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J e t t i n g

PREFACE

A new day has arrived in western intelligence, specifically the United States' approach to all forms of detecting and combating terrorism -- even the *fundamentals* of waging a modern war are being reinvented. This represents opportunity for many small and medium-sized companies who know how to navigate “the system” – a labyrinth of bureaucratic and often hidden organizations tucked into camouflaged portions of our federal government. But, in most cases, as exciting as it is to dive into this \$45B to \$60B intelligence community (IC) market, it can be daunting to the new comer. This “how to” guide will give you tracks to run on (i.e., a strategy) and enable you to be efficient in the execution of that strategy. Without it, you may well spend (and waste) valuable time, effort and marketing dollars chasing what amounts to red herrings. As you will see, this lack of planning and forethought can be a prescription for failure.

But do not fear – it's not as hard as you may have once believed. The secret (and this is the one you have been wanting to hear) is to follow a process and well thought-out plan that pin-points your selling to the correct decision makers. Yes, there are many more ways to fail at this endeavor than there are ways to succeed, but you have found the right book to get you started on your road to success. Naturally, this volume won't specifically address the nuances of every product niche or service offering within every member agency, but it will get you as close as a book can, and will help you gain the access you need in order to get started. In chapter nine, I will tie together the process into an already well-accepted and proven sales model (which veteran sales folks may have used previously), but I will do this in the context of this very unique market.

In this book, whenever I use the acronym ‘IC’, I include the military intelligence community as a part of the greater intelligence community. Hence, in my definition of the IC, I mean to include those agencies typically listed as civilian intelligence agencies, as well as those parts of the US Army, Navy, Air Force, Marine Corps and Coast Guard that specifically generate, use, protect and otherwise consume secret, top secret and other sensitive (i.e., classified) information.

I will teach you to use a laser approach, not a shot gun; you don't need to worry about tackling organizations as large as, say, the entire US Navy (a task too daunting for even the most enthusiastic entrepreneur!). You will essentially be cherry-picking the several organizations (and sometimes individuals) within each military Service or civilian IC agency that is (are) the most likely consumer(s) of your product or service. I will teach you how to find them and how to position your offering once you get there.

Best Wishes and good hunting!

Dan Callahan

Venona Consulting, LLC

July 2007

1. Introduction and Overview

A subtitle for this book could have been, “Elephant Hunting for the Blind: Selling Multiple Millions to the US Intelligence Community”. Why? Because elephant hunting is exciting and potentially lucrative! But, as with all big game hunting, many hunters have lost their shirts or entire fortunes and ... and in the end, returned home with nothing. The good news, however, is that this book will give the neophyte as well as the veteran something to take away and apply; it will help you and your team choose the most efficient path to success.

Perhaps the most important thing to remember is that selling products and services to the US Intelligence Community (IC) is *not* characterized by luck, secret “deep throat” contacts, or even hiring a retiree from the CIA (although if done properly, this *may* help).



It is characterized by a clear-headed strategy, that is brutally honest and (in some cases) well funded. This is a serious endeavor for product and services professionals, who have typically done well with their solution in other adjacent markets, such as the civilian federal market or an analogous commercial market (such as, physical or electronic security). Very few products and service practitioners ‘stumble’ into success with the IC. Your best bet is to heed the advice of legendary Coach George Allen, of Washington Redskin’s history:

“Winning can be defined as the science of being totally prepared”.

And being totally prepared is not depending on some silver bullet technique or handshake you learned from your lodge buddy. In a nutshell, it consists of 1) carefully positioning your products and/or technology, 2) building productive relationships, 3) hard work and finally, 4) a deep understanding of the client whom you serve. All the rest is wrapped up in the details and execution!

Federal Technology Sales:



This book will help you prepare and win – and potentially win BIG! But, if you're at all typical, it won't be quick, or without its struggles. So, strap yourself in, and hang on! We're going elephant hunting...with our eyes wide open!

Format of this Book

The main body of this book is a multifaceted discussion that gives you the context you need in order to *understand* the IC. I try to avoid specifics (on a per agency level) in the main section (except as examples), because these are best detailed in the Appendix. By first generalizing and then later breaking down the details in this manner, the main text of the book can "stay on focus" whereas the minute details can be referred to-- as needed. Feel free to flip back and forth but don't ignore the first sections of the book. In many cases you will get one shot at these decision makers and contacts--and you can't afford to blow your chances on the first try. That's why understanding the basics of the Community is essential. Experience often teaches the hard way; learn from my mistakes and you *will* reach your goal.

