities	Networks
• Authenticity, covering • Trust • Conforming/Assimilation • Communication Styles • Leadership behaviors and Styles • Leadership attributes • Unconscious bias (stereotypes, prejudices)	• Accountability • Transparency • Management effectiveness • Acquired diversity • Feedback • Data sharing • Standards • Demographics	• Occupations • Retention • Pipeline promotions • Assignments • Development / Training • Personal and career choices • Workplace flexibility	• Sponsors, mentors, role models • Relationships • Trust • Professional associations • Support networks

III. Research Approach and Methodology

Given the current diversity environment at the CIA, the DLS Steering Group framed a basic question: *"What can be done to create opportunities for more diversity in Agency leadership?"* After reviewing external literature and past studies,[10] the Steering Group created Action Teams of officers to develop hypotheses around four focus areas for further exploration: Culture, Leadership, Opportunities, and Networks (see figure 10). The DLS Team planned and executed a comprehensive research approach, making sure every CIA officer was offered the opportunity to contribute to the Study. The following points highlight the Study's key data-gathering milestones.

- 41.5% of the Agency's officers responded to the "Director's Survey on Overcoming Barriers to Advancement," a workforce-wide survey with representative response rates from all directorates, the field, and different cohorts of officers (by gender, minority status, etc.). The gender, minority status, and other demographic data of respondents broadly reflected the make-up of the Agency (see figures 11 and 12). This survey was unlike previous Agency surveys because it allowed Agency officers to self-identify with a wider range of races and ethnicities.

- The DLS Team conducted 28 focus groups with hundreds of participants, including three field focus groups that gathered input from over a dozen field locations. All Agency officers were invited to participate, and many focus groups captured the individual experiences of specific cohorts of officers, such as LGBT officers, first- and second-generation American officers, minority officers, non-minority officers, and those with a disability.

- In collaboration with HR's Workforce Analytics Team (WAT), the DLS Team analyzed the current state of diversity as reflected in HR data, examining current and past statistics on minority status, gender, and individual racial/ethnic cohorts by key areas such as grade, directorate, and occupation.

- The DLS Team interviewed 36 minority and non-minority SIS officers from across the directorates, including the heads of directorate schools and top leaders from each directorate's front office.

- Hundreds of other interested leaders and employees offered their views via briefings, workforce engagements, and informal interviews that the DLS Team conducted. The input from these officers provided critical context around the DLS Team's research efforts, as well as valuable feedback to the Team's approaches.

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10 See section IX for a bibliography for this Study.
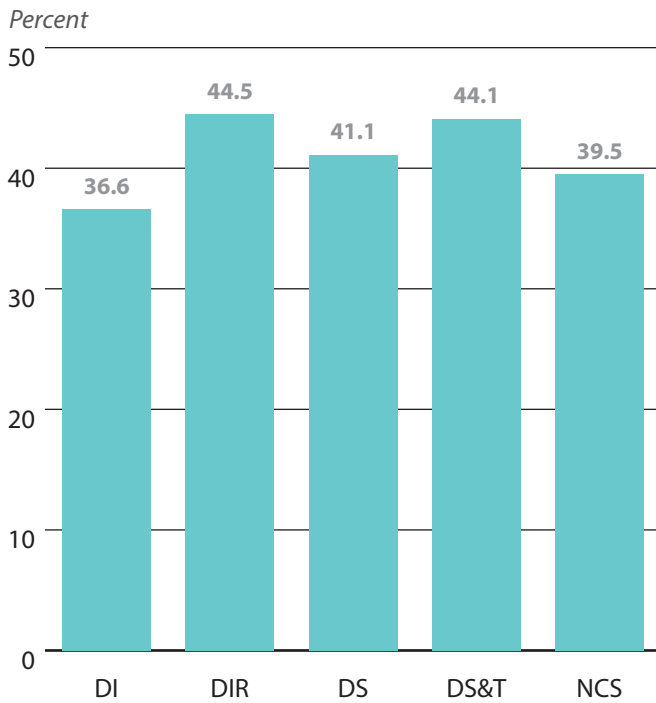
FIGURE 11
Response Rates to DLS Survey by Directorate

Percent

FIGURE 12
Percent of Respondents Who Identified With Each Race/Ethnicity

American Indian or Alaska Native	2.3%
Native Hawaiian or Pacific Islander	0.6%
South Asian	1.0%
Middle Eastern or Arab American	1.1%
Asian	4.5%
Black or African American	11.4%
Hispanic or Latino	6.1%
White or Caucasian	78.8%
Biracial / Multiracial	2.2%
Note: Respondents could select more than one race/ethnicity. Respondents who left this item blank or selected "I prefer not to answer" are excluded from these percentages.	

IV. Findings: Officers Experience the CIA Differently

Agency officers experience the CIA differently based on their race or ethnicity, their sexual orientation, and their disability status, as well as their occupation and access to professional and personal networks.

The majority of statistically significant differences found in the survey data involved gaps between minority and non-minority officers and those with and without a disability. There were fewer statistically significant differences involving officers of different sexual orientations.

This Study found many issues that applied to officers with a disability, but it did not include a detailed analysis of how the state of accommodations specifically affects the career progression and engagement of officers with a disability. CIA's Office of Equal Employment Opportunity (OEEO) is leading a working group that is comprehensively addressing accommodations issues under the "Implementation Plan for OEEO Reasonable Accommodations Independent Process Improvement Study" dated 30 May 2014.

The DLS Team identified a mosaic of management, cultural, and organizational issues that hinder diversity in the Agency's leadership and exacerbate some of the differences in the CIA experience. These issues pose barriers to diversity in the Agency's leadership cadre, but also present opportunities for CIA to make the necessary changes to leverage the talents of a diverse workforce.

The DLS Team found that the following six factors are at the root of the Agency's failure to achieve diversity.

1) Leadership – Agency leaders, managers, and supervisors do not sufficiently prioritize the development and engagement of every officer. This lack of prioritization on people management results in an unequal development of officers, and perpetuates underlying beliefs among many officers that people development is not part of achieving mission.

"If the Agency provided more preparation to be a supervisor or manager more officers would want to take on those roles."
*(Focus Groups)*

- A subset of FY2014 Leadership on the Line (LOTL) graduates—at a discussion with the DLS Senior Advisors—said that they received little or no training on managing people prior to taking on supervisory responsibilities.

