PLAN FOR CONSOLIDATION OF DEFENSE HUMINT

I. (U) PURPOSE.

(U) This plan is the result of an effort initiated in June 1993 by the Deputy Secretary of Defense (DEPSECDEF) who, in response to discussions during the annual Joint Review of Intelligence Programs with the Director of Central Intelligence (DCI), requested the Assistant Secretary of Defense for Command, Control, Communications, and Intelligence (ASD(C3I)) to develop a plan to consolidate the separate human intelligence (HUMINT) elements of the components of the Department of Defense into a single, organization (joint field operating activity) under the DoD HUMINT Manager.

(U) The purpose of the consolidation is to preserve the Department's ability to manage HUMINT under the constraints of diminishing resources while more rapidly and efficiently focusing the HUMINT elements of the Department on targets worldwide. Emphasis was put on replacing the current separate management entities within the Military Departments and the Defense Intelligence Agency (DIA) with a single organizational structure, thus absorbing cuts in management overhead, while preserving field collection capability.

II. (U) BACKGROUND.

(U) The Department has been moving towards consolidation of its human intelligence activities since the approval of the Plan for Restructuring Defense Intelligence in March 1991. The move was taken a step further with the December 1992 approval of DoD Directive 5200.37, "Centralized Management of DoD Human Intelligence (HUMINT) Operations," which centralized the decisionmaking process under the DoD HUMINT Manager, established the concept of HUMINT Support Elements at the combatant commands, authorized the formation of operating bases, and required the consolidation of HUMINT support services.

(U) In addition to the general departmental movement towards centralization, there are fiscal pressures arguing for the consolidation of resources. The 1993 Joint Review pointedly demonstrated that there will be cuts made, even to protected programs such as HUMINT. Although certain portions of DoD HUMINT within the GDIP were protected, the DCI and Deputy Secretary agreed to reduce the remaining resources by twenty percent (20%) by fiscal year 1996. This will equate to a loss of at least 350 manpower spaces along with supporting funds. The only way to absorb such a loss without a major degradation in current field capability is to consolidate management and support functions further.

CLASSIFIED BY: DASD(I)
DECLASSIFY ON: OADR

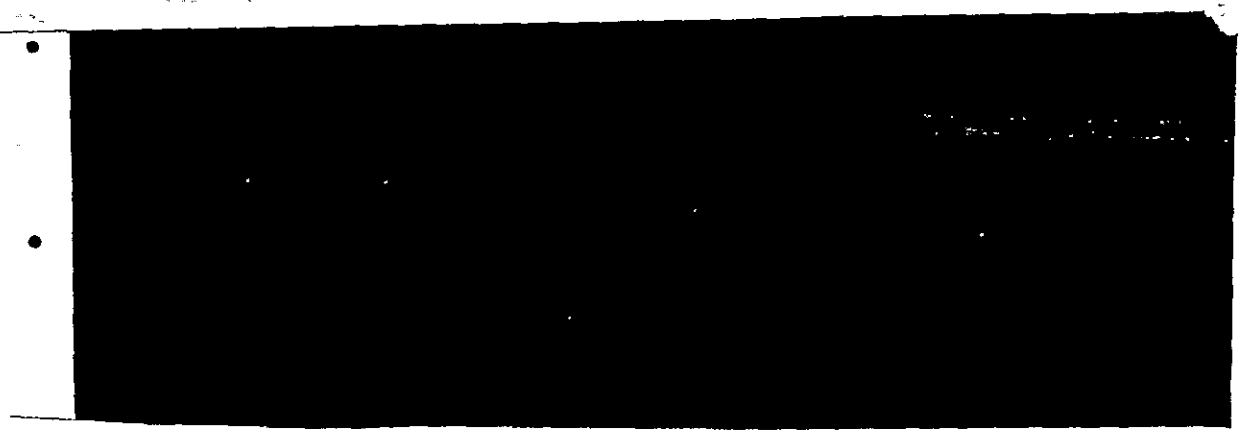
(U) In applying budget reductions, we are guided by the necessity to make cutbacks in Defense HUMINT commensurate with reductions in the forces supported, to increase our focus on flexibility and responsiveness, to enhance our capability to respond to crisis and contingencies, and to improve our support to the combatant commanders. This dictates a strong focus on "jointness" consistent with the spirit of the Department of Defense Reorganization Act of 1986.

(U) The ASD(C3I) asked the Director of DIA, in the role of DoD HUMINT Manager, to provide detailed recommendations to the ASD(C3I) concerning the creation of a viable consolidated HUMINT joint field operating activity. These recommendations, contained in the attached proposal (Encl 1) for creation of the Defense HUMINT Service (DHS), were developed through a series of working groups with participation from the Military Departments, the Joint Staff, DIA and the CIA.

