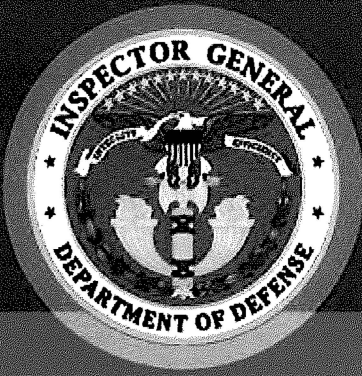


SECRET//NOFORN

Report No. DODIG-2017-097



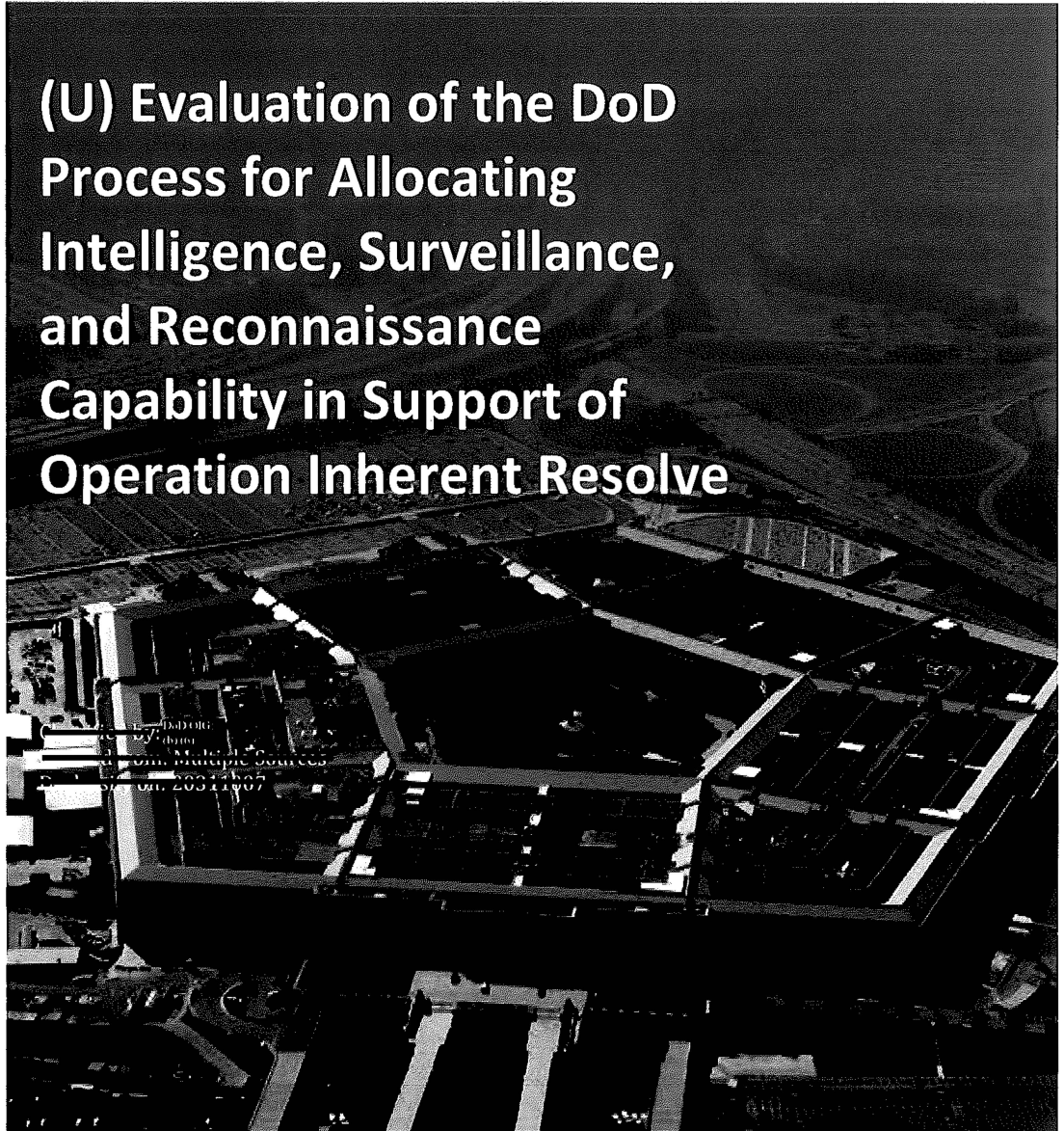
INSPECTOR GENERAL

U.S. Department of Defense

June 28, 2017



(U) Evaluation of the DoD Process for Allocating Intelligence, Surveillance, and Reconnaissance Capability in Support of Operation Inherent Resolve



INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

SECRET//NOFORN

~~SECRET//NOFORN~~

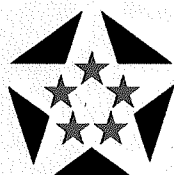
INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

Mission

Our mission is to provide independent, relevant, and timely oversight of the Department of Defense that supports the warfighter; promotes accountability, integrity, and efficiency; advises the Secretary of Defense and Congress; and informs the public.

Vision

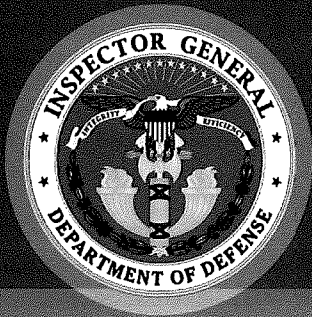
Our vision is to be a model oversight organization in the Federal Government by leading change, speaking truth, and promoting excellence—a diverse organization, working together as one professional team, recognized as leaders in our field.



Fraud, Waste, & Abuse
HOTLINE
Department of Defense
dodig.mil/hotline 1-800-424-9098

For more information about whistleblower protection, please see the inside back cover.

