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OFFICE OF THE UNDER SECRETARY OF DEFENSE
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WASHINGTON, DC 20301-5000

INTELLIGENCE

APR 09 2004

BRAC 2005
Intelligence Joint Cross-Service Group

Meeting Minutes of 16 March, 2004

The Deputy Under Secretary of Defense (Counterintelligence and Security) chaired this meeting. The list of attendees is attached.

The Chair opened the tenth meeting of the Intelligence JCSG asking everyone to introduce themselves. She next thanked the IJCSG Core Team, comprised of representatives from the four military Services, Joint Staff, and the four Defense intelligence agencies, for all the work that went into the preparation of the IJCSG Military Value Scoring Plan being presented for IJCSG Principal's consideration and approval. The Chair reminded everyone that this was a deliberative session to review the IJCSG Military Value Analysis Report and Scoring Plan, which will be presented to the ISG on 9 April 2004. She next asked the Principal's if they had received from their Core Team representative the read ahead containing the recommended Scoring Plan and Military Value analysis Report. All Principal's and/or Alternates had been adequately pre-briefed.

The Chair next turned the meeting over to Ms. Deborah Dunie to begin the brief (attached). Ms Dunie provided the group with an overview of the Military Value process (slides #2-#6) and turned the brief over to the Core Team leader, Mr. Glenn Price.

Mr. Price provided the group with an overview of the Core Team process; which produced a single Military Value Score Plan for evaluation of intelligence functions across the Department of Defense. Mr. Price stated that the Military Value Score Plan closely parallels the functions and attributes outlined in the IJCSG's Capacity Analysis Report. He discussed the ranks and scores of all the major functions and provided a rationale for each. He highlighted the fact that the Core Team added one additional function, Sustainability, to address facility condition, survivability, and quality of life issues. He explained why Selection Criteria 1 through 4 are applicable to each function. He demonstrated with specific examples how the score plan is designed to capture the present and the future of Defense Intelligence. Finally, Mr. Price identified possible controversial aspects of the score plan and encouraged the IJCSG members to review the plan in detail and forward their questions and concerns to the Core Team lead for review/resolution.

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Beginning with slide #8, Mr. Price requested comments from the group on the highlighted issues. After some discussion, the Chair asked if everyone was comfortable with the methodology, applicability of the selection Criteria to all functions, weights for the Attributes and the relationships, as represented by the weights, among the attributes. The Principals indicated their satisfaction with the methodology, weights and scores.

Moving next to slide #9, again Mr. Price challenged the group to comment on the issues. Again, after considerable discussion revolving around the balance between "analysis and collection" and the importance to the intelligence community for future training requirements and acquisition of future collection systems, the group was satisfied with the results presented in the scoring Plan.

Mr. Price explained slide #10 was included in the brief to inform the group as to the level of detail that will be required to be presented to the ISG. There was no discussion on slide #10.

The group next asked Mr. Price a series of questions:

- Continuity of Expertise. If you move the function what happens to your workforce? Do you lose your talent?
  - The Score Plan takes this very important consideration into account through emphasis on performing mission requirements and quality of life for the work force. This issue will also be addressed in the Scenario phase of the BRAC process.
- What are the assumptions underlying the Scoring Plan?
  - Government space is usually more cost efficient than leased space.
  - Generally speaking, government facilities are safer than leased facilities.
  - Quality of life is important, but mission is paramount.
  - Defense intelligence COOP plans are viable.
  - The NCR is one of the high profile target areas that is at a higher risk of attack.
- Outside of CONUS. How do out of CONUS considerations factor into the process?
  - The Core Team in its analysis will factor in the interdependencies and relationships between CONUS and overseas facilities. It is very much a part of the thought process.
- Facilities. Are all facilities included?
  - Yes. The only exceptions are facilities involved in SAP activities. They will be handled on a case-by-case basis by the Chair IJCSG.
- Cross coordination among JSCGs. Who do we have to coordinate with and how?

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- The Core Team will be meeting regularly with their counterparts in Education and Training, Headquarters and Support Activities and Technical JCSGs.

