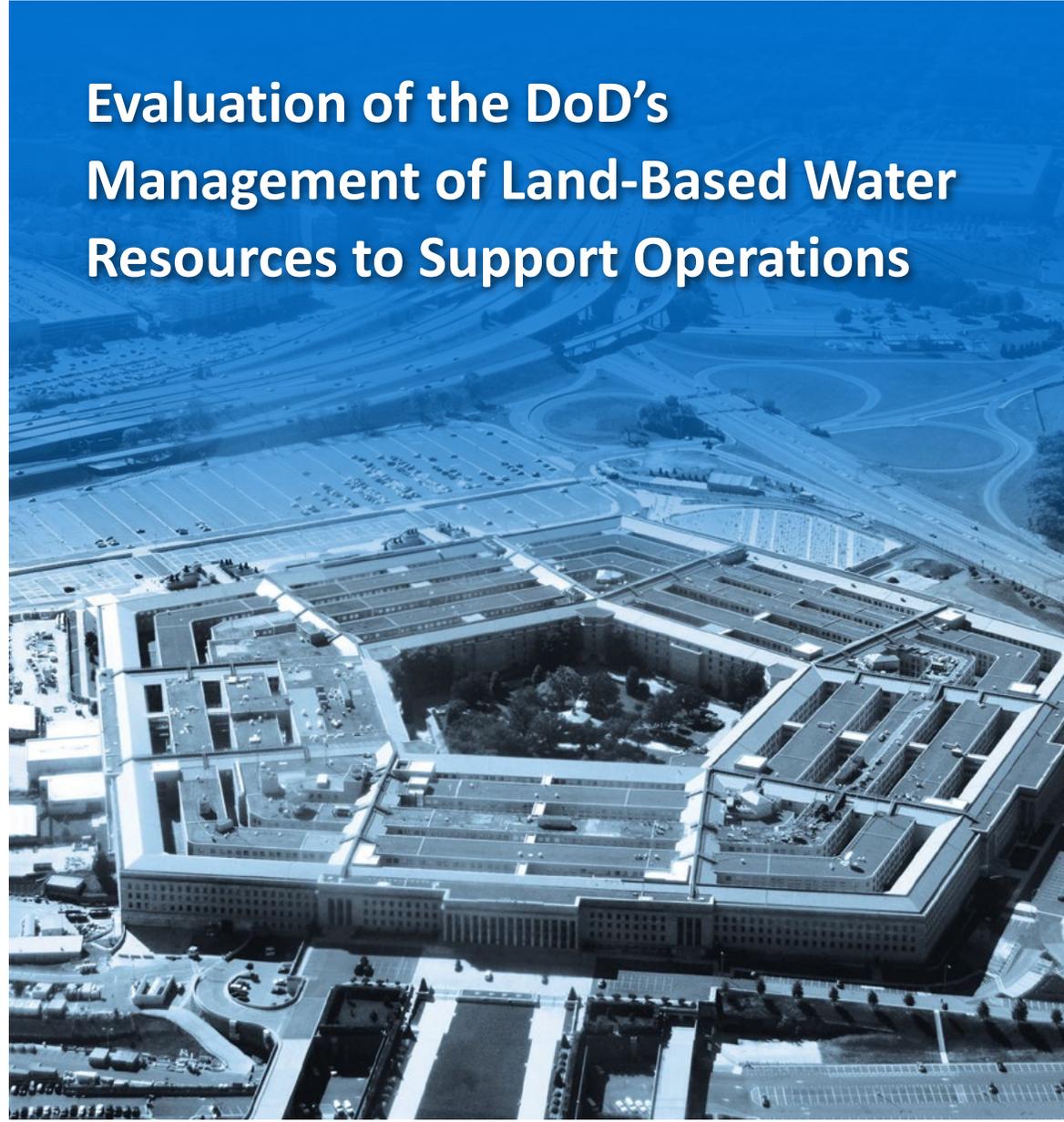




INSPECTOR GENERAL

U.S. Department of Defense

MAY 9, 2023



Evaluation of the DoD's Management of Land-Based Water Resources to Support Operations

INTEGRITY ★ INDEPENDENCE ★ EXCELLENCE





Results in Brief

Evaluation of the DoD's Management of Land-Based Water Resources to Support Operations

May 9, 2023

Objective

The objective of this evaluation was to determine the extent to which the DoD's Executive Agent (DoD EA), the Secretary of the Army, managed land-based water resources to support contingency operations in accordance with DoD Directive (DoDD) 4705.01E.

Background

Water is one of the most common and important strategic resources required to sustain military operations. The Military Services possess integrated capabilities to extract, purify, store, and distribute bulk water. As U.S. national security concerns shift to inter-state strategic competition, future operations could occur in environments where these capabilities are essential for mission success.

DoDD 4705.01E directs the DoD EA, the Secretary of the Army, to manage land-based water resources to support operational requirements. The Directive also establishes the Joint Water Resources Management Action Group (JWRMAG), under the oversight of the DoD EA. The Secretary of the Army delegated these responsibilities to the Army Deputy Chief of Staff for Logistics (G-4).

Finding

The DoD EA for land-based water resources did not perform six of eight assigned responsibilities in accordance with DoDD 4705.01E.

The DoD EA did not perform its responsibilities because the Army Deputy Chief of Staff for Logistics (G-4) did not

Finding (cont'd)

provide appropriate support and oversight, and the Under Secretary of Defense for Acquisition and Sustainment did not define clear responsibilities and processes in support of the DoD EA.

As a result, the DoD cannot determine whether the geographic combatant commands and Military Services will be able to meet land-based water requirements during future contingency operations. Additionally, the DoD EA not fully managing land-based water resources may result in a lack of required capabilities, delayed acquisition, and inefficient use of the DoD's limited water resources.

Recommendations

We make ten recommendations to address these findings, including that DoD officials validate the delegation of DoD EA responsibilities and create oversight and reporting mechanisms that verify proper execution of the delegated tasks; review and update DoDD 4705.01E to clarify roles and responsibilities; and develop and issue a DoD Instruction to provide overarching procedures for implementing DoDD 4705.01E.

Management Comments and Our Response

The Acting Deputy Chief of Staff for the Army G-4, responding for the Secretary of the Army, agreed with the three recommendations directed to the Secretary of the Army.