~~SECRET//NOFORN~~



Results in Brief

(U) Evaluation of the DoD Process for Allocating Intelligence, Surveillance, and Reconnaissance Capability in Support of Operation Inherent Resolve

11-20-2017

(U) Objective

(U) Our objective was to evaluate whether the DoD allocation process for Intelligence, Surveillance, and Reconnaissance (ISR) capability¹ effectively supported the Combined Joint Task Force (CJTF) – Operation Inherent Resolve (OIR) Commander's intelligence requirements.²

(U) Background

(S) The DoD allocation process to assign forces—personnel or equipment—annually to combatant commanders is the Global Force Management (GFM) process. The GFM process includes an annual allocation process and an emerging requirements process. PER OSD JS: (b) (1), 1.4(c), 1.4(e).
PER USCENTCOM: (b) (1), 1.4(a), 1.4(c)

[REDACTED]

(S) PER USCENTCOM: (b) (1), 1.4(c)
[REDACTED]

(U) Background (cont'd)

(S) PER USCENTCOM: (b) (1), 1.4(c) PER OSD JS: (b) (1), 1.4(c), 1.4(e). PER USCENTCOM: (b) (1), 1.4(a), 1.4(c)

[REDACTED] This plan—which includes ISR capability allocation—is released annually as the Global Force Management Allocation Plan (GFMAP).

(S) PER OSD JS: (b) (1), 1.4(c), 1.4(e). PER USCENTCOM: (b) (1), 1.4(a), 1.4(c)

[REDACTED]

(U) Finding

(S) PER OSD JS: (b) (1), 1.4(c), 1.4(e). PER USCENTCOM: (b) (1), 1.4(a)

[REDACTED] PER USCENTCOM: (b) (1), 1.4(a)

¹ (U) ISR capability is the ability to conduct collection operations to obtain information about the threat or operational environment. Manned and unmanned aircraft are used as platforms to collect ISR information. (Joint Publication 1-02, "Department of Defense Dictionary of Military and Associated Terms," October 15, 2016)

² (U) An intelligence requirement is defined in the Joint Publication 2.0, "Joint Intelligence," October 22, 2013, as "a requirement for intelligence to fill a gap in the command's knowledge or understanding of the operational environment or threat forces."

³ (U) As stated in the Global Force Management Implementation Guidance FY 2014-2015, risk assessment submitted by the combatant commanders includes their assessment of the risk associated with impacts of not assigning the capabilities requested in order to accomplish their directed missions.

⁴ (U) Chairman Joint Chief of Staff Manual 3130.06A was superseded on October 12, 2016, by Chairman Joint Chief of Staff Manual 3130.06B. The evaluation team reviewed the updated manual and determined that our finding remains accurate. As a result, we recommend revising the updated manual.

(U) Evaluation of the DoD Process for Allocating Intelligence, Surveillance, and Reconnaissance Capability in Support of Operation Inherent Resolve

[illegible]

~~(S)~~ The Director of the Joint Staff non-concurred with our finding and recommendation. He stated that the report

[illegible][illegible]

PER OSD.JS (b) (1), 1.4(c), 1.4(g), PER USCENTCOM (b) (1), 1.4(a)

(U) Recommendation Table

(U) Management	(U) Recommendations Unresolved	(U) Recommendations Resolved	(U) Recommendations Closed
Joint Staff	One	None	None

(U) Note: The following categories are used to describe agency management's comments to individual recommendations.

- **(U) Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **(U) Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **(U) Closed** – OIG verified that the agreed upon corrective actions were implemented.

~~SECRET//NOFORN~~



INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
4800 MARK CENTER DRIVE
ALEXANDRIA, VIRGINIA 22350-1500

June 28, 2017

MEMORANDUM FOR DISTRIBUTION

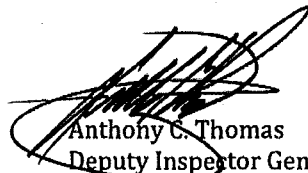
SUBJECT: (U) Evaluation of the DoD Process for Allocating Intelligence, Surveillance, and
Reconnaissance Capability in Support of Operation Inherent Resolve
(DODIG-2017-097)

(U) We are providing this final report for your information and use. This report provides an evaluation of DoD's allocation process for Intelligence, Surveillance and Reconnaissance (ISR). We completed the evaluation in accordance with the OIG's oversight responsibilities, as described in Section 8L of the Inspector General Act of 1978, as amended. We conducted this evaluation from November 2015 to February 2017 in accordance with the Council of the Inspectors General on Integrity and Efficiency Quality Standards for Inspection and Evaluation.

(U) We evaluated the effectiveness of DoD's allocation process for ISR capability to support the Combined Joint Task Force – Operation Inherent Resolve Commander's intelligence requirements.

(U) We considered management comments on the draft copy of this report when preparing this final version. The Joint Staff did not concur with our finding or recommendation. We request that the Director of the Joint Staff reconsider his position on the recommendation to update CJCS Manual 3130.06B to include formal periodic reviews of the ISR Global Force Management Allocation plan in order to address ISR allocation efficiencies to account for emerging contingency operations.

(U) We appreciate the courtesies extended to the staff. Please direct questions to me at (703) 699-7430 (DSN 499-7430). If you desire, we will provide a formal briefing on the results.


