A. AUTHORITY. The National Security Act of 1947, as amended; the Intelligence Reform and Terrorism Prevention Act of 2004 (IRTPA), and other applicable provisions of law.

B. IMPLEMENTATION AND ADMINISTRATION. The Director of National Intelligence (DNI) and the heads of the executive departments and independent agencies with Intelligence Community (IC) employees have agreed upon and approve this IC Directive (ICD or "Directive"). The Office of the Director of National Intelligence (ODNI) and the executive departments and independent agencies with IC employees will exercise their respective authorities to implement and administer this ICD consistent with its provisions. This ICD does not waive the respective statutory authorities of the DNI or the heads of the executive departments and independent agencies to carry out their respective missions and functions.

C. PURPOSE. The IRTPA authorizes the DNI to prescribe, in consultation with the heads of IC agencies and elements, and the heads of their respective departments, personnel policies and programs that, among other things, enable the IC to recruit, motivate, and retain highly qualified individuals for the effective conduct of intelligence activities, and facilitate the rotation of IC employees between IC components and to the ODNI and the national intelligence centers. To this end, this Directive establishes common, core policies and processes for managing the performance of IC employees that are to be incorporated into the performance management systems established and administered by those executive departments and independent agencies with IC employees.
D. APPLICABILITY. This Directive applies to the executive departments and independent agencies as defined by the National Security Act of 1947, as amended, that have IC employees; and to civilian employees of other departments or agencies that may be designated by the President, or designated jointly by the DNI and the head of the executive department or agency concerned, as an IC component, regardless of funding source. This Directive also applies to employees appointed on a time-limited basis, or certain other employees of an executive department, as designated by the head of that department, to the extent permitted by law. This Directive does not apply to senior executives or equivalent senior level positions or personnel (that is, positions classified above the General Schedule grade of 15, or employees of equivalent personal rank), members of the Foreign Service, Federal Wage System employees, military personnel, or contract personnel.

E. DEFINITIONS.

1. Competencies. The measurable or observable knowledge, skills, abilities, behaviors, and other characteristics needed to perform a type of work or function. For purposes of this Directive, these serve as the basis for common and IC component specific performance elements.

2. Evaluation of Record. The final, official performance evaluation of an employee prepared at the end of the performance evaluation period.

3. Executive Departments and Independent Agencies with IC Employees. For the purposes of this Directive, the Departments of State, the Treasury, Defense, Justice, Energy, Homeland Security, the Office of the Director of National Intelligence, the Central Intelligence Agency, and any other agency or element designated by executive order or law as part of the Intelligence Community.

4. IC Components. For the purposes of this Directive, the intelligence agencies and elements that belong to or constitute the executive departments and independent agencies.

5. Interim Evaluation. A brief written narrative description of the employee’s performance against performance expectations, completed by the rater when, as the result of a job change by the rater or the employee, the rater ceases to exercise duties related to monitoring, developing and rating employee performance. This is distinct from the midterm review described below.


7. Performance Elements. The IC-common and component specific behaviors that describe the manner in which work is to be performed. Performance elements are based on job competencies that have been validated in accordance with accepted professional and technical standards. This ICD establishes “core” performance elements that are applicable to all IC employees covered by this Directive.
8. **Performance Evaluation.** The formal review and written appraisal of an employee's performance against performance objectives and performance elements, resulting in an evaluation of record.

9. **Performance Evaluation Period.** The period of time established under a performance management system for reviewing employee performance.

10. **Performance Expectations.** The aggregate view of what each employee is expected to accomplish in any given performance evaluation period; expectations are comprised of performance objectives and performance elements as specifically defined in this section.

11. **Performance Management.** The process of planning, setting, aligning, and communicating individual and organizational performance expectations to employees; monitoring and measuring their performance; providing feedback; taking appropriate steps to improve employee performance; addressing poor performance; and rating and rewarding employee performance to reflect the accomplishment of individual and organizational goals and objectives.

12. **Performance Management System.** The system each executive department and independent agency with IC employees establishes and implements to accomplish those activities described immediately above, as well as to meet those requirements established by this Directive and other applicable issuances.

13. **Performance Objectives.** The major results required by or associated with each employee’s position and assignment, as communicated to that employee by a management official. The contributions and demonstrated achievements of each employee are evaluated against those objectives as the basis for an individual’s evaluation of record.