- Management Activities. How far down are we looking?
  - Headquarters level, but not Wing or squadron. If it is operational or tactical that is the purview of the military departments.
  - In response to a request from the Navy Alternate, Mr. Price agreed to provide the Military Departments with more specific language regarding what was and was not to be included in the IJCSG data calls and analytical process.

The Chair asked the attendees for consensus on the Scoring Plan as presented. The group agreed the Scoring Plan was ready to be presented to the ISG, however, requested that the Principal's be given some time to further review the report. The Chair agreed setting a date of 23rd of March as the last day for accepting comments on the report or scoring plan.

The Chair thanked the Core Team for an excellent product, and reminded the Principal's that the Core team was meeting daily and expected to continue this pace in their new facility (DARPA.TIC). With this "well done" to Mr. Price and the Core Team, the meeting concluded.

Carol A. Haave
Deputy Under Secretary of Defense
(Counterintelligence and Security)
Chair, IJCSG

1. List of Attendees
2. Intelligence JCSG Military Value Report Briefing Slides

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Intelligence JCSG Meeting
16 March, 2004

Attendees

Members:

- Ms. Carol Haave, Deputy Under Secretary of Defense (Counterintelligence and Security), Chair
- Mr. Kennth Dumm, USAF
- Mr. Terrance Ford, USA
- Ms. Karin Dolan, USMC,

Alternates:

- Mr. Larry Burgess, National Reconnaissance Office for the Director
- Mr. Bill Black, National Security Agency for the Director
- Ms. Polly Hussain, JCS/J2 for J2
- Mr. Tom Ferguson, National Geospatial Agency for the Director
- Ms. Claudia Clarke, USN, for the Director, Naval Intelligence
- Mr. Mark Ewing, Defense Intelligence Agency for the Director

Others:

- Ms. Deb Dunie, ODUSD(CI&S), Principal Staff Assistant to Chair IJCSG
- Ms. Ms. Karyn Vice, NSA

