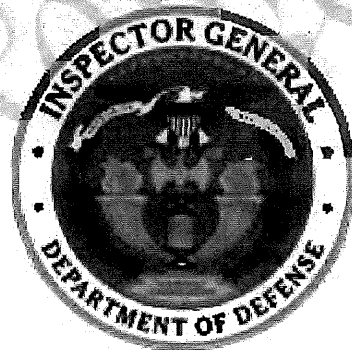


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Report No. 05-INTEL-07  
May 13, 2005  
Infrastructure and Environment

**DEPARTMENT OF DEFENSE  
OFFICE OF INSPECTOR GENERAL**



**DEPUTY INSPECTOR GENERAL FOR INTELLIGENCE**

**National Geospatial-Intelligence Agency Data Call  
Submissions and Internal Control Processes for  
Base Realignment and Closure 2005**

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### Acronyms

BRAC	Base Realignment and Closure
COBRA	Cost of Base Realignment Actions
DoD OIG	DoD Office of Inspector General
ICP	Internal Control Plan
JCSG	Joint Cross-Service Group
NGA	National Geospatial-Intelligence Agency
OSD	Office of the Secretary of Defense



INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
400 ARMY NAVY DRIVE  
ARLINGTON, VIRGINIA 22202-4704

May 13, 2005

MEMORANDUM FOR DIRECTOR, NATIONAL GEOSPATIAL-  
INTELLIGENCE AGENCY

SUBJECT: Report on National Geospatial-Intelligence Agency Data Call Submissions  
and Internal Control Processes for Base Realignment and Closure 2005  
(Report No. 05-INTEL-07)

We are providing this report for information and use. We performed the audit in response to a request from the Under Secretary of Defense for Acquisition, Technology, and Logistics. No written response to this report was required, and none was received. Therefore, we are publishing this report in final.

We appreciate the courtesies extended to the staff. Questions should be directed to (b)(6) at (703) 604-(b)(6) (DSN 664-(b)(6)) or (b)(6) at (703) 604-(b)(6) (DSN 664-(b)(6)). See Appendix C for the report distribution. The team members are listed inside the back cover.

Shelton R. Young  
Assistant Inspector General  
for Intelligence

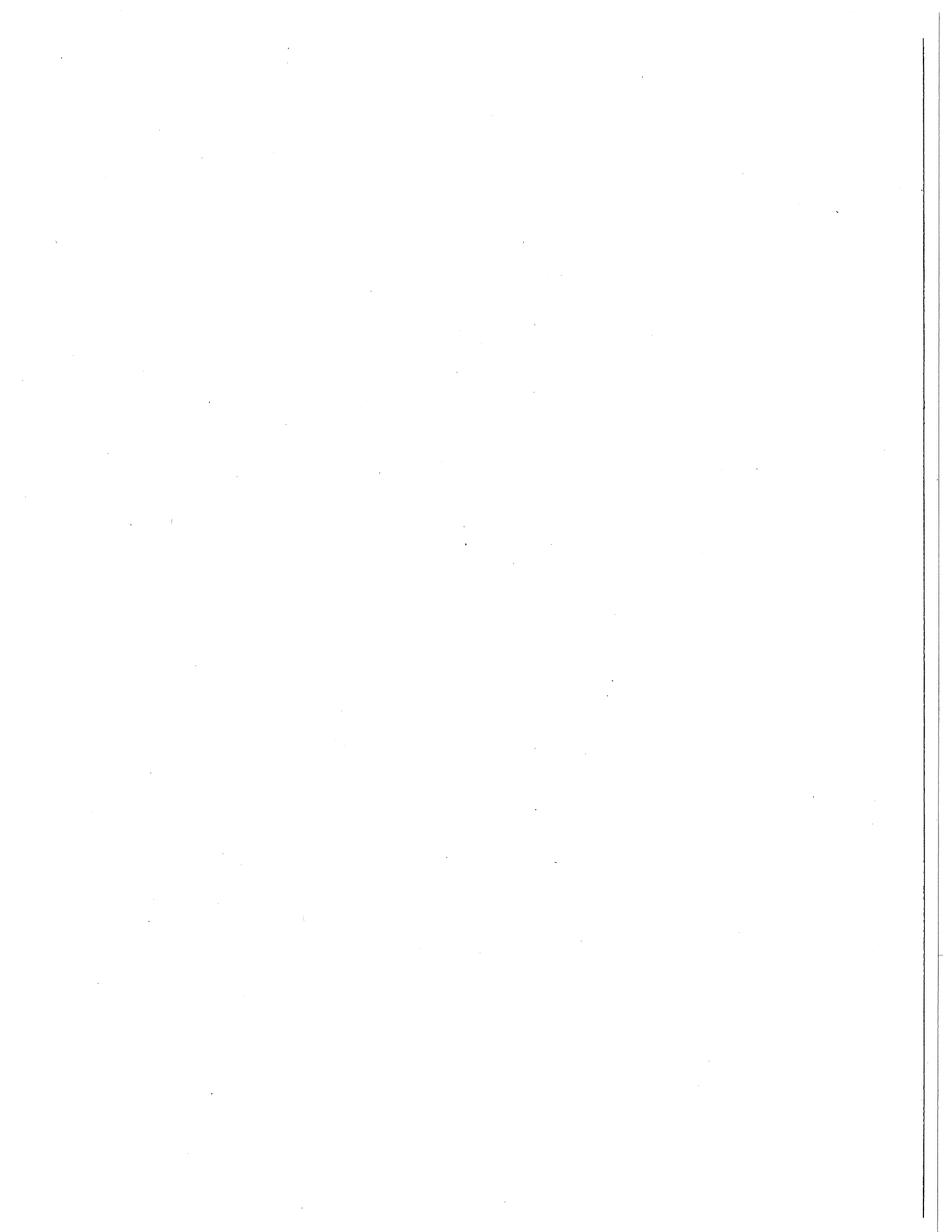
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Department of Defense Office of Inspector General

