



DCN 8594

DEPUTY SECRETARY OF DEFENSE

1010 DEFENSE PENTAGON
WASHINGTON, DC 20301-1010



OCT 22 2003

MEMORANDUM FOR INFRASTRUCTURE EXECUTIVE COUNCIL MEMBERS
GENERAL COUNSEL OF THE DEPARTMENT OF
DEFENSE

SUBJECT: Intelligence Joint Cross-Service Group Analysis within BRAC 2005

The Secretary of Defense's November 15, 2002, memorandum initiating the 2005 BRAC round established the Infrastructure Executive Council (IEC), which I chair, and the Infrastructure Steering Group (ISG). The memorandum also directed that "the ISG will recommend to the IEC the specific functions to receive joint analysis and the metrics for that analysis" for approval by the Secretary of Defense.

The ISG initially established six Joint Cross-Service Groups (JCSGs): Education and Training; Headquarters and Support; Industrial; Medical; Supply and Storage; and Technical to develop these recommendations and undertake the analysis. At its June 27, 2003, meeting, the ISG established a seventh JCSG to provide a joint cross-service review of the Department's intelligence functions.

The ISG directed the Intelligence JCSG to produce a report on the specific functions it proposed for joint cross-service analysis, notional metrics, and a description of how that JCSG would organize its analytical team. At its October 10, 2003, meeting, the ISG approved the Intelligence JCSG report with few modifications. The summary sheet preceding the Intelligence JCSG report represents the ISG recommendations.

I believe the ISG's recommendations on the functions that should receive joint cross-service analysis are sound. I request that you review and coordinate on both the attached action memorandum to the Secretary of Defense and the summary of the JCSG's recommendations, as modified by the ISG, by October 31, 2003. Your coordination on the action memorandum will constitute IEC approval of the functions to receive joint cross-service analysis.

Attachments:
As Stated



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ACTION MEMO

TO: SECRETARY OF DEFENSE

FROM: Honorable Paul Wolfowitz, Deputy Secretary of Defense

SUBJECT: Intelligence Joint Cross-Service Group Analysis within BRAC 2005

- Your November 15, 2002, memorandum (TAB B) initiating the 2005 BRAC round directed the Infrastructure Executive Council (IEC), which I chair, to provide recommendations on common business-oriented support functions to be analyzed by joint cross-service groups (JCSGs), and the metrics for analysis, for your approval.
- The ISG initially established six JCSGs: Education and Training; Headquarters and Support Activities; Industrial; Medical; Supply and Storage; and Technical to develop these recommendations and conduct the analysis. On June 24, 2003, you approved the functions and metrics for these six groups (TAB C).
- The ISG now recommends the formation of a seventh JCSG for Intelligence.
- As did the initial six JCSGs, the Intelligence JCSG has produced a report on the functions it recommends for joint cross-service analysis and the metrics to be used to conduct that analysis. The report also describes the JCSG's organizational structure, which may evolve over time.
- The summary sheet preceding the Intelligence JCSG report reflects the ISG and the IEC recommendations. Recommend you approve the Intelligence JCSG functions and metrics.

COORD: IEC Members and GC

RECOMMENDATION: _____ Approve _____ Disapprove _____ Other

Attachments: As stated

INTELLIGENCE JOINT CROSS-SERVICE GROUP
(revised IAW 10 October 2003 ISG meeting)

Recommended Functions/Subordinate Functions for Analysis

- Sources and Methods
 - Present sources to include geospatial, signals, measurement and signatures, and human-derived intelligence
 - New technologies and means
- Correlation/Collaboration/Analysis/Access
 - National/Theater/Tactical intelligence
- National Decisionmaking and Warfighting Capabilities
 - Future Intelligence Transformation and Functional Realignment
- Management Activities
 - Investment/Process Reform