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Intelligence JCSG

Military Value Report

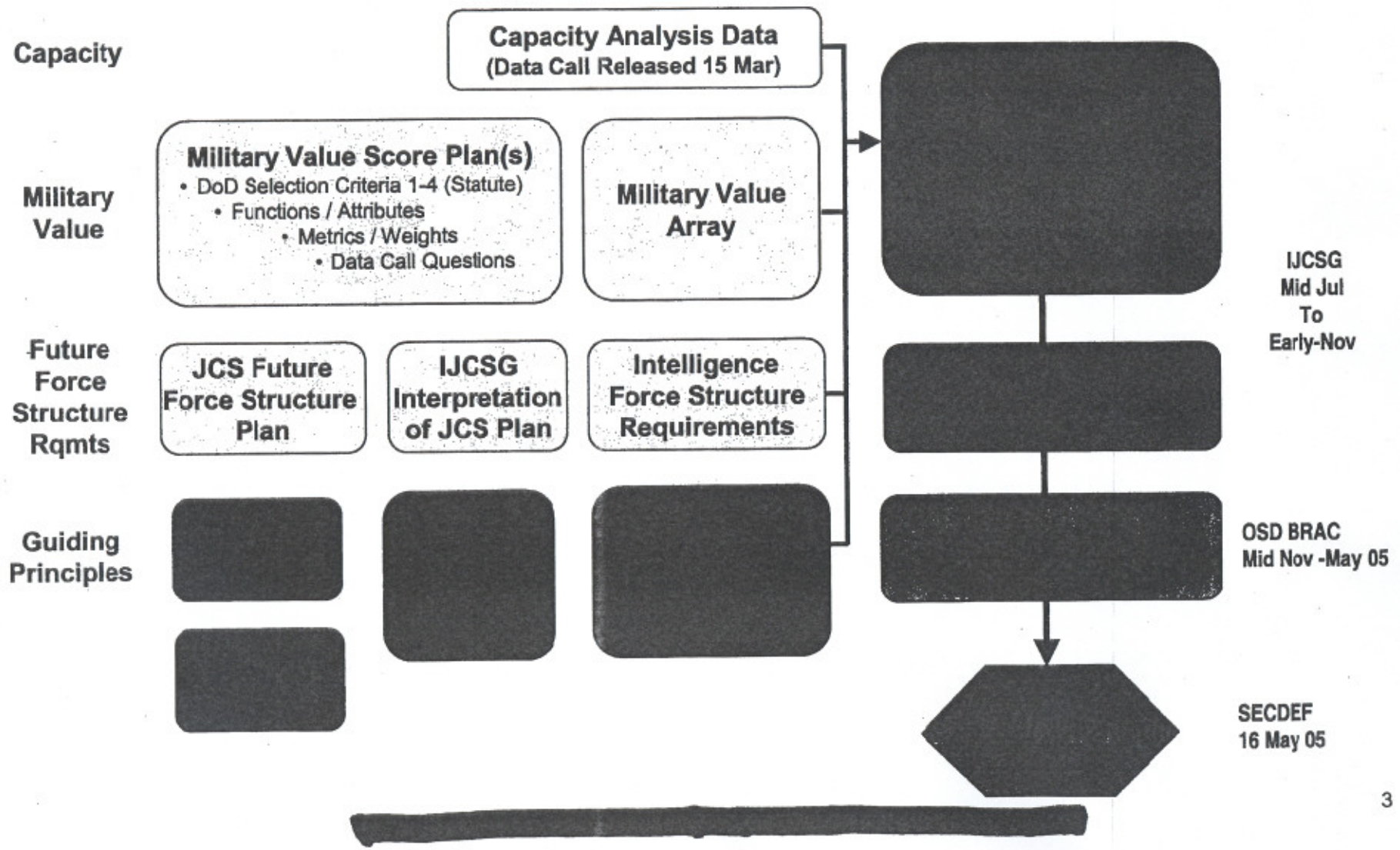
16 March 2004

Purpose

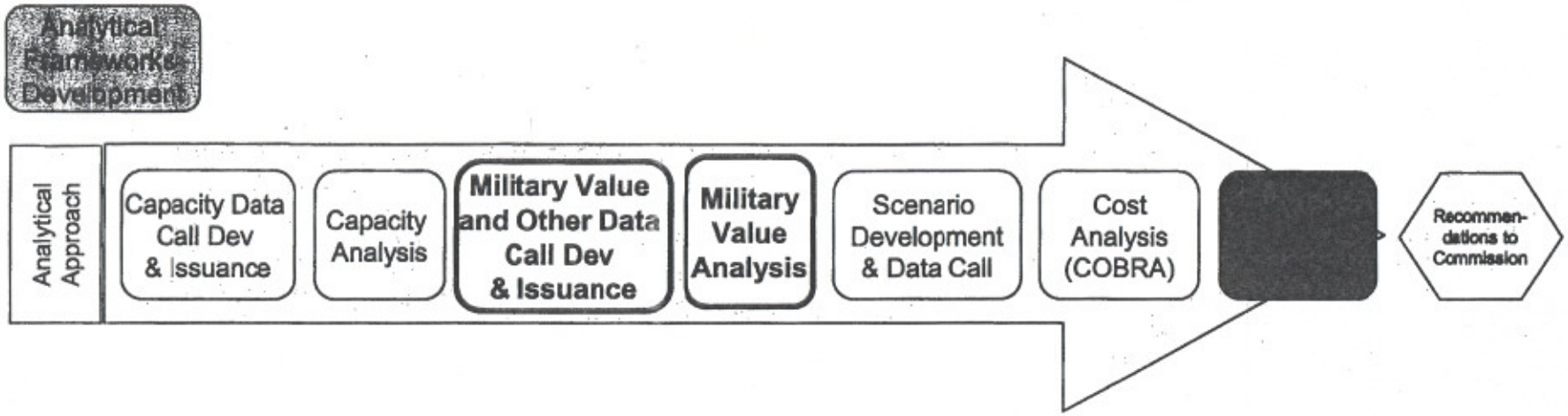
- Status of Capacity Analysis Data Call
- Review/Approve Military Value Report
- Discuss Military Value Score Plan
- Review IJCSG Schedule Changes