Report No. 05-INTEL-07

May 13, 2005

(Project No. D2004-DINT01-0072.000)

**National Geospatial-Intelligence Agency Data Call  
Submissions and Internal Control Processes for  
Base Realignment and Closure 2005**

**Executive Summary**

**Who Should Read This Report and Why?** Office of the Secretary of Defense personnel responsible for deciding the realignment or closure of military installations based on the Base Realignment and Closure (BRAC) data calls and National Geospatial-Intelligence Agency management personnel should read this report. The report discusses the validity, integrity, and supporting documentation of the data provided by the National Geospatial-Intelligence Agency to assist the Secretary of Defense in BRAC 2005 recommendations.

**Background.** BRAC 2005 is the formal process outlined in Public Law 101-510, "Defense Base Closure and Realignment Act of 1990," as amended, under which the Secretary of Defense may realign or close military installations inside the United States and its territories. As part of BRAC 2005, the Under Secretary of Defense for Acquisition, Technology, and Logistics issued, "Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum One-Policy, Responsibilities, and Procedures," April 16, 2003, which stated that the DoD Office of Inspector General would review the accuracy of BRAC data and the certification process.

The BRAC 2005 process was mandated for the United States and its territories and was divided into the following data calls – capacity analysis, supplemental capacity, Military value, Cost of Base Realignment Actions, Joint Process Action Team Criterion Number 7, and scenario specific. The Intelligence agencies' collection process was divided into the following data calls – capacity analysis, Military value, and scenario specific. This report summarizes the data calls as of April 2005, for the National Geospatial-Intelligence Agency BRAC 2005 process.

The National Geospatial-Intelligence Agency, headquartered in Bethesda, Maryland, provides geospatial intelligence in support of national security objectives to civilian and military leaders. The National Geospatial-Intelligence Agency was required to perform the capacity analysis, Military value, Joint Process Action Team Criterion Number 7, and scenario specific data calls.

**Results.** We evaluated the validity, integrity, and supporting documentation of BRAC 2005 data calls at the National Geospatial-Intelligence Agency for the capacity

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analysis, Military value, Joint Process Action Team Criterion Number 7, and scenario specific data calls. The National Geospatial-Intelligence Agency BRAC 2005 data collection was generally supported and complete. We also reviewed the National Geospatial-Intelligence Agency compliance with the Office of the Secretary of Defense and National Geospatial-Intelligence Agency internal control plans. The National Geospatial-Intelligence Agency internal control plan properly incorporated and supplemented the Office of the Secretary of Defense internal control plan. The data collection processes generally complied with the National Geospatial-Intelligence Agency and the Office of the Secretary of Defense internal control plans. However, we identified two noncompliances with the internal control plan. The identified noncompliances did not affect the reliability and integrity of the data that the National Geospatial-Intelligence Agency provided for use in BRAC 2005 analysis. (See the Finding section of the report.)