The Deputy Assistant Secretary of Defense for Logistics, responding for the Under Secretary of Defense for Acquisition and Sustainment, agreed with one out of seven recommendations, and partially agreed with three recommendations directed to the Under Secretary. The Deputy Assistant Secretary disagreed with three recommendations.

We request additional comments from stakeholders within 30 days on the final report to address the four remaining unresolved recommendations. Please see the recommendations table on the next page for the status of recommendations.

Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Secretary of the Army	None	1a, 1b, and 1c	None
Under Secretary of Defense for Acquisition and Sustainment	2.a.1, 2.a.2, 2.c.1, and 3b	2b, 2.c.2, and 3a	None

Please provide Management Comments by June 12, 2023.

Note: The following categories are used to describe agency management’s comments to individual recommendations.

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



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

May 9, 2023

**MEMORANDUM FOR SECRETARY OF THE ARMY
UNDER SECRETARY OF DEFENSE FOR ACQUISITION
AND SUSTAINMENT**

**SUBJECT: Evaluation of the DoD's Management of Land-Based Water Resources
to Support Operations (Report No. DODIG-2023-068)**

This final report provides the results of the DoD Office of Inspector General's evaluation. We previously provided copies of the draft report and requested written comments on the recommendations. We considered management's comments on the draft report when preparing the final report. These comments are included in the report.

This report contains recommendations that are considered unresolved because the Deputy Assistant Secretary of Defense for Logistics did not agree with or did not fully address the recommendations to the Under Secretary of Defense for Acquisition and Sustainment presented in the report.

Therefore, as discussed in the Recommendations, Management Comments, and Our Response section of this report, the recommendations remain open. We will track these recommendations until an agreement is reached on the actions that you will take to address the recommendations, and you have submitted adequate documentation showing that all agreed-upon actions are completed.

DoD Instruction 7650.03 requires that recommendations be resolved promptly. Therefore, please provide us within 30 days your response concerning specific actions in process or alternative corrective actions proposed on the recommendations. Send your response to either [REDACTED] if unclassified or [REDACTED] if classified SECRET.

FOR THE INSPECTOR GENERAL:

A handwritten signature in black ink that reads "Andre M. Brown".

Andre Brown
Acting Assistant Inspector General for Evaluations
Programs, Combatant Commands, and Overseas
Contingency Operations

Contents

Introduction

Objective.....	1
Background.....	1

Finding. The DoD Executive Agent Did Not Manage Land-Based Water Resources in Accordance with DoDD 4705.01E.....

The DoD EA Did Not Perform Responsibilities Assigned in DoDD 4705.01E.....	7
The Army and DoD Did Not Provide Oversight or Clear Policy Guidance for Water Resources Management.....	16
The DoD May Not Meet Land-Based Water Requirements in Future Contingency Operations.....	21

Appendix.....

Scope and Methodology.....	32
Use of Computer-Processed Data.....	33
Prior Coverage.....	34

Management Comments.....

Secretary of the Army.....	35
Under Secretary of Defense for Acquisition and Sustainment.....	36

Acronyms and Abbreviations.....

Introduction

Objective

The objective of this evaluation was to determine the extent to which the DoD's Executive Agent managed land-based water resources to support contingency operations in accordance with DoD Directive 4705.01E.¹

Background

Land-Based Water – A Logistics Commodity

Water is one of the most common and important strategic resources required to sustain military operations. Joint Publication (JP) 4-03 states that water is supplied as either a package or as bulk water.² For example, bottled water is a form of packaged water. As a logistics commodity, water is necessary for drinking, food preparation, medical treatment, hygiene, and other tasks. The Military Services support water operations through activities such as site selection, pumping, purification, storage, and distribution of both potable and non-potable water.

The Military Services have units that consist of water treatment specialists that are trained to perform water operations using equipment to pump, purify, store, and distribute land-based water resources. For example, the Army has Water Treatment Specialists that are responsible for installing and operating water purification equipment and making sure clean water is stored and available where needed. The Army also has engineers that can perform water well drilling operations. The Navy, Air Force, and Marine Corps have engineers that can perform water purification or water well drilling operations. These specialized units possess the equipment necessary for forward deployed water extraction, purification, storage, and distribution.

Planning Land-Based Water Resources in Future Operations

Although the Military Services possess integrated capabilities to extract, purify, store, and distribute bulk water, recent DoD contingency operations relied heavily on contractor-sourced bottled water. JP 4-03 states that the use of bottled water throughout a deployment puts tremendous stress on transportation operations. Moreover, packaged methods require extensive shipping and provide less product or volume when compared with bulk operations. In 2019, the

¹ DoD Directive 4705.01E, "Management of Land-Based Water Resources in Support of Contingency Operations" defines the term "land-based water resources" as "resources used to provide water support to military services on land, including, but not limited to, equipment, funding, and force structure during contingency operations." Land-based water is also referred to as tactical water, bulk water, or liquid logistics throughout the logistics community.

² Joint Publication 4-03, "Joint Bulk Petroleum and Water Doctrine," January 11, 2016, Validated November 30, 2017.

Army's Quartermaster General acknowledged that, with the transition from counterinsurgency operations to the next fight against a near peer threat, the Army will not be able to survive, thrive, and win with purely bottled water.

Future operations could occur in contested environments where local procurement of water may not be safe or accessible. According to the 2018 National Defense Strategy, inter-state strategic competition in a contested environment is the primary U.S. national security concern.³ The Strategy directed the DoD to increase resilience, transition to smaller, dispersed, adaptive basing options, and support U.S. forces through resilient and agile logistics. A 2022 National Defense Strategy fact sheet reinforced the DoD's focus on building a resilient Joint Force that is able to withstand, fight through, and quickly recover from disruption.⁴

Coordination and Administration of Land-Based Water Resources

To manage land-based water resources and support contingency operations, the DoD assigned the Secretary of the Army as the DoD Executive Agent (DoD EA) and directed the formation of a Joint Water Resources Management Action Group (JWRMAG) to coordinate, advise, and resolve land-based water issues. To implement the DoD EA responsibilities, the Army issued supplemental regulations as well as a memorandum from the Secretary of the Army. Additionally, the Joint Staff has issued guidance to supplement DoD policy and provide instruction on how to identify and plan for water support requirements.

