

## **National Geospatial-Intelligence Activities (INTEL-0004)**

**Candidate Recommendation:** Close National Geospatial-Intelligence Agency (NGA) Dalecarlia and Sumner sites, Bethesda, MD; Reston 1, 2 and 3, leased installations in Reston, VA; Newington buildings 8510, 8520, and 8530, Newington, VA; and Building 213 a leased installation at the South East Federal Center, Washington, DC. Relocate all functions to a new facility at Fort Belvoir, VA. Realign the National Reconnaissance Office (NRO) facility, Westfields, VA, by relocating all NGA functions to a new facility at the Fort Belvoir, VA. Consolidate all NGA National Geospatial-Intelligence College functions on Fort Belvoir into the new facility at Fort Belvoir, VA.

**Justification:** This recommendation is a strategic consolidation of the personnel, equipment and functions of NGA's 22 legacy organizations into a new geospatial intelligence consolidated campus. It consolidates multiple NGA National Capital Region-based intelligence community activities now occupying small, government facilities and privately-owned leased space to a secure Department of Defense-owned location, reducing excess capacity and increasing overall military value. It optimizes mission efficiencies, improves readiness and enhances mission-partner coordination, while addressing Antiterrorism/Force Protection deficiencies. This recommendation accommodates current and surge requirements and is consistent with the 20-year Force Structure Plan.

**Payback:** The total estimated one-time cost to the Department of Defense to implement the recommendation is \$1,117.3M. The net of all costs and savings to the Department of Defense during the implementation period is a cost of \$796.7M. Annual recurring savings to the Department after implementation are \$127.7M with a payback expected in 8 years. The net present value of the costs and savings to the Department over 20 years is a savings of \$535.1M.

**Economic Impact on Communities:** Assuming no economic recovery, this recommendation could result in a maximum potential reduction of 5,260 jobs (2,833 direct and 2,427 indirect jobs) over the 2006-2011 period in the Bethesda-Frederick-Gaithersburg MD Metropolitan Division, which is approximately 0.7% of economic area employment.

The economic impact of all recommended actions on this economic region of influence was considered and is at Appendix B of Volume I.

**Community Infrastructure:** A review of community attributes indicates there are no issues regarding the ability of the infrastructure of the communities to support missions, forces, and personnel. There are no known community infrastructure impediments to implementation of all recommendations affecting the installation in this recommendation.

**Environmental Impact:** This recommendation has a moderate impact on air quality at Fort Belvoir. This recommendation has the potential to impact historic properties at Fort

Belvoir. A minimal impact on cultural/historic resources is expected at the Sumner and Dalecarlia sites. Surveys and consultation with the State Historic Preservation Office may be required. Additional operations at Fort Belvoir may further impact threatened and endangered species, leading to additional restrictions on training or operations. This recommendation has no impact on dredging; land use constraints or sensitive resource areas; marine mammals, resources, or sanctuaries; noise; waste management; water resources; or wetlands. This recommendation will require spending approximately \$1.7M for environmental compliance activities. This cost was included in the payback calculation. This recommendation does not otherwise impact the costs of environmental restoration, waste management, or environmental compliance activities. The aggregate environmental impact of all recommended BRAC actions affecting the base in this recommendation has been reviewed. There are no known environmental impediments to implementation of this recommendation.