**Management Comments.** We provided a draft of this report on May 4, 2005 to the Director, National Geospatial-Intelligence Agency. No written response to this report was required, and none was received. Therefore, we are publishing this report in final form.

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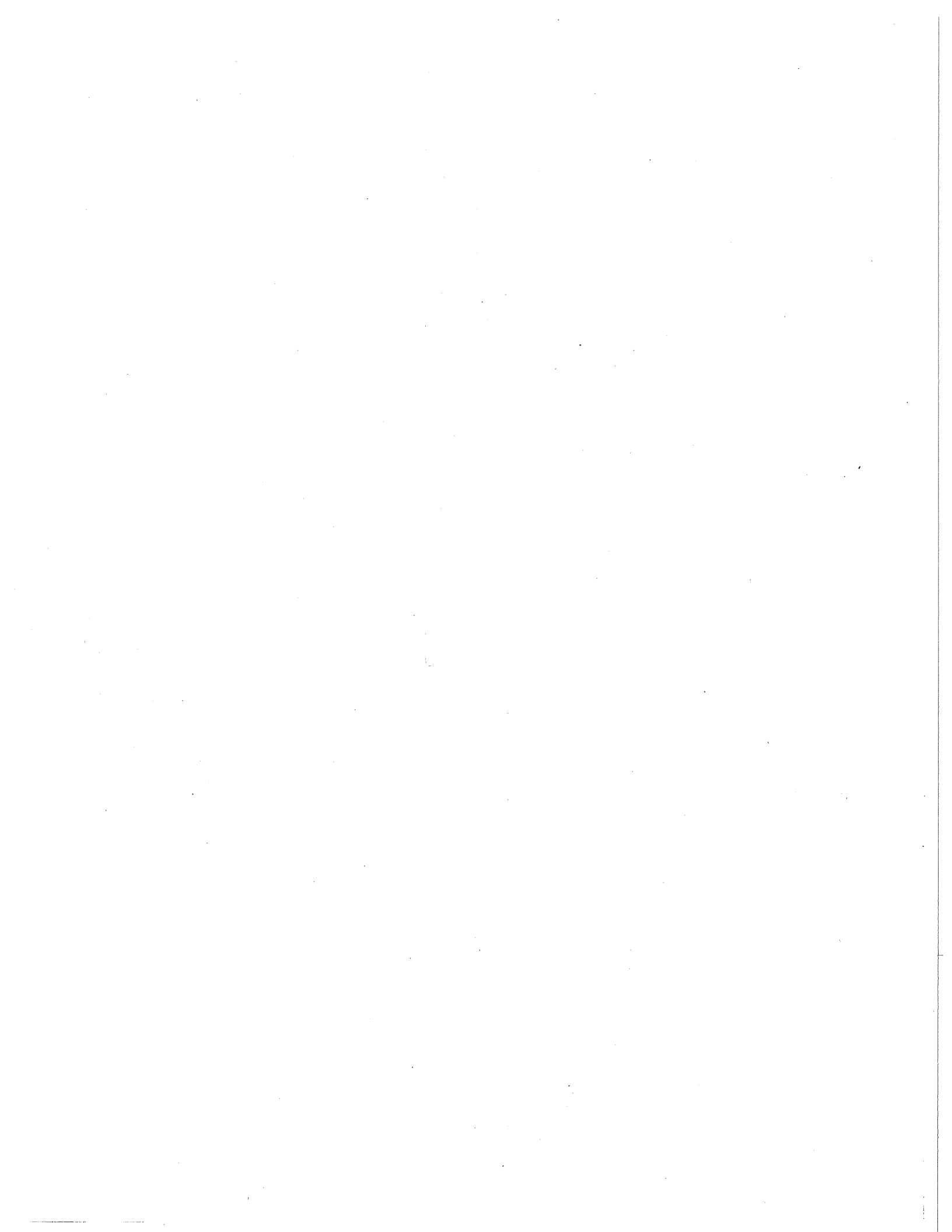
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### **Background**