- According to DLS focus group results, participants believed that managers and supervisors do not provide honest feedback, especially to minority officers. Peers and more senior officers doing similar work were viewed as more reliable sources of advice on job performance.

FIGURE 13

DLS Survey Respondents Who Cited "Lack of Management Approval" as a Perceived Barrier to Opportunities

Percent

Legend:
- Minority
- Non-Minority
- With a Disability
- Without a Disability

Training Opportunity:
- Minority: 34.3
- Non-Minority: 26.2
- With a Disability: 36.3
- Without a Disability: 27.8

Rotation or Overseas Assignment:
- Minority: 25.5
- Non-Minority: 19.9
- With a Disability: 29.0
- Without a Disability: 20.6

FIGURE 14

DLS Survey Respondents Who Agreed or Strongly Agreed That "My Manager Provides Honest Answers to My Work-Related Questions."

Percent

- Minority: 68.2
- Non-Minority: 74.5
- With a Disability: 64.9
- Without a Disability: 73
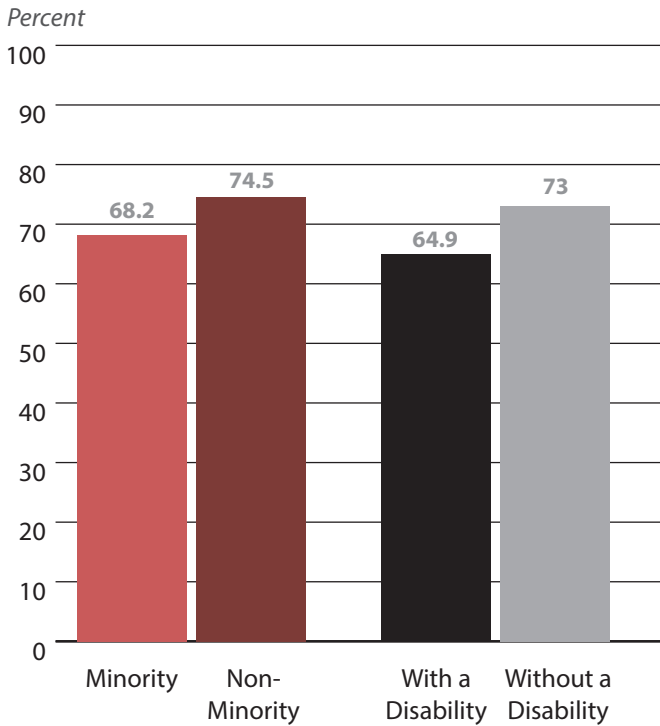
- According to DLS survey results, minority officers and officers with a disability were less likely to agree that they have had opportunities to demonstrate their leadership potential to more senior Agency leaders. Moreover, officers with disabilities who participated in focus groups believed that their management did not value their skills and contributions.

- According to the survey results, minority officers and officers with a disability were more likely to say that a lack of management approval was a barrier to training, a rotation, or an overseas opportunity useful to their career (see figure 13).

- Survey results indicate that minority officers and officers with a disability are less likely to agree that their supervisors and managers encourage them to participate in training opportunities, seek rotations, or pursue a Joint Duty Assignment (JDA).

2) Accountability – The Agency does not hold its officers accountable for creating and maintaining a diverse and inclusive workplace. Findings indicate some officers trust their supervisors and managers less than others. A lack of transparency in Agency processes and decisions has led to perceptions of unfairness.

- The DLS survey results indicated that minority officers and officers with a disability were less positive about (a) their supervisors and managers providing honest answers (see figure 14); (b) being comfortable discussing their work concerns with their supervisors and managers; and (c) supervisors and managers making time to discuss work concerns.

"Accountability starts at the top—officers will take on the persona of their leader."
(SIS Interviews)

- According to the survey, 40% of supervisors and 55% of non-supervisors disagreed that they had a Performance Appraisal Report (PAR) objective that encourages respect for diversity or inclusion. Moreover, the criteria for SIS bonuses outlined in the 2014 SIS Recognition Performance Categories did not include expectations for inclusive behaviors.

- The survey indicates that Agency officers are very likely to agree that senior leaders communicate the importance of diversity to Agency employees. At the same time, officers are less positive about supervisors and managers communicating this importance. Focus group participants frequently observed that diversity is valued in some parts of the Agency, but that individual supervisors and managers have the most influence on a daily basis.

"I ask for feedback on how to meet the bar for promotions, but when I meet it, they tell me the bar has been raised."(Focus Groups)

- Focus group participants believe promotions are not being fairly allocated due to (a) promotion criteria that seemed to shift and (b) panel representatives not reflecting a candidate's contributions when