DoD Directive 4705.01E Assigns a DoD EA for Land-Based Water Resources

DoD Directive (DoDD) 4705.01E designates the Secretary of the Army as the DoD EA for the management of land-based water resources to establish water resources to support the requirements of operations and permit successful deployment and employment of forces.⁵ As the DoD EA, the Secretary of the Army is responsible for:

- developing and implementing plans, procedures, and requirements for water resources in support of land-based forces in coordination with other DoD Component heads;

³ "Summary of the 2018 National Defense Strategy of the United States of America: Sharpening the American Military's Competitive Edge," January 19, 2018.

⁴ "Fact Sheet: 2022 National Defense Strategy," March 28, 2022.

⁵ DoD Directive 4705.01E "Management of Land-Based Water Resources in Support of Contingency Operations," June 3, 2015. Incorporating Change 3, January 2, 2020.

- advising the Assistant Secretary of Defense for Sustainment (ASD[S]) of significant developments on water resource research, equipment acquisition, and doctrine;
- ensuring contingency basing requirements are integrated into land-based water resource employment, support plans, and procedures;
- establishing procedures for coordination of DoD Component regulatory documents and plans affecting water resources; and
- providing data on the location, quantity, and quality of water resources to the DoD Components through a Water Resources Data Base (WRDB) that allows for the rapid retrieval of information on an area or point basis to assist the combatant commanders in making water support logistics decisions.

DoDD 4705.01E also establishes the JWRMAG to coordinate, advise, and recommend solutions to resolve land-based water support issues. DoDD 4705.01E directs the Secretary of the Army, as the DoD EA, to provide oversight of the JWRMAG, including the designation of a chair, and tasks DoD Components with providing representation to JWRMAG meetings. The Directive states that the JWRMAG must meet at least annually. The Functions of the JWRMAG are to:

- determine effects of water resources and related decisions on contingency support functions;
- develop plans for water technology research, development, and equipment acquisition to support operations in all environments;
- assess the water needs of all DoD and non-DoD organizations that affect the availability of water resources to support contingency operations; and
- recommend necessary policy changes to the ASD(S).

DoDD 4705.01E also identifies the requirement to align land-based water resources with the development of operational plans (OPLANs) and force structure changes, as well as develop logistics plans to support the fulfillment of water requirements for contingency operations in all environments. This includes the water requirements of all DoD and other U.S. Government departments and agencies. To accomplish this, DoDD 4705.01E identifies roles and assigns responsibilities to key stakeholders in addition to the Secretary of the Army. Specifically, DoDD 4705.01E states:

- the ASD(S) oversees the activities of the DoD EA and coordinates with the DoD EA to ensure all necessary actions are taken and funding is obtained to keep land-based water resources aligned with the development of OPLANs and force structure changes;

- the DoD Component heads develop, program, and budget for water resource materiel in support of combatant commanders' OPLANs and provide the DoD EA with information on their respective water resources;
- the Chairman of the Joint Chiefs of Staff provides guidance to DoD Components on water resource support requirements and ensures that combatant commanders review OPLANs to assess the adequacy of water support for deployed forces; and
- the combatant commanders provide prioritized force materiel requirements for water support and other requested management data to the DoD EA.

Army Deputy Chief of Staff for Logistics (G-4) Performed EA Responsibilities

The Secretary of the Army delegated the roles and responsibilities in DoDD 4705.01E to the Army Deputy Chief of Staff for Logistics (G-4).

The January 13, 2020 delegation of authority memorandum provides authority for the G-4 to act on the Secretary of the Army's behalf for all DoD EA responsibilities, functions, and authorities assigned in DoDD 4705.01E.⁶ Army Regulation (AR) 700-136 also delegates the DoD EA responsibilities of the Secretary of the Army to the G-4.⁷ During our evaluation, the Army Supply Directorate's Policy office (G-44[S]), within the G-4, was the lead for performing DoD EA duties delegated to the G-4.

The Secretary of the Army's delegation memorandum also provided authority for the G-4 to further delegate DoD EA responsibilities to a General Officer or member of the Senior Executive Service (SES), so long as the G-4's additional delegation was in writing, and the Army Office of the Judge Advocate General determined the delegation to be legally sufficient.

Joint Staff Doctrine for Water Support

The Joint Staff issued doctrine to support the DoD's management of land-based water resources. The Joint Staff's Joint Petroleum Office issued JP 4-03 to provide fundamental principles and guidance for providing bulk petroleum and water in support of joint operations. JP 4-03 provides specificity on the principles of bulk water purification, storage, and distribution for Joint planners to use as a guide for

⁶ The memorandum dated January 13, 2020, delegates the DoD EA roles and responsibilities; however, the Secretary of the Army remains the designated DoD EA and is therefore responsible for the management of land-based water resources.

⁷ Army Regulation 700-136, "Tactical Land-Based Water Resources Management," June 5, 2009. AR 700-136 also provides supplemental delegation of some EA responsibilities, such as assigning the Chief of the Army Corps of Engineers the responsibility to develop and maintain the WRDB.

planning for land-based water requirements. JP 4-03 also states that, to provide adequate support to the Army as the DoD EA for land-based water resources, commanders and their staffs should plan for tactical water support in all OPLANs and orders. Finally, JP 4-03 provides a list of water consumption requirements and states that total water requirements are placed in the theater water distribution plan developed by the combatant commander with support from the Service component commander.

Finding

The DoD Executive Agent Did Not Manage Land-Based Water Resources in Accordance with DoDD 4705.01E

The DoD EA for land-based water resources did not perform six of eight assigned responsibilities, in accordance with DoDD 4705.01E. Specifically, the DoD EA did not:

- develop and implement plans, procedures, and requirements for water resources in support of land-based forces in coordination with DoD Components;
- establish procedures for coordination of DoD Component regulatory documents and plans affecting water resources;
- ensure that land-based water resource employment plans and procedures integrated contingency basing and prioritized materiel requirements;
- administer water resources through the JWRMAG to resolve water support issues across the DoD;
- ensure the JWRMAG developed and maintained the required WRDB from FY 2020 through FY 2022; or
- provide data on the location, quantity, and quality of land-based water resources to the DoD Components from FY2020 through FY2022.

The DoD EA performed two of eight responsibilities by designating a chair for the annual JWRMAG meetings between 2017 and 2021, and advising the ASD(S) of significant developments on water resources research, equipment acquisition, and doctrine.