**Base Realignment and Closure 2005.** Public Law 101-510, "Defense Base Closure and Realignment Act of 1990," as amended, establishes the procedures under which the Secretary of Defense may realign or close military installations inside the United States and its territories. The law authorizes the establishment of an independent Commission to review the Secretary of Defense recommendations for realigning and closing military installations. The Secretary of Defense established and chartered the Infrastructure Executive Council and the Infrastructure Steering Group as the Base Realignment and Closure (BRAC) 2005 deliberative bodies responsible for leadership, direction, and guidance. The Secretary of Defense must submit BRAC recommendations to the independent Commission by May 16, 2005.

**Joint Cross-Service Groups.** A primary objective of BRAC 2005, in addition to realigning base structure, is to examine and implement opportunities for greater joint activity. The Office of the Secretary of Defense (OSD) established seven Joint Cross-Service Groups (JCSG) – Education and Training, Headquarters and Support Activities, Industrial, Intelligence, Medical, Supply and Storage, and Technical to address issues that are common business-oriented support functions, examine functions in the context of facilities, and develop realignment and closure recommendations based on force structure plans of the Armed Forces and on selection criteria. To analyze the issues, each JCSG developed data call questions to obtain information about the functions that they reviewed.

**BRAC Data Calls.** The BRAC 2005 data collection process was mandated for the United States and its territories. The collection process was divided into the following data calls – capacity analysis, supplemental capacity, Military value, Cost of Base Realignment Actions (COBRA), Joint Process Action Team Criterion Number 7 and scenario specific. The supplemental capacity analysis, Military value, COBRA, and Joint Process Action Team Criterion Number 7 data calls are collectively known as the second data call. The Services, Defense agencies, and Defense-wide Organizations used either automated data collection tools or a manual process to collect data call responses. Each data call had a specific purpose as follows.

- The capacity analysis data call gathered data on infrastructure, current workload, surge requirements, and maximum capacity.
- The supplemental capacity data call clarified inconsistent data gathered during the initial capacity analysis data call.
- The Military value data call gathered data on mission requirements, survivability, land and facilities, mobilization, and contingency.

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- The COBRA data call gathered data to develop costs, savings, and payback (formerly known as return on investment) of proposed realignment and closure action.
- The Joint Process Action Team Criterion Number 7 data call gathered data to assess the community's ability to support additional forces, missions, and personnel associated with individual scenarios.<sup>1</sup>
- The scenario specific data call questions gathered data related to specific scenario conditions for realignment or closure.

**BRAC Intelligence Agencies' Data Calls.** The Intelligence agencies' collection process was divided into the following data calls – capacity analysis, Military value, and scenario specific. The scenario specific data call included COBRA data. The Joint Process Action Team collected the data for Criterion Number 7, which the Intelligence JCSG used to develop its scenario specific data calls. The National Geospatial-Intelligence Agency (NGA) was the only intelligence agency required to collect its own data for Criterion Number 7. The Intelligence agencies used a manual process to collect data call responses.

**DoD Office of Inspector General Responsibility.** The Under Secretary of Defense for Acquisition, Technology, and Logistics' memorandum, "Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum One-Policy, Responsibilities, and Procedures," April 16, 2003, required the DoD Office of Inspector General (DoD OIG) to provide advice and review the accuracy of BRAC data and the certification process. This report summarizes issues related to the NGA BRAC 2005 process.

**Internal Control Plans.** Before the BRAC data calls were released to the Service and Defense agencies, OSD required the Services and the Defense agencies to prepare internal control plans (ICPs) that incorporated and supplemented the OSD ICP. The OSD ICP was issued in the "Transformation Through Base Realignment and Closure (BRAC 2005) Policy Memorandum One-Policy, Responsibilities, and Procedures." The NGA prepared "National Geospatial-Intelligence Agency Base Realignment and Closure (BRAC) 2005 Internal Control Plan (ICP)" on February 23, 2004, to comply with the OSD requirement.