DCN: 11309

BRAC 05 Process Drivers



Military Value (MV)



- Military Value is an Assessment of a Facility's Capability to Perform Specific Functions Based Upon the First Four DoD Selection Criteria
- Process Results in a Calculation of the Relative Military Value of Facilities Performing Similar Functions – Military Value Array
- Role of IJCSG Principals
  - 16 Mar — Approve MV Score Plan(s); MV Data Call Questions *(Note: IJCSG Approved MV Read Ahead Data Package due to ISG by 2 Apr)*
  - 9 Apr — ISG MV Report & Score Plan Approval *(1300-1430; Principals Only)*

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DoD Interim MV Selection Criteria 1-4

- **Criteria 1:** *The current and future mission capabilities and the impact on operational readiness of the Department of Defense's total force, including the impact on joint warfighting, training, and readiness.*
- **Criteria 2:** *The availability and condition of land, facilities and associated airspace, (including training areas suitable for maneuver by ground, naval, or air forces throughout a diversity of climate and terrain areas and staging areas for the use of the Armed Forces in homeland defense missions) at both existing and potential receiving locations.*
- **Criteria 3:** *The ability to accommodate contingency, mobilization, and future total force requirements at both the existing and potential receiving locations to support operations and training.*
- **Criteria 4:** *The cost of operations and the manpower implications.*

By Statute, These Four Criteria are to Receive Priority Consideration in the Formulation of BRAC Recommendations. Other Criteria Address Return on Investment, and Economic, Community and Environmental Impacts.

Military Value (MV) Process

DoD Final Selection Criteria

Military Value

1. The current and future mission requirements...
2. The availability and condition of land, facilities & associated airspace...
3. The ability to accommodate contingency, mobilization, and future total force requirements...
4. The cost and manpower implications

Score Plan(s): Attributes, Metrics, Weights (Close Hold) & Questions

- Criteria 1 - Mission Requirements..... (Wt)
  - Attribute(s).....(Wt)
    - Metric(s).....(Wt)
      - Question(s).....(Wt)
- Criteria 2 - Land & Facilities.....(Wt)
  - Attribute(s).....(Wt)
    - Metric(s).....(Wt)
      - Question(s).....(Wt)
- Criteria 3 - Mobilization & Contingency (Wt)
  - Attribute(s).....(Wt)
    - Metric(s).....(Wt)
      - Question(s).....(Wt)
- Criteria 4 - Cost & Manpower..... (Wt)
  - Attribute(s).....(Wt)
    - Metric(s).....(Wt)
      - Question(s).....(Wt)

MV Questions

To OSD BRAC Office for Standardization & Approval

MV Data Call

Questions Sent to DoD Intelligence Community

Data Analysis & Scoring

Determine Relative Ranks

Military Value Array Output

1. *(Highest)*
2.
3.
... *(Lowest)*

Score Plan Themes

- Tried to fairly compare dissimilar facilities in one score plan
- All four Selection Criteria applied to all Functions/Attributes
- Mission and Quality of Life received the greatest weight
- Functions:
  - Sources and Methods (Acquisition & Collection) – RDT&E, HUMINT, Persistent surveillance
  - Analysis – Actual workforce, I&W, Analysis vs. repackaging, Metadata, Language skills, Regional expertise, Counterintelligence
  - Dissemination – Classification of intelligence, Smart Push/Pull, Information Sharing
  - Management Activities – Human Resources and Training, Overhead efficiencies
  - Sustainability – Facility condition, NCR, Physical vulnerability, Quality of life