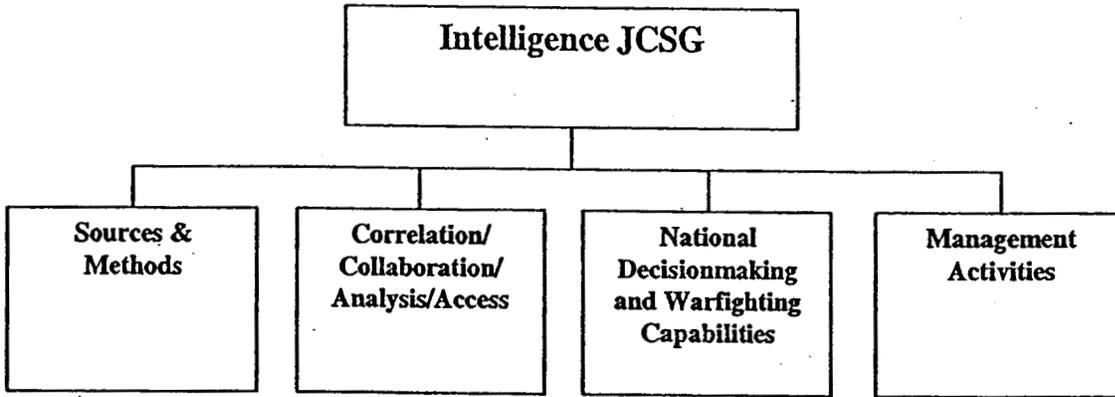
Excluded Functions

- None

Notional Metrics

- General
 - square footage available versus actually used
 - asset's/facility's age and condition
 - adaptability of asset/facility to modifications
 - necessity of asset/facility to remain in a specific geographic area
 - asset/facility square footage vacated if asset/function is disestablished or relocated
 - reduction to military construction requirements
 - non-military utility of facility/property
- Military value
 - criticality of asset's/facility's function/output to present and future intelligence operations
- Professional workforce availability if asset/facility is relocated
- Return on investment
 - asset/facility utilization rate
 - cost of asset to operate and maintain
- Necessity of asset/facility for COOP/COG redundancy/dispersal, to include location in the NCR.
- Degree of risk
 - length and ramifications of down time if relocated
 - defensible and/or survivable
 - asset's/function's security increases or decreases if relocated from a leased space to a military installation

Organization





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INTELLIGENCE

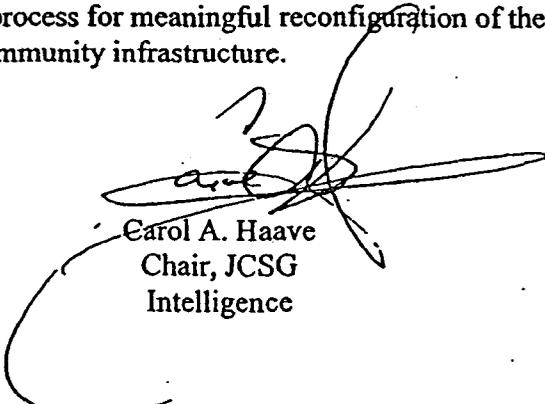
03 OCT 2003

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE
(ACQUISITION, TECHNOLOGY & LOGISTICS)

SUBJECT: Establishment of the Intelligence Joint Cross-Service Group

Submitted in accordance with your July 30, 2003 memorandum is the initial report of the Intelligence Joint Cross-Service Group (IJCSG). Pending Infrastructure Steering Group review and approval, this report describes the IJCSG's guiding principles, functions to be analyzed and excluded from analysis, organization structure, and the JCSG's analytical approach and notional metrics.

The principal IJCSG members, copied below, have met four times to date. The ideas offered during the group's discussions and guidance from both your representatives and those from the general counsel's office have assisted us to begin the BRAC 2005 process for meaningful reconfiguration of the current Defense intelligence community infrastructure.



Carol A. Haave
Chair, JCSG
Intelligence

Attachment

cc: IJCSG Primary Members
IJCSG Alternate Members

Initial Report of the Intelligence Joint Cross-Service Group

I. Purpose: To provide the proposed analytical framework whereby the Intelligence Joint Cross-Service Group will complete its review of the Defense intelligence community for BRAC 2005 and improve significantly Defense intelligence capabilities.