FIGURE 15

DLS Survey Respondents Who Agreed or Strongly Agreed that "There Are Aspects of My Identity I Feel I Need to Hide in Order to be Successful at CIA."
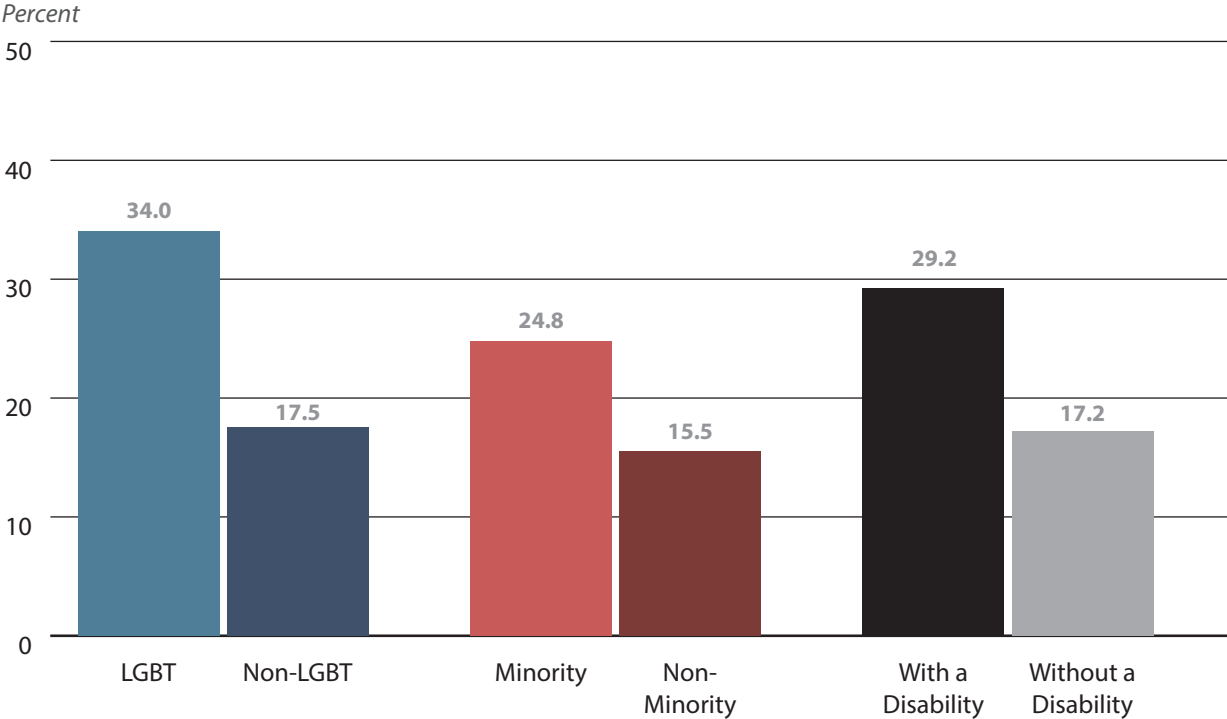
they did not know the person they were representing. Furthermore, some minority female participants said the absence of feedback fuels suspicion about the reasons behind promotion or selection decisions.

3) Lack of Inclusive Culture – *The Agency does not fully recognize the value of diverse backgrounds, experiences, and perspectives, nor consistently promote an inclusive, "speak-up" culture where all opinions are heard and taken into account. Some officers disengage because they believe that their thoughts and perspectives on mission or workforce issues are not considered.*

- Though survey respondents as a whole were positive about the values of the CIA being similar to their own values and about CIA culture being a good match for them, LGBT officers and minority officers were less positive.

- According to the survey, LGBT officers, minority officers, and officers with a disability were far more likely to agree that they must hide aspects of their identity in order to be successful (see figure 15).

"There's robust paranoia about where people [Agency officers] come from, their loyalty to the U.S., and whether they would turn on us."
(Focus Groups)

- Focus group participants of Asian and Middle-Eastern backgrounds felt that they were not fully trusted by their colleagues.

- Survey results indicate that minority officers and officers with a disability were less positive about their supervisor (a) acknowledging alternative points of view; (b) being receptive to the input of team members with different backgrounds or expertise; and (c) taking action based on feedback from team members. Similarly, while survey respondents overall were likely to agree that they feel comfortable advocating alternative views on mission issues in their work group, minority officers and officers with a disability were less likely to agree.

- Only 26.9% of respondents to the survey agreed or strongly agreed that the Agency values work experience gained prior to Agency employment. Similarly, focus group participants who identified themselves as "mid-career hires" stated that supervisors only value the opinions of "proven" officers with more Agency experience. Focus group participants also expressed that supervisors and managers do not value rotations, JDAs, and previous outside work experience.

4) Integrated Talent Management – *The Agency lacks a corporate talent management framework to credibly develop all Agency officers or effectively identify or prepare future leaders. Recruitment efforts to increase the diversity of the workforce have yielded inconsistent results.*

- SIS interviewees called on the Agency to more intentionally develop officers. They believe that succession planning is not done well and

