United States Intelligence Community

# 500 DAY PLAN

INTEGRATION AND COLLABORATION

FOLLOW-UP REPORT





### LETTER FROM THE DIRECTOR OF NATIONAL INTELLIGENCE |

# **Intelligence Professionals:**

The global geopolitical landscape continues to evolve at an unprecedented pace. The challenge we face as intelligence professionals is to stay ahead of these trends to help our customers – policy makers, law enforcement, homeland security personnel, and war fighters – face current and future national security challenges armed with timely, accurate, and insightful intelligence. Providing customers with this decision advantage will require us to accelerate our transformational efforts to improve integration and collaboration among all Intelligence Community (IC) members.

IC leaders came together in April 2007 to develop the 100 Day Plan for Integration and Collaboration (the 100 Day Plan) which was designed to jump-start the transformation process and build momentum for change. The follow-on 500 Day Plan for Integration and Collaboration (the 500 Day Plan) expanded the number of initiatives under way and increased participation from IC members. The 500 Day Plan consisted of 10 core and 32 enabling initiatives in six focus areas:



- · Create a Culture of Collaboration
- Accelerate Information Sharing
- Foster Collection and Analytic Transformation
- Build Acquisition Excellence and Technology Leadership
- Modernize Business Practices
- Clarify and Align DNI's Authorities

The completed initiatives (39 within the 500 days) resulted in a number of significant IC accomplishments, including:

- Updating Executive Order 12333 to clarify and align DNI and IC authorities
- Rewriting our information sharing policy to codify and clarify "responsibility to provide"
- Implementing a Civilian Joint Duty Program to build trust and relationships within and across agencies and the workforce
- · Recognizing diversity as a strategic mission imperative
- Modernizing and improving the security clearance process to improve clearance processing and reciprocity agreements
- Aligning budget to priorities and strategy through the IC Strategic Enterprise Management (IC-SEM) system, using enhanced planning, programming, and budgeting mechanisms
- Establishing the National Intelligence Coordination Center, ensuring greatly improved situational awareness on the collection enterprise's health and status, and ensuring the IC is focused against the highest intelligence priorities

- Creating additional analytic capabilities and access to intelligence products through the development of Analytic Space (A-Space) and the Library of National Intelligence
- · Standing up the Joint Interagency Cyber Task Force to monitor and coordinate the implementation of the Comprehensive National Cyber Initiative across the IC

These accomplishments helped initiate the transformation we need. Moving forward, the Community must sustain this momentum by executing annual implementation plans aligned with the National Intelligence Strategy and the IC-SEM process.

I thank you all for your commitment to completing the initiatives identified in the 500 Day Plan, and for embracing the changes we are making. I believe that transformation is an ongoing process, not just a response to a report or study. Our progress to date has made our country safer than it was yesterday, and our continued efforts will ensure a safer nation tomorrow and beyond.

JMMcConnell
J.M. McConnell





#### INTRODUCTION |

Beginning in early 2007, Intelligence Community (IC) leaders undertook an aggressive plan to address and resolve the long-standing challenges facing the IC described in the 9/11 Commission Report, the Weapons of Mass Destruction (WMD) Commission Report, and the Intelligence Reform and Terrorism Prevention Act (IRTPA). Between April 2007 and October 2007, the Community completed all 26 initiatives of the 100 Day Plan for Integration and Collaboration. Nearing its completion, IC leaders came together again to develop a more comprehensive plan of action. Based on the results of over 40 studies on the IC conducted over the past 60 years, IC leaders agreed to pursue 42 initiatives addressing six focus areas. In August 2007, the Intelligence Community's 500 Day Plan for Integration and Collaboration (the 500 Day Plan) kicked off with the goal of addressing the complex and deeply seated organizational challenges facing the IC.

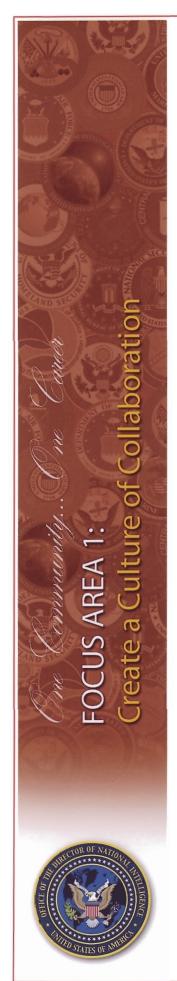
The 500 Day Plan consisted of 10 core and 32 enabling initiatives aligned to six focus areas:

- Create a Culture of Collaboration: Creating a collaborative culture in our 21st century workforce requires a diverse workforce and an appropriate mix of leadership development, incentives, trust-building measures, and skills to create and sustain collaboration from the bottom up. Contributing initiatives included: solidifying performance management systems; improving recruiting, hiring, and retention programs; enhancing our linguistic capabilities; and enhancing education and training efforts for integrated learning experiences.
- Accelerate Information Sharing: Accelerating the flow of information among multiple collection disciplines and analytic communities is critical to our success. Contributing initiatives addressed the need to: design and build an integrated information technology (IT) environment, clarify policies on information sharing, improve connectivity with partners, strengthen security mechanisms, and provide common IT services across the Community.
- Foster Collection and Analytic Transformation: Strengthening the IC's collection and analysis capabilities yields more and more accurate intelligence for our customers. Contributing initiatives in this focus area included: fielding new technologies to improve analysis and product retrieval, developing strategies to improve penetration and collection against hard targets, strengthening collection tradecraft, and improving the responsiveness of the National Intelligence Priorities Framework (NIPF).
- Build Acquisition Excellence and Technology Leadership: Keeping pace
  with technological change across the globe, and ensuring critical technologies are acquired, is difficult for any government element, let alone one of the
  IC's size and diversity. Contributing initiatives address: achieving acquisition
  excellence by streamlining policies and processes, enhancing the professionalism of the technology and acquisition workforce, and moving the IC to the
  forefront of advanced science and technology development.
- Modernize Business Practices: To effectively manage the IC as a whole, we
  must be able to anticipate future needs, align IC resources to strategic priorities, and systematically measure progress. Contributing initiatives in this focus
  area concentrated on: modernizing security clearance processes, building a
  comprehensive end-to-end enterprise management system across the IC that
  links strategy to capabilities to budget, strengthening fiscal stewardship of
  government resources through collaborative financial management

- practices and transformed business systems, and improving the way the IC interacts with customers and citizens.
- Clarify and Align DNI Authorities: Addressing the legal and policy barriers encountered by Office of the Director of National Intelligence (ODNI) and other IC elements has been an ongoing challenge. By clarifying roles and responsibilities, streamlining decision rights, and improving information flow, the IC can achieve many of its integration and performance goals. Contributing initiatives in this focus area included: delineating clear roles and responsibilities between and across IC elements; clarifying IC decision rights; and providing guidance on issues such as security clearances, classification, and information sharing.

Members from across the IC worked collaboratively and effectively across organizational and cultural boundaries to achieve the accomplishments and results outlined in this 500 Day Plan Follow-Up Report. The notable activities and results described in this report will have lasting effects, and will continue to drive the IC toward a more integrated and collaborative environment well into the future.





# PROBLEM |

In the past, intelligence professionals looked for promotions and career paths within their individual agencies. Workforce performance, when linked to anything outside individual contribution, was linked more to individual agency goals than to IC or national security goals. Finding the right people within the IC to address these broader goals was hindered by insufficient recruiting for diversity and specialized skills. Information silos were created among agencies, and barriers to sharing and collaboration took shape under the "need to know" culture. "Jointness" and opportunities for collaboration were achieved by individual task forces, but remained an exception in the general IC culture. With the recognition that trust and relationships must be developed horizontally across agencies, not just within agencies, the IC has recognized the need to increase opportunities for joint duty service and the need to recruit and retain a broader, more diverse workforce that represents the global community in which we serve.

Goldwater-Nichols style encouragement for interagency rotations were first recommended to the IC in the 1991 Director of Central Intelligence Study Group

#### NOTABLE ACTIVITY & RESULTS

- Released the IC Equal Employment Opportunity and Diversity Strategy Implementation Plan, providing a roadmap to promote diversity and inclusion throughout the IC.
- Established and implemented the IC Civilian Joint Duty Program, which requires IC professionals to complete an interagency or comparable assignment as a prerequisite for promotion to IC Senior Executive Service (SES) or equivalent rank. Identified and filled an initial set of billets, and established a method for crediting past joint duty service. Harvard University selected the Joint Duty Program as one of six winners of its prestigious Innovations in American Government Award in 2008.
- Successfully piloted two courses in the IC Joint Leadership Development Program (JLDP), one for new IC senior officers, and the other for IC mid-level managers and professionals.
   JLDP will support and complement the Joint Duty Program.
- Improved the IC's ability to recruit and retain a diverse workforce through: targeted recruiting of Heritage Americans (1st and 2nd Generation Americans), outreach to colleges and universities to increase the number of Centers of Academic Excellence (university programs which provide curricula aligned to IC skill requirements), and overall participation in academic and industry forums.
- Created the National Intelligence Civilian Compensation Program (NICCP), the IC's common evaluation and performance-based pay framework, for its civilian employees. Completed nearly one quarter of the phased conversion of employees in IC elements from the General Schedule into the NICCP.
- Encouraged collaboration via an Intelligence Enterprise Exercise Program, expanded on the success of the Analytic Resources Catalogue by building an IC Capabilities Catalogue, and developed learning and professional development opportunities through the new National Intelligence University (NIU).