III. (U) MAJOR RECOMMENDATIONS OF THE PLAN.

(U) The plan for consolidation of Defense HUMINT received a wide range of comments from the Office of the Secretary of Defense, the Military Departments, the Joint Staff, the Defense Intelligence Agency, and the combatant commands. These comments were carefully evaluated and resulted in recommendations for the following:

- (U) Consolidation of the separate HUMINT budgets within the General Defense Intelligence Program (GDIP) of the National Foreign Intelligence Program (NFIP) into a single DoD HUMINT budget.



- (U) Creation of an overt HUMINT capability within each of the Military Department's TIARA aggregation.

IV. (U) IMPLEMENTING ACTIONS.

A. (U) Consolidation of the separate HUMINT budget lines within the General Defense Intelligence Program (GDIP) of the

National Foreign Intelligence Program (NFIP) into a single DoD HUMINT budget.

(U) Currently, DoD GDIP HUMINT is divided into four major programs: DIA HUMINT (Controlled and Overt); Army HUMINT (Controlled and Overt); Navy HUMINT (Controlled and Overt); and Air Force HUMINT (Controlled and Overt). Movement of funds between the programs is difficult, reducing the Department's ability to cross-level in crises and hampering the ability of the DoD HUMINT Manager to exert discipline within the system.

(U) With the creation of the Defense HUMINT Service with its single manpower authorization, a consolidated budget is a requirement. Separate Military Department HUMINT functions will no longer exist, obviating the need for the separate GDIP lines.

IMPLEMENTATION:

1. (U) The Assistant Secretary of Defense (Command, Control, Communications, and Intelligence) shall:

a. (U) Monitor the execution of the tasks assigned below and in the attached proposal for creation of the DHS and, working with the Comptroller, ensure that the consolidated DoD GDIP HUMINT budget is created.

b. (U) Periodically report the progress toward completion of this objective to the DEPSECDEF.

2. (U) The Director, DIA shall:

a. (U) In his role as the manager of the General Defense Intelligence Program (GDIP), build a consolidated DoD GDIP HUMINT budget, consisting of separate overt and controlled HUMINT sub-budgets. The first submission of the consolidated budget proposal and justification may be as early as fiscal year 1995, if feasible.

b. (U) In coordination with the ASD(C3I) and the DCI, brief and solicit the support of the appropriate Congressional Committees concerning the plan to consolidate the DoD GDIP HUMINT budget.

c. (U) Develop a budget modification to support the provisional establishment of the DHS during FY 1994.

d. (U) Identify in detail the locations of all DoD HUMINT infrastructure for the current DoD HUMINT system, including GDIP and non-GDIP budgets.

e. (U) Ensure appropriate and timely coordination with the DCI's Community Management Staff for the creation of the consolidated DoD HUMINT budget.

B. [redacted]

(U) Creation of the Defense HUMINT Service will allow the DoD HUMINT Manager to meet the reductions dictated in the FY 1995-1999 Joint DEPSECEF-DCI Planning Guidance through the elimination of management infrastructure not associated with the DHS.

(U) The existing management organizations within the Defense Intelligence Agency and the Military Departments have been necessitated not only by the need to control and direct the activities of their component, but also by the requirement in Title 10 of the United States Code for effective supervision of those activities by the Secretary of each Department.

[redacted]

(U) In essence, there are four separate approval processes, one for each of the Military Departments and the Defense Intelligence Agency, overlain with requirements for DCI coordination and OSD review prior to final "approval." Considering that all requirements taskings are now centrally managed through DIA, it would appear to be more efficient to align the approval process accordingly. The need for DCID 5/1 coordination and OSD review will remain, but the need to retain the four separate management structures should not.

(U) As Service clandestine, overt, and support activities are transferred to the DHS, the corresponding responsibility for effective supervision and control of these activities will be consolidated under the Deputy Secretary of Defense. The ASD(C3I) will act as the Deputy Secretary's principal staff assistant in the execution of these responsibilities.

(U) Through the creation of a joint manning authorization, the military and civilian billets of the Defense HUMINT Service will be under the day-to-day management of the Director, DHS, acting under the authority of the DoD HUMINT Manager. The sub-elements

of the DHS will not retain an affiliation with the Military Departments requiring separate command relationships.

(U) The DHS will be established as a joint field operating activity within a single Joint Manpower Program (JMP).