FIGURE 16
**DLS Survey Respondents Who Considered Different Individuals as "Useful" or "Very Useful"
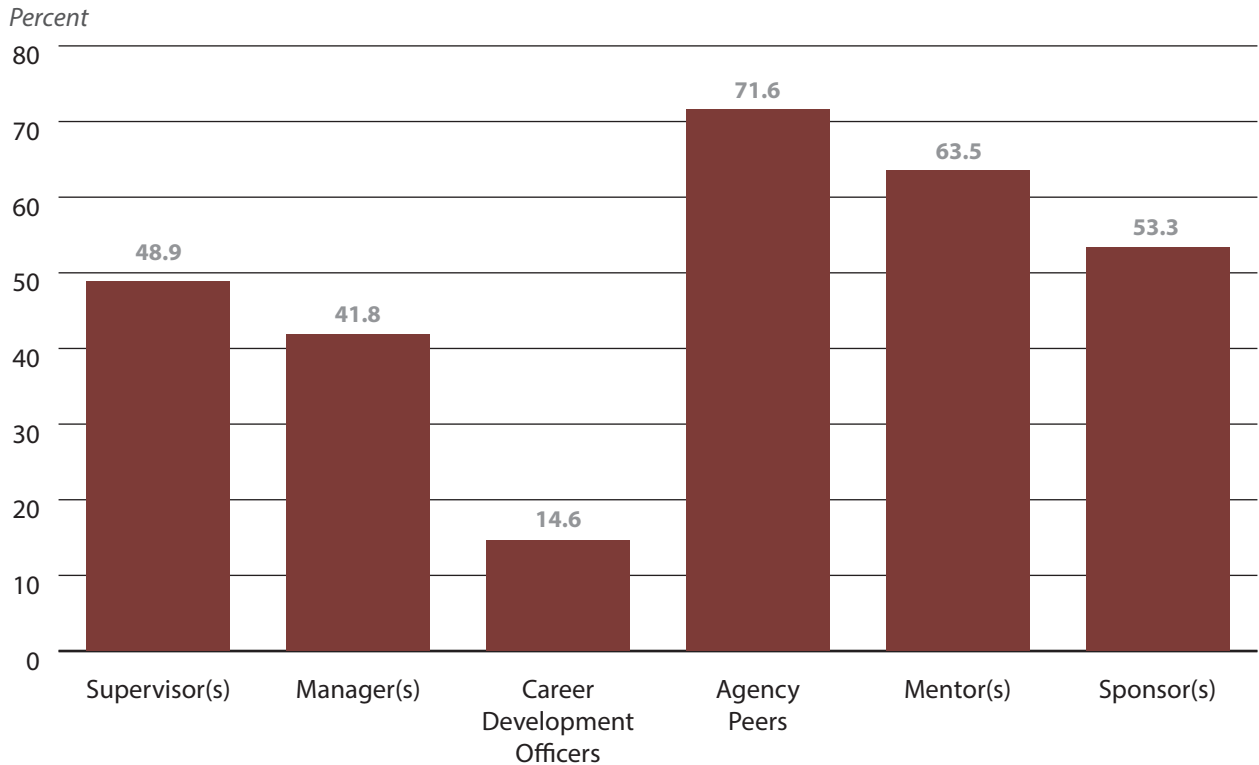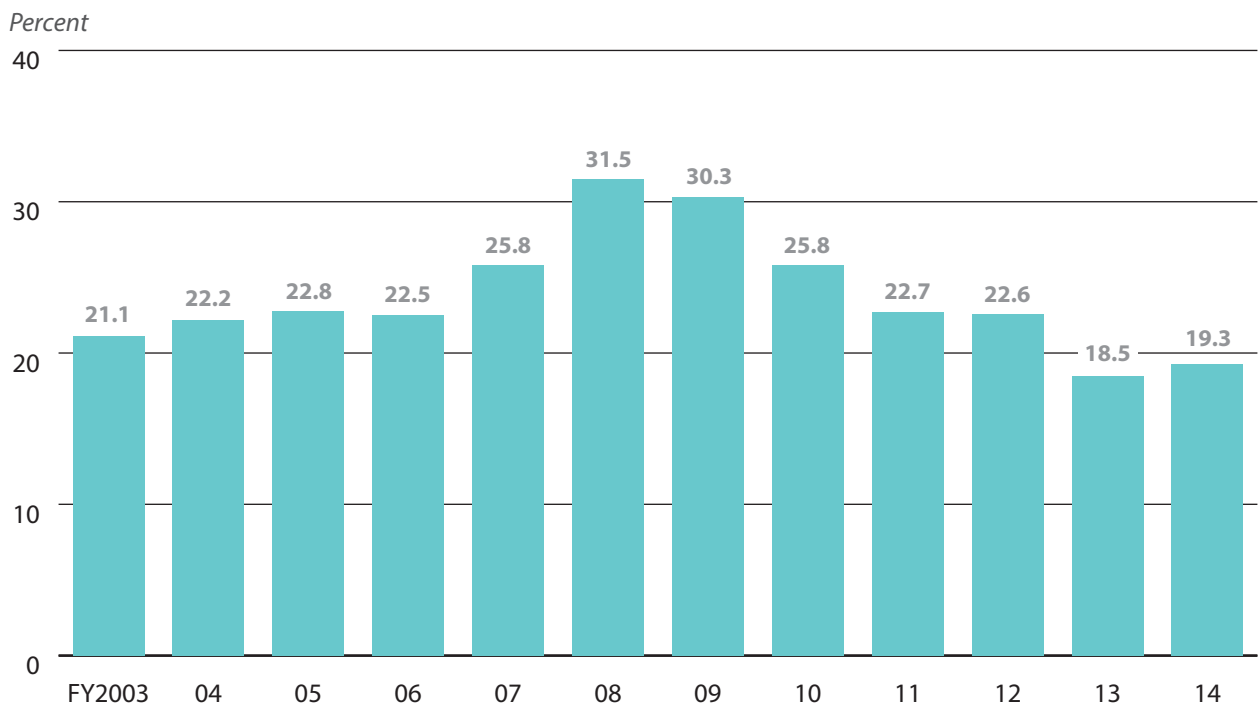In Informing Them About Opportunities**

Percent

Category	Percent
Supervisor(s)	48.9
Manager(s)	41.8
Career Development Officers	14.6
Agency Peers	71.6
Mentor(s)	63.5
Sponsor(s)	53.3

FIGURE 17
Minority Officers as a Percentage of CIA Entrants on Duty

Percent

Year	Percent
FY2003	21.1
04	22.2
05	22.8
06	22.5
07	25.8
08	31.5
09	30.3
10	25.8
11	22.7
12	22.6
13	18.5
14	19.3

Note: 2014 Percentages may not reflect actual current percentages due to lags in demographic data updates.

there is a shortage of high-profile "stepping-stone" assignments to senior leadership.

- According to the survey, respondents did not consider career development officers, supervisors, and managers nearly as useful as peer networks, mentors, and sponsors in informing respondents about opportunities (see figure 16).

- Interviewees who lead the Agency's learning enterprise said that Managing and Leading Change from the Middle (MALCM) and other Agency-wide leadership training classes do not fully meet officers' needs, which is why some directorates and even components fill the gap.

- Focus group participants opined that the "hall file" is more important than documented performance to promotions, assignments, and long-term career advancement.

- Focus group participants cited serious barriers posed by career services to learn about and take positions in other directorates.

- SIS interviewees said that providing candid feedback to officers does not come naturally to all leaders and requires preparation and practice. Some interviewees were unsure whether employees receive or accept candid feedback.

- Identifying unconscious biases and developing HR processes to reduce their negative impact is of critical importance to developing more diverse leadership groups.[11]

5) Recruitment – *Since 2008 the percentage of minorities hired has declined to levels lower than the level of minority representation in the current workforce (see figure 17). Building and sustaining a diverse leadership pipeline will not be possible without improved results in recruiting officers from all segments of American society.*

- The Recruitment Center's recent efforts focused on Historically Black Colleges and Universities (HBCUs) and Historically Hispanic Colleges & Universities (HHCU) applicants have not been effective, as the number of minority offices as a percentage of the CIA entrants on duty has dropped dramatically over the past five years.

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11 Malige, Nathalie, et al. "The unconscious sealing: Women in leadership." Diverseo. Diverseo SAS, October 2012. Web. 7 July 2014.

6) Networks – *The quality of professional networks is critical to career advancement, but not all Agency officers have the access to, or comfort with, existing formal and informal networks. The lack of access to, or quality of, networks creates barriers to an officer's ability to maximize her or his contributions to mission.*

- According to the survey, 53.7% of minority officers who did not have a mentor said that they had not met an appropriate potential mentor. In comparison, 44.0% of non-minority officers responded that they did not have a mentor and had not met a potential mentor with whom they had connected.