## CRITERIA 1-4:

- **Force Structure Capabilities:** The Intelligence Joint Cross-Service Group (IJCSG) scenarios have been constructed to accommodate the current and surge requirements. NGA manpower levels remain stable through Fiscal Year 2011 and end strength levels as reported in the 20-year Force Structure Plan remain relatively flat. Therefore, we find that this recommendation is consistent with the 20-year Force Structure Plan.
- **Military Value Analysis Results:** The Defense Intelligence Community's functions are very broad and diverse. Addressing each of these functions individually would result in an unworkable number of scoring plans that would not be representative of the military value of the facilities performing the functions. The IJCSG used a single scoring plan to achieve the BRAC 2005 goal of looking across the Defense Intelligence Community to optimize efficiencies and consolidate or collocate where appropriate. Binning/clustering of facilities was conducted based on Analytical Frameworks (Minimize Vulnerable Commercial Leased Space, Improve (Continuity of Operations (COOP) and Mission Assurance, Align Joint Reserve Intelligence Centers (JRICs), Improve Information Flow and Mission Synergy, Align Intelligence Education and Training, Consolidate Department of Defense Security Central Adjudication Facilities and on statistical analysis of facility attributes in the military value scoring plan. These attributes were grouped in two attribute categories: the Physical Infrastructure Attribute Category (Facility Capability, Facility Condition, Survivability/Force Protection, Specialized Equipment, Ownership/Type Space) and the Location Attribute Category (Geophysical Constraints, Mission Assurance/COOP, Buildable Land, Human & Intellectual Capital, Geographic and Professional Relationships, Economic Cost of Location). The IJCSG also looked at facilities with a low overall Military Value score. Results of this analysis support the strategy-driven scenarios being considered, but did not identify any additional data-driven scenarios. The optimization tool was not used to maximize Military Value because capacity analysis determined there was **no** overall excess capacity in the Defense Intelligence Community.

The results of the Military Value Scoring Plan is a "1 to 267" listing of intelligence facilities that is predominantly a reflection of a facility's condition performing its current intelligence mission. Based on military judgment, only those buildings which directly support the intelligence function are included in the IJCSG Military Value Report. Military Value scores for those buildings ranged from a low of 7.16 to a high of 66.16 and are reported in the Draft IJCSG Military Value Report dated April 13, 2005.

This recommendation addresses several issues identified during the IJCSG military value analysis of intelligence facilities. First, it addresses the low overall military value scores of the NGA Newington, VA, Fort Belvoir, VA, and Bethesda, MD

Dalecarlia site facilities. Second, it replaces all five NGA facilities reported as Category 3, substandard and not economically or justifiably repairable. Last, it addresses three NGA facilities that ranked low in survivability with identified Antiterrorism/Force Protection vulnerabilities. Because this recommendation relocates all NGA functions to a new facility, at a location that does not currently perform intelligence functions, the relative military value scores of the locations currently performing those functions was not determinative, rather military judgment was the deciding factor in reaching this recommendation.

Military Judgment considerations were deliberated within the following context:

- BRAC Transformational Options (TO) Goals - This recommendation supports three of the BRAC transformational goals. First, it supports minimizing leased space across the United States (US) and movement of organizations residing in leased space to Department of Defense-owned space (TO-14) by eliminating just under 1 million square feet of leased space (almost a third of the leased space identified by the Intelligence Joint Cross-Service Group (IJCSG) in the National Capital Region (NCR)) with an annual lease savings of over \$32 million. Second, it supports collocation of functions and headquarters into a “Joint Campus” to enhance interoperability and reduce costs (TO-53) saving \$127.8M annually and greatly enhancing NGA’s geospatial intelligence training and analysis functions. It also eliminates redundant, costly infrastructures associated with geospatial intelligence analysis. Third, it consolidates NCR intelligence community activities now occupying small, government facilities and privately owned leased space to fewer, secure, Department of Defense-owned locations in the region (TO-59).
- Relocation of Defense Intelligence Agencies Outside the NCR - The IJCSG considered relocating the NGA outside of the NCR. This idea was rejected based on the following IJCSG Principals military judgment considerations:
  - **NGA needs to be in close physical proximity to its mission partners for systems acquisition and operation.** The National Reconnaissance Office (NRO) is responsible for acquisition and operation of assets needed for control, tasking and processing of space-based imaging systems. NGA is responsible for the acquisition and operation of assets used for dissemination and exploitation of processed data. Extremely close coordination is required to ensure the systems (space- and ground-based) all work together to support the full tasking, processing, exploitation, and dissemination of geospatial intelligence data.
  - **NGA also has a requirement to be in close proximity to its national intelligence customers to support national intelligence analysis operations.** Relocating NGA outside the NCR will greatly increase the cost of NGA support for, and maintenance of, infrastructure needed by

these national customers. Additionally, augmentation of NGA national customers (a frequent occurrence) from afar will be extremely costly.