Anthony C. Thomas
Deputy Inspector General for
Intelligence and Special
Program Assessments

DODIG-2017-097 | iv

~~SECRET//NOFORN~~

~~SECRET//NOFORN~~

DISTRIBUTION:

UNDER SECRETARY OF DEFENSE FOR POLICY
UNDER SECRETARY OF DEFENSE FOR INTELLIGENCE
COMMANDERS OF THE COMBATANT COMMANDS
DIRECTOR, DEFENSE INTELLIGENCE AGENCY
DIRECTOR FOR INTELLIGENCE, J2, JOINT STAFF

cc: DIRECTOR OF NATIONAL INTELLIGENCE
INSPECTOR GENERAL, INTELLIGENCE COMMUNITY
INSPECTOR GENERAL, THE JOINT STAFF
INSPECTOR GENERAL, CENTRAL COMMAND
INSPECTOR GENERAL, EUROPE COMMAND
INSPECTOR GENERAL, AFRICA COMMAND
INSPECTOR GENERAL, SPECIAL OPERATIONS COMMAND

DODIG-2017-097 | v

~~SECRET//NOFORN~~

(U) Contents

(U) Introduction.....	1
(U) Objective.....	2
(U) Background	2
(U) Previous Assessments Concluded Improved Intelligence, Surveillance, and Reconnaissance Allocation and Management Are Needed	3
(U) DoD Global Force Management Process.....	3
(U) Annual Allocation Process.....	3
(U) Emerging Requirements Process.....	5
(U) Alternative Methods for Allocating Intelligence, Surveillance, and Reconnaissance Capabilities After Global Force Management Plan Approval	5
(U) Joint Functional Component Command – Intelligence, Surveillance, and Reconnaissance	6
(U) Finding.....	7
(S) The Joint Staff <small>PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)</small>	7
(U) Intelligence, Surveillance, and Reconnaissance Allocation Process from Combatant Command to Task Force Commander	7
(U) CJTF-OIR Commander Intelligence, Surveillance, and Reconnaissance Allocation Process.....	8
(U) Initial Intelligence, Surveillance, and Reconnaissance Capability Allocation in Support of CJTF-OIR.....	9
(U) USCENCOM Request for Additional Intelligence, Surveillance, and Reconnaissance Capabilities for OIR.....	9
(U) Conclusion.....	10
(U) Management Comments on the Finding and Our Response.....	11
(U) Recommendation, Management Comments, and Our Response.....	12
(U) Revised Recommendation.....	12
(U) Recommendation	12
(U) Appendix A	14
(U) Scope and Methodology	14
(U) Use of Computer-Processed Data	15
(U) Prior Coverage	15
(U) United States Government Accountability Office.....	16
(U) Joint Staff (J7)	17
(U) House Permanent Select Committee on Intelligence.....	17

(U) Appendix B	18
(U) Weight of Effort Example.....	18
(U) Appendix C	20
(U) Other Matters of Interest.....	20
(U) Intelligence, Surveillance, and Reconnaissance Capability Oversight.....	20
(U) Risk Assessment Support to Allocation Process	21
(U) Management Comments.....	23
(U) Joint Chief of Staff.....	23
(U) Acronyms and Abbreviations	25

(U) Introduction

(U) According to the Joint Publication 1-02, "Department of Defense Dictionary of Military and Associated Terms," October 15, 2016, intelligence is "the product resulting from the collection, processing, integration, evaluation, analysis, and interpretation of available information concerning foreign nations, hostile or potentially hostile forces or elements, or areas of actual or potential operations." The publication also defines Intelligence, Surveillance, and Reconnaissance (ISR) as "an activity that synchronizes and integrates the planning and operation of sensors, assets, and processing, exploitation, and dissemination systems in direct support of current and future operations."

(U) According to Joint Publication 3-0, "Joint Operations," August 11, 2011, "surveillance and reconnaissance are important elements of the intelligence function that support information collection across the range of military operations." According to the Joint Publication 2-01.3, "Joint Intelligence Preparation of the Operational Environment," May 21, 2014, prior to an operation, adversary capabilities need to be identified and applied against the impact of the operational environment. "This analysis forms the basis for developing the commander's priority intelligence requirements..."⁵ Joint intelligence preparation of the operational environment is the analytical process used by joint intelligence organizations to produce intelligence estimates and other intelligence products in support of the joint force commander's decision-making process.

(U) Joint Publication 2-0 "Joint Intelligence," October 22, 2013, defines an intelligence requirement as "a requirement for intelligence to fill a gap in the command's knowledge or understanding of the operational environment or threat forces." Intelligence requirements that are designated by the combatant commander's staff as a priority receive increased levels of intelligence support and allocation of intelligence collection capabilities. Priority intelligence requirements encompass information on all facets of

⁵ (U) Joint Publication 2-01.3, "Joint Intelligence Preparation of the Operational Environment," May 21, 2014.

(U) threat—such as political, military, economic, social, information and infrastructure—that is used by the combatant commander's staff to develop an assessment that supports an effective decision by the combatant commander.⁶

(U) Objective

(U) Our objective was to evaluate whether the DoD allocation process for ISR capability effectively supported the Combined Joint Task Force (CJTF) – Operation Inherent Resolve (OIR) Commander's intelligence requirements.

(U) Background

(U) On November 7, 2014, the White House, Office of the Press Secretary, released a "fact sheet" that highlighted the Administration's strategy to counter the Islamic State of Iraq and the Levant (ISIL) and updated the FY 2015 Overseas Contingency Operations (OCO) request for additional funding. The press release outlined nine lines of effort to counter ISIL, with one titled "Enhancing Intelligence Collection on ISIL." According to this line of effort, "continuing to gain more fidelity on ISIL's capabilities, plans, and intentions is central to our strategy to degrade and ultimately destroy the group, and we will continue to strengthen our ability to understand this threat." The press release further stated that in support of OIR, OCO amendments would include funding for the DoD to conduct a range of military operations against ISIL in the Middle East region and that these operations directly support the components of the Administration's strategy that aims to deny ISIL a safe-haven and expand the intelligence collection efforts against them. The purpose is to provide partner security "forces with enablers to support operations, especially the intelligence, surveillance, and reconnaissance (ISR) platforms and support that are essential to conduct comprehensive counterterrorism operations."