**NGA.** The NGA, headquartered in Bethesda, Maryland, has major facilities throughout the United States as well as support and liaison offices worldwide. The NGA is a major intelligence and combat support agency of the DoD. NGA provides geospatial intelligence in support of national security objectives to

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<sup>1</sup> A scenario is a description of one or more potential closure or realignment actions identified for formal analysis by either a JCSG or a Military Department.

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civilian and military leaders. The NGA was required to submit data for the capacity analysis, Military value, Joint Process Action Team Criterion Number 7, and scenario specific data calls.

## Objectives

The overall objective of the audit was to evaluate the validity, integrity, and supporting documentation of data that the NGA collected and submitted for the BRAC 2005 process. In addition, we evaluated whether the NGA complied with the OSD and NGA ICPs. See Appendix A for a discussion of the scope and methodology and prior coverage related to the audit objectives.

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## **National Geospatial-Intelligence Agency Base Realignment and Closure 2005 Data Call Submissions and Internal Control Processes**

The NGA collected and submitted BRAC 2005 data that was generally supported and complete. The NGA ICP properly incorporated and supplemented the OSD ICP. The data collection processes for the capacity analysis, Military value, Joint Process Action Team Criterion Number 7, and scenario specific data calls generally complied with applicable ICPs. However, several BRAC documents for the Military value data call were not marked properly. In addition, NGA did not maintain a separate question page for all certified answers, as required by the NGA ICP, but NGA personnel provided separate question pages to correct the noncompliance. The identified noncompliances with the ICPs did not affect the reliability and integrity of data that NGA provided for use in BRAC 2005 analysis.

### **NGA BRAC 2005 Data Call Submissions**

The BRAC 2005 data reported by the NGA was generally supported and complete. The NGA Headquarters forwarded all data call questions and collected the supporting documentation for each of its sites. We evaluated the validity and integrity of the supporting documentation at the NGA headquarters. Specifically, for the capacity analysis, Military value, Joint Process Action Team Criterion Number 7, and scenario specific data calls, we compared responses to supporting documentation and reviewed "Not Applicable" responses to determine whether they were reasonable. As we identified problems with data submissions, we worked with management to correct the data.

**Capacity Analysis Data Call.** The NGA capacity analysis data call provided responses that were generally supported and complete. The NGA identified 13 of 17 questions that applied to its office. We concluded that questions 1 through 7 and 13 through 16 were fully supported, and questions 12 and 17 were partially supported (see Appendix B for details). In addition, we reviewed the four questions that the NGA sites determined were "Not Applicable" and we agreed with the NGA conclusion.

**Military Value Data Call.** The NGA Military value data call generally provided responses that were supported and complete. The Military value data call consisted of 11 questions with multiple parts; if one segment of the question was

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not supported, the overall question would be partially supported. We relied on the agency responses when they answered "no," "zero," and "unknown" to applicable portions of the question because all BRAC data were certified as accurate and complete to the best of the certifier's knowledge and belief. We concluded that questions 19 through 28 were supported, and question 18 was partially supported (see Appendix B for details on this question). In addition, all "Not Applicable" responses were determined to be reasonable.

**Joint Process Action Team Criterion Number 7 Data Call.** The NGA provided data for Joint Process Action Team Criterion Number 7 that was supported and complete. The NGA was tasked by the Joint Process Action Team to collect its own data for Criterion Number 7 because the NGA exceeded the established personnel movement threshold set by the Joint Process Action Team. The NGA identified 19 of the 21 questions that applied to its office. We concluded that questions numbers 1400 through 1417, 1420, and 1421 were supported. In addition, all "Not Applicable" responses were determined to be reasonable.

**Scenario Specific Data Calls.** The NGA scenario specific data calls provided generally reasonable responses and adequate supporting documentation. We reviewed two scenario specific data calls at NGA; each scenario contained 9 screens (Tables of data). We evaluated the responses and supporting documentation, and identified 1 of the 9 screens that lacked reasonable supporting documentation and detailed methodology that would allow us to reconstruct the cost responses. Based on our review and discussions with NGA management, we recommended that NGA provide additional supporting documentation and methodology. As a result, the NGA stated that it would provide the additional supporting documentation and detailed methodology. We did not validate whether additional documentation and methodology was included in the NGA BRAC file.