14. **Performance Standards.** The behavioral descriptions of expected performance at a particular rating level; such standards may vary by occupation, job, work level, grade, and/or band.

15. **Rater.** The management official who evaluates the performance of an employee and prepares the evaluation of record.

16. **Reviewer.** The management official who reviews and approves evaluations of record to ensure consistency between and among raters.

17. **Work Level.** General standards that define work in terms of increasing complexity, span of authority/responsibility, level of supervision (received or exercised), scope and impact of decisions, and work relationships, associated with a particular work category.
F. RESPONSIBILITIES.

1. Director of National Intelligence. The DNI, in collaboration and coordination with the heads of the executive departments and independent agencies with IC employees, establishes common, core policies and processes for the performance management systems established and administered by those executive departments and independent agencies or their IC components; and ensures, through oversight, program evaluation, and other support as appropriate, that those performance management systems effectively meet the requirements of this Directive.

2. Heads of the Executive Departments and Independent Agencies with IC Employees. These individuals are responsible for establishing performance management systems for their employees, and, subject to DNI and other appropriate program evaluation and oversight, ensuring that those systems conform to the common, core policies and processes established by this Directive and other applicable authorities. They are also responsible for ensuring that their management officials and employees receive initial and ongoing training in the implementation and operation of those systems.

3. Management Officials. Supervisors and managers at all organizational levels are responsible for managing the performance of employees under a performance management system. Management officials set performance expectations; monitor the performance of their employees; foster and reinforce high performance; realistically and rigorously evaluate that performance; make meaningful distinctions among employees based on performance; address poor performance; provide ongoing feedback to employees regarding their performance; encourage career development; and promote high standards of professionalism. Additional responsibilities for management officials may be added at the discretion of the IC components.

4. Employees. Employees are responsible for actively participating in the performance management process; for example, achieving or exceeding performance expectations; accepting accountability for their actions; managing their own careers; providing, receiving, and acting on feedback; and maintaining high standards of professionalism.

G. POLICY.

1. Performance management systems have one primary purpose: to achieve organizational results and mission objectives through the effective management of individual and team performance. In order to achieve that purpose, performance management should be a priority for all IC executives, managers, supervisors, and employees. The performance expectations of organizations and their senior leaders will be linked to the National Intelligence Strategy and applicable executive department and component strategies, and should also align with the performance expectations of their subordinate managers, supervisors and employees. In turn, compensation determinations, career opportunities, and other rewards should be based on individual, team, and organizational performance.

2. Each executive department and independent agency with IC employees will exercise its relevant statutory authority to develop, implement, adequately resource and administer a
performance management system for its IC employees that incorporates and effectuates the common, core policies and processes set forth by this Directive. These common, core policies and processes do not (and are not intended to) establish a single, uniform performance management system for all IC employees, nor are they designed to address each and every aspect of performance management; rather, they serve to establish those common, core policies and processes for performance management deemed essential to fostering and sustaining a strong, cohesive IC. Each executive department and independent agency with IC employees may supplement these common, core requirements and processes with additional performance management policies, requirements and processes at their discretion, so long as they do not conflict with this Directive.

3. All performance management systems covering IC employees will, as a minimum, provide for:

a. The evaluation of IC employees on their results (in other words, "what" they achieve) by establishing individual annual performance objectives at the beginning of the performance evaluation period that meet the criteria set forth below, adjusting those objectives as appropriate during the evaluation period, and then by comparing their progress in meeting those performance objectives at the conclusion of that period.

b. The evaluation of IC employees on the manner by which they achieved those results (in other words, "how" they were accomplished), using the core IC performance elements set forth in section G.4.d and e, as well as any additional component specific performance elements; all such elements will be based on validated job competencies.

c. Five common performance rating levels, including one optional level, employing the common labels and definitions established and described in section G.4.g, as the basis for assigning an annual evaluation of record to each covered IC employee.

d. An official annual evaluation of record which includes a summary rating of an employee’s performance against performance objectives; a summary rating of an employee’s performance against performance elements; and an overall summary rating that is based on the two summary ratings, and other relevant factors.