1.1 Exactly Who Is "The IC?"

Before we examine the answer to this basic question, you may be tempted to skip this section, believing, "*these are obvious facts that will not directly lead me to my goal*". If this fits your thinking, I would strongly encourage taking these few minutes to understand the market into which you will be investing; the need is ultimately for 'contextual information' that must undergird your selling. Let me explain why:

The IC is really an overlapping of at least four or more general markets (Federal, Security, Technology

and Military). Consequently, there are contextual labels, nomenclature, pertinent details, motivations, acronyms, unique challenges and a host of other influencers... that impact (both positively and negatively) your ability to penetrate this complex assortment of agencies. You must understand the big picture at some level or you will lose credibility as you interact with the IC individuals.

Think about it: the United States IC uniquely combines combat intelligence, covert and overt military action, information analysis (at a level like no one else!), geospatial imaging (in ways you can't even imagine), human intelligence (READ: spying), signals intelligence (READ: eaves dropping, etc.), policy and protection of human rights (think Homeland Security), measurement and signatures intelligence (for now, just trust me on this...), and plenty of open source information gathering ... to name only a few!

And this only glances at the *mission* related components. They buy paper, copy machines, automobiles and a host of other very mundane items, just like every other federal agency you've ever been exposed to. If you jump in, "where angels fear to tread", and think your technical prowess, charm and smile alone--will get you where you need to go... think again. You need to understand at least the basics of your target organization. A simple example:

Early in my sales career, I was doing some cold calling into a particular military organization and, as I caught a senior manager on the phone, like most workers who have just been interrupted, he shot-back some quick answers to my opening line. He assumed I knew what he was talking about and used the acronym 'P.I.'. Because I had skipped over some of the basic homework of understanding the context, I figured he meant "private investigator" as in some kind of gum-shoe detective. Naturally, with this in my mind, I chuckled and made some inane comment. The remainder to the conversation was predictable: "No, P.I. stands for **principle investigator**" (under his breath... "...you idiot!"). "Boy, do you have a lot to learn... Listen, I gotta go...<c-l-i-c-k>". Embarrassed, I swore I would never shoot from the hip like that again, especially when a little contextual homework could make a big difference!

Don't forget to learn how to pronounce the agencies you're selling to, as well. I have been exposed to very smart folks who could spell D-I-A but couldn't pronounce it (we say, D-I-A, we don't pronounce it "dia" as in the last part of the word 'idea!'). Again, whether or not you know your client supports or degrades your credibility.

1.2 Let's start at the top

Homework is important!

During the months since September 11, 2001, the IC (including the military components) has undergone deep and profound changes. And it is commonly understood that the "9/11" problem was, ultimately, a lack of a coordinated aggregation of known facts and analysis, to help the upper echelons of leadership develop a clear picture of the actual and emerging threat. Recent changes have ostensibly begun to fix this problem by appointing a new Director of National Intelligence or commonly referred to as the 'DNI' or his Office of the DNI (ODNI). His role can be summarized as follows:

The [Director of National Intelligence \(DNI\)](#) serves as the head of the Intelligence Community (IC). The DNI also acts as the principal advisor to the President of the United States [POTUS (pronounced "PO-tus")], the National Security Council, and the Homeland

Security Council for intelligence matters related to the national security; the DNI also oversees and directs the implementation of the National Intelligence Program. The President appoints the DNI with the advice and consent of the Senate. The Director is assisted by a Senate-confirmed [Principal Deputy Director of National Intelligence](#), recommended by the DNI and appointed by the President.

The DNI coordinates intelligence matters related to the Department of Defense (DoD) with the [Under Secretary of Defense for Intelligence](#) - the USD(I). This individual serves as the Principal Staff Assistant and advisor to the Secretary of Defense and the Deputy Secretary of Defense on all intelligence, counterintelligence and security, and other intelligence-related matters. The USD(I) provides oversight and policy guidance for all DoD intelligence activities.

To quote The President, regarding the first holder of this position,

“Ambassador Negroponte’s position is one of the newest in the government, and one of the most demanding. Our nation is at war, and John [Negroponte] is making sure that those whose duty it is to defend America have the information we need to make the right decisions. He’s ensuring that our intelligence agencies work as a single, unified enterprise.”