II. Background: The Intelligence Joint Cross-Service Group (IJCSG) has been established to address common intelligence business functions and processes throughout the Department of Defense for the purpose of recommending those facility realignments and closures that will optimize the performance of the intelligence function across the Department of Defense. Defense intelligence, not a subject included in any of the Department's previous BRAC efforts, is itself undergoing significant transformation. The Defense intelligence community, employing present guiding DoD principles of jointness, interoperability, synergy, full exploitation of advanced technologies and innovations, adoption of demonstrated best practices, and elimination of unnecessary duplication and redundancy, will:

- Develop new methods and sources to ensure the DoD possesses useful knowledge of every adversary's intentions and capabilities.
- Use a net-centric system to levy and fulfill intelligence requirements in seconds rather than days or weeks in support of U.S. military forces anywhere in the world.
- Develop 24/7 universal situational awareness for every present or potential threat.
- Develop joint operational intelligence capabilities that support U.S. warfighting plans for the 21st century.
- Increase significantly tactical (minutes to days) and strategic (hours to a week) indications and warning capabilities.
- In cooperation with the broader Intelligence Community, reconfigure the Defense intelligence community's structure and revamp its business processes to institutionalize horizontal integration and support fully effects-based military operations.
- Ensure state-of-the-art tools are employed as quickly as possible to provide and protect intelligence.
- Develop the capability to provide a seamless exchange of sensitive information and classified intelligence to coalition partners and to other Federal, State, and local governments for purposes of homeland defense.
- Develop capabilities to transition immediately from battlespace surveillance to tactical engagement in support of existing and programmed weapon systems.

- Develop no-notice surge capabilities that require little preparation time to initiate and do not require the degradation of other ongoing intelligence operations.
- Fully employ information management advances that will provide the intelligence consumer, whether they are the President or a tactical commander what they need before they ask for it (Smart Push) or what they need when they need it (Smart Pull).
- Foster and leverage government and industry technological innovations to help solve complex intelligence problems.
- Through vastly improved human-derived intelligence provide more accurate assessments on the history, cultural strengths and weaknesses, societal motivations and behavior patterns, religious beliefs, political views, and other factors that influence and help define present and projected adversaries' intentions and capabilities and post-hostility battle space environments.
- Integrate counterintelligence activities and information across the Department to improve the conduct of warfighting operations and mitigate risk to people, assets, information, and infrastructure.

III. Assumptions: The following assumptions are pertinent to the joint review and analysis of intelligence and related functions:

- Joint operations support is a key factor in assessing the configuration of intelligence infrastructure in a post-BRAC environment.
- Reengineering of business processes and the use of new technologies will provide as much or more efficiency and effectiveness for the Defense intelligence community as the reduction of its real estate footprint. Any new business processes that become known as a result of the BRAC review, but have no real estate implications, will be forwarded under separate cover.
- Security, military value, mission effectiveness, and risk are important factors in weighing cost reduction through realignment and consolidation. For example, the IJCSG believes location of functions within the National Capital Region should be rationalized from a security as well as cost reduction perspective.
- Operational parameters may be an overriding factor in the geographical location of some intelligence assets.
- Continuity of government requires some redundancy and duplication of effort.
- Contractor facilities may be included if they are in direct support of intelligence functions and operations.
- The other JCSGs will share their data, if requested, with the IJCSG.

IV. Recommended Functions/Subordinate Functions for Analysis: The IJCSG recommends a thorough assessment of Defense intelligence functions and business processes. The objective is to map present capabilities using current organizational compositions and business processes against desired future capabilities using the Department's transformational concepts and preferred organizational construct to identify preferred realignment and closure options. The desired end state of significantly improved, joint, integrated end-to-end intelligence capabilities will impact present facility usage. The IJCSG will document these real estate implications for BRAC 2005 through a review of the following functions:

A. Sources and Methods

- Present sources to include geospatial, signals, measurement and signatures and human-derived intelligence
- New technologies and means

Today, the Department's intelligence collection function is largely organized around functions and is Service oriented. Exploitation and processing is done by specific "INT." In the future, the DoD will become more joint oriented and information focused. Persistence capabilities will provide real-time awareness while horizontal integration will permit the community to realize the advantages of net-centric operations. As the DoD begins to employ new systems and divests itself of extant collection platforms, the real estate footprint, processes, and functions associated with them for control, tasking, collection, processing and exploitation will undoubtedly change. The IJCSG will assess the affect of those changes on physical facility usage.