The DoD EA did not perform six of the eight assigned responsibilities because:

- the Army Deputy Chief of Staff for Logistics (G-4), performing the responsibilities of the DoD EA, did not properly delegate, support, or oversee the executive agency or the performance of its responsibilities; and
- the Under Secretary of Defense for Acquisition and Sustainment (USD[A&S]) did not define clear responsibilities and processes of the ASD(S), the Chairman of the Joint Chiefs of Staff, the Military Services, or the combatant commanders, in support of the DoD EA, in DoDD 4705.01E.

As a result, the DoD cannot accurately determine the extent to which the Geographic Combatant Commanders (GCCs) and the Military Services will be able to meet land-based water requirements during future contingency operations against a near-peer competitor in a contested environment. Additionally, the DoD EA not fully managing land-based water resources may result in a lack of required capabilities, delayed acquisition, and inefficient use of the DoD's limited water resources in support of land-based forces.

The DoD EA Did Not Perform Responsibilities Assigned in DoDD 4705.01E

The DoD EA for land-based water resources did not perform six of eight responsibilities assigned in DoDD 4705.01E. The six responsibilities that the DoD EA for land-based water resources did not perform fall broadly into two categories: four responsibilities related to coordination of land-based water resources across DoD Components and two responsibilities related to the WRDB.

The DoD EA performed two of eight responsibilities by designating a chair for the annual JWRMAG meetings between 2017 and 2021 and providing the ASD(S) with significant developments on water resources research, equipment acquisition, and doctrine.

The DoD EA Did Not Coordinate Water Resources and Requirements Across DoD Components

The DoDD 4705.01E requires the DoD EA to coordinate efforts across DoD Components. Specifically, the DoD EA must:

- coordinate with other DoD Component heads to develop and implement plans, procedures, and requirements for water resources in support of land-based forces;
- ensure the GCCs integrate contingency basing requirements into land-based water resource employment, support plans, and procedures;
- establish procedures for coordination of DoD Component regulatory documents and plans affecting water resources; and
- administer the management of land-based water resources through the JWRMAG.

Based on our review of DoD EA-provided meeting minutes, official memorandums, and other documents, as well as interviews with Army and Deputy Assistant Secretary of Defense for Logistics (DASD[L]) officials, we determined that the DoD EA did not perform these responsibilities between 2017 and 2021.

The DoD EA Did Not Fully Coordinate with DoD Components to Develop and Implement Plans, Procedures, and Requirements for Water Resources

The DoD EA did not fully coordinate with other DoD Component heads to develop and implement plans, procedures, and requirements for water resources, in support of land-based forces.⁸ Specifically, DoD Component personnel from the Military Services, Combatant Commands, and Joint Staff J-4 did not consistently attend the annual JWRMAG meetings between 2017 and 2021.⁹ These meetings were the primary forum for DoD Components to identify and discuss land-based water resources issues. According to JWRMAG attendance records, a G-44(S) information paper, and statements from G-44(S) officials, the other Military Services, GCCs, and Joint Staff did not fully participate in the JWRMAG annual meetings between 2017 and 2021.

In addition, we determined that the DoD EA did not attend GCCs' liquid logistics planning sessions. Specifically, the G-44(S) official performing the DoD EA's duties stated that GCCs were not providing prioritized material requirements for water resources. Therefore, the official attempted to coordinate with the U.S. European Command to develop water resources plans and requirements by attending the Command's liquid logistics planning sessions. However, the official's senior leadership did not approve their request to attend those sessions because their role within the G-44(S) did not require it. The official also stated that they were not invited to other GCC planning sessions. Furthermore, the G-44(S) official stated that liquid logistics planning sessions hosted by the GCCs tended to focus on petroleum, so if the G-44(S) official does not attend the planning session, the official cannot advise or assist the planners on land-based water issues as well. Moreover, the G-44(S) official indicated that GCC planners are not including the DoD EA in planning for joint water resource requirements in support of OPLANs.

The DoD EA Did Not Ensure the Integration of Contingency Basing Requirements into Water Resource Employment, Support Plans, and Procedures

The DoD EA also did not ensure the GCCs integrated contingency basing requirements into land-based water resource employment, support plans, and procedures.¹⁰ We requested that the G-44(S) provide evidence and examples

⁸ The DoD Directive 4705.01E refers to DoD Components as the Office of the Secretary of Defense, the Military Departments, the office of the Chairman of the Joint Chiefs of Staff and the Joint Staff, the Combatant Commands, the office of the Inspector General of the Department of Defense, the Defense Agencies, and the DoD Field Activities.

⁹ The DoD Directive 4705.01E, Enclosure 3, JWRMAG Charter, states that Each DoD Component will provide a representative to the JWRMAG.

¹⁰ Contingency basing is defined as the life-cycle process to plan, design, construct, operate, manage; and transition, transfer, or close a non-enduring location supporting a combatant commander's requirement.

demonstrating how the DoD EA performed this responsibility. A G-44(S) official responded that contingency basing requirements would be included in the total water requirement of an OPLAN and are not separately resourced. The official clarified that the G-44(S) staff do not have the appropriate clearance to access and review contingency basing requirements for OPLANs. Instead, the G-44(S) evaluates Army Service component command plans and the Army deals with the total water requirement identified for each individual OPLAN separately.

The G-44(S) official also stated that the GCCs do not provide prioritized force materiel requirements to the DoD EA, making it difficult for the G-44(S) to review the requirements and ensure contingency basing requirements are integrated into land-based water resource employment, support plans, and procedures. During an interview, a Joint Staff official stated that water is considered in contingency basing when requirements for new construction are identified for issues like water storage or transportation or if the requirements are identified in a theater plan.

The DoD EA Did Not Establish Procedures to Coordinate DoD Component Regulatory Documents Affecting Water Resources

The DoD EA also did not establish procedures for coordinating DoD Component regulatory documents and plans affecting water resources. A G-44(S) official referred the team to the Army's Water Planning Guide as evidence of performing this responsibility.¹¹

We reviewed the Water Planning Guide and determined that it did not fulfill the DoDD responsibility. Specifically, the Water Planning Guide provided information for Army planners to calculate water planning factors, but did not contain information or procedures on how to coordinate regulatory documents and plans affecting water resources across DoD Components. In subsequent interviews, the G-44(S) official stated that the Water Planning Guide, while an Army document, allowed for more detailed planning at the Army Service component command level and below. However, the official did not identify any additional documents as evidence that the DoD EA performed this responsibility.¹²

¹¹ Water Planning Guide, 25 November 2008, United States Army Combined Arms Support Command. The Water Planning Guide provides potable water consumption planning factors by environmental region and command level.