President George W. Bush

The bottom line here, for the person selling into the IC is to understand the DNI *position itself*, know who the *current holder* of the position is (at least his name) and a *general awareness* of his power (or lack thereof in some cases). Just as you would not make a sales call on a commercial client without knowing something about his parent corporation and the name of the CEO, you would not want to be ignorant on these basic contextual details. I have been at meetings where each of these facts is thrown around and it was simply assumed that I knew what (or who) the IC individual was referring to. For instance, if the forerunner to the DNI, historically known as the Director, Central Intelligence, issued a directive, it was called a DCI Directive, or DCID; these may well impact *how* money is spent, *when* money is spent, *where* it is spent, etc., etc. (and these are just the public directives). These contextual details do matter and you’ll want to know how to factor them into your overall strategy. (See <http://www.intelligence.gov/> for more details.)

By the way, the nation’s first DNI, John Negroponte has been tapped to return the State Department. As any veteran sales team knows, *change may mean opportunity, and big changes, like those being implemented during 2007, may mean **big** opportunity*. Don’t be frustrated by the seemingly endless rearrangement of chess pieces on the game board—it may produce a new way to penetrate!

1.3 Who Reports to the DNI?

Without deep-diving into the intricacies of Federal bureaucracy, you need to understand that there are sixteen “member agencies” to the National Intelligence Community whose intelligence components report into the DNI. Actually, the better term would be ‘parent entities’, because not all members are actually “cabinet level Departments” (such as the Drug Enforcement Agency and the Federal Bureau of Investigation (FBI); these are subordinate to the Department of Justice). When you count up the actual organizations, there are many more than sixteen but for simplicity’s sake, it is said that there are 16 “claimancies” in the United States Intelligence Community. Depending on how you count the heads, there are between 80,000 and 100,000 employees. This does not count the uniformed service men and women that would add perhaps an additional 20%. Organizationally, some are self functioning entities, some large, some small, many you’ve heard of and some you have not heard of. And this only

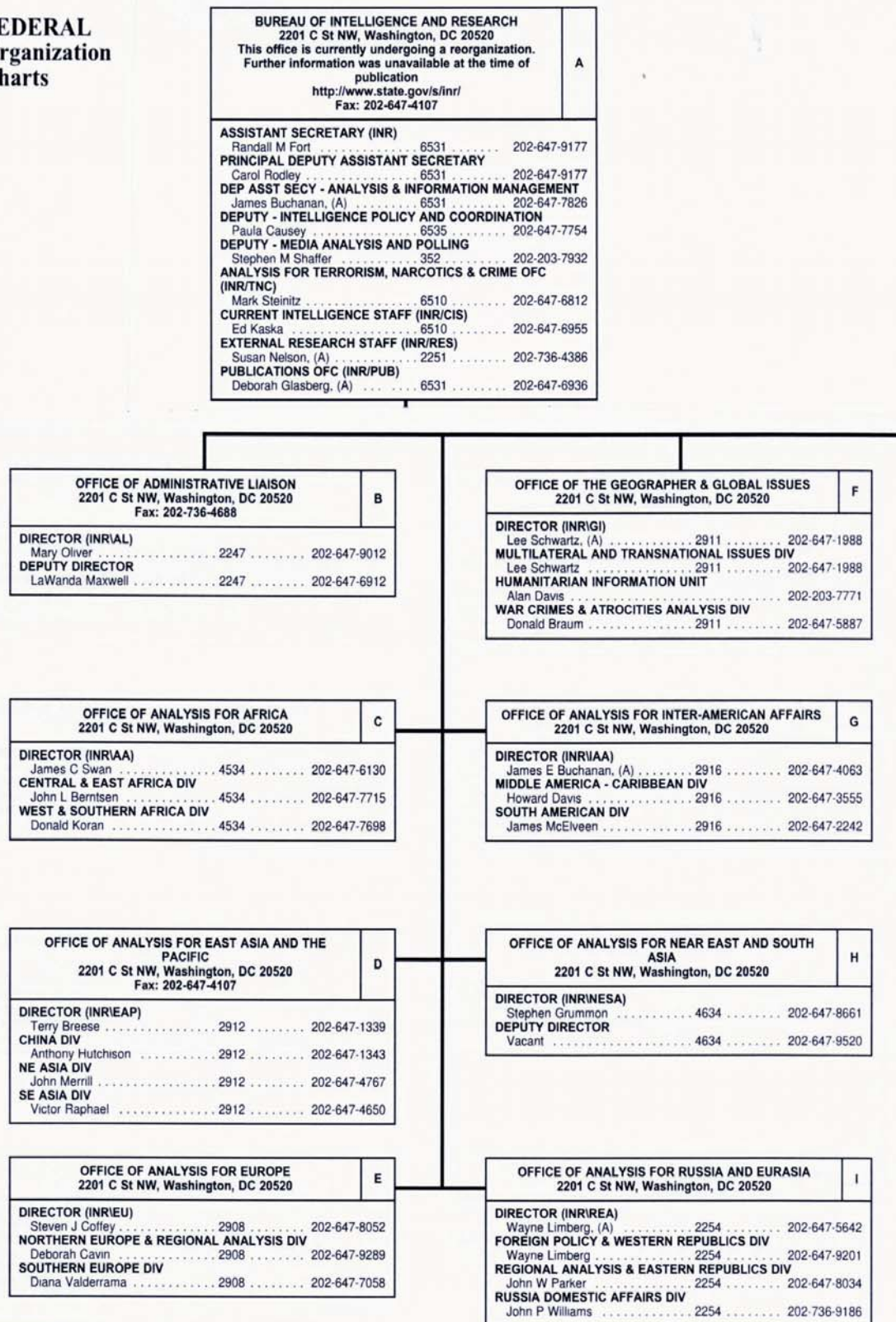
at the core – at the state and local level, many entities contribute day-to-day intelligence as observed through the eyes of hundreds of thousands of police officers and other municipal employees. **This has been one of the fundamental changes since September of 2001, representing opportunity for you – the redefinition of the IC to include any entity that could potentially provide validated intelligence “up the chain”, leading to counterterrorism/counterespionage support at the federal level.** Eventually, every police officer walking a beat may be the extended arm of the global war on terror. Don’t forget that the two dozen-or-so men who orchestrated the 9/11/2001 attack, were living among us (in my very county!).