MV Score Plan Functional Level View

Overall Intelligence Military Value		Selection Criteria															
		Mission Requirements			40	Land & Facilities			20	Contingency & Mobilization			10	Cost & Manpower Implications			30
Function	Weight	Applies	Rank	Score	Weight	Applies	Rank	Score	Weight	Applies	Rank	Score	Weight	Applies	Rank	Score	Weight
Sources and Methods (Acquistion and Collection)	27.5	x	1	25	10	x	1	30	6	x	1	25	2.5	x	1	30	9
Analysis	27.5	x	1	25	10	x	1	30	6	x	1	25	2.5	x	1	30	9
Dissemination	20.5	x	1	25	10	x	3	10	2	x	1	25	2.5	x	2	20	6
Management Activities	9.5	x	3	10	4	x	2	15	3	x	3	10	1	x	3	5	1.5
Sustainability	15	x	2	15	6	x	2	15	3	x	2	15	1.5	x	2	15	4.5
Check sum	100	Check sums		100	40	Check sums		100	20	Check sums		100	10	Check sums		100	30

- **Issues:**
  - Does score plan balance between Sources & Methods (Acquisition and Collection) and Analysis reflect reality?
  - Should Analysis Cost & Manpower implications have a greater score than Sources & Methods (Acquisition and Collection)?
  - Should the Management Activities receive an overall higher weight

MV Score Plan Attribute Level View

Functions	Overall (Row) Weights	Attribute	Selection Criteria															
			Mission Requirements			40.00	Land & Facilities			20.00	Contingency & Mobilization			10.00	Cost & Manpower Implications			30.00
			Applies	Rank	Score	Weight	Applies	Rank	Score	Weight	Applies	Rank	Score	Weight	Applies	Rank	Score	Weight
Sources and Methods (Acquisition and Collection)	27.50		*Function Weight for Criteria →*			10.00	*Function Weight for Criteria →*			6.00	*Function Weight for Criteria →*			2.50	*Function Weight for Criteria →*			9.00
	11.85	Acquisition	x	1	45	4.50	x	2	40	2.40	x	3	10	0.25	x	1	50	4.50
	4.25	Levying Collection Requirements	x	3	20	2.00	x	3	10	0.60	x	2	30	0.75	x	3	10	0.90
	11.6	Management and Operations of Collectio	x	2	35	3.50	x	1	60	3.00	x	1	60	1.50	x	2	40	3.60
Check sum	27.5		Check sums		100	10.00	Check sums		100	6.00	Check sums		100	2.50	Check sums		100	9.00
Analysis	27.5	*Weights by Criteria →*	*Function Weight for Criteria →*			10.00	*Function Weight for Criteria →*			6.00	*Function Weight for Criteria →*			2.50	*Function Weight for Criteria →*			9.00
	27.5	Anaysis	x	1	100	10.00	x	1	100	6.00	x	1	100	2.50	x	1	100	9.00
Check sum	27.5		Check sums		100	10.00	Check sums		100	6.00	Check sums		100	2.50	Check sums		100	9.00
Dissemination	20.5	*Weights by Criteria →*	*Function Weight for Criteria →*			10.00	*Function Weight for Criteria →*			2.00	*Function Weight for Criteria →*			2.50	*Function Weight for Criteria →*			6.00
	20.5	Dissemination	x	1	100	10.00	x	1	100	2.00	x	1	100	2.50	x	1	100	6.00
Check sum	20.5		Check sums		100	10.00	Check sums		100	2.00	Check sums		100	2.50	Check sums		100	6.00
Management Activities	9.5	*Weights by Criteria →*	*Function Weight for Criteria →*			4.00	*Function Weight for Criteria →*			3.00	*Function Weight for Criteria →*			1.00	*Function Weight for Criteria →*			1.50
	2.85	Financial Management	x	2	30	1.20	x	2	30	0.90	x	2	30	0.30	x	2	30	0.45
	5.7	Human Resources and Training	x	1	60	2.40	x	1	60	1.80	x	1	60	0.60	x	1	60	0.90
	0.95	Policy Governance	x	3	10	0.40	x	3	10	0.30	x	3	10	0.10	x	3	10	0.15
Check sum	9.5		Check sums		100	4.00	Check sums		100	3.00	Check sums		100	1.00	Check sums		100	1.50
Sustainability	15	*Weights by Criteria →*	*Function Weight for Criteria →*			6.00	*Function Weight for Criteria →*			3.00	*Function Weight for Criteria →*			1.50	*Function Weight for Criteria →*			4.50
	4.35	Quality of Life	x	2	30	1.80	x	2	30	0.90	x	3	20	0.30	x	2	30	1.35
	3.15	Facility Condition	x	3	20	1.20	x	3	20	0.60	x	2	30	0.45	x	3	20	0.90
	7.5	Security and Survivability	x	1	50	3.00	x	1	50	1.50	x	1	50	0.75	x	1	50	2.25
Check sum	15		Check sums		100	6.00	Check sums		100	3.00	Check sums		100	1.50	Check sums		100	4.50