⁶ (U) Joint Publication 2-0, "Joint Intelligence," October 22, 2013.

(U) Previous Assessments Concluded Improved Intelligence, Surveillance, and Reconnaissance Allocation and Management Are Needed

(U) The Government Accountability Office, the House Permanent Select Committee on Intelligence, and the Joint Staff published previous ISR assessments. Common themes throughout the assessments were that the DoD should improve ISR capabilities, allocation and collection management through updated doctrine, training, and tools. Other reported observations were that DoD was ineffective at defining and prioritizing its ISR requirements in light of the insatiable demand for ISR, and needed to develop ISR assessment standards as current risk evaluations did not effectively inform complex force management decisions such as the Global Force Management (GFM) process. See “Prior Coverage” in Appendix A for report summaries.

(U) DoD Global Force Management Process

(U) The Chairman of the Joint Chiefs of Staff (CJCS) Manual 3130.06A, “Global Force Management Allocation Policies and Procedures,” March 28, 2014, established the DoD guidance to plan and execute GFM for all DoD forces—including ISR capability—either by the annual allocation process or through the emerging requirements process.⁷ The Joint Staff is responsible for leading and coordinating the GFM process.

(U) Annual Allocation Process

(S) The Joint Staff PER OSD JS (b) (1), 1.4(c), 1.4(g); PER USCENCOM (b) (1), 1.4(a), 1.4(c)

[REDACTED]
[REDACTED] Joint Functional Component Command (JFCC)

ISR subject matter experts provided the FY 2017 GFM Master Events Schedule (Figure 1) as an example of the process that is used to allocate forces.

PER OSD JS (b) (1), 1.4(c)

[REDACTED]
[REDACTED]
[REDACTED]

⁷ (U) CJCS Manual 3130.06A was superseded on October 12, 2016, by CJCS Manual 3130.06B. The evaluation team reviewed the updated manual and determined that the processes that were used during the evaluation prior to October 2016 had not changed in the new manual.

(U) Introduction

Figure 1. (U) FY 2017 Global Force Management Master Events Schedule



(S) The FY 2017 GFM Master Events Schedule—Figure 1—PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)

[REDACTED]

[REDACTED]

[REDACTED] PER USCEN

[REDACTED] (b) (1),

[REDACTED]

[REDACTED]

(S) PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

(U) Introduction

(S) [REDACTED] PER OSD JS (b) (1), 1.4(c), 1.4(e), PER USCENCOM (b) (1), 1.4(a)

[REDACTED] PER USCENCOM (b) (1), 1.4(a)

[REDACTED] After Secretary of Defense approval, combatant commands are advised of allocation decisions "via (official) messages, periodic video teleconferences, and the Global Force Management Board" according to the CJCS Instruction 3230.01E, "Policy Guidance for Intelligence, Surveillance, and Reconnaissance and Sensitive Reconnaissance," April 22, 2015.

(U) Emerging Requirements Process

(S) When combatant commander's requirements change, they submit a request for forces. According to the CJCS Manual 3130.06A⁸ a request for forces is a request from a combatant commander for units or capabilities to address requirements that cannot be sourced by the requesting headquarters that were assigned through the annual GFM process. [REDACTED] PER OSD JS (b) (1), 1.4(c), 1.4(e), PER USCENCOM (b) (1), 1.4(a)

[REDACTED] All requests for forces are submitted to the Joint Staff J-3 for validation. If validated, they are forwarded to the Secretary of Defense for a decision.

(U) Alternative Methods for Allocating Intelligence, Surveillance, and Reconnaissance Capabilities After Global Force Management Plan Approval

(S) Subject matter experts from [REDACTED] PER OSD JS (b) (1), 1.4(c), PER USCENCOM (b) (1), 1.4(a)

⁸ (U) As noted in the background, though CJCS Manual 3130.06 A was used in support of this evaluation, a review of CJCS Manual 3130.06B confirms that the request for forces process remains the same in CJCS Manual 3130.06B.

(U) Introduction

(S) process. The subject matter experts explained one method is either through

PER OSD JS (b) (1), 1-4(c), 1-4(g), PER USCENTCOM (b) (1), 1-4(a)

(U) A second method is the Joint Urgent Operational Need⁹ process. The Joint Urgent Operational Need process allows no more than 15 days to validate a requirement and approve a solution. However, fielding a materiel¹⁰ solution may take up to two years.

(U) Joint Functional Component Command – Intelligence, Surveillance, and Reconnaissance

(S) PER OSD JS (b) (1), 1-4(c), 1-4(g), PER USCENTCOM (b) (1), 1-4(a), 1-4(c)

⁹ (U) The Joint Capabilities Integration and Development System Manual, February 12, 2015, defines a Joint Urgent Operational Need as a joint service need that impacts an ongoing contingency operation that if left unfulfilled, could “result in capability gaps potentially resulting in loss of life or critical mission failure.”

¹⁰ (U) According to the Joint Capabilities Integration and Development System Manual, the term materiel includes all items necessary to equip, operate, maintain, and support military activities.

¹¹ (U) As noted in the background, though CJCS Manual 3130.06 A was used in support of this evaluation, a review of CJCS Manual 3130.06B confirms that the noted duties of JFCC ISR remain the same in CJCS Manual 3130.06B.