As with any list of Federal organizations, the following list is subject to reorganization and morphing. So don’t get discouraged if you go looking for a sub-entity and it’s moved on... simply determine to which organization and function has moved. One thing the veteran sales folks realize is that senior administrators rarely give up budget, authority or headcount; although they have been known to move it around frequently, they rarely let go of it!

- Defense Intelligence Agency
- Federal Bureau of Investigation
- Drug Enforcement Agency
- Department of Commerce
- Department of Energy
- Central Intelligence Agency
- National Geospatial Intelligence Agency
- National Reconnaissance Office
- National Security Agency
- The United States Air Force Intelligence Agency
- Office of Naval Intelligence
- US Marine Corp Intelligence Agency
- The US Coast Guard
- The United States Treasury
- Department of State
- Department of Homeland Security
- (see the Appendix for helpful details)

This chart is a good example of some of the information that is available on portions of the IC.

FEDERAL Organization Charts



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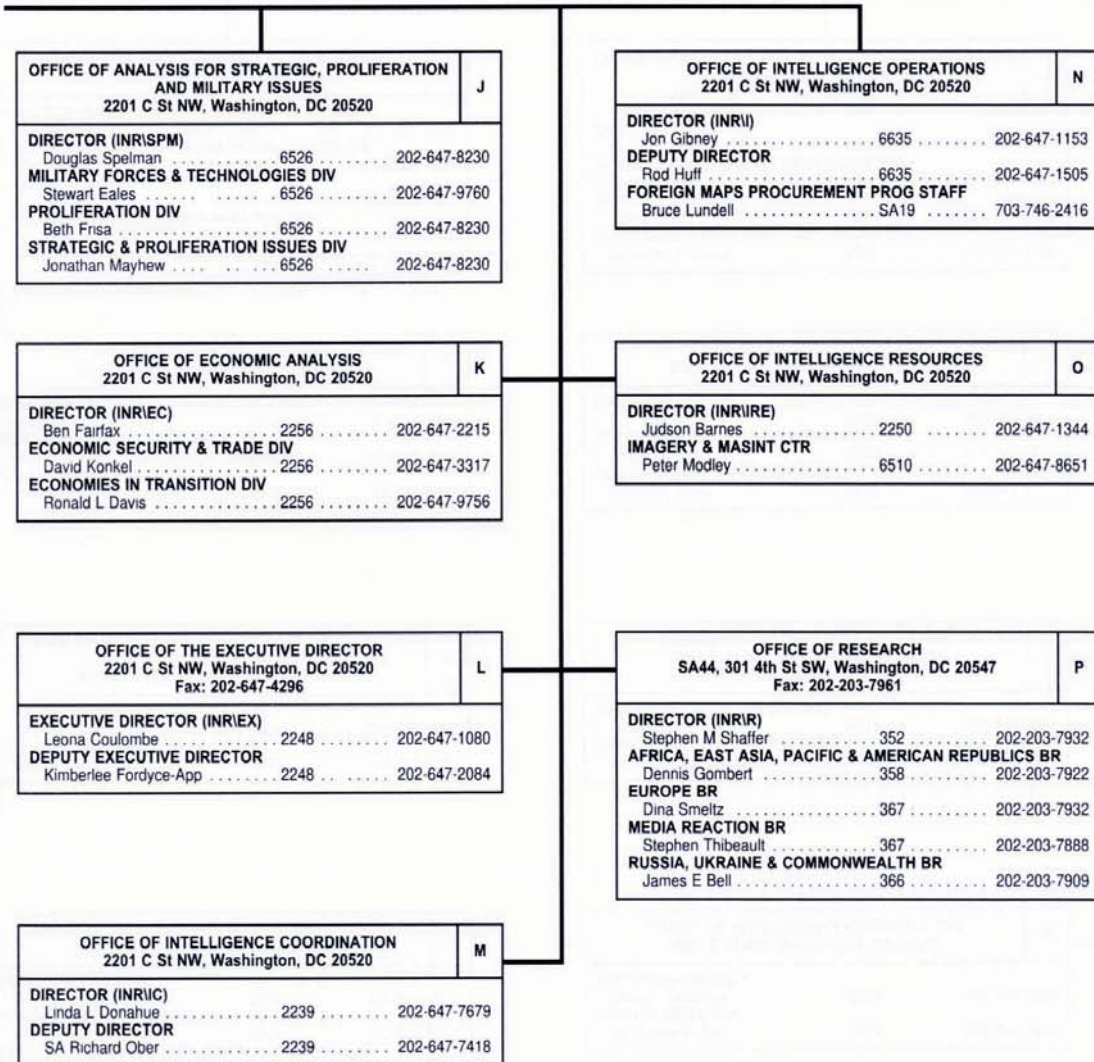


Chart 13.3

Who Does Everybody work for?

The role played by the Executive Office of the President (EOP), usually referred to as “the White House”, is essentially, the ultimate consumer. He, the President, has the prerogative to task the IC to a higher degree than any other individual, in the pursuit of national objectives. In this author’s opinion, the EOP should be the *last* stop on your selling journey. Sure, you could make a sales call on this the EOP staff organization, but the first question out of the EOP manager’s mouth will be, “who are you working with already?”... and you had better have an answer. Otherwise, you’re starting way too high. If you were still determined to get into the Executive Branch, my advice would be to do so indirectly, via a systems integrator (see Chapter 4) and/or wait to develop other clients from the list above.