- Minority officers are far more likely to be involved in Employee Resource Groups (ERGs), though respondents did not view participation in these groups to be as valuable in attaining promotions, gaining exposure to senior leaders, or working on mission-related projects as did officers who reported being a member of other Agency-endorsed groups. The survey did not find any difference between minority and non-minority officers in participation rates for other Agency-endorsed groups (e.g., Management Advisory Groups and Employee Councils).

- Focus group participants noted that formal skill-based or functional Agency networks were lacking, and there is no central location to find out what groups or networks exist.

These six findings are broader than simply diversity and inclusion. They identify and illustrate barriers that affect the careers and workplace environment of the entire workforce. Minority officers, officers with a disability, and LGBT officers experience these barriers more severely than other officers. The experiences of minority officers, officers with a disability, and LGBT officers differ in small and subtle ways, but the cumulative effect of these barriers has a large impact on the career growth, outlook, and engagement of these officers.

V. Recommendations to Build a More Diverse Leadership Cadre

To address the Study's findings, the DLS Team offers seven recommendations to build a more diverse leadership cadre and an inclusive culture that will result in better decision-making, innovation, and greater mission effectiveness. These recommendations should be addressed in concert and will require sustained commitment over several years, transcending changes in top Agency leadership. The outcomes from these recommendations complement and support the changes to the overall Agency structure announced in March 2015 and the Agency's Strategic Challenge #4 to "improve ways we attract, develop, and retain talent to maximize each CIA officer's potential to contribute to achieving mission." The seven DLS recommendations tie back to the findings and are aimed at enhancing diversity in leadership, while benefiting the workforce as a whole.

In some cases, the Agency may have already taken action on some aspects of these recommendations. Given the proven lack of consistency in Agency efforts toward diversity, the success of these initiatives and actions should be scrutinized. Section VIII of this report contains an accounting of many actions and initiatives related to these recommendations that are already underway in different parts of the Agency.

Findings	Recommendations
1. Leadership	1. Set Leadership Expectations Regarding Diversity, Inclusion, and Employee Development
2. Accountability	2. Drive Accountability to Ensure Compliance
	3. Promote Transparency and Build Trust
3. Lack of Inclusive Culture	4. Foster an Inclusive Climate
4. Integrated Talent Management	5. Improve Talent Identification, Development, and Management Practices
5. Recruitment	6. Increase Hiring of Diverse Talents and Backgrounds
6. Networks	7. Expand and Diversify Networking Opportunities

Recommendation One: Set Leadership Expectations Regarding Diversity, Inclusion, and Employee Development

Despite ongoing efforts to provide clear purpose, goals, or expectations for leadership, managers, supervisors, and the workforce in general regarding the value of a diverse workforce and an inclusive environment, few efforts have been sustained or institutionalized. These expectations must start at the top. It is imperative that leadership articulate the diversity and inclusion

strategy and vision for the workforce, set goals for inclusive behaviors, and communicate expectations to all Agency officers. As part of this articulation, leaders must champion role models and cite success stories that bring to life the business case expressed in this Study and highlight the positive impact diversity has on mission.

Since its founding, the Agency has been unmistakably weak in promoting diverse role models to the executive level (based on the DLS definition of diversity). Immediate action to fill senior leadership positions—as part of the Agency's re-organization—with a diverse and capable cadre of officers who have demonstrated the potential to lead at that level is imperative. On a broader scale, a long-term goal of at least 30% minority representation at the GS-13 level and above, across occupations and organizational units, is both necessary and achievable.[12]

Leaders, managers, and supervisors must be prepared to have open and candid conversations with each other and employees about how diversity and inclusion issues affect the Agency's mission. Mandatory stand-alone diversity and inclusion training is warranted to prepare all leaders, managers, and supervisors to successfully engage in these conversations.

All leaders, managers, and supervisors must take responsibility for developing employees as a core job function. Agency leaders should be actively involved in sponsoring groups and activities—such as employee-run groups—where they can meet and develop relationships with diverse officers. Prior to assuming a management role, all officers must be equipped with the skills to develop every officer's potential and understand how they contribute to preparing a diverse bench of officers for leadership.

Recommendation Two: Drive Accountability to Ensure Compliance

All officers entrusted to manage people should be held accountable for leveraging diversity and developing talent regardless of an officer's race, gender, disability status, or sexual orientation. This accountability starts at the top and necessitates the introduction of a standard, corporate-wide (PAR) competency for all managers and supervisors related to diversity and fostering an inclusive environment. At a higher level, there should be a new criterion for the annual SIS Bonus exercise related to furthering an inclusive climate and progress towards a more diverse leadership cadre and pipeline. Officers who fail to effectively foster diversity by creating an inclusive environment—or who fail to develop all of their officers—should receive actionable feedback to correct behaviors, and those who fail to make progress ought to be removed from management roles.

"Two things that need to change in the Agency's culture: 1) Stop punishing people for being honest and 2) Everyone should go out of their way to help other officers to advance." (SIS Interviews)

"Managers have said that events celebrating ethnicity are a big time-suck and take time away from the Agency's job and mission." (Focus Groups)

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12 Federal law prohibits the Agency from making assignment or promotion decisions based on race, ethnicity, gender, disability, sexual orientation, gender identify, and other protected EEO bases.

It is incumbent upon the Agency to establish a corporate-level program evaluation in order to drive and institutionalize accountability for inclusive behaviors. Leaders, managers, and supervisors must be held accountable for fostering diversity and inclusion at all levels. Integrating the data and insights from this evaluation program into the fabric of the Agency's decision-making processes, through scorecards and dashboards, will ensure the Agency's top executives regularly assess and discuss progress against goals. Indeed, diversity and inclusion goals should be a regular topic of discussion within the highest levels of the Agency's governance structure.

Recommendation Three: Promote Transparency and Build Trust

Transparency in the Agency's promotion, assignments, awards, and other career management processes will allow officers to better understand and structure their career development. The Agency should publicize, to the maximum extent possible, the results of career management processes (e.g., promotions, selection for key training or educational assignments, etc.) and personnel actions (e.g., EEO complaints, grievances, "performance improvement plans," etc.) to enhance trust in the system and improve accountability. The Agency should also expand, where possible, its demographic data categories to include more racial and ethnic groups, country of origin, sexual orientation, and people with disabilities. Beyond transparency, the Agency should regularly re-examine and continuously improve existing promotions, assignments, awards, and other personnel management processes (to include security and counterintelligence (CI) vetting processes). Equity and fairness must be included in each of these processes, and bias—conscious and unconscious—must be removed whenever found.