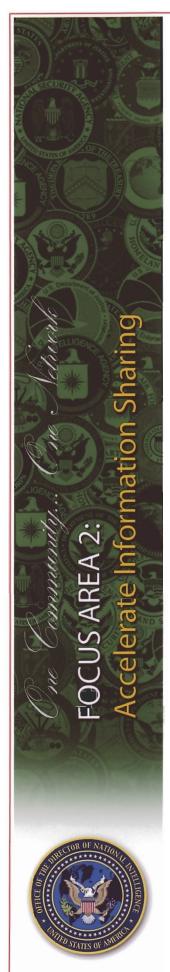
## IMPACT |

- ...On the Intelligence Professional: You are now evaluated against specific performance objectives and common IC performance elements, and the IC pay structure is changing to better recognize and reward high performers. You now have access to rotational assignments, expanded training opportunities, a deeper talent pool, and technology to support your ability to find and network with collaboration partners beyond your home office and agency.
- ...On the Mission: Joint duty experience allows the IC to succeed in delivering innovative, full-spectrum approaches to solving the nation's intelligence challenges while increasing the IC's diversity, and yielding both a deeper and a richer talent pool for collection, analysis, support, and research and development activities.
- ...On the Nation: Eliminating the human and cultural barriers to diversity and information sharing in favor of a workforce with established relationships and trust within and across agencies puts the IC in a better position to respond today, and prepares the IC for tomorrow's national security threats.

# UNDERSTANDING THE VALUE |

Challenge	Accomplishments	Impact	Next Steps
The IC workforce does not currently have the diversity to effectively respond to the complex global threats of the 21st century  Contributing Initiatives:  - Diversity as a Strategic Mission Imperative  - Recruit/Hire/Retain Heritage Americans  - Improve Recruiting Relationships with Colleges and Universities	Drafted Intelligence Community Directive (ICD) 110, Equal Employment Opportunity and Diversity, describing the expectations of the ODNI for equal employment opportunity (EEO) and diversity programs for IC agencies and components Established mentoring, IC affinity groups, and other retention and career development programs in the IC for Heritage Americans Improved partnerships with a dozen colleges and universities Established new partnerships with four universities to help the IC "win the war for talent" Collaborated with professors of national security studies to help shape their intelligence curricula; dozens of IC subject matter experts participated in academic venues that increased student exposure to the world of intelligence	Holds IC leaders and subordinates accountable for excellence in EEO and Diversity management Expands the recruiting pipeline and increases retention of diverse applicants, fulfilling mission-critical requirements in science and technology, foreign languages, and regional/cultural expertise	Continue to emphasize/include EEO and Diversity in strategies and performance objectives  Execute and evaluate the EEO and Diversity Implementation Plan developed under the 500 Day Plan  Expand and continue Heritage American Affinity Groups, opportunities for training, and mentoring
Intelligence professionals did not have the opportunity or incentive to gain an enterprise-wide perspective  Contributing Initiatives:  Implement IC Joint Duty  Performance-Based Pay	Executed the Leadership Exchange Assignment Program pilot, filled over 50 full-time joint duty positions, formally kicked off the IC Civilian Joint Duty Program, completed two pilot courses of JLDP Released ICDs 650, 651, 653, 654, 656, providing policy guidance for the National Intelligence Civilian Compensation Program Established common performance management system requirements across the IC Completed the design, development, and began deployment of National Intelligence Civilian Compensation Program for IC civilian employees	Creates a level playing field on which to evaluate and reward talent, and facilitates joint duty assignments  Rewards high performers by linking individual pay to performance, and adjusts pay for market conditions  Develops IC senior leaders with enterprise perspective to facilitate collaboration and integration  Provides 360° feedback to foster improved mission success and collaboration	Sustain Joint Duty Program momentum through awareness and by increasing assignment opportunities Monitor operational metrics on joint duty and collaboration to evaluate program status Convert the remaining IC civilian workforce to performance-based pay Identify and resolve pay disparities across the IC
IC education and training was primarily agency-focused and lacked an enterprise-wide perspective  Contributing Initiatives:  - Formalize NIU  - Develop IC Exercise Program  - Catalog IC Human Resources (HR) Capabilities  - Improve Foreign Language Capability	Established NIU to leverage and share IC education and training assets Developed an immediate short-term Critical Language Action Plan Released ICD 103, Intelligence Enterprise Exercise Program Developed formal requirements for new foreign language permanent billets	Prepares the IC workforce to collaborate more effectively and bring relevant knowledge and abilities to bear in cross-agency teams Allows the IC to integrate across agencies when anticipating and testing the impacts of disruptive and incremental change Improves foreign language capabilities, analysis, and provides a better understanding of cultures	Establish a comprehensive Community-wide curricular architecture by incorporating existing courses; establish the Institute of National Intelligence to produce and publish lessons- learned IC case studies to benefit all IC learning and professional development programs Implement the NIU Strategic Plan, establishing the College for Advancing National Intelligence and the Institute for National Intelligence to improve learning and development activities across the Community
New employees are needed with critical language, regional, cultural, and technical knowledge to fulfill current and future missions  Contributing Initiatives:  - Implement IC Joint Duty  - Improve Foreign Language Capability  - Improve Recruiting Relationships with Colleges and Universities	Identified several Heritage American communities with mission-critical skills, and created targeted outreach and recruitment activities to reach them  Expanded recruitment in science and technology (S&T) focus areas at colleges and universities, and developed new partnerships with their faculty and students	Expands the recruiting pipeline for applicants who are able to fulfill mission-critical requirements  Contributes to "winning the war for talent" by building a workforce with the analytic, technical, linguistic, and regional/cultural expertise that is critical to 21st century requirements	Partner with the IC, NIU, and EEO and Diversity Office to improve recruitment and retention opportunities  Expand the number and types of colleges and universities participating in the Centers for Academic Excellence program Increase the presence of intelligence professionals resident in college programs, and those participating in industry and academic colloquia