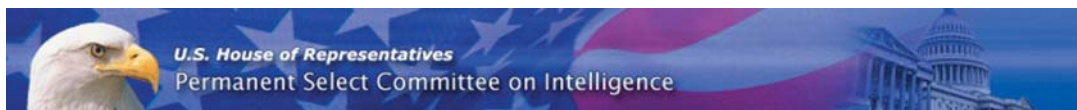
Important to Know:

Did you know that the President does not actually spend that much money? He doesn’t even manage the money for the agencies in the Executive Branch. There is an argument to be made that he controls very little in Washington. The President’s role in budgeting, for instance, is to develop a *recommendation* on how *Congress* should spend the money. Most American citizens don’t realize that any sustained effort to wage war or fund multi-year IC efforts is the purview of the Legislative Branch. This is mandated by law. It is common practice for the White House to recommend a budget that is two years-out, calendrically, while Congress is approving the coming year’s budget and beginning to appropriate funding. Usually the political party not occupying the White House will blame the Executive Branch for spending when in fact, its Congress who spends. This is not always clear in the over-scrutinized and disingenuous DC political scene.

For all practical purposes you can also ignore Congress, if you’re concerned with the IC. Generally known for leaking more information they keep secret, the House and the Senate are consumers of IC output, but not considered part of the daily chain of information flow or mission execution.



Yes, selected Committee Members may receive frequent briefings, but not enough for a product or services company to be interested, in my opinion. Their role is more consumed with policy and ‘oversight’, not ‘production’ or large consumption of intelligence.