The Agency's current promotion recommendation process should be enhanced by allowing officers to self-nominate for promotions at the GS-14 level and above. Self-nomination would facilitate greater feedback from panels, enhance understanding of panel processes and promotion criteria, and further instill trust and confidence in Agency talent management systems. Officers who self-nominate will also benefit from in-depth conversations with their supervisors and managers about their career aspirations, how they can better develop as officers, and how they can best contribute to mission. Managers would still be responsible for recommending officers whom they believe are ready for promotion.

Recommendation Four: Foster an Inclusive Climate

Fostering a more inclusive climate is a leadership expectation. Leaders must set the tone for what is expected from the workforce. To that end, a corporate mechanism—such as a 360-degree evaluation process—should be considered. Taking appropriate action on feedback and managing workforce challenges in a constructive manner will necessitate more

strategic support from HR. HR officers must become strategic partners to managers and supervisors and serve as the first line of advice and guidance on all personnel issues. At the same time, managers and supervisors should engage their HR officers to seek advice on challenging personnel situations, providing effective performance feedback and developing officers.

All officers must be engaged. The workforce needs to take an active role in understanding how diversity and inclusion improves mission performance and learn to operationalize the business case outlined in this Study. Agency officers must be fully aware and prepared to address diversity, inclusion, and equity issues as they arise. Diversity and inclusion must be fully integrated into all existing training. Unconscious bias training should be institutionalized so that all Agency officers learn how societal forces and their own experiences mold their daily decisions and perceptions.

Recommendation Five: Improve Talent Identification, Development, and Management Practices

Agency management bears the responsibility of determining how to best utilize the talents of individuals to maximize mission impact and advance every officer's career. Recognizing and developing leadership potential must be a primary focus of the Agency's senior leadership. Leaders should be deliberate and transparent about whom they select for key projects and high-visibility assignments. Careful consideration and deliberation behind developing leaders will widen the channel for more minorities, women, and officers with disabilities to showcase their talents and skills and further their career development.

"I personally look at every personnel management committee decision because I want to know why each person was chosen for the job and what, if anything, needs to be done to make that person successful; we cannot expect officers to sink or swim."
(SIS Interviews)

The Agency should examine the entire workforce to fully leverage all the talents and skills available to accomplish mission. Too often, the Agency does not take full advantage of the experiences and expertise of mid-career hires, preventing officers from sharing their contributions across organizational channels. This lack of integration hampers the career development and leadership potential of Agency officers who may be unclear on expectations and are unsure how best to contribute to the Agency's mission. The Agency should therefore increase career mobility by breaking down stovepipes—between directorates, within directorates, and across centers—assisting all officers to develop as intelligence officers by sharing experiences across many organizational units.

To impact the leadership pipeline of the future, the Agency must invest in early-career leadership development and recognize the importance of highly visible and challenging tasks to an officer's skills and growth. In addition, the Agency should introduce transparent, fair, and effective processes for succession planning for leadership and management roles that includes a framework of assignments and experiences to prepare GS-13s and GS-14s for leadership at the GS-15 and SIS levels. These processes must aim to

cultivate a diverse pipeline of officers qualified and ready to serve by 2018. The Agency must monitor this progress by regularly reviewing the health and diversity of the talent pipeline and assessing the capacity of that pipeline to meet future mission requirements.

Feedback is also a critical component of talent development, and the Agency should continue to review and enhance all sources of feedback. The Agency's goal should be to establish a culture of continuous feedback for career development as well as day-to-day mission performance. As the DAG pointed out, all officers benefit from more frequent and higher-quality feedback that is both specific and consistent over time.

Recommendation Six: Increase Hiring of Diverse Talents and Backgrounds

The importance of hiring for diverse talent and officers of different backgrounds for the long-term health of the Agency cannot be overstated. Though the Recruitment Center has pursued diversity recruiting strategies for many years, that effort has been unsuccessful. The Agency must reform its efforts to increase the pool of diverse talent for the future workforce.

The Agency must study its current and past recruitment practices to determine the best ways to undertake a four-pronged effort: 1) continue to invest in community outreach and relationship-building to position the Agency as an employer-of-choice for members of diverse communities; 2) the Recruitment Center must re-emphasize relationships and commitments to draw from colleges, universities, and professional associations with significant populations of underrepresented groups at the Agency; 3) establish internship and fellowship programs supporting the recruitment of underrepresented groups and reinstate the Officer in Residence Program and reinvigorate the Stokes Program; and 4) communicate and socialize Recruitment Center activities with the workforce. This increased awareness will expand the number and diversity of current officers, and eventual retirees, who become involved and feel ownership of recruiting drives and priorities. All officers—and their supervisors—should understand how the attraction of diverse talent is critical to the Agency's future and prioritize support to recruitment and outreach activities in every way they can.

The Agency should streamline and modernize the initial clearance process to accelerate the identification and entrance on duty of talented minority employees. The Agency should benchmark the practices of other Intelligence Community agencies who have managed to provide temporary clearances or employment to future employees who are in the clearance process.

Recommendation Seven: Expand and Diversify Networking Opportunities

Networking does not come naturally to officers of every background and personality type. Inconsistency in the personal and professional networks of individual officers is therefore a barrier to building a successful career and allowing for all officers to contribute to the mission. The Agency should teach all officers how to better engage and network with their peers, supervisors, and other managers to gain access to quality professional and personal networks that will benefit their career advancement. Those in authority should be expected to facilitate networking. Moreover, the Agency should enable and encourage cross-organizational and corporate opportunities to expand professional networks and foster joint mission action.

To further facilitate networking, the Agency should deploy and promote a professional networking tool, such as LinkedIn™, that will allow officers to accurately depict the full breadth of their experiences, expertise, abilities, and career interests. This tool will assist managers in searching for talents that would benefit their work unit. It will also enable employees to better network among themselves and identify peers with whom they can collaborate and share skills, insights, and expertise.