¹² On page 20, we further explain that the DoDD 4705.01E's description of the responsibility to establish procedures for coordination of DoD Component regulatory documents and plans affecting water resources is not clear and lacks details preventing the G-44(S) officials from completely understanding what the procedures were meant to address.

We also reviewed Army Techniques Publication No. 4-44, Water Support Operations, October 2015, which is a manual for planning and executing water support for missions conducted across the full range of military operations.¹³ The publication provides an overview of water support operations, considerations for developing a water site, as well as discusses planning for water support operations, water treatment operations, and water storage, distribution, and issue operations. The publication does not contain information or procedures on how to coordinate regulatory documents and plans affecting water resources, such as equipment acquisition or research and development. Therefore, we also determined that this document did not fulfill the requirement for establishing procedures to coordinate DoD Component regulatory documents affecting water resources.

The DoD EA Did Not Administer the Management of Land-Based Water Resources Through the JWRMAG

The DoD EA also did not administer the management of land-based water resources through the JWRMAG. DoDD 4705.01E directs the DoD EA to administer the management of land-based water resources through the JWRMAG, as specified in Enclosure 3 of the Directive. Enclosure 3 is the JWRMAG Charter, which instructs the DoD EA to designate a representative to chair the JWRMAG.¹⁴ We concluded that the DoD EA representative, as the designated chair, did not:

- ensure the accomplishment of group objectives and discharge of its responsibilities;
- submit minutes of each group meeting to the ASD(S) and group representatives;
- submit policy recommendations to the ASD(S);
- present problems to the group for resolution;
- coordinate and resolve water support issues; and
- ensure that necessary actions were taken and funding obtained to certify that water support equipment acquisitions kept pace with the development of operational plans and force structure, in accordance with the Planning, Programming, Budgeting, and Execution process.

¹³ Army Techniques Publication No. 4-44/ Marine Corps Reference Publication No. 3-17.7Q, Water Support Operations, October 2015. The Army published an updated version of this publication in December 2022. We reviewed the 2015 version, as it was the one used during the scope of our evaluation.

¹⁴ The G-44(S) official performing the EA responsibilities also served as the JWRMAG Chair representative.

We determined that the DoD EA representative, as the designated JWRMAG Chair, did not perform the primary responsibility of the chair, which was to ensure the accomplishment of the JWRMAG's objectives and the discharge of the JWRMAG's responsibilities. Specifically, DoDD 4705.01E Enclosure 3 requires the JWRMAG to:

- determine effects of water resources and related decisions on contingency support functions;
- develop water support technology research and development and equipment acquisition plans to support operations in all environments;
- assess the water needs of all DoD and non-DoD organizations that affect the availability of water resources to support contingency operational requirements; and
- provide liaison support to host nations, allied forces, and others, to resolve water concerns related to contingency operations.

The DoD EA representative, as the designated JWRMAG chair, could not provide evidence that they met their JWRMAG-related responsibilities across the Military Services and the JWRMAG was not organized or staffed to accomplish these tasks. Representatives from the Navy, Air Force, Marine Corps, the GCCs, and Joint Staff did not consistently attend the JWRMAG, making coordination and resolution of water resources support issues, technology research and development, and equipment acquisition plans difficult.

Representatives from the Navy, Air Force, Marine Corps, the GCCs, and Joint Staff did not consistently attend the JWRMAG, making coordination difficult.

Some of the offices of primary responsibility in the Military Services were not aware that they were their Service's designated representative to attend the JWRMAG meetings. For example, Air Force Mission Directive 1-38 tasks Air Force Civil Engineers with authority and responsibilities relating to the management of land-based water resources in support of contingency operations. However, when we requested information on how the Air Force provides the DoD EA with information on water resources, a representative from Air Force Civil Engineers responded that it was not applicable and that the Civil Engineers have not been tasked to support the JWRMAG. Additionally, we asked representatives from the GCCs what organizations they coordinate with to ensure land-based water resources are met and none mentioned either the Army as the DoD EA or the JWRMAG as the forum to identify and address water-related issues. Therefore, neither the other Military Services nor the GCCs determined or communicated their requirements, research and development, and acquisition plans to the JWRMAG chair.

As a result, the JWRMAG chair stated that they only knew the Army's water requirements and did not know other DoD Components' plans or missions. This official further stated that the meetings are "not of high importance right now" and that in their opinion, the Services and the GCCs were not taking the DoDD 4705.01E requirements seriously. Without critical information from the Services and the GCCs, the JWRMAG chair did not coordinate and resolve water support issues.

The G-44(S) officials also did not provide sufficient evidence that the DoD EA representative, serving as the JWRMAG chair, performed the responsibility of submitting meeting minutes of each group meeting or policy recommendations to the ASD(S). Instead, the G-44(S) only provided JWRMAG meeting minutes from 2019 and stated that meeting minutes from other years may not exist. In addition, the G-44(S) also provided an information paper assessing that the 2021 JWRMAG did not address a number of responsibilities required under DoDD 4705.01E. According to officials from the Office of the DASD(L)—a sub-component of the Office of the ASD(S) tasked with oversight responsibility of the Army's EA responsibilities for land-based water resources—G-44(S) officials did provide DASD(L) a copy of the 2019 JWRMAG meeting minutes. We requested that the DASD(L) officials provide copies of JWRMAG related documents between 2017 and 2021, the officials provided a copy of the same 2019 meeting minutes that the G-44(S) provided. The G-44(S) official serving as the JWRMAG chair stated that they did not have a direct link to ASD(S) or DASD(L) as it related to water resource issues and that they did not know who within ASD(S) was responsible for water resources management. The JWRMAG chair further stated that they had not presented any policy change recommendations to anyone in the Office of the Secretary of Defense.

The DoD EA representative, serving as the JWRMAG chair, also did not meet the requirement to present water resource problems to the JWRMAG for resolution. Specifically, according to the 2019 meeting minutes, the chair did identify a table of "due outs" for the members to address. However, in a subsequent interview, the G-44(S) official who served as the chair stated that the due outs section of the minutes was not a formal tasking system and most of the due outs returned to the G-44(S) for action. Furthermore, the 2021 information paper specifically states that the "chair did not present problems to the group members for resolution." Therefore, problems were not presented "for resolution," as DoDD 4705.01E requires.