An exception: There is one exception and it has to do with the longer term “home-run” kind of business development. It would not hurt to know where your Congressional representatives sit, with regard to committees. For example, if or your parent company were headquartered in Missouri and you sell your solution to the military, it may be interesting to note that Senator James M. Talent, Republican, is a full committee member on the Senate Armed Services Committee (109th Congress), also

controlled by the republican party; additionally, in the House of Representatives, Ike Shelton, also from Missouri, is the Ranking Minority Member of the House Armed Services Committee. It may be a useful alignment of resources if you were to decide that your proposal to the US Army needed some line-item funding in the upcoming DOD appropriations bill. This type of business development is best left to the experienced and very patient, but is of the type that you may want to be aware of...depending on how big you like to dream (or if you're willing and able to launch your business in the great state of Missouri!). Or what if you're from Kansas? Would Senator Pat Roberts, Chairman of the Senate Select Committee on Intelligence and Todd Tiahrt, majority member of the House's Permanent Select Committee on Intelligence... be interested in your proposal that simultaneously 1) helps the IC, 2) protects the American citizenry and 3) brings jobs or revenue to Kansas? Not bad support if you can get it!

1.4 Breakdown of the IC Roles

Once you get past the initial community hierarchy, there are some keys to remember when structuring your strategy and call planning. You will be targeting portions and sub-entities within each of the parent organizations. For instance, the *entire* NSA is not concerned with spying and electronic eaves dropping (some folks are focused on administrative tasks, facilities management, support roles, delivering mail, guarding the gates, personnel and pay, etc.).

For instance, if you manufacture a new breed of electronic listening device, you will want to begin with the NSA's Signals Intelligence Directorate (SID). If you manufacturer information assurance and security software, you will want to begin your selling with the Information Assurance Directorate (IAD). If you provide electronic installation and services to very remote locations of the globe, you will want to begin with the Operations Directorate. *Point*: Having a top-level understanding of each parent organization will save you from relying upon your neighbor's brother's nephew's retired barber, who used to live next to the agency... to get a foothold. More of this laser focus approach is discussed in Chapter 3.

Chapter 4 will give you the step-by-step approach you need, but I stress, there are usually no trap-doors leading into these complex agencies – even retired executives must follow some level of protocol to reenter the agencies and secure appointments. This only helps the new entrepreneur. It nice to know that you don't need to rely upon some special handshake or a special lapel pin, (to prove you are a part of "the club")! Persistent, professional and persuasive penetration techniques are the winning strategies!

Turning to how the roles have changed, the last five-plus years have certainly brought consolidation. This means, for example, that there should not be too much satellite launching outside of the National Reconnaissance Office (NRO) and the occasional military satellite (i.e., tactical or weapons related), and these exceptions are becoming more rare. This example indicates that duplication and overlap has been targeted for cutback, redirection (to a more appropriate agency) or outright elimination, since 2002. A few more examples (below) indicate the typical roles and breakdown of primary task areas:



The Capital Beltway (I-495, and I-95)

This shift of mission, power and funding away from foreign (civilian) intelligence (US Title 50 – War and National Defense) over towards the Services and US Military-specific budgets (Title 10) is an overarching trend that may impact your target selection (meaning, having direct control at the Pentagon as opposed to having to receive support and permission via agencies like the CIA). Prior to General Michael Hayden’s nomination to head-up the CIA (in the spring of 2006), this was only a slightly noticed trend – mostly by Washington DC insiders, but the shift was real. As 2007 unfolds, there are former military executives now atop the NGA, CIA, NSA and NRO and the ODNI. In support of this, in 2002, the DoD’s Counterintelligence Field Activity (CIFA) was created to wage counterintelligence activities in direct support of the deployed military. CIFA shows up on very few lists, although occasionally mentioned in the Washington Post. (See <http://www.time.com/time/nation/article/0,8599,1191401,00.html>

for more.)

As Robert Gates, the current Secretary of Defense (SECDEF) makes Post-Rumsfeld changes at the Pentagon, be looking for either old organizations to be shut down while others are stood up or augmented.

Side Note: Thomas Powers is a featured journalist in intelligence matters, on various web sites. Here is his take on the changes at CIA leading up to and including 2006
 “The CIA used to coordinate, write and sign all “finished national intelligence” – no longer. The CIA’s director used to lead the meetings of the heads of the numerous organizations that make up the “intelligence community” – no longer. The CIA used to have final say on many aspects of intelligence “tasking” – no longer. Last to go was the role that made the agency pre-eminent, responsibility for briefing the president. Now that job belongs to [the Office of the Director of National Intelligence, Mr. John] Negroponte, with his \$1 billion budget and staff of 1,500.”