Mentors are also an important part of employee networks. The Agency should establish corporate mentoring program oversight to drive broader access to mentoring programs, as well as to encourage participation from diverse cohorts. This structure will more carefully track and measure the impact of established mentoring programs, with a view to understanding and promoting best practices for effective mentoring networks for junior officers regardless of race, ethnicity, gender, disability, or sexual orientation.

In summary, these recommendations are aimed at addressing long-standing management, cultural, and organizational issues that inhibit diversity in the Agency's leadership, and they are intended to help all Agency officers realize their potential in meeting mission. It is squarely within the authority and responsibility of the Director to fully develop the Agency's internal talent and appoint high-potential individuals to the present and future leadership ranks of CIA. Sustained leadership attention and dedication to change are required to realize progress in the diversity of leadership. The success of non-minority women in attaining senior leadership positions proves that developing underrepresented groups can result in measurably changing the composition of the Agency's most senior leadership table.

If the CIA does not change and continues with its "business as usual approach" regarding race, disability status, and sexual orientation, the Agency will sacrifice the creative innovation needed to enhance collection, improve analysis, and better serve the interests of national security.

"Commitment to diversity starts at the top, and requires strong leadership, accountability, and measures for success. As leaders, we must demonstrate our dedication for a diverse workforce by setting an example through our values, actions and words."

James R. Clapper, Director of National Intelligence

What Every Officer Can Do

The recommendations above are largely intended to address the management, cultural, and organizational issues that inhibit greater diversity in the Agency's leadership. As the Agency makes progress against these recommendations, every Agency officer can increasingly have confidence that his or her own efforts to develop themselves professionally and advance their careers can flourish. Much as the DAG report suggested, as the Agency culture and environment begin to change, officers should apply the concepts in this Study in the following ways:

- **Take ownership of their own careers**, putting themselves forward for highly-visible assignments to gain the skills and experiences necessary to position themselves for assignments of greater responsibility, to include at the senior ranks. Officers should invest in themselves by engaging in activities that expose them to new opportunities.

- **Apply the whole of their experiences and backgrounds** to mission on a daily basis.

- **Develop others—including those different from themselves**— as a normal part of their business, ensuring everyone, regardless of race, ethnicity, disability, or sexual orientation, receives the feedback, career advice, and mentoring required to succeed.

- **Expand their personal and professional networks as widely as possible**, gathering multiple sources of feedback to improve performance and information about opportunities to identify future career moves.

- **Speak up** in their work unit when having an idea or suggestion to advance the mission or make the workplace better, and encourage others to do so as well.

VI. Conclusion

Implementation Must Be Leadership's Priority

The findings and recommendations of this study require long-term attention from the Director, his leadership team, and those officers entrusted to manage and develop officers. The CIA's executive leadership should demonstrate commitment to correcting the diversity and inclusion deficiencies noted in this Study. Success will be achieved when officers are held accountable for creating an inclusive environment and the DLS recommendations are visibly woven into the fabric and culture of the CIA, to include the current Agency modernization effort. With visibility from leadership and sustained effort, the Agency can realize the vision articulated in the Director's 2013 Strategic Direction.

Agency leadership must give the senior executive officer appointed to lead the effort the authorities, staff, and requisite resources to develop and execute an implementation plan with immediate, near-term, and long-term actions. Like the Agency's approach to DAG implementation, this implementation lead and her staff must serve as a stand-alone entity, working closely with the Director and his leadership team to fully coordinate each recommendation to make them a reality. More specifically, the implementation lead must be afforded the requisite authorities to work hand-in-hand with existing strategic workforce initiatives, including the DAG, the Agency Modernization Task Force (AMTF), the Director's Strategic Direction teams, and other related working groups. The progress of DLS implementation should be a regular and important item on the agenda of the highest levels of the Agency's governance structure.

Building on lessons learned from the DAG and previous studies, the DLS Team also recommends the implementation lead consider the following factors as she formulates and makes progress against an implementation plan:

1. **Plan for "quick wins"** in the implementation strategy and prioritize relatively simpler and more straight-forward issues first, thereby demonstrating visible change across the Agency. These quick wins will be critical in building momentum and increasing confidence in the initiative, bolstering the likelihood that the implementation effort can gain traction on more difficult and complex aspects of the recommendations.

2. **Communicate** frequently with key personnel for each recommendation in order to garner and sustain buy-in over the long term.

3. **Measure results** and publish evidence of progress to the workforce and Agency leaders. The implementation lead must articulate what success against each recommendation will look like, and then have corresponding measures (such as a diversity scorecard or dashboard which would include specific quantitative benchmarks) that are meaningful and useful to the effort, to the workforce, and to Agency leadership. Momentum cannot be sustained if the workforce and Agency leadership neither feel nor understand progress against the DLS recommendations.

These factors are self-reinforcing. If the implementation effort can achieve some quick wins, then it will be easier to measure and publish the progress of the effort. And being able to point to some verifiable progress will convey to stakeholders why they should take ownership of the other aspects of recommendations necessary to fully implement the DLS vision.

The Imperative of Achieving Success

The DLS Team, as it conducted interviews and focus groups, met with frequent skepticism from members of the workforce that this Study would lead to real change. The Agency must fully implement this report's recommendations and avoid any perceptions that the study is "shelf-ware" that never had meaning or impact for the thousands of Agency officers who participated in the Study.

The findings and recommendations in this report are neither esoteric nor academic, nor can they be confined to a "diversity and inclusion" box that is separate from the Agency's core mission and purpose. As this report makes clear, increasing diversity in leadership speaks to everyone in the workforce, from the newest hire to the Director's leadership team. The findings and recommendations are about who we are as a workforce, how we treat and value each other as individuals, and how we jointly address the important mission that the American people have conferred upon CIA. In an increasingly complex mission and threat environment, bringing these recommendations to full fruition will be a critical source of strategic advantage. CIA must increase diversity in leadership and embrace an inclusive culture to maximize mission effectiveness and impact and ensure that CIA remains the nation's premier intelligence organization.

A diverse and inclusive workplace is an "imperative" that "is critical to our success in performing the work that has been entrusted to us by the American people."