## **Internal Control Processes**

The NGA generally complied with the NGA and the OSD ICPs for capacity analysis, Military value, Joint Process Action Team Criterion Number 7, and scenario specific data calls. We reviewed the completeness of the NGA ICP and determined that it properly incorporated and supplemented the OSD ICP. In addition, we reviewed NGA compliance with the NGA ICP data collection process and determined whether NGA personnel completed nondisclosure agreements and properly collected, marked, safeguarded, and maintained data, and certified that the data were accurate and complete.

**Completeness of ICP.** The NGA BRAC 2005 ICP established organizational responsibilities that ensured the accuracy and completeness of data collection,

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analyses, and control mechanisms to safeguard the NGA BRAC information. In addition, the NGA ICP identified requirements for resubmitting and recertifying BRAC responses.

**Compliance with ICPs.** Although the NGA data collection and certification processes for the capacity analysis, Military value, Joint Process Action Team Criterion Number 7, and scenario specific data calls generally complied with applicable ICPs, NGA had two noncompliances. BRAC documents used to support answers to the Military value data call were not properly marked in both the header and footer with the "Deliberative Document – For Discussion Purposes Only – Do Not Release Under FOIA," and NGA did not maintain a separate question page for all certified answers as required by the NGA ICP. NGA personnel provided separate question pages to correct the noncompliance. Because BRAC data were safeguarded by restricting access to only the individuals involved in the BRAC process, we considered the noncompliances to be immaterial.

## **Conclusion**

The NGA collected and submitted BRAC 2005 data that were generally supported and complete. Although the NGA data collection process generally complied with OSD and NGA ICPs, during the Military value data call, we identified two noncompliances with the OSD and NGA ICPs. We believe that the ICP noncompliances did not affect the reliability and integrity of the data that NGA provided for the BRAC 2005 analysis. We discussed our findings with NGA management after each data call. NGA management concurred with the findings.

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## Appendix A. Scope and Methodology

We evaluated the validity and integrity of all data call responses and the associated supporting documentation of NGA BRAC 2005 data. Specifically, we performed the following audit steps during the capacity analysis, Military value, and scenario specific data calls.

- Interviewed the personnel responsible for preparing and certifying the responses to the data calls.
- Reviewed all data call responses and associated supporting documentation.
- Compared the adequacy of responses to the supporting documentation.
- Reviewed "Not Applicable" question responses to determine whether they were reasonable.
- Reviewed the NGA ICP to determine whether the NGA incorporated and supplemented the OSD ICP and established and implemented procedures and processes to disseminate, collect, safeguard, and maintain supporting documentation. In addition, we reviewed whether the NGA designated the appropriate personnel to certify that data and information collected were accurate and complete to the best of the certifier's knowledge and belief.
- Relied on Military value responses when they answered "no," "zero," or "unknown" to applicable questions because all BRAC data were certified by the Director, NGA as accurate and complete.
- Worked with management to correct identified problems to data call responses.

We could not validate that the NGA was consistent in reporting all sites during the capacity analysis data call. Also, because of time constraints, we validated only the NGA COBRA and scenario data calls for candidate recommendations that were approved by the Infrastructure Steering Group.

**Capacity Analysis Data Call.** The NGA headquarters received the capacity analysis data call questions 1 through 17 from the Intelligence JCSG. NGA headquarters then forwarded all questions to each of its sites and collected supporting documentation and responses at NGA headquarters. All supporting documentation was maintained at headquarters for validation. We reviewed all data call questions and responses at NGA headquarters for accuracy, appropriate

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markings, and adequacy. We issued one capacity analysis site memorandum to summarize the site visit results. Specifically, we reviewed the following responses and supporting documentation.

**Capacity Analysis Data Call Questions Reviewed**

NGA Site	Question Number	
	Answered	Not Applicable
NGA headquarters	1, 2, 3, 4, 5, 6, 7, 12, 13, 16, and 17	8, 9, 10, and 11

**Military Value Data Call.** The NGA headquarters received Military value data call questions 18 through 28 from the Intelligence JCSGs. Most Military value questions had multiple parts. The NGA then forwarded all questions to each of its sites and collected supporting documentation and responses at NGA headquarters. All supporting documentation was maintained at headquarters for validation. We reviewed the data call questions and responses at NGA headquarters for accuracy, appropriate markings, and adequacy for each site. We issued one Military value site memorandum to summarize the site visit results.