e. For certain supervisory and managerial employees (to be determined), a process that gathers 360° feedback from an employee’s collaborative network, to include, as appropriate, co-workers, professional colleagues, customers and clients, management officials, and subordinates; and utilizes that feedback to identify and carry out appropriate developmental activities (such as training, or career development assignments). The DNI, in coordination with the heads of executive departments and independent agencies with IC employees, and subject to their concurrence, will establish the scope, coverage, and common baseline requirements for application of such a process, as well as an implementation timetable, in a policy issuance supplementing this ICD.

f. An annual performance evaluation period that will begin between 1 July and 1 November and end between 30 June and 31 October. The head of an executive department or
independent agency with IC employees (or if delegated, the head of an IC agency or element) may, with the DNI’s concurrence, grant exceptions for mission critical requirements. All employees will receive a written evaluation of record at least annually. Final evaluations of record will be completed as soon as practicable and no later than 90 calendar days after the end of the performance evaluation period.

g. A minimum period of no less than 90 calendar days in the system before an employee can receive an evaluation of record.

h. A clear linkage between an employee’s performance and compensation, rewards, promotion opportunities, and retention considerations. High performance will be recognized and reinforced. Substandard performance will be addressed and corrected. Employees who cannot or will not improve their performance to meet required expectations will be subject to appropriate action.

i. The evaluation of supervisors and managers on how effectively they manage the performance of employees under their supervision, in addition to other supervisory and managerial performance expectations.

j. The evaluation of all IC employees on a Joint IC Duty Assignment in accordance with ICD 601, Joint Intelligence Community Duty Assignments, subject to the following requirements:

(1) Annual performance evaluations (and interim evaluations as appropriate) for employees on a joint IC duty assignment will be conducted by a management official in the gaining component who has been designated as the individual’s immediate supervisor/ performance rating official, in accordance with the appropriate performance management system of the individual’s employing IC component and using any standard form(s) applicable thereto.

(2) Such evaluations will be reviewed and approved by a management official in the gaining component that is at least one organizational level above the designated rating official. The reviewing official will consult with a designated point of contact from the individual’s employing IC component and provide that official with an opportunity to review and provide additional written comments on the employee’s performance, which will be included in the evaluation form before a final performance evaluation is provided to the employee.

(3) The gaining component will also determine whether an employee on a joint IC duty assignment will receive a performance bonus or other appropriate award in accordance with the policies and regulations of the gaining component.

(4) As soon as possible after the conclusion of its annual performance evaluation process, the gaining component is responsible for providing the employing IC component with the final performance ratings and bonuses accorded employees of those employing IC components who are on a joint IC duty assignment.
(5) The employing IC component is responsible for providing ongoing career development guidance and feedback to those employees who are on a joint IC duty assignment, during the period of such assignments. The gaining component will facilitate such dialogue.

k. Component level senior leadership review of the results of each annual performance evaluation period to ensure component-wide ratings rigor and consistency, as well as compliance with this Directive. In addition, the DNI, in consultation with the heads of IC components, will review component results annually to ensure IC-wide ratings rigor and consistency, as well as compliance with this Directive.

l. Adequate time and effort throughout the performance evaluation period for training on and administration of the performance management system.

m. Adherence to and compliance with merit system principles, to the extent required by law.

n. Three primary phases:

   (1) Planning and setting performance expectations.

   (2) Providing ongoing performance feedback.

   (3) Assigning the evaluation of record.

o. Administrative policies, regulations, and/or instructions, as applicable, that incorporate the procedural requirements set forth in sections G.4, G.5, and G.6.

4. Planning and setting performance expectations. This phase establishes the basis for evaluating performance.

   a. All employees will be provided performance expectations appropriate for their occupation, job, work level, grade, and/or band. Management officials will develop performance expectations in consultation with their employees; however, final decisions regarding performance expectations are within the sole and exclusive discretion of management officials.

   b. Before or at the beginning of the performance evaluation period, performance expectations, as defined herein, will be communicated in writing or in an official electronic format and reviewed with the employee.

   c. Management officials will ensure that, to the extent possible, all performance objectives support and align with the strategic goals and objectives of the National Intelligence Strategy, as applicable to each IC component, as well as the strategic goals and objectives of each IC component. In addition, such objectives will be:
(1) Specific, describing an observable action, behavior, or achievement; a rate of performance; or a frequency, percentage, or other quantitative measure. Performance objectives should be specific about the result, not how it is achieved.