# PROBLEM I

Collection, analysis, and dissemination of information are fundamental to the production of intelligence; yet disconnected IT infrastructures, fragmented governance, and inconsistent resource allocation within the IC have hampered the effective flow of information. Economies of scale for common applications such as e-mail are not realized, and software and hardware accreditations are being repeated at different agencies. These inefficiencies, along with IT planning that is completed at an agency level rather than at the IC enterprise level, slows down the process by which improved and integrated technologies are adopted and fielded across the IC. The global nature of national security challenges requires information sharing not only within the IC, but with domestic, allied, and foreign partners. This demands more flexible, effective cross-domain solutions, which maintain pace with changes in technology.

The 9/11 Commission recommended replacing "need to know" with "need to share," and the IRTPA requires the President to create an Information Sharing Environment for terrorism information – both critical parts of the IC's collaboration and integration efforts

# NOTABLE ACTIVITY & RESULTS |

- Accelerated deployment of integrated IT solutions and information sharing applications, including consolidated e-mail naming conventions and web-based information capabilities.
- Rewrote information sharing policies to codify and clarify "responsibility to provide," consolidated security classification guidance into a single IC classification guide, developed standards for transparent network connectivity across Top Secret/Sensitive Compartmented Information networks, and created the policy framework to collaborate with non-IC Federal departments, agencies, and organizations.
- Developed the underlying IT services supporting "persistent identity" and attribute-based information discovery – two fundamental concepts necessary for implementing "responsibility to provide" in the Community's information environment.
- Created a uniform process to certify and accredit IT software/hardware, established Memorandums of Agreement (MOAs) with the Department of Defense (DOD) to centralize procurement of common IT products and jointly pursue enterprise license acquisitions, published IC guidance on data centers, established a Concept of Operations (CONOPS) for unified e-mail across the IC, established foundational services and capabilities for federated IC e-mail capability, inventoried Community-developed software and application services to identify opportunities for re-use, and completed a common service registry pilot.

## IMPACT I

...On the Intelligence Professional: Your decisions on information sharing, discoverability, access, and dissemination are now driven by a "responsibility to provide." Technology and policies make it easier for you to identify and access information and to collaborate and share information. You can now access Commercial Off-the-Shelf hardware and software more quickly than you could in the past. The current classification guide you use will be revised in the coming months to reflect new parameters for safely sharing intelligence with colleagues, customers, and partners.