Director Brennan,
22 April 2014

VII. Further Details on Survey Methodology

The DLS Team closely engaged with research psychologists from the Office of Medical Services (OMS) to prepare and launch an Agency-wide instrument. The survey's response rate was 41.5%, and the DLS Team— in drawing conclusions about the Agency population based on these responses—made the assumption that non-respondents were missing at random and that there was no systematic differences between respondents and non-respondents. This assumption allowed the DLS Team to conduct comparisons of responses between demographic groups using the statistical procedures Pearson and Mantel-Haenszel chi-squared tests for comparing proportions, as well as t-tests for comparing scale means. The DLS Team considered any test with a p-value less than or equal to 0.05 to be statistically significant.

In its initial pass of the survey results, the DLS Team conducted three different comparisons of the responses to each item. Respondents who left the item blank, or checked "Unsure" or "I prefer not to answer," were excluded from these comparisons.

1. Sexual Orientation:

   - "LGBT": respondents who checked "Gay or Lesbian," "Bisexual," and/or "Transgender"

   - "Non-LGBT": respondents who checked only "Heterosexual or Straight"

2. Minority status:

   - "Minority": respondents who checked "American Indian or Alaska Native," "Native Hawaiian or Other Pacific Islander," "South Asian," "Middle Eastern or Arab American," "Asian," "Black or African American," "Hispanic or Latino," and/or "Biracial / Multiracial"

   - "Non-minority": respondents who checked only "White or Caucasian"

3. Disability status:

   - "Officers with disability": respondents who checked "Yes [I reported my disability]—I am deaf or hard of hearing," "Yes—I have a disability," "No—I have not officially identified myself, but I am deaf or hard of hearing," and/or "No—I have not officially identified myself, but I have a disability"

   - "Officers without disability": respondents who checked only "I am neither deaf nor do I have a disability"

VIII. Intersection of DLS Initiatives with Existing Efforts

Accounting of Actions Currently Underway—Each May Require Special Emphasis, a Re-doubling of Efforts, or Expansion Throughout the Enterprise		
Recommendation	**Supporting Actions**	**Example(s) of Existing Efforts**
Recommendation Four: Foster an Inclusive Climate	**Bolster Diversity and Inclusion Learning:** Fully weave diversity and inclusion learning into existing training. Institutionalize unconscious bias training, with all Agency officers learning how societal forces and their own experiences mold their daily decisions and perceptions.	Equity Assurance training; unconscious bias training being led by OSC; NCS Inclusive Leadership Seminar
	Leadership Feedback: Introduce a corporate mechanism for officers to provide supervisors and managers feedback on their performance. The mechanism should include creating an inclusive climate, fostering innovation and creativity, and proactively furthering the career development of every officer.	Challenge 4 initiative; CIO, DS 360 feedback initiatives
	Succession Planning: Introduce clear, transparent, fair, and effective processes for succession planning for leadership and management roles that include a framework of assignments and experiences to prepare GS-13s and GS-14s for leadership at the GS-15 and SIS levels. These processes must aim to cultivate a diverse pipeline of officers qualified and ready to serve within the next three years.	Various initiatives within HR, DAG, CIO, DS
Recommendation Five: Improve Talent Identification, Development, and Management Practices	**Professional Networking Tool:** Provide a professional networking tool, such as LinkedIn™, to help managers leverage the full talents of their workforce and allow officers to accurately depict the full breadth of their experiences, expertise, abilities, and career interests. Managers should have the tools necessary to proactively search for talents that would benefit their work unit.	Developing of eBio tool; DAG Working Group 3 research

Accounting of Actions Currently Underway—Each May Require Special Emphasis, a Re-doubling of Efforts, or Expansion Throughout the Enterprise		
Recommendation	**Supporting Actions**	**Example(s) of Existing Efforts**
Recommendation Five: Improve Talent Identification, Development, and Management Practices	**Self-Nomination for Promotions:** Enhance the current promotion recommendation process by allowing Agency officers to self-nominate for promotions at least at the GS-14 level and above. • Self-nomination should facilitate better panel feedback. • Managers will continue to recommend officers whom they believe are ready for promotion.	Self-nomination processes in OGC, CIO
	Feedback Culture: Continue to review and enhance all sources of feedback, with the goal of an Agency-wide culture of continuous feedback that is useful for career development as well as day-to-day mission performance. As other workforce initiatives such as the DAG pointed out, all officers benefit from more frequent and higher-quality feedback that is both specific and consistent over time.	DS initiatives, DAG Working Group 7
	Transparency in Personnel Processes: Publicize, to the maximum extent possible, the results of career management processes (e.g., promotions, selection for key training or educational assignments, etc.) and personnel actions (e.g., EEO complaints, grievances, "performance improvement plans," etc.) to enhance the workforce's trust in the system and improve accountability.	Publication of NCS promotions results; EEO; HR workforce metrics
Recommendation Six: Increase Hiring of Diverse Talents and Background	**Review Recruitment Practices Talent Pool:** Review and improve recruitment processes and practices aimed at increasing the pool of diverse talent for the future Agency workforce.	Various RC efforts
	Community Relationships: Invest in community outreach and relationship-building to position the Agency as employer-of-choice for members of diverse communities.	Ongoing activities of CMDI's Inclusive Solutions and Outreach staff

Accounting of Actions Currently Underway—Each May Require Special Emphasis, a Re-doubling of Efforts, or Expansion Throughout the Enterprise		
Recommendation	**Supporting Actions**	**Example(s) of Existing Efforts**
Recommendation Seven: Expand and Diversify Networking Opportunities	**Professional Networks:** Enable and encourage cross-organizational and corporate opportunities to expand professional networks and foster joint mission action.	Employee Resource Groups (ERGs); employee councils; functional networks such as for targeters, staff operations officers, etc.
	Career Mobility: Increase career mobility by breaking down stovepipes—between directorates and within directorates—assisting all Agency officers to develop as intelligence officers by sharing experiences across directorates.	DS Duet Assignments; ESO Career Service; 90-Day Study
	Leadership Involvement: Expect leaders to sponsor groups and activities—such as employee-run groups—and make themselves accessible to a diverse pool of junior officers to provide career advice and development opportunities.	ERGs; DAG Working Groups; employee councils

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