(2) Measurable, including a method or procedure to observe, verify, assess, and/or record the result.

(3) Achievable but challenging, consistent with the employee's occupation, job, work level, grade/band, and/or pay, and organizational responsibilities, and with the financial resources, time, and personnel available.

(4) Relevant, aligned with and important to the organization's mission and goals.

(5) Time-specific, with a defined starting and/or completion date.

d. The DNI, in coordination and collaboration with the heads of the executive departments and independent agencies with IC employees, will identify, validate, promulgate, and from time to time revise core IC performance elements that are common to all IC employees. These core performance elements, as set forth below, describe attributes and behaviors expected of all IC employees in all occupations and at all grade and/or work levels covered by this Directive. As a minimum, all IC employees will be evaluated on these core performance elements. In this regard, they must be incorporated as written into the appraisal instrument(s) employed by a particular IC component to meet the requirements of this Directive.

(1) Accountability for Results. IC employees are expected to take responsibility for their work, setting and/or meeting priorities, and organizing and utilizing time and resources efficiently and effectively to achieve the desired results, consistent with their organization's goals and objectives. In addition, IC supervisors are expected to use these same skills to accept responsibility for and achieve results through the actions and contributions of their subordinates and their organization as a whole.

(2) Communication. IC employees are expected to effectively comprehend and convey information with and from others in writing, reading, listening, and verbal and non-verbal action. Employees are also expected to use a variety of media in communicating and making presentations appropriate to the audience. In addition, IC supervisors are expected to use effective communication skills to build cohesive work teams, develop individual skills, and improve performance.

(3) Critical Thinking. IC employees are expected to use logic, analysis, synthesis, creativity, judgment, and systematic approaches to gather, evaluate and use multiple sources of information to effectively inform decisions and outcomes. In addition, IC supervisors are expected to establish a work environment where employees feel free to engage in open, candid exchanges of information and diverse points of view.

(4) Engagement and Collaboration. IC employees have a responsibility to provide information and knowledge to achieve results, and in that regard are expected to recognize,
value, build and leverage diverse collaborative networks of coworkers, peers, customers, stakeholders, and teams, within an organization and/or across the IC. In addition, IC supervisors are expected to create an environment that promotes engagement, collaboration, integration, and the sharing of information and knowledge.

(5) **Personal Leadership and Integrity.** IC employees are expected to demonstrate personal initiative and innovation, as well as integrity, honesty, openness, and respect for diversity in their dealings with coworkers, peers, customers, stakeholders, teams, and collaborative networks across the IC. IC employees are also expected to demonstrate core organizational and IC values, including selfless service, a commitment to excellence, and the courage and conviction to express their professional views.

(6) **Technical Expertise.** IC employees are expected to acquire and apply knowledge, subject matter expertise, tradecraft, and/or technical competency necessary to achieve results.

e. All non-supervisors covered by this Directive will be evaluated on performance elements G.4.d(1)-(6) above. All supervisors and managers covered by this Directive will be evaluated on performance elements G.4.d(1)-(4) above, and G.4.e(1) and (2) below.

(1) **Leadership and Integrity.** IC supervisors and managers are expected to exhibit the same individual personal leadership behaviors as all IC employees. In their supervisory or managerial role, they also are expected to achieve organizational goals and objectives by creating shared vision and mission within their organization; establishing a work environment that promotes equal opportunity, integrity, diversity (of both persons and points of view), critical thinking, collaboration, and information sharing; mobilizing employees, stakeholders, and networks in support of their objectives; and recognizing and rewarding individual and team excellence, enterprise focus, innovation, and collaboration.

(2) **Management Proficiency.** IC supervisors and managers are expected to possess the technical proficiency in their mission area appropriate to their role as supervisor or manager. They are also expected to leverage that proficiency to plan for, acquire, organize, integrate, develop, and prioritize human, financial, material, information, and other resources to accomplish their organization's mission and objectives. In so doing, all supervisors and managers are also expected to focus on the development and productivity of their subordinates by setting clear performance expectations, providing ongoing coaching and feedback, evaluating the contributions of individual employees to organizational results, and linking performance ratings and rewards to the accomplishment of those results.

f. IC components may, at their discretion, establish additional performance elements, so long as those component-specific elements do not duplicate or modify the core performance elements set forth above. In addition, IC components may, at their discretion, establish performance standards (for example, by occupation or work level) for common IC and component-specific performance elements. All such additional elements and standards must be:
(1) Derived from job competencies that have been validated in accordance with Federal Uniform Guidelines for Employee Selection Procedures and/or other applicable professional and technical standards.