(U) Finding

(U) Finding

(S) The Joint Staff

PER OSD JS (b) (1), 1.4(c), 1.4(e), PER USCENCOM (b) (1), 1.4(a)

[REDACTED]

(S)

PER OSD JS (b) (1), 1.4(c), 1.4(e), PER USCENCOM (b) (1), 1.4(a)

[REDACTED]

PER USCENCOM (b) (1), 1.4(a)

[REDACTED]

PER USCENCOM (b) (1), 1.4(a)

[REDACTED]

(U) Intelligence, Surveillance, and Reconnaissance Allocation Process from Combatant Command to Task Force Commander

~~(S//REL TO USA, FVEY)~~

PER OSD JS (b) (1), 1.4(c), 1.4(e)

[REDACTED]

(U) Finding

~~(S//REL TO USA, FVEY)~~ PER OSD JS (b)(1), 1.4(c), 1.4(g)

~~(S//REL TO USA, FVEY)~~ USCENTCOM releases ISR monthly allocation directives to translate the USCENTCOM 12-month ISR plan into allocation values which can be used for monthly ISR planning across the USCENTCOM area of responsibility. The CJTF-OIR ISR Division Chief stated that the CJTF-OIR staff uses the USCENTCOM monthly allocation directive as the basis for ISR allocation within the OIR Combined Joint Operational Area.

(U) CJTF-OIR Commander Intelligence, Surveillance, and Reconnaissance Allocation Process

~~(S//REL TO USA, FVEY)~~ Based on interviews and observations at the CJTF-OIR headquarters in Kuwait, the evaluation team

PER USCENTCOM (b)(1), 1.4(a), 1.4(c)

PER OSD JS (b)(1), 1.4(c), 1.4(g); PER USCENTCOM (b)(1), 1.4(a), 1.4(c)

¹² (U) DoD OIG (b)(1), 1.7(e), (b)(7)(E)

¹³ ~~(S//REL)~~ PER OSD JS (b)(1), 1.4(c), 1.4(g)

¹⁴ (U) DoD OIG (b)(1), 1.7(e), (b)(7)(E)

(U) Finding

(U) Initial Intelligence, Surveillance, and Reconnaissance Capability Allocation in Support of CJTF-OIR

(S) ~~PER OSD JS (b)(1), 1.4(c), 1.4(g), PER USCENCOM (b)(1), 1.4(a), 1.4(c)~~
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED] ~~PER USCENCOM (b)(1), 1.4(a), 1.4(c)~~
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

(U) USCENCOM Request for Additional Intelligence, Surveillance, and Reconnaissance Capabilities for OIR

(S) ~~PER OSD JS (b)(1), 1.4(c), 1.4(g), PER USCENCOM (b)(1), 1.4(a), 1.4(c)~~
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

¹⁵ (U) For the purpose of this report, "internal shifting" means that the combatant command changed its operational priorities and tasking to include additional collection requirements that were not considered when the combatant command submitted its annual request for ISR capability. The result was ~~DoD OIG (b)(7)(F)~~
[REDACTED]

¹⁶ (U) "Sortie" is defined in Joint Publication 1-02 as an operational flight by one aircraft.

(U) Finding

(S) [REDACTED] PER USCENCOM (b) (1), 1.4(a)
[REDACTED]
[REDACTED]
[REDACTED] PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)
[REDACTED] PER USCENCOM (b) (1), 1.4(a)
[REDACTED]
[REDACTED]
[REDACTED]

(U) A JFCC ISR subject matter expert confirmed that an interim review of the entire ISR GFM Allocation Plan was not conducted when USCENCOM requested the additional ISR collection sorties. Rather, only the parts of the ISR Allocation Plan concerning the ISR capabilities being requested were reviewed.

(U) Conclusion

(S) [REDACTED] PER USCENCOM (b) (1), 1.4(a)
[REDACTED]
[REDACTED]
[REDACTED] PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)
[REDACTED] PER USCENCOM (b) (1), 1.4(a), 1.4(c), PER USCENCOM (b) (1), 1.4(a)
[REDACTED]

(U) The annual GFM Allocation Plan for ISR capabilities when OIR began was developed starting almost two years prior to execution and approved a year prior to execution. By the time the GFM Allocation Plan for FY 2014 was executed, the situation in Iraq had changed, requiring additional ISR capabilities. Although there was a process in place to

(U) Finding

(U) request additional ISR capabilities, it required the combatant commander to repeatedly ask for additional ISR capabilities to reduce ISR coverage gaps during an emerging contingency operation such as occurred during the initial stages of OIR in 2014 which still did not satisfy all of the intelligence requirements.

(U) Management Comments on the Finding and Our Response

(U) Chairman of the Joint Chiefs of Staff Comments

(S) The Director, Joint Staff, responding on behalf of the Chairman of the Joint Chiefs of Staff, stated that

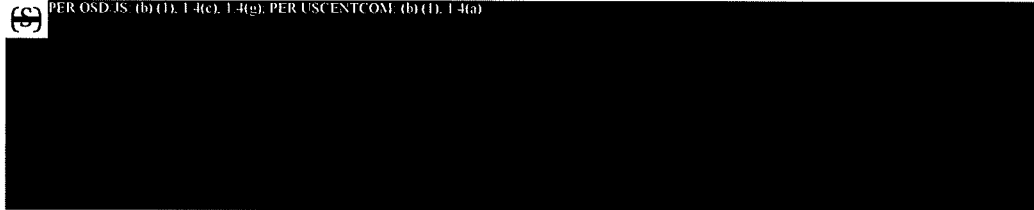
PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)



(U) Our Response

(S)

PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)



(U) Finding

(S) PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

(U) Recommendation, Management Comments, and Our Response

(U) Revised Recommendation

(U) As a result of comments from the Director of the Joint Staff, we revised the draft Recommendation to clarify the nature of the actions needed to improve ISR allocation.