Lastly, the DoD EA representative, serving as the JWRMAG chair, did not ensure that the JWRMAG participants took necessary actions and obtained funding to certify that water support equipment acquisitions kept pace with the development

of operational plans and force structure. The G-44(S) official, serving as the JWRMAG chair, did not provide any evidence that it performed this responsibility. In addition, a G-44(S) official stated that the group members did not present their problems or requirements for resolution because no money was available to resolve those problems. The JWRMAG chair also stated that they were not aware of the policy for submitting funding requests, but that they did not think they could submit a funding request directly to the Office of the Secretary of Defense.

The DoD EA Did Not Maintain the Required Water Resources Data Base from FY 2020 through FY 2022

The DoDD 4705.01E lists two DoD EA responsibilities related to the WRDB. Specifically, the DoD EA has the responsibility to:

- ensure the JWRMAG develops and maintains an improved, expanded, and automated water resources intelligence database for the rapid retrieval of information on an area or point basis to assist the combatant commanders in making water support logistics decisions; and¹⁵
- provide data on the location, quantity, and quality of land-based water resources to the DoD Components.

The DoD EA did not fully perform these WRDB responsibilities between 2017 and 2021. Specifically, we determined that the DoD EA ensured the JWRMAG developed and maintained the WRDB from 2017 until the end of the FY 2019 portion of our scope. However, the Army terminated funding for the WRDB after FY 2019. Consequently, we determined that the DoD EA did not ensure the data base was maintained after FY 2019 and was not able to provide updated data on the location, quantity, and quality of land-based water resources to the DoD Components. However, during our evaluation fieldwork, Army officials pursued funding for the WRDB for FY 2023 through FY 2027.

The Water Resources Data Base Was the DoD's Authoritative Source for Land-Based Water Resources Information until 2019

The WRDB, maintained and operated by the Army Geospatial Center, was the DoD authoritative data source for land-based water resources information until the end of FY 2019. Specifically, the WRDB provided information on the location, quality, and quantity of land-based water resources in an electronic database for logisticians and military planners to use in the development of OPLANs

¹⁵ We use the generic term "database" to refer to the Water Resources Data Base (or WRDB) throughout the report, but the official title of the system separates the words "data" and "base."

and contingency plans. The database also served as a guide for engineers and well-drilling units, providing detailed information on locations to obtain water from during the execution of those plans.

In 2018, the Secretary of the Army approved the elimination of funding for the WRDB through a budgetary review process designed to reinvest funds from lower priority programs into modernization programs. Afterwards, DoD EA officials terminated the database at the end of FY 2019, even though Army Corps of

DoD EA officials terminated the database at the end of FY 2019, even though Army officials identified the requirement to maintain it and its importance.

Engineers officials identified the DoDD 4705.01E requirement to maintain the database and its importance to senior Army leadership. Specifically, the Army Office of the Chief of Engineers stated in a 2018 memorandum cautioning against the termination of the database that the

WRDB provided the DoD with “web-accessible, map-based, attributed information on the quantity, quality, and location of: surface water resources (e.g. lakes, streams, predicted scarcity, sabkhas, chemical fate and transport, etc.), ground water resources (e.g. aquifers, subsurface flow, wells, qanats, etc.), and water facilities (e.g. treatment plants, water towers, dams, pumping stations, etc.).”¹⁶

Additionally, the Office of the Chief of Engineers memorandum identified that the elimination of the WRDB would:

“prevent warfighters in the field and military planners from the direct support needed to identify: potentially or optimally viable sources of water for extraction via drilled well, hose and pump, etc., for ground force sustainment; potential base camp locations; or available water sources for potential use by friendly or enemy forces.”

Following the de-funding, Army Geospatial Center officials stated that Army leadership instructed them to terminate the maintenance and updating of the database and lost the support contract staff that maintained it.

¹⁶ Sabkhas are areas of coastal flats subject to periodic flooding and evaporation, and qanats are underground tunnels constructed to bring water from higher elevations down to low elevations.

From 2020 through 2022, the DoD Lacked Up-To-Date Authoritative Data on the Location of Land-Based Water Resources

The Army Geospatial Center's efforts to preserve WRDB information in a different system did not meet the requirements of DoDD 4705.01E. By terminating funding for the WRDB in FY 2019, joint planners across the DoD Components could not access up-to-date, authoritative information on the location, quantity, quality, availability, and accessibility of land-based water resources. The Army Geospatial Center preserved existing information in the WRDB as it existed at the time of termination through a different system called Reachback Engineer Data Integration. This allowed joint planners to continue accessing outdated information on land-based water resources. However, we determined that this was an ineffective replacement for the WRDB, because the information was outdated and no longer authoritative. After the WRDB's funding was terminated in FY 2019, the DoD EA stopped maintaining or expanding the database and the DoD EA no longer ensured it was providing authoritative information on the location, quantity, and quality of land-based water resources.

DoDD 4705.01E requires the DoD EA, through the JWRMAG, to develop and maintain the WRDB. The JWRMAG Charter further states that the JWRMAG is to develop an improved, expanded, and automated water resources intelligence database for the rapid retrieval of selected data. However, the JWRMAG is not funded or resourced to manage the WRDB responsibility independently. Following the termination of the WRDB, Army Geospatial Center and DoD EA officials attempted to find alternative funding through the JWRMAG, but they were unsuccessful between FY 2020 and FY 2022. As a result, the DoD EA did not perform its responsibilities related to the WRDB during those 3 years.¹⁷

The DoD EA Designated a Chair for the JWRMAG Meetings and Provided Updates to ASD(S) on Water Resources Issues

The DoD EA for land-based water resources performed 2 of 8 responsibilities assigned in DoDD 4705.01E. Specifically, the DoD EA:

- designated a chair for the annual JWRMAG meetings between 2017 and 2021; and
- provided the ASD(S) with significant developments on water resources research, equipment acquisition, and doctrine.

¹⁷ The Army re-funded the WRDB from FY 2023 through FY 2027 in its Program Objective Memorandum and is working to reestablish the database. However according to representatives from the Army Geospatial Center as of December 2022 the database team should achieve operational capability by the 4th Quarter of FY 2023.