- **NGA already maintains over 35% of its personnel outside of the NCR, primarily at its west campuses in St. Louis, MO.** The IJCSG agreed that moving additional NGA resources outside of the NCR would place at risk a considerable amount of intelligence talent and experience currently residing within the NCR. This expertise could not be replaced in the short term and would have a devastating impact on NGA's ability to complete its national intelligence mission. Also, it would place at risk the excellent contractor base with their multi-intelligence and multi-agency skills (NGA's employee base is evenly split between government personnel and contractors).
- **NGA would incur significant additional infrastructure costs to move outside the NCR.** Support for new, robust, expensive communications and geospatial intelligence-specific infrastructures needed to conduct geospatial intelligence analysis at a location outside the NCR would be extremely costly as the support within the NCR could not maintain both systems during parallel operations required for such a move. This support would need to be replicated at the new location and sustained over the two year transition period.
- INT-0004 consolidates NGA at the Fort Belvoir, VA. It collocates the majority of the NCR-based NGA functions with those portions of the Agency that are geographically constrained at Fort Belvoir, VA. From a military judgment perspective, the IJCSG decided that Fort Belvoir, VA represents the best location for NGA's consolidated campus based on enhancements to mission effectiveness and personnel support
  - This scenario consolidates the geo-graphically constrained elements with the remainder of the NGA NCR-based assets and enables a robust communications infrastructure. Specifically, this consolidation allows for synergy between the analysts performing different phases of intelligence and collocates the analysts with the NGA office that coordinates acquisition of their data. Moving imagery requires a great deal of communications throughput. Locating to Fort Belvoir, VA, shortens the required wide-area network lines of communication (greatly lessens costs) and capitalizes on Fort Belvoir's inclusion in the Global Information Grid Bandwidth Expansion program. This recommendation also does not increase the distance to NGA's mission partner, the NRO. Very close coordination is needed to keep the research and development and acquisition of space-based systems compatible with those of the ground-based geospatial-intelligence infrastructure.

This recommendation also provided for better support to NGA personnel. Collocating NGA with its Fort Belvoir, VA-based geographically constrained personnel maximizes support efficiency by consolidating personnel support offices, training equities required at every location occupied by analysts, and providing additional military support functions to NGA personnel and students. It also minimizes the risk of losing a considerable amount of intelligence talent and experience currently residing within the NCR as Fort Belvoir, VA, is located central to NGA's current facilities. This site also offers sufficient land for any future expansion that may be needed, frees several old buildings at Fort Belvoir, VA for potential BRAC action, and addresses the need for NGA to vacate Building 213 at the SEFC by 2007 per GSA request (necessary for the completion of a major Department of Transportation relocation project).

- **NOTE: The Military Value list of facilities for the Intelligence Joint Cross-Service Group is classified and held separately. This report is available upon request to members of the Commission and Congress with the appropriate security clearances and accesses.**

- **Capacity Analysis Results:** Capacity information shown below is taken from the Draft Intelligence Joint Cross-Service Group Capacity Analysis Report dated April 13, 2005. Department of Defense Agencies and Military Departments provided the initial data to identify square footage and personnel authorized for the accomplishment of intelligence functions at each existing location. Current Capacity was determined by identifying total useable square footage (owned, leased, or controlled by the Department of Defense) being used to perform the intelligence functions. Current Usage was computed by adding the space needs for personnel occupying the facilities to the space needed for specialized equipment and administrative support space (determined by the number of people occupying the facility). In computing the space needs of personnel occupying each facility; the IJCSG developed an algorithm by applying military judgment to Department of Defense Instruction 5035.5 space allocation standards. The difference between the Current Usage and Current Capacity was identified as excess space. The optimization tool was not used to minimize Excess Capacity because capacity analysis determined there was **no** overall excess capacity in the Defense Intelligence Community.