(U) Recommendation

(U) We recommend that the Joint Staff revise the Chairman Joint Chiefs of Staff Manual 3130.06B, "Global Force Management Allocation Policies and Procedures," October 12, 2016, to include periodic reviews of the entire ISR Global Force Management Allocation Plan throughout an extended contingency operation.

(U) Chairman of the Joint Chiefs of Staff Comments

(S) The Director of the Joint Staff non-concurred with the recommendation, stating that

PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

(U) Our Response

(S) Comments from the Director of the Joint Staff did not address the specifics of the recommendation. PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)

[REDACTED]
[REDACTED]
[REDACTED]

(U) Finding

(S) PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a) [REDACTED]
[REDACTED]

(S) PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a) [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

(S) We request that the Director of the Joint Staff PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a) [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

(U) Appendix A

(U) Scope and Methodology

(U) We conducted this evaluation from November 2015 through February 2017 in accordance with the Council of the Inspectors General on Integrity and Efficiency Quality Standards for Inspection and Evaluation. Those standards require that we plan and perform the evaluation to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our evaluation objective.

(U) We conducted site visits and held interviews with representatives from the Office of the Under Secretary of Defense for Intelligence, Director for Defense Intelligence (Warfighter Support), ISR Operations office; United States Central Command; United States Special Operations Command; Joint Staff; Joint Functional Component Command-Intelligence, Surveillance, and Reconnaissance; Combined Joint Task Force – Operation Inherent Resolve; and Special Operations Joint Task Force – Operation Inherent Resolve.

(U) We reviewed DoD and Joint Staff policy and combatant command instructions to identify guidance, policy, and best practices for allocation planning. Specifically we reviewed:

- CJCS Instruction 3250.01E, "Policy Guidance for Intelligence, Surveillance, and Reconnaissance and Sensitive Reconnaissance," as of April 22, 2015
- CJCS Manual 3130.06A, "Global Force Management Allocation Policies and Procedures," March 28, 2014
- CJCS Manual 3130.06B, "Global Force Management Allocation Policies and Procedures," October 12, 2016
- Joint Capabilities Integration and Development System Manual, February 12, 2015
- Joint Publication 1-02, "Department of Defense Dictionary of Military and Associated Terms," as of October 15, 2016

- Joint Publication 2-0, "Joint Intelligence," October 22, 2013
- Joint Publication 2-01, "Joint and National Intelligence Support to Military Operations," January 5, 2012
- Joint Publication 2-01.3, "Joint Intelligence Preparation of the Operational Environment," May 21, 2014
- Joint Publication 3-0, "Joint Operations," August 11, 2011
- Department of Defense, "Global Force Management Implementation Guidance Fiscal Year 2014-2015," February 25, 2014
- USCENTCOM 2016 ISR Execution Order, September 29, 2015
- USCENTCOM Monthly Allocation Directives from January 2014 – January 2016
- Joint Staff Force Sourcing Business Rules and Secretary of Defense Orders Book Process, Joint Staff, J3, July 2, 2007

(U) Use of Computer-Processed Data

(U) We did not use computer-processed data to perform this evaluation.

(U) Prior Coverage

(U) During the last 5 years, the Joint Staff (J7), The House Permanent Select Committee on Intelligence and the United States Government Accountability Office issued reports discussing the Department of Defense ISR allocation process as a whole. Unrestricted Government Accountability Office (GAO) reports can be accessed at <http://www.gao.gov>.

(U) United States Government Accountability Office

(U) GAO-13-361C, "Intelligence, Surveillance, and Reconnaissance: Actions Could Enhance DoD's Process for Allocating ISR Capabilities," May 2013

(U) The DoD's process for allocating ISR capabilities to meet geographic combatant command's requirements has improved, but requirements development processes are not standardized across the commands and not all (U) command submissions are complete. Commands use different planning factors and assumptions to develop the requirements they submit to the GFM process.

(U) GAO-12-396C, "Intelligence, Surveillance, and Reconnaissance: Actions Needed to Improve DoD Guidance, Integration of Tools and Training for Collection Management," April 2012

(U) The DoD's guidance for ISR collection management did not capture all current collection management practices, that collection management tools were not integrated, and that collection management training was insufficient. GAO recommended that DoD update collection management guidance and improve tools and training.

(U) GAO-11-465, "Intelligence, Surveillance, and Reconnaissance: Actions Are Needed to Increase Integration and Efficiencies of DOD's ISR Enterprise," June 2011

(U) GAO recommended that DoD compile and aggregate complete ISR funding data, establish implementation goals and timelines for its efficiency efforts, and give priority to examining efficiency in ISR collection activities.

(U) Joint Staff (J7)

(U) "Iron Bullet 15-3 Global ISR Enterprise Management Quicklook Report,"
December 3, 2015

(U//~~FOUO~~) DoD OIG (b) (7)(E) [REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]
[REDACTED]

(U) House Permanent Select Committee on Intelligence

(U) "Performance Audit of Department of Defense Intelligence, Surveillance, and
Reconnaissance," April 2012

(U) DoD has invested roughly \$44 billion in acquiring new and enhanced ISR capabilities since 9/11 without a strategy for how these systems fit into its future ISR architecture. DoD has allowed the Services to procure their own solutions for joint requirements, leading to duplication and inefficiencies. DoD needs to improve its acquisition process to prevent further duplication of effort and right-size the ISR force for future requirements. DoD lacks the process and analytical tools to decide how to allocate them to Combatant Commands in a way that maximizes their value within constrained resources.