We determined that a DoD EA official chaired the JWRMAG meetings in 2017, 2018, 2019, and 2021, during which Army components participated. The Army Regulation 700-136 states that the G-4 will establish and chair the JWRMAG. The G-44(S) officials performing the DoD EA responsibilities hosted and chaired the JWRMAGs. According to G-44(S) officials, the DoD EA did not hold the 2020 JWRMAG due to the COVID-19 pandemic.

The DoD EA advised representatives from the DASD(L), who provided oversight of the DoD EA for ASD(S), of significant developments on water resource research, equipment acquisition, and doctrine. For example, when senior Army leaders decided to defund the WRDB in 2018, DoD EA officials informed the DASD(L) on the decision to terminate the WRDB. Then, DoD EA officials worked with Army Geospatial Center officials and provided documentation and information necessary for ASD(S) to work with Army leadership to identify and include funding for the database in the Army's FY 2023 through FY 2027 Program Objective Memorandum.

The Army and DoD Did Not Provide Oversight or Clear Policy Guidance for Water Resources Management

The DoD EA did not perform its assigned responsibilities for two reasons. First, the Army Deputy Chief of Staff for Logistics (G-4) improperly delegated the executive agency and its responsibilities and did not support or conduct oversight of the personnel performing the delegated responsibilities. Second, the USD(A&S) did not define clear responsibilities and processes for the ASD(S), Chairman of the Joint Chiefs of Staff, heads of DoD Components, or combatant commanders for the management of land-based water resources in DoDD 4705.01E.

The Army G-4 Did Not Oversee DoD EA Responsibilities

The Army G-4 did not properly delegate, support, or provide oversight of the executive agency or its responsibilities. Specifically, the G-4 did not act in accordance with the Secretary of the Army's delegation memo, dated January 13, 2020, which prohibits further delegating DoD executive agency or its responsibilities below the General Officer or SES level and requires any further delegation of authority to be done in writing and with the approval of the Office of the Judge Advocate General.

The Army G-4 did not properly delegate its DoD EA authority and responsibilities. The Secretary of the Army's 2020 memo delegating the DoD executive agency and its responsibilities to the G-4 stated that the G-4 could further delegate the authority and responsibilities in writing to a General Officer or SES employee. According to the DoD EA program website, the Department of the Army Logistics Office for Supply Policy (G-44[S]) is the Office of Primary Responsibility for

land-based water resources. However, the G-4 did not delegate its DoD EA authority and responsibilities in writing to the G-44(S). Additionally, the primary official performing the DoD EA duties was not a General Officer or an SES, as required in the Secretary of the Army's 2022 memo.

The Army G-4 also did not support the officials performing the DoD EA responsibilities. A G-44(S) official described three limitations to executing some DoD EA responsibilities. First, the official explained how their office within the G-44(S) focuses mostly on petroleum requirements, but is also responsible for the water portfolio. Second, the official stated that the DoD EA responsibilities are broader than the function of the G-44(S) office. The G-44(S) official stated that the G-44(S) develops and implements supply policy for the Army, but typically does not conduct planning. Finally, the G-44(S) official also described how the GCCs do not provide prioritized force materiel requirements for water resources which limits their knowledge of other DoD Component water requirements. As a result, the official attempted to receive the water requirements information by attending GCC liquid logistics deep dive sessions, but was not able to do so. The G-44(S) official stated that they were not invited to attend the U.S. Indo-Pacific Command's Liquid Logistics deep dive and G-44(S) management denied their request to attend a U.S. European Command deep dive session on liquid logistics, because it was not a supply policy role.

In addition to the limitations described by the G-44(S) official, the official was not fully aware of the authorities of a DoD EA or clear how to fulfill certain DoD EA responsibilities for land-based water resources. For example, the G-44(S) official stated they were not aware of DoD EA authorities to encourage the exchange of information between Services, such as Memorandums of Agreement or Understanding. The official also stated they were not aware of the potential authorities given to DoD EAs for requesting dedicated funding to perform their responsibilities. Specifically, the G-44(S) official acknowledged that they did not know for what they could or could not submit funding requests. The G-44(S) official and an official from the Joint Staff stated that they are currently coordinating to identify how to request funding for the Army's EA roles and responsibilities for land-based water resources.

The Army G-4 also did not oversee the performance of land-based water resource issues due to the nature of the DoD's missions between 2001 and 2021. Army and Joint Staff officials stated that the ability of the Services to provide water to support operations in a contested environment is likely to be a higher priority item than it was for counter-insurgency operations. Moreover, another G-44(S) official explained that water has been a priority, but not a high priority, as the Army executed a counter-insurgency mission over the past few years, but large scale

combat operations require more water. During this interview, the G-44(S) stated that they added water issues into liquid logistics readiness reports that previously focused solely on petroleum issues in an attempt to bring more attention to land-based water resources requirements.

A G-44(S) official explained that water has been a priority, but not a high priority, as the Army executed a counter-insurgency mission over the past few years.

Unclear and Undefined Responsibilities and Processes in DoDD 4705.01E

The DoD EA did not perform its responsibilities in part because DoDD 4705.01E does not define clear responsibilities and processes of the ASD(S), the Chairman of the Joint Chiefs of Staff, heads of DoD Components, or the combatant commanders in support of the DoD EA. Based on interviews and requests for information, we determined that the officials from the Office of the DASD(L), the Joint Staff, the Military Services, and the GCCs did not have a common understanding of their responsibilities under DoDD 4705.01E. This limited the DoD EA's ability to manage land-based water resources because it did not have necessary oversight from ASD(S) or the required information and support from the Military Services and GCCs needed to perform the responsibilities assigned to the DoD EA.

No ASD(S) Oversight of the DoD EA

In representing the ASD(S), the DASD(L) did not fully oversee, provide guidance to, or assess the performance of the DoD EA. DoDD 4705.01E tasks the ASD(S) with oversight responsibilities of the DoD EA for land-based water resources. Specifically, the ASD(S):

- oversees the activities of the DoD EA for land-based water resources;
- provides overall guidance and direction for land-based water resource matters through the JWRMAG;
- every 3 years, assesses the responsibilities of the DoD EA for land-based water resources for continued need, currency, and effectiveness;
- coordinates with the DoD EA for land-based water resources to ensure:
 - all necessary actions are taken and funding is obtained to keep land-based water resources aligned with the development of operational plans and force structure changes;
 - development of logistics plans for land-based water resources to support contingency operations in all environments, to include the water needs of all DoD and other U.S. Government departments and

agencies, host nations, allied forces, non-governmental organizations, and intergovernmental organizations to achieve unity of effort to support operational requirements;

- develops DoD-wide policy for master planning policy, facilities and construction standards, and real property accountability policy for land-based water resources requirements; and
- reviews, analyzes, and makes recommendations on land-based water resources requirements to the JWRMAG.