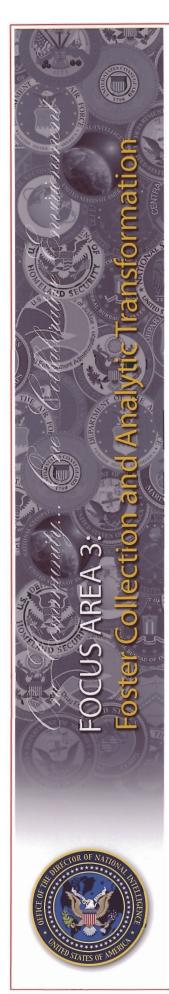
...On the Mission: "Responsibility to provide," and underlying IT services, open our ability to deliver tailored, timely, accurate, and insightful intelligence products within the IC as well as with domestic and foreign partners and customers. The use of shared services and infrastructures are increasing, allowing agency IT staff to focus on serving their primary missions and customers. The need for custom development is diminishing due to the promulgation of software and applica-

tion services inventories and an emphasis on re-use. Redundant work in areas such as certification and accreditation is no longer necessary due to adoption of Community-centric IT practices. ...On the Nation: By eliminating the policy barriers to information sharing within the IC, the Community is using information integration to realize the full potential of its workforce and create decision advantage for traditional IC customers as well as non-IC Federal departments, agencies, offices, and foreign partners. The IC is also leveraging its size for IT investments to reduce acquisition costs and improve system interoperability.

# UNDERSTANDING THE VALUE |

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Challenge	Accomplishments	Impact	Next Steps
Existing policies, processes, culture, and systems hamper information sharing in the IC Contributing Initiatives:  - Enhance Information Sharing Policies and Processes - Implement Attribute-Based Access & Discovery - Collaborative IT for non-IC Partners - Create Single Information Environment	Released ICD 501, Discovery and Dissemination or Retrieval of Information within the Intelligence Community  Piloted IC Attribute, Authentication, and Authorization Services, and drafted IC Policy Memorandum (ICPM) on Identity Management of IC Personally Identifiable Information  Developed Agency Oversight Structures Responsiveness Plan to increase awareness, arbitration, and Community-level coordination and adjudication  Established policy, guidance, procedures, training, and an initial set of metadata standards through the IC Reach and Metadata Collaboration programs  Developed an IC technical architecture for portions of the analytic transformation segment of the IC operational architecture  Issued five IC standards for e-mail (e.g., full-service directory, 20MB file size) and two IC standards for networks (DNS standardization, network routing and peering) to facilitate greater information sharing	Increases the availability, protection, and accessibility of IC information to analysts, collectors, operators, and domestic and foreign customers  Provides the foundation for sharing while providing accountability with attribute-based access control and discovery services, standards and policies  Metadata standards will enable better discovery of and access to relevant intelligence information  Development of appropriate business, application, information, and technology enterprise architectures will help address critical IC requirements, enable better information systems acquisition, and improve systems integration and interoperability	Publish appropriate IC Policy Guidance (ICPG) to support ICD 501  Execute the multi-year IC Information Integration and Management Strategy  Develop the IC-wide IT governance structure, architecture, and portfolio management to enable a Single Information Environment  Begin rolling out IC-wide identity management services  Develop additional metadata standards, and integrate these standards in information access and discovery systems  Continue to expand development of IC enterprise architecture capabilities to enhance integration, collaboration, and information systems acquisition  Through the IC Information Integration Program (I2P), move the IC toward more integrated end-to-end capabilities
Fragmented IT decision making and stove-piped networks and applications inhibit an IT environment that encourages information sharing and collaborative work  Contributing Initiatives:  - Create Single Information Environment  - Collaborative IT for non-IC Partners	Rolled out integrated IT solutions and information sharing applications including consolidated e-mail naming conventions and information capabilities such as Intellipedia, iVideo, and Intelink  Developed MOA with the DOD establishing a joint license acquisition strategy that enables net-centric licensing  Developed an acquisition model for commercial open source data that eliminates redundant and costly data acquisition and provides commercial open source data on Intelink-U  Established an Intelligence Technology Exchange Group that promoted collaborative partnerships and exchanged innovative research and enterprise information technologies between IC members  Delivered three pilot courses that emphasized multi-IC element teaming, building local expertise, and leveraging scarce resources to rapidly field technological innovations in a sharing environment	Frees resources for intelligence priorities, enhances information sharing through effective enterprise solutions, optimizes IT investment and sustaining costs, and addresses continuity of operations	Continue development and deployment of integrated IT capabilities for the IC, in alignment with the IC 12P Continue to develop common information systems infrastructure and applications
Classification, declassification, and release standards were governed by inconsistent IC policy, guidance, and processes  Contributing Initiatives:  - Single Community Classification Guide	Drafted IC Classification Guide, providing guidance and consistency for classification markings in the IC	Enables a common framework, controls, and process for classifying and handling information, increasing the trust across organizational lines and facilitating information sharing	Complete coordination and release of policies associated with a single classification guide Conduct agency-specific implementation, providing for consistency in classification marking, dissemination controls, and improved information sharing
Multiple IT Certification & Accreditation (C&A) processes prevent integration of applications and information sharing Contributing Initiatives: - Improve IT C&A Process	Released ICD 503, IC IT Systems Security Risk Management, Certification, and Accreditation, providing consistency of C&A processes and requiring reciprocity of approved C&A findings across agencies	Establishes common standards, reciprocally accepted C&A decisions, and a single process to manage risk to IT systems across the IC enterprise	Conduct agency-specific implementation of the ICD, allowing for improved integration of systems through consistent C&A processes and reciprocity of accreditation between agencies