(U) Appendix B

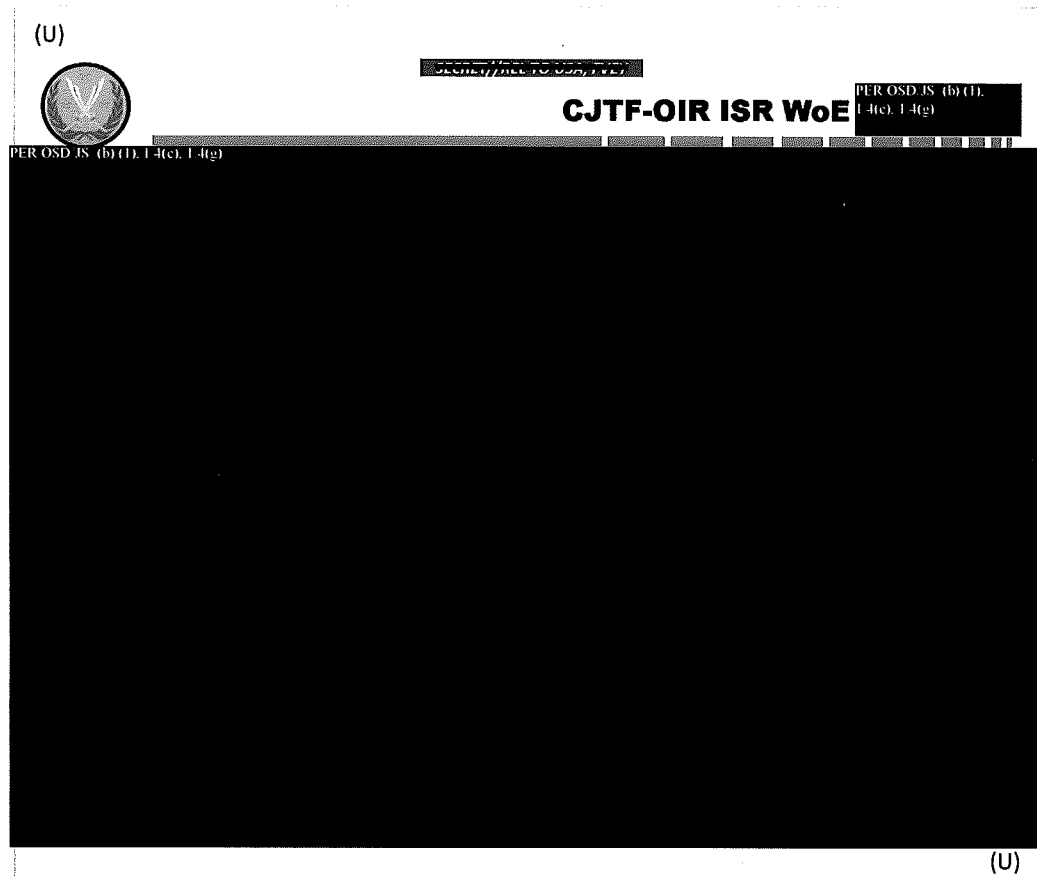
(U) Weight of Effort Example

~~(S//REL TO USA, FVEY)~~ Figure 2 on the next page is an example of the ISR weight of effort chart

PER OSD JS (b) (1), 1.4(c), 1.4(e), PER USCENCOM (b) (1), 1.4(a), 1.4(e)



Figure 2. (U) CJTF-OIR ISR weight of effort chart example



(U) Appendix C

(U) Other Matters of Interest

(U) Intelligence, Surveillance, and Reconnaissance Capability Oversight

(U) This evaluation was conducted specifically to assess the DoD process for allocating ISR capability in support of OIR. However, during this assessment, discussions at both the Combatant Command and the Task Force level highlighted a specific concern regarding oversight of the ISR enterprise. According to the President's "Unified Command Plan¹⁸ 2011", April 6, 2011 (revised September 12, 2011), JFCC ISR serves in an advisory ISR allocation role, subordinate to USSTRATCOM, and does not have the authority to direct DoD-wide ISR allocation. Senior CJTF-OIR Task Force officials commented that JFCC ISR has no insight into Service-specific ISR training and acquisition programs resulting in duplicative ISR capabilities.

(S) PER OSD JS (b)(1), 1-4(c), 1-4(g)

[REDACTED]

(S//NF) PER OSD JS (b)(1), 1-4(c), 1-4(g), PER USCENCOM (b)(1), 1-4(a)

[REDACTED]

¹⁸ (U) The Unified Command Plan assigns roles and missions for combatant commands and subordinate elements.

(U) During the evaluation, we reviewed JFCC ISR's role in the GFM ISR allocation process. However, we did not review USSTRATCOM's management of JFCC ISR. An evaluation of appropriate alignment of JFCC ISR within the DoD command structure, with the appropriate authorities, will be considered during future oversight project planning.

(U) Chairman of the Joint Chiefs of Staff Comments

(S) The Director of the Joint Staff, responding on behalf of the Chairman of the Joint Chiefs of Staff, stated that PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a)

[REDACTED]

(U) Our Response

(U) Management comments addressed the specifics of our observation. No further action required at this time.

(U) Risk Assessment Support to Allocation Process

(S) PER OSD JS (b) (1), 1.4(c), 1.4(g), PER USCENCOM (b) (1), 1.4(a), 1.4(c)
[REDACTED]

(U) USCENCOM developed a two-step process to evaluate which mission is more critical between the task force commanders within the USCENCOM area of responsibility, and thus, which commander should receive the ISR capability to fulfill

(U) their intelligence requirements. The resulting risk factors matrix incorporates evaluating strategic, force, and mission risks and includes specific definitions for the different levels of risk.

(U) While we reviewed USCENTCOM's risk matrix and compared it to the sample military risk matrix in the CJCS Manual 3130.06A, we did not review other combatant command risk matrix samples. An evaluation of standardizing ISR risk factors across the combatant commands will be considered during future oversight project planning.