**Joint Process Action Team Criterion Number 7 Data Call.** The NGA headquarters received Criterion Number 7 data call questions 1400 through 1421 from the Joint Process Action Team. The NGA then provided a response for all of its sites and collected supporting documentation and responses at NGA headquarters. All supporting documentation was validated at NGA headquarters. We reviewed the data call questions and responses at NGA headquarters for accuracy, appropriate markings, and adequacy.

**Scenario Specific Data Call.** NGA headquarters received scenario data call questions from the Intelligence JCSGs. Specifically, we reviewed two scenario specific data calls for NGA. We reviewed the data call responses at NGA headquarters for reasonableness and supporting documentation. Specifically, we reviewed NGA Scenario Specific Data Calls INT-004 and INT-0012.

We performed this audit from February 2004, through May 2005, in accordance with generally accepted government auditing standards.

**Reliability of Computer-Processed Data.** We did not test the accuracy of the computer-processed data used to support an answer to a data call question. Potential inaccuracies in the data could affect the results. However, all BRAC data were certified as accurate and complete to the best of the certifier's knowledge and belief.

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**Government Accountability Office High-Risk Areas.** The Government Accountability Office has identified several high-risk areas in DoD. This report provides coverage of the DoD Support Infrastructure Management and Federal Real Property high-risk areas.

## **Management Control Program Review**

We did not review the NGA management control program because its provisions did not apply to the one-time data collection process; however, we evaluated the NGA internal controls for preparing, submitting, documenting, and safeguarding information associated with the BRAC 2005 data calls, as directed by the OSD and NGA ICPs, to determine whether the NGA complied with the ICPs. Specifically, we evaluated the procedures that NGA used to develop, submit, and document its data call responses. Internal controls were generally adequate as they applied to the audit objective (see the Finding section for additional details).

## **Prior Coverage**

During the last 5 years, the DoD OIG issued 2 site memorandums discussing the NGA BRAC 2005 data call submissions and internal control processes.

### **Site Memorandums**

DoD IG Memorandum, "Audit on the Military Value Data Call Submission from all National Geospatial-Intelligence Agency Sites to the National Geospatial-Intelligence Agency Headquarters for Base Realignment and Closure 2005," March 3, 2005

DoD IG Memorandum, "Audit on the Capacity Analysis Data Call Submission from all National Geospatial-Intelligence Agency Sites to National Geospatial-Intelligence Agency Headquarters for the Base Realignment and Closure 2005," August 6, 2004

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## Appendix B. BRAC 2005 Data Call Questions Not Fully Supported

**Capacity Analysis Data Call.** For the capacity analysis data call, the NGA provided data that were generally supported. We identified responses during the capacity analysis data call that did not provide adequate supporting documentation or completely answer the BRAC question.

- The response to question number 12 was partially supported. The question required the number of personnel serviced by Headquarters Human Resources by building. The NGA did not provide responses for FY 2001 and FY 2002. Also, the NGA provided the responses in total by location; not by building.
- The response to question number 17 was partially supported. The question required the NGA to list projected student population totals for FY 2004 through FY 2009 by building. The NGA provided the responses in total by location; not by building.

**Military Value Data Call.** For the Military value data call, NGA provided data that were generally supported. We identified responses during the Military value data call that did not provide adequate supporting documentation or completely answer the BRAC question.

- The response to question 18 was partially supported. The question required the NGA to document the facility capabilities. The NGA did not provide adequate supporting documentation or detailed methodologies to support parking counts and electrical power usage.

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## Appendix C. Report Distribution

### Office of the Secretary of Defense

Director, Base Realignment and Closures (Installations and Environment)

### Other Defense Organizations

Director, National Geospatial-Intelligence Agency

### Non-Defense Federal Organization

Government Accountability Office \*

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\* Only Government Accountability Office personnel involved in the BRAC process are to receive the report.

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## Team Members

The Office of the Deputy Inspector General for Intelligence prepared this report. Personnel of the Department of Defense Office of Inspector General who contributed to the report are listed below.

Shelton R. Young



(b)(6)

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