#### PROBLEM |

The IC was not always successful in the past at socializing intelligence priorities provided by customers, redirecting the intelligence collection enterprise, or effectively tapping the analytic community when time was too short for traditional forms of coordination. No common business processes existed to effectively administer collection requirements at a strategic level, which made it difficult for the IC to develop and prosecute multi-INT strategies against high-priority intelligence targets. Additional avenues for collection such as human intelligence (HUMINT), foreign partner relationships, and open source were limited, and analytic quality was inconsistent due to uneven and difficult-to-assess reporting processes. Analytic products were not consistently available or objective, nor did they leverage the breadth and depth of critical thinking that exists within the IC. S&T intelligence analytic shortfalls were growing, especially in emerging and disruptive technologies due to lack of long-term investment.

The WMD Commission recommended that the ODNI "...create a new management structure...that manages collection as an 'integrated collection enterprise.' " Both the Aspin-Brown Commission (1996) and the Markle Foundation Report (2002) recommended building "virtual analytic communities" to encourage real-time information sharing

#### NOTABLE ACTIVITY & RESULTS |

- Delivered the first versions of the Library of National Intelligence (LNI) and Analytic Space (A-Space), leveraged emerging search capabilities as part of the A-Space debut, established analytic evaluation programs within each analytic organization in the IC and set entry-level analyst training standards, and created a plan to rebuild and strengthen the S&T analytic workforce.
- Stood up the National Intelligence Coordination Center (NIC-C) to provide the means to manage Community collection as one enterprise. Expanded the development of multi-INT collection strategies on hard targets, and identified foreign countries with whom to increase intelligence cooperation and strategic partnerships.
- Clarified IC HUMINT missions, roles, and responsibilities, and promulgated guidance for HUMINT tradecraft, training, and reporting standards.
- Enhanced the process for developing national intelligence priorities by improving the dialogue with senior IC customers, opening the door to direct input by senior customers into the NIPF process, and changing procedures to reduce the overall number of priorities in the NIPF matrix.
- Delivered a plan to strengthen S&T intelligence analysis by focusing on all-source analysis of emerging and disruptive technologies.

#### IMPACT I

- ...On the Intelligence Professional: You now have new collection management processes to focus the IC's collection assets, new analytic collaboration technologies to reach your peers involved in collection and analysis, and strengthened relationships with foreign partners to help you address hard targets. The IC is implementing augmented training standards for HUMINT collectors and junior analysts, and is implementing new guidance on how HUMINT collection is deconflicted, executed, reported, and disseminated.
- ...On the Mission: Focusing, adapting, and aligning our analytic and collection capabilities to respond to customer priorities is easier with the new NIC-C and revised NIPF structure. Analytic tradecraft across the IC is strengthened by improved collaboration tools and analysis standards, furthering diversity of thought and the delivery of broader and deeper analytic content.
- ...On the Nation: By transforming collection management and analysis, we can quickly refocus our nation's collection assets on priority targets when needed, and keep our analysts concentrating on the most important threats. Having a stronger S&T analytic workforce allows the IC to fill a critical gap in our nation's understanding of key intelligence issues, and new standards and increased focus on collection are helping to close the gaps on hard targets.