(U) Management Comments

(U) Management Comments

(U) Joint Chief of Staff



~~SECRET~~
THE JOINT STAFF
WASHINGTON, DC

Reply Zip Code:
20318-0300

DJSM 0047-17
3 April 2017

MEMORANDUM FOR DEPUTY INSPECTOR GENERAL FOR INTELLIGENCE AND
SPECIAL PROGRAM ASSESSMENTS

SUBJECT: (S) Evaluation of the DoD Process for Allocating Intelligence, Surveillance, and
Reconnaissance Capability in Support of Operation INHERENT RESOLVE (Project
No. D2016-DISPA2-0060.000)

1. (U) Thank you for the opportunity to review and comment on your report regarding the DoD intelligence, surveillance, and reconnaissance allocation process and Operation INHERENT RESOLVE (OIR) sourcing. The Joint Staff disagrees with the findings and recommendations of this report. DoD OIG (b) (1), 1.7(c), (b) (7)(E)

2. (U) The Joint Staff submits the following responses to specific findings and recommendations:

- (S) Finding: PER OSD JS (b) (1), 1.4(c), 1.4(g)

- (S) Nonconcur. The GFM process has procedures to deal with emergent requirements (Request for Forces/Capabilities) resulting in modifications to the approved GFM Allocation Plan (GEMAP). PER OSD JS (b) (1), 1.4(c), 1.4(g)

PER USCENICOM (b) (1), 1.4(g)

Impacts on FY 2014 sourcing include: PER OSD JS (b) (1), 1.4(c), 1.4(g)

Classified by: John L. Dolan, Lt Gen, USAF, J-3
Reason: 1.4(a)
Declassify on: 10 Oct 2024

~~SECRET~~

(U) Joint Chief of Staff (cont'd)

~~SECRET~~

- (U) Recommendation: Revise CJCSM 3130.06B to include period reviews of the entire GFMAP to account for emerging contingency operations.

- (S) Nonconcur PER USCENCOM (b) (1), 1.4(a)

PER OSD JS (b) (1), 1.4(c)

- (S) PER OSD JS (b) (1), 1.4(c), 1.4(g)

- (S) PER OSD JS (b) (1), 1.4(c), 1.4(g)

3. (U) The Joint Staff has conducted a classification review of the draft report and concurs with the report's overall classification and individual portion markings.

4. (U) Should you have any questions please have your staff contact DoD OIG (b) (6)

William C. Mayville, Jr.
WILLIAM C. MAYVILLE, JR.
LTJG, USA
Director, Joint Staff

~~SECRET~~

(U) Acronyms and Abbreviations

CJCS	Chairman Joint Chief of Staff
CJTF	Combined Joint Task Force
GAO	Government Accountability Office
GFM	Global Force Management
ISIL	Islamic State of Iraq and the Levant
ISR	Intelligence, Surveillance, and Reconnaissance
JFCC	Joint Functional Component Command
OCO	Overseas Contingency Operation
OIR	Operation Inherent Resolve
USCENTCOM	U.S. Central Command
USSTRATCOM	U.S. Strategic Command

~~SECRET//NOFORN~~

Whistleblower Protection

U.S. DEPARTMENT OF DEFENSE

The Whistleblower Protection Ombudsman's role is to educate agency employees about prohibitions on retaliation and employees' rights and remedies available for reprisal.

The DoD Hotline Director is the designated ombudsman.

For more information, please visit the Whistleblower webpage at www.dodig.mil/programs/whistleblower.

For more information about DoD OIG reports or activities, please contact us:

Congressional Liaison

congressional@dodig.mil; 703.604.8324

Media Contact

public.affairs@dodig.mil; 703.604.8324

For Report Notifications

http://www.dodig.mil/pubs/email_update.cfm

Twitter

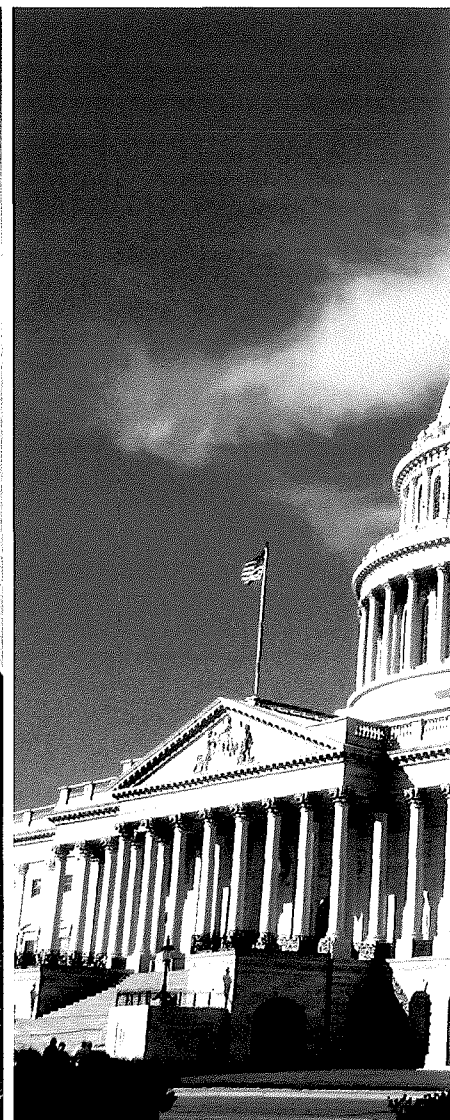
twitter.com/DoD_IG

DoD Hotline

dodig.mil/hotline

~~SECRET//NOFORN~~

SECRET//NOFORN



DEPARTMENT OF DEFENSE | OFFICE OF INSPECTOR GENERAL
4800 Mark Center Drive
Alexandria, Virginia 22350-1500
www.dodig.mil
Defense Hotline 1.800.424.9098

SECRET//NOFORN