Due to a lack of space, the Intelligence Community primarily handles surge operations by reassigning and reallocating existing resources within the current available square footage. The Intelligence Community also flexes to increase 24x7 support by reallocating existing personnel from traditional first shift operations and bringing in a limited number of new personnel (reservists, annuitants, contractors with appropriate expertise and clearances). Therefore, for the purpose of this analysis, the Intelligence Joint Cross-Service Group defined Surge Capacity to be zero square feet.

This recommendation addresses the excess capacity resulting from the creation of the National Imagery and Mapping Agency (now NGA) by eliminating all of the over 176K gross square feet of current NGA excess capacity (over 10% of all leased space the IJCSG identified in the NCR). Additionally, it lessens the 210K square foot capacity shortfall identified in the draft IJCSG Capacity Analysis Report dated April 13, 2005, at the NRO's Westfield, VA facility.

- **NOTE: The Capacity Analysis list of facilities for the Intelligence Joint Cross-Service Group is classified and held separately. This report is available upon request to members of the Commission and Congress with the appropriate security clearances and accesses.**

- **Other Environmental Considerations:**  
For those scenarios where the losing installation is leased property, the scenario proponent may assume, absent data to the contrary that the owner of that property will continue to lease it for similar purposes, and as such, departing such leased location will not adversely impact the environment. Furthermore, the owner of the leased property will become responsible for all environmental restoration, waste management, and environmental compliance at the leased location upon termination of the lease. The scenario proponent may assume that the closure or realignment scenario will not result in costs related to environmental restoration, waste management, and environmental compliance, unless the lease expressly requires such activities before the lease may be terminated (in which case these costs should be included in the summary). Absent any such lease requirements, the scenario proponent need only request that a summary of Scenario Environmental Impacts be completed by the Military Department or DLA for the gaining installation.

**Based on the above guidance, the following leased locations do not have a Criterion 8 report:**

**NGA Reston, VA (Leased, Buildings 1, 2, and 3) - Building 3 is under construction to accommodate personnel currently at NGA Dulles North, VA, a leased location where the lease is expiring.**

**NGA Newington, VA (Contracted; Buildings 8510, 8520, and 8530)**

**NGA at NRO Westfields, VA (Inter Service Support Agreement)**

**NGA at GSA's South East Federal Center, Washington D.C. (Lease, Building 213)**

## **Criteria 5: COBRA Reports**

### **Enclosures:**

- 1. COBRA Realignment Summary Report (Classified – Not Included)**
- 2. COBRA Personnel Summary Report (Classified – Not Included)**
- 3. COBRA Personnel Yearly Percentages Report (Classified – Not Included)**
- 4. COBRA Personnel Impact Report (Classified – Not Included)**
- 5. COBRA Sustainment/Recap/BOS/Housing Change Report**
- 6. Total COBRA One-Time Cost Report**
- 7. COBRA Net Present Values Report**
- 8. Total COBRA Military Construction Assets Report**
- 9. COBRA Input Data Report (Classified – Not Included)**
- 10. Scenario Error Report**
- 11. COBRA Economic Impact Report (Classified – Not Included)**
- 12. Total COBRA Realignment Detail Report (Classified – Not Included)**
- 13. COBRA Personnel/SF/Sustainment/Recap/BOS Deltas Report (Classified – Not Included)**

**National Geospatial-Intelligence Agency Activities  
Intelligence Joint Cross-Service Group Recommendation INTEL-0004  
COBRA CBR Files**

COBRA CBR files for this recommendation are classified and cannot be sanitized or extracted in an unclassified version. Classified COBRA CBR files are available upon request to members of the Commission and Congress with the appropriate security clearances and accesses.

- **Treatment of Fort Belvoir in Cost Analysis: Facilities directly associated with this candidate recommendation are included in the analysis. The IJCSG directed, that for COBRA purposes, analysis be based on the Fort Belvoir Engineer Proving Ground. NGA, as a national intelligence agency, does not require base operating support from the Army. The Engineer Proving Ground, located about two miles from Fort Belvoir, VA, main post and not sharing base infrastructure, allows for a stand-alone enclave utilizing county infrastructure. Therefore, COBRA costing assumes Fort Belvoir Engineer Proving Ground and is calculated using NGA base operations support and sustainment figures.**