[redacted]

IMPLEMENTATION:

1. (U) The Assistant Secretary of Defense (Command, Control, Communications, and Intelligence) shall:

a. (U) ~~(S)~~ Prepare a request for the Secretary of Defense to consolidate responsibilities for effective supervision and control of the human intelligence activities of the Department of Defense under the Deputy Secretary of Defense. The request shall propose that the consolidation of responsibilities be effective incrementally as operational control of Service HUMINT headquarters, support, clandestine and overt activities are transferred to the Director, Defense Intelligence Agency and shall include a memorandum for signature by the Deputy Secretary appointing the ASD(C3I) as the principal OSD staff assistant for exercise of these responsibilities.

b. (U) ~~(S)~~ Recommend the transfer of operational control of individual clandestine, overt, and support activities prior to the actual transfer of the activity's billets when such a control arrangement is appropriate.

c. (U) ~~(S/NF)~~ In conjunction with the Director of Administration and Management, revise DoD Directives 5105.29 and 5200.37, as appropriate.

d. (U) ~~(C)~~ Establish referral criteria that ensures ASD(C3I) knowledge of all clandestine and sensitive DoD HUMINT activities as the effective supervision and control of those activities is consolidated under the Deputy Secretary of Defense.

e. (U) Monitor the execution of the tasks assigned below and in the attached (Encl 1) proposal for creation of the DHS and, working with the Comptroller, ensure that the resources transfers are made to comply with the objective.

f. (U) Ensure that DoD HUMINT continues to be responsive to the Warfighter.

g. (U) Ensure that the consolidation promotes total communications interoperability.

h. (U) Periodically report the progress toward completion of this objective to the DEPSECDEF.

2. (U) The Secretaries of the Military Departments shall:

a. (U) Transfer the resources of Service GDIP HUMINT headquarters, clandestine, overt, and support elements into the DHS on a time phased basis as indicated by the attached schedule (Encl 2).

b. (U) Ensure that the management functions assumed by the Deputy Secretary of Defense and the DoD HUMINT Manager in the creation of the DHS are not replicated within their components.

c. (U) During the operation of the provisional DHS and prior to the creation of the joint manning document or any directed transfer of operational control, make the existing HUMINT command and control structures of their components responsive to the direction of the DHS.

d. (U) Upon consolidation of the responsibility for effective supervision and control of DoD HUMINT activities under the Deputy Secretary, cease statutory oversight review of those activities.

e. (U) Ensure that adequate numbers of personnel from each Military Department are available for training in HUMINT skills and are made available for assignment to the DHS as required.

3. (U) The Chairman of the Joint Chiefs of Staff shall ensure that all possible assistance is rendered to the DoD HUMINT Manager in the creation of the DHS and its joint manpower document.

4. (U) The Director, Defense Intelligence Agency (DIA) shall:

a. (U) In consultation with the Military Departments and the Joint Staff, develop and establish a Joint Table of Distribution (JTD) for the DHS by April 1995.

b. (U) Transfer DIA GDIP HUMINT headquarters, clandestine, overt, and support elements into the DHS on a time-phased basis as indicated by the attached schedule.

c. ~~(c)~~ (U) Activate the DHS as a provisional organization, using existing DoD GDIP HUMINT resources and structures within FY 1994. The provisional organization will assume the DoD HUMINT Manager's responsibility for direction of all DoD GDIP HUMINT activities and will provide the approval mechanism for all DoD HUMINT activities. Establish a headquarters structure

first, followed by support, clandestine, and overt elements in accordance with ther time-phased schedule.

d. (U) When considered essential to the efficient functioning of Defense HUMINT, recommend to the ASD(C3I) the transfer of operational control of headquarters, clandestine, overt, or support elements to the DHS (provisional or established) prior to the scheduled transfer of the overall activity.

e. (U) Be prepared to accept the transfer of operational control of headquarters, clandestine, overt, and support elements into the provisional DHS prior to the establishment of the JTD and the actual transfer of billets.

(u)

f. ~~(S/NF)~~ Continue to refer to the ASD(C3I) for review all proposals for clandestine and sensitive HUMINT activities that meet the criteria of DoD Directive 5105.29. Ensure that ASD(C3I) is made aware of the details of all clandestine and sensitive DoD HUMINT activities in a timely manner.

g. (U) Ensure that an appropriate density of critical military specialty skills from each of the air, ground, and sea components are present within the headquarters, overt, and clandestine elements of the DHS.

IMPLEMENTATION:

1. (U) The Assistant Secretary of Defense (Command, Control, Communications, and Intelligence) shall:

a. (U) Monitor the execution of the tasks assigned below and in the attached proposal for consolidation of support activities (Enclosure 1).

b. (U) Ensure that the consolidation proceeds with due regard for intelligence career paths.

c. (U) Develop a DoD Directive on the provision of cover and cover support within DoD.

d. (U) Periodically report the progress toward completion of this objective to the DEPSECDEF.

2. (U) The Secretaries of the Military Departments shall:

a. (U) Affect the transfer of GDIP HUMINT support elements into the DHS on a time phased basis. Anticipate that support units will be transferred early in Phase I of the consolidation.

b. (U) Ensure that non-GDIP billets currently assigned to a support activity are not reassigned from the activity without the coordination of the DoD HUMINT Manager.

c. (U) Establish procedures to ensure that military personnel assigned to the DHS are adequately represented in selections for promotion, schooling, and non-HUMINT assignments.

d. (U) Assist the DoD HUMINT Manager in the creation of separate career programs and a career personnel management system for all military HUMINT personnel.