(2) Linked expressly to the common IC performance rating system set forth in section G.4.g.

(3) Provided to the ODNI for review prior to their effective date, so that they may be incorporated into an appropriate IC Competency Directory.

g. A common performance rating system will be used in the performance evaluation of all IC employees. The ratings and generic standards, as set forth below, will be incorporated as written into the appraisal instruments employed by the IC components to meet the requirements of this Directive. Common IC rating standards are applicable to performance objectives, performance elements, and the overall summary rating in the annual evaluation of record. Heads of IC components may supplement these general standards, as appropriate. All such standards will be applied within the context of the employee's work level. Ratings, and general standards for evaluation of performance elements, performance objectives, and overall rating summaries apply as follows:

<table>
<thead>
<tr>
<th>Rating of:</th>
<th>Performance Objectives</th>
<th>Performance Elements</th>
<th>Overall Summary Rating</th>
</tr>
</thead>
<tbody>
<tr>
<td>Outstanding (5)</td>
<td>The employee far exceeded expected results on all performance objectives, and in so doing, the employee's performance contributed to overall organizational results that otherwise would not have been achieved, and served as a role model for others.</td>
<td>The employee far exceeded the behavioral standards described in all performance elements, and in so doing, served as an exemplary role model for others.</td>
<td>The employee's overall contribution to the organization's mission, in terms of both results and the manner in which those results were achieved, was extraordinary. Only a few employees are expected to achieve this level of exemplary, benchmark performance.</td>
</tr>
<tr>
<td>Excellent (4)</td>
<td>The employee exceeded expected results on a majority of the performance objectives, and achieved expected results on the remainder.</td>
<td>The employee exceeded the behavioral standards described in all performance elements.</td>
<td>The employee's overall contribution to the organization's mission, in terms of both results and the manner in which those results were achieved, was clearly over and above what was to be expected from most employees.</td>
</tr>
</tbody>
</table>
5. Providing ongoing performance feedback. It is the responsibility of management officials to provide ongoing (i.e., regular and timely) feedback to employees on their actual performance, and it is the responsibility of employees to provide, receive, and/or act on feedback as applicable, and to participate in the performance management process.

   a. Interim Evaluations. When the rater will cease to exercise duties related to monitoring, developing and rating employee performance as the result of a job change by either the rater or the employee, the rater will complete a brief written narrative description of the employee’s performance against expectations. At a minimum, these interim evaluations are required for periods of at least 90 calendar days during which an employee has been performing under an approved performance plan, and are optional for shorter periods. Interim evaluations will be shared with employees. Any interim evaluations will be used to inform the final evaluation of record.

   b. Midterm Review. A management official will conduct one formal review of an employee’s performance, approximately midway through the performance evaluation period, to acknowledge achievements, suggest areas for improvement, address near-term professional development, and discuss progress towards meeting performance expectations, and/or to adjust
those expectations as appropriate. The employee will be provided with written or electronic
confirmation that the midterm review was conducted. The management official will record the
employee's receipt of the midterm review. While the midterm review will be used to inform the
evaluation of record, no rating is assigned.

c. **Addressing Poor Performance.** If at any time during the performance evaluation
period the rater determines that an employee's performance may be rated as “Minimally
Successful” or “Unacceptable,” as defined in section G.4.g, the rater will take appropriate action
to address the deficiency, pursuant to the procedures and policies of each IC component.

6. **Assigning the Evaluation of Record.** At the end of the performance evaluation period,
the rater will prepare an evaluation for the employee, subject to the following conditions and
requirements.

   a. Employees will be given the opportunity to describe in writing their progress towards
meeting their assigned performance expectations to inform the rater.

   b. Accomplishment of performance objectives is the single most important factor in
   evaluating an employee’s performance.

   c. The rater is required to provide a narrative as justification for the overall summary
rating. Separate and distinct rater narratives are required for:

      (1) Any summary rating of Outstanding.

      (2) Any summary rating below Successful.