- **Issues:**
  - Is the Sources & Methods (Acquisition and Collection) Acquisition Attribute score too high relative to the other two attributes?
  - Should the Analysis Function include management of analytical priorities?
  - Should the Management Activities Function Human Resources and Training Attribute be split into two attributes?
  - Assumption: Management Activities Function, Policy Governance Attribute assumes that policies have been written to support future Intelligence Activities

Sample Metric Level View

Intel JCSG MV Metrics

Function: Sources and Methods (Acquisiton and Collection) – Page 3 of 3

Attribute	Attribute Weight	Metric	Selection Criteria				Metric Weight	Metric Scoring	Rationale
			1	2	3	4			
Management & Operations of Collection Resources	11.6%		3.5 %	3.0 %	1.5 %	3.6 %			
		Operating hours for mgmt/ops	1	1	1	1	2.81 %	1 if dedicated personnel support 24/7 ops; 0 if not	Required to meet continuing customer needs
		Integrated collection mgmt	1	1	1	1	2.46 %	1 if conduct same; 0 if not	Provides efficient use of resources as directed by SPG and responsive customer support
		Geographic or physics constraints to ops of equipment	1	1	1	1	3.52 %	1 if constrained due to physics or geography; 0 if not	Place premium on facilities with unique constraints
		Persistent surveillance collection activities	1	1	1	1	2.81 %	score is fraction of personnel with such certifications	Persistent surveillance is key to users as per SPG, NSS, NMS, Joint Vision 2020 and Boykin study

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Estimated Military Value Timelines

■ 18 Mar	IJCSG Principals Conduct Final Review
■ 23 Mar	Final Comments due to IJCSG Core Team
■ 2 Apr	ISG Read Ahead Released
■ 9 Apr	ISG Meeting *(1300-1430; Principals Only)*
■ Mid Apr	DAS's Data Call Coordination
■ End Apr	Data Call Release (30 Days)
■ End May	Data Call Return
■ Jun – Mid Jul	Data Analysis
■ Mid Jul	Report

IJCSG Issues

- Comprehensive look of the entire Defense intelligence community
  - There are no exemptions
- Collection of Management data
  - Intelligence management functions across Services and Agencies included
- Security will be included in Military Value
  - IA Resources
  - Other
  - DSS will be included in Headquarters and Support Activities review

IJCSG Revised Principals Meeting Schedule

- 16 Mar — Approve MV Score Plan(s); MV Data Call Questions *(Note: IJCSG Approved MV Read Ahead Data Package due to ISG by 2 Apr)*
- 9 Apr — ISG MV Report & Score Plan Approval
- 15 Apr — Cancelled *(Due to Capacity Analysis Data Call Release Postponement)*
- 26 May — Review Draft BRAC Analytical Frameworks & Candidate Policy Imperatives*
- 15 Jun — Approve Capacity Analysis Report
- 15 Jul — - Approve MV Report *(Assumes MV Data Call Released End Apr)*
  - Approve BRAC Analytical Frameworks
  - Approve BRAC Policy Imperatives *(Forwarded to ISG)*
- 18 Aug — Scenario IPR
- 22 Sep — Scenario IPR
- 20 Oct — Scenario IPR
- 3 Nov — Approve Closure or Realignment Recommendations to be forwarded to ISG / IEC / SECDEF

* Denotes Non-Deliberative Session