
INTELLIGENCE COMMUNITY DIRECTIVE NUMBER 116



INTELLIGENCE PLANNING, PROGRAMMING, BUDGETING, AND EVALUATION SYSTEM

(EFFECTIVE: 14 SEPTEMBER 2011)

A. AUTHORITY: The National Security Act of 1947, as amended; Executive Order (EO) 12333, as amended; and other applicable provisions of law.

B. PURPOSE: This Intelligence Community Directive (ICD) establishes overarching policy and a management framework relevant to the Director of National Intelligence (DNI) National Intelligence Program (NIP) development and budget execution authorities. This Directive also constitutes in part the procedures called for in EO 12333 Section 1.3(b)(20). This Directive rescinds ICD 106, *Intelligence Community Strategic Enterprise Management*, 20 November 2008.

C. APPLICABILITY: This Directive applies to the Intelligence Community (IC) as defined by the National Security Act of 1947, as amended; and such other elements of any other department or agencies as may be designated by the President, or designated jointly by the DNI and the head of the department or agency concerned, as an element of the IC.

D. POLICY

1. The Intelligence Planning, Programming, Budgeting, and Evaluation (IPPBE) system is designed to effectively shape and sustain intelligence capabilities through the development of the NIP and budget consistent with the National Intelligence Strategy (NIS) and other applicable National Strategies or Presidential Policy Directives. IPPBE ensures a predictable, transparent, and repeatable end-to-end process to collect and prioritize intelligence mission requirements in the context of the strategic objectives of the DNI and the IC. In addition, IPPBE supports the DNI's participation in the development of the Military Intelligence Program (MIP).

2. The IPPBE system comprises the interdependent phases of planning, programming, and budgeting that are informed by ongoing evaluation. Each phase is informed and guided by the products and decisions produced in other phases.

a. **Planning:** The planning phase identifies IC strategic priorities and Major Issues to be addressed in the programming phase. Planning includes the following primary activities:

- (1) Analyzing impacts of sustaining current capabilities, long-term trends, and alternative future challenges;
- (2) Identifying and analyzing strategic issues and future customer needs; and
- (3) Identifying gaps and shortfalls by analyzing current IC capabilities.

b. **Programming:** The programming phase provides options to frame DNI resource decisions through analysis of alternatives and studies that assess cost-performance benefits. Programming includes the following primary activities:

- (1) Conducting Major Issue Studies, which assess and analyze high impact cross-community issues and provide feasible alternatives;
- (2) Developing Independent Cost Estimates (ICE), which provide a total life-cycle cost estimate for Major System Acquisitions and other programs of interest;
- (3) Developing the Consolidated Intelligence Guidance (CIG), which documents IC strategic priorities and conveys DNI direction for building the United States intelligence program and budget;
- (4) Deconflicting and integrating guidance for MIP-funded and joint NIP/MIP-funded activities into the CIG; and
- (5) Managing the Strategic Program Briefings (SPB), which provide a strategic-level dialogue between the DNI and each Program Manager regarding incorporation of DNI priorities and other CIG direction into their program build.

c. **Budgeting:** Budgeting and execution activities addressed in IPPBE have the goal of producing and implementing an annual consolidated NIP budget. Budgeting includes the following primary activities:

- (1) Developing the Intelligence Program Budget Submission (IPBS) Procedural Guidance.
- (2) Developing and issuing DNI Decision Documents to adjust NIP program resources.
- (3) Developing the NIP portion of the President's Budget;
- (4) Ensuring the budget submission is executable, aligned with the CIG, and reflects performance-based budget decisions;
- (5) Presenting, justifying, and defending the NIP budget to the Office of Management and Budget (OMB) and Congress;
- (6) Managing apportionment and reprogramming activities;
- (7) Reviewing the execution of the NIP budget and participating in MIP execution reviews; and
- (8) Developing supplemental appropriations requests.

d. **Evaluation:** Evaluation assesses the effectiveness of IC programs, activities, major initiatives, and investments in implementing DNI guidance in the context of their original objectives, measures of effectiveness, metrics, outcomes, benefits, shortfalls, and costs. The purpose is to provide insight to inform investment decisions and future guidance, to identify material and non-material solutions to IC challenges, and to identify best practices to improve IC effectiveness. The IPPBE evaluation process leverages existing reports to economize evaluation efforts across the IC. Evaluation activities include:

(1) Strategic Evaluation Reports – Independent evaluations of prior major issue decisions and intelligence investments to assess their effectiveness relative to expected outcomes, success measures, prior investments, cost benefits, and potential utility;

(2) Budget and Performance Reports – Assessments of IC-wide budget, performance, and execution measures to enable performance-based budget decisions;

(3) NIS Progress Assessment – An assessment of IC progress towards achieving the goals and objectives of the NIS to inform decisions and products in each phase of the IPPBE System; and

(4) IC Strategic Assessment – An annual assessment of the implications for the IC of policy and strategy changes, long-term trends, and alternative future challenges to inform decisions and products in each phase of the IPPBE System.

E. ROLES AND RESPONSIBILITIES

1. The DNI provides guidance and:

- a. Exercises final authority over NIP development and budget execution;
- b. Approves the planning and programming priorities; and
- c. Participates in the development of the MIP.

2. IC Element Heads:

- a. Assess mission needs to identify intelligence gaps and shortfalls during the planning phase and identify requirements to the ODNI;
- b. Recommend and participate in Major Issue Studies;
- c. Develop and present SPBs to the DNI on implementation of the CIG;
- d. Notify the ADNI/CFO and ADNI/SRA when there is a major change from what was presented in the SPB;
- e. Develop and submit an IPBS and Congressional Budget Justification Book;
- f. Provide representation to staff-level fora for all phases of IPPBE;
- g. Provide requested information to the DNI to support development and determination of a performance-based NIP budget;
- h. Provide performance assessment information to the DNI detailing accomplishments and challenges in implementing NIS mission and enterprise objectives to support a comprehensive evaluation regime;
- i. Manage and oversee the execution of appropriated programs, as applicable; and

j. Advise the DNI on reprogramming proposals required to address changing programs and emerging requirements.

3. ADNI/SRA:

- a. Manages the integration and synchronization of the IPPBE system;
- b. Leads the planning and programming phases of IPPBE and publishes the CIG;
- c. Develops the Major Issues List, which documents the Major Issue Studies to be completed in the programming phase;
- d. Manages the SPBs;
- e. Develops ICEs;
- f. Manages the IC Capability Requirements process in accordance with DNI policy and guidance;
- g. Produces Strategic Evaluation Reports; and
- h. Consolidates and integrates evaluation findings for input to the IPPBE phases of planning, programming, and budgeting.

4. ADNI/P&S:

- a. Leads the development of the NIS;
- b. Conducts NIS Progress Assessments; and
- c. Manages the production of Strategic Assessments in consultation with the Deputy DNI for Intelligence Integration (DDNI/II).

5. ADNI/CFO:


- a. Leads the budgeting phase;
- b. Leads in-depth analysis of the IPBS and other budgets, as appropriate;
- c. Leads IC budget and performance management by establishing, tracking, and reporting on goals, measures, and initiatives;
- d. Develops and issues DNI Decision Documents;
- e. Publishes the NIP portion of the President's Budget;
- f. Develops, presents, justifies, and defends the NIP budget to OMB and Congress;
- g. Develops Congressional appeal letters;
- h. Develops and justifies supplemental appropriation requests;
- i. Oversees budget execution by conducting NIP execution reviews and participating in the Office of the Under Secretary of Defense for Intelligence-led MIP execution reviews;
- j. Manages financial reporting and analysis of NIP resources; to include apportionment and reprogramming of appropriated funds;
- k. Maintains the DNI's budget and execution systems that support the NIP budget requests and historical program of record; and

1. Provides guidance on, and oversees all NIP-related financial management operations and reporting for the IC.

6. DDNI/II:

- a. Leads the development, implementation, and assessment of the Unifying Intelligence Strategies;
- b. Articulates, prioritizes, and conveys mission requirements identified by the Program Managers, IC Elements, and National Intelligence Mission Managers;
- c. Participates in Major Issue Studies and other related studies; and
- d. Coordinates, prioritizes, and optimizes intelligence integration capabilities and activities.

F. EFFECTIVE DATE: This Directive becomes effective on the date of signature.


 Director of National Intelligence

14 Sep 2011
 Date