      (3) A summary rating of Excellent for performance objectives.

   d. A summary rating of Unacceptable, as defined in section G.4.g, on an employee’s
performance objectives requires an overall summary rating of Unacceptable; however, a
summary rating of Unacceptable on an employee’s performance elements does not require, but
permits, an overall summary rating of Unacceptable.

   e. Any rating below Successful requires corrective or remedial action within 90 calendar
days of the date of rating, pursuant to the policies of each IC component.

   f. IC component heads may provide rating and reviewing officials with guidance to
ensure that rating levels and general standards are applied strictly and consistently across the
organization. However, IC components will not impose fixed numeric or percentage limitations
on the assignment of any rating level or levels.

   g. The evaluation is subject to review and oversight.

      (1) The reviewer, a management official at a higher level than the rater, will review
and approve the evaluation to ensure consistency between and among raters.
(2) Each IC component will provide for an oversight process to prevent unlawful discrimination, ensure component-wide rating rigor and consistency, as well as compliance with this Directive, prior to the use of such ratings for personnel decisions.

h. As a minimum, the reviewer will complete their review before the evaluation of record is communicated to an employee. The rater will communicate the evaluation of record to the employee in accordance with the policies established by each IC component. An evaluation of record is considered final when issued to the employee with all appropriate reviews and signatures.

i. The communication of the evaluation of record should include discussions on the employee’s career development, training opportunities, future assignments, and promotion potential, as appropriate.

j. An evaluation of record will be used as a basis for: making performance distinctions among employees; informing compensation determinations; assessing promotion potential; determining reduction in force retention standing; and such other actions as determined appropriate.

H. RECONSIDERATION OF EVALUATIONS. IC employees may request reconsideration of their evaluations of record through informal and/or formal processes.

1. In accordance with component procedures, employees may first request informal resolution with management officials in their rating chain.

2. If informal processes do not resolve the issue, employees may file a formal request in accordance with departmental and/or component grievance policies and procedures. Requests for formal resolution will be made in writing, and employees will receive responses in writing.

3. IC components will track reconsideration requests and final resolutions to ensure proper application and enforcement of performance evaluation policies and processes in conformance with this ICD and component requirements.

I. DNI OVERSIGHT. The DNI will conduct oversight of performance management policies established in accordance with this Directive.

1. Program Evaluation. Performance management systems established or modified to effect the policies of this Directive will be coordinated in advance with the DNI (or the Associate DNI for Human Capital as the ODNI senior designee).

2. Reporting. The DNI will, in coordination with the heads of the executive departments and independent agencies, establish reporting requirements for the purpose of conducting oversight of IC performance management policies and processes.
J. REVIEW AND REVISIONS.

1. Biennial Review. The DNI, in conjunction with the heads of the executive departments and independent agencies with IC employees, will review this ICD biennially (from the date of issuance) to determine whether its requirements should be retained or modified.

2. Revisions. The DNI, and/or the head of an executive department or independent agency with IC employees, may request revisions to this ICD at any time to meet mission critical exigencies or impacts.

K. EFFECTIVE DATE. This ICD is effective upon signature. All executive departments and independent agencies with IC employees will begin implementing provisions of this Directive not later than 1 October 2008 for application to the FY2009 performance cycle. However, any IC performance pay provisions will not be applicable until after employees receive at least one official evaluation of record under this system. For those executive departments that have IC civilian employees covered by title 5, US Code, and related Office of Personnel Management implementing regulations, the DNI (or the Associate DNI for Human Capital, as the ODNI senior designee), and the heads of those departments, or their senior designees, may enter into separate Memoranda of Understanding that will set forth a mutually acceptable implementation plan with respect to both the integration and timing that meets the legal, policy, and program requirements of both parties.

[Signature]
Director of National Intelligence

Date 28 Nov 07
Administrative Change Table

ICD 651, Performance Management System Requirements for the Intelligence Community Civilian Workforce

<table>
<thead>
<tr>
<th>Change #</th>
<th>Date</th>
<th>Page</th>
<th>Paragraph</th>
<th>Change</th>
</tr>
</thead>
<tbody>
<tr>
<td>#1</td>
<td>21 Nov 08</td>
<td>9</td>
<td>G.4.e(1)</td>
<td>added “and Integrity” to the paragraph title and “integrity” to line five of the same paragraph</td>
</tr>
</tbody>
</table>