B. Correlation/Collaboration/Analysis/Access

- National/Theater/Tactical intelligence

A primary objective of the Defense intelligence community is to integrate horizontally its intelligence functions. This should permit elimination of redundant activities and associated infrastructure. For example, there is much discussion about the many Service and joint intelligence and analysis centers, the Joint Reserve Intelligence Centers, fusion centers, etc. The IJCSG will assess the need for those in the context of future joint operations concepts.

C. Customer Needs and Satisfaction

- National Decisionmaking and Warfighting Capabilities

The joint operational concepts being developed in DoD will drive future intelligence transformation and functional realignments. Like the military operators, the Defense intelligence community is adopting a capabilities-based approach to help guide its evolution. This capabilities-based approach is consistent with the Department's strategy and planning guidance and emphasizes the importance of satisfying national-level policy and joint operational customer needs. The IJCSG will ensure capabilities-based considerations and intelligence customer satisfaction are factored into the BRAC 2005 review.

D. Management Activities

▪ Investment/Process Reform

One of DoD's biggest challenges is to make the Defense intelligence community more flexible and adaptable. Refinement and reform must be incorporated using shorter lead times; corrective measures must be implemented faster; and technology advancements must be adopted with greater rapidity. Research and development activities across the Services will be reviewed in addition to training and education; policy, planning, requirements, programming and budgeting activities normally associated with Headquarters staff; personnel; and other management functions.

V. Excluded Functions: At this time, the IJCSG does not believe any function should be excluded from its extensive review of the Defense intelligence community. Recognizing the huge expanse of this effort, our intent is not to conduct individual program reviews, but to evaluate how the capabilities represented in the programs are integrated into a survivable, joint, interoperable, end-to-end architecture and system that meets the needs of both national decisionmakers and warfighters. As we proceed further into the capacity analysis and development of the questions, we will further refine the BRAC intelligence focus on infrastructure changes that could have the highest return for improving Defense intelligence capabilities.

VI. Notional Metrics: The following notional metrics are reflective of those the IJCSG may use in analyzing the functions and business processes of military intelligence. The metrics are both qualitative and quantitative and may be modified as the IJCSG works through the BRAC process. These representative metrics are in addition to those that measure socio-economic and environmental impacts.

- General metrics (square footage available versus actually used, asset's/facility's age and condition, adaptability of asset/facility to modifications, necessity of asset/facility to remain in a specific geographic

area, asset/facility square footage vacated if asset/function is disestablished or relocated, reduction to military construction requirements, non-military utility of facility/property etc.)

- o Military value (criticality of asset's/facility's function/output to present and future intelligence operations)
- o Professional workforce availability if asset/facility is relocated
- o Return on investment (asset/facility utilization rate, cost of asset to operate and maintain, etc.)
- o Necessity of asset/facility for COOP/COG redundancy/dispersal, to include location in the NCR.
- o Degree of risk (length and ramifications of down time if relocated, defensible and/or survivable, asset's/function's security increases or decreases if relocated from a leased space to a military installation, etc.)

VII. Organization: Based on the intelligence functions outlined above and the need to address present and future business processes in the DoD transformational context, the IJCSG proposes to use the organizational structure illustrated below. Each of the four sub-groups will be lead by a principal member of the JCSG. Each subgroup will establish one or more teams to fulfill their assignments. The IJCSG will have a small central staff to plan, organize, compile and certify data, and ensure information and document control. Due to the nature of the subject, all necessary precautions will be taken to ensure not only the BRAC data is safeguarded, but also all classified information remains secure.

Each sub-group will develop a work plan and begin concept development within and across functions. Each sub-group will develop evaluation criteria and metrics most useful to their assigned responsibilities. Some of these will be common and shared across the JCSG; others will be unique to the sub-group. Data calls will capture present business processes and their associated real estate footprints. From this basis, the sub-groups will overlay transformational objectives and develop viable options for functional and base realignments and closures. Military value will remain a preeminent consideration. Tools developed under the auspices of the IEC/ISG will be used if at all possible to minimize costs.