3. (U) The Director, DIA shall:

a. (U) Create a DoD centralized and integrated joint cover management structure using the current FSC organizational structure as a baseline and integrating DIA and other Service GDIP HUMINT support billets into that structure to provide cover and systems support to DoD and selected non-DoD customers.

b. (U) In conjunction with non-GDIP DoD customers, negotiate procedures and resource levels necessary to sustain an acceptable level of support for non-GDIP activities.

c. (U) In consultation with the Military Services, create separate and distinct career programs and a career personnel management system for all DoD clandestine military and civilian HUMINT personnel similar to the "GREAT SKILLS" and "MICECP" programs currently in effect within the Army, leaving those programs intact as long as appropriate.

d. (U) Consolidate DoD HUMINT-related research and development activities into a single support organization in the DHS and ensure that all DoD HUMINT-related R&D activities are coordinated within the Department and with the Central Intelligence Agency to eliminate unnecessary duplication.

D. (U) Creation of an overt HUMINT capability within each of the Military Department's TIARA aggregation.

(U) The Tactical Intelligence and Related Activities (TIARA) aggregation provides for resources outside of the NFIP to meet the tactical intelligence needs of the Department of Defense. There is no identified HUMINT program within TIARA. Document exploitation and tactical prisoner of war interrogation have been considered to be HUMINT-related, without being identified as TIARA HUMINT.

(U) Based on the concerns of the Military Departments that overt HUMINT requirements tailored to their specific interests will not be efficiently covered under the DHS proposal, it is apparent that each Department should make a small investment in

UNCLASSIFIED

creating a HUMINT element within the TIARA programs of each of the Military Departments.

(U) The creation of these TIARA billets and the accompanying TIARA funding will be independent of the GDIP changes due to the creation of the DHS.

(U) The assignment of collection requirements to the TIARA overt collectors will be coordinated with the DHS to ensure that there is no duplication in tasking among the separate elements.

(U) The TIARA elements will be limited to overt, non-sensitive activities only. They will not engage in clandestine or overt sensitive activities.

IMPLEMENTATION:

1. (U) The Assistant Secretary of Defense (Command, Control, Communications, and Intelligence) shall:

a. (U) Monitor the execution of the tasks assigned below and in the attached proposal for creation of the TIARA HUMINT program.

b. (U) Periodically report the progress of completion of this objective to the DEPSECDEF.

2. (U) The Secretaries of the Military Departments shall:

a. (U) If desired, create within their individual TIARA programs, a small HUMINT element focused on overt collection of intelligence of interest to their component only.

b. (U) In consultation with the Defense Intelligence Agency, establish a clearly delineated area of responsibility for the TIARA HUMINT elements that does not overlap unnecessarily with the responsibilities of the DHS.

c. (U) Consult with the DoD HUMINT Manager in the development of the annual budget submission for the TIARA HUMINT elements.

3. (U) The Director, DIA shall:

a. (U) Assist the Military Departments in delineating the responsibilities of the TIARA HUMINT elements.

b. (U) Review any annual TIARA HUMINT budget submissions and provide comments and suggestions as appropriate.

c. (U) Ensure that there is no unnecessary overlap between the responsibilities of the TIARA HUMINT elements and the DHS.

UNCLASSIFIED

E. (U) Other responsibilities as outlined in the attached proposal for creation of the Defense HUMINT Service.

(U) The proposal (Encl 1) for creation of the Defense HUMINT Service was developed through a working group process which included invitees from the Military Departments and the Joint Staff. The results reflect the best corporate judgment of those groups and captures as many individual objectives, goals, and actions as could be predicted at this time.

(U) The success of the consolidation of Defense HUMINT will be dependent on our ability to follow that general road map, identifying major obstacles as they are encountered. The approach is basically sound and should provide ample guidance for the initiation of the actions required.

IMPLEMENTATION:

1. (U) The Assistant Secretary of Defense (Command, Control, Communications, and Intelligence) shall:

a. (U) Closely monitor the execution of the tasks identified in the proposal and provide guidance as necessary for modifications to the proposal.

b. (U) b. Resolve any conflicts between this plan and the attached proposal.

2. (U) The Director, DIA shall:

a. (U) Execute the tasks listed in the attached proposal, identifying any obstacles which cannot be resolved to the ASD(C3I).

b. (U) Provide to the ASD(C3I) a quarterly update of progress against the objectives, goals, and actions contained in the proposal.

V. (U) EFFECTIVE DATE: This plan is effective upon approval.

[redacted]