Office of the DASD(L) officials stated that they believed their office had met these requirements and provided oversight of the DoD EA. To support this statement, the officials provided copies of the 2019 JWRMAG meeting minutes and a written assessment of the DoD EA's effectiveness in 2018. These officials also stated that they participated in the JWRMAG meetings, which are held once each year, and that they would have answered any requests for assistance from the DoD EA, but that the DoD EA had not requested any assistance.

We determined that the DASD(L) did not fully perform its oversight role and responsibilities. While officials stated that they provided oversight through their attendance at the annual JWRMAG meetings, DoDD 4705.01E requires that the ASD(S)'s representative provide "guidance and direction" through the JWRMAG. The Office of the DASD(L) representatives stated that, because the DoD EA did not ask for guidance and direction at those meetings, they fulfilled their oversight requirement by dialing into the JWRMAG meeting. Similarly, while Office of the DASD(L) officials provided a written assessment of the DoD EA's effectiveness from 2018, Office of the DASD(L) officials stated that they did not produce a similar written assessment in 2021 because they assessed the effectiveness of the DoD EA through their attendance at the JWRMAG meetings.¹⁸ However, without a written document confirming the assessment, we could not determine that the DASD(L) provided the required oversight.

The DoD officials Did Not Have a Common Understanding of Responsibilities Under DoDD 4705.01E

We also determined that the Military Services, GCCs, and Joint Staff J-4 did not have a common understanding of their responsibilities in DoDD 4705.01E. This hindered the DoD EA's ability to perform its responsibilities. Specifically, the terminology, structure, and policies and procedures outlined in the directive led to confusion or differing interpretations that denied the DoD EA necessary information to complete its functions.

¹⁸ The DoDD 4705.01E requires the ASD(S) to perform an assessment, every three years, of the DoD EA for Land-Based Water Resources. The DoDD 4705.01E does not require the assessment to be in writing.

The GCCs did not understand terminology used within DoDD 4705.01E.

the DoD EA with information on “prioritized force materiel requirements” for water support, but does not define the term. To determine whether the GCCs understood this term, we requested the six GCC logistics directorates (J-4s) to provide their understanding of the term. However, the GCC officials from the six GCCs that responded did not have a common understanding of this term or awareness of the requirement to provide information to the DoD EA. Officials from the U.S. Indo-Pacific Command and U.S. European Command stated that the term was either not understood or had no meaning within their respective offices. U.S. Northern Command, U.S. Central Command, and U.S. Southern Command officials reported different understandings of the term “prioritized force materiel requirements,” saying it referred to either sourcing and acquisitions, units, or water treatment systems. For example, an official from the U.S. Central Command said that the term referred to “priority units arriving in theater” and their requirements based on a time-phased force and deployment data flow. However, an official from the U.S. Southern Command stated that the term referred instead to the “priority and number of water treatment systems to support the operational requirement for potable [or] non-potable water” at a contingency location.

First, the GCCs did not understand terminology used within DoDD 4705.01E. Specifically, DoDD 4705.01E instructs the combatant commanders to provide

Second, DoD Components also did not provide the DoD EA with information on land-based water resources and representation to the JWRMAG, in accordance with DoDD 4705.01E. The DoDD specifically includes the Military Departments, Joint Staff, and combatant commands in the definition of DoD Components. However, based on requests for information and interviews with officials from the Military Services, GCCs, and Joint Staff J-4, we determined that the Military Services, GCCs, and Joint Staff were unaware of, or did not understand, their responsibilities to provide information and participate in the JWRMAG.

The Military Services, GCCs, and Joint Staff were unaware of, or did not understand, their responsibilities to provide information and participate in the JWRMAG.

Specifically, we asked the Military Services what their responsibilities were in supporting the Army as the DoD EA for land-based water resources. Representatives from the Air Force Office of Civil Engineers stated that providing information on land-based water resources was “not applicable” to them and that they had not been tasked with representing the Air Force at the JWRMAG. However, Air Force Mission Directive 1-38 specifically tasks Air Force Civil

Engineers with authority and responsibilities relating to the management of land-based water resources in support of contingency operations. Representatives from the Navy and the Marine Corps similarly stated that they were unaware of a requirement to provide information to the DoD EA or to attend the JWRMAG, and we could not locate any Navy or Marine Corps instructions delegating the Service responsibilities to any department or office.

DoDD 4705.01E also contains misaligned internal references, which could mislead DoD Components. In an update from Change 2 (June 3, 2015) to Change 3 (January 2, 2020), the USD(A&S) altered the numbers and section headings of the document but did not change internal references to these sections. For example, section 7 of Change 2 assigns responsibilities to the GCCs, “In addition to the responsibilities in Section 4.”

In Change 2, Section 4 is titled “DoD Component Heads.” Change 3 provides the same requirements in Section 6, assigning responsibilities to the GCCs, “[i]n addition to the responsibilities in Section 4.” However, Section 4 no longer refers to DoD Component Heads but instead to the Secretary of the Army. This is misleading since the Secretary of the Army’s responsibilities differ from those of DoD Component Heads, and this text may cause confusion that could result in the DoD EA missing out on vital information concerning water resources. During field work, DASD(L) officials acknowledged these misdirected references were unintentional.

The DoD May Not Meet Land-Based Water Requirements in Future Contingency Operations

As a result, the DoD cannot accurately determine the extent to which the GCCs and the Military Services will be able to meet land-based water requirements during future contingency operations. Additionally, the DoD EA not fully managing land-based water resources may result in a lack of required capabilities, delayed acquisition, and inefficient use of DoD’s limited water resources in support of land-based forces.

The GCCs and the Military Services may not meet land-based water requirements during future contingency operations if known challenges with water equipment are not resolved by the DoD EA for land-based water resources and the JWRMAG members. An article in the U.S. Army’s Summer 2019 Quartermaster Newsletter discussed land-based water resource challenges and stated that Army service component commands and theater sustainment commands need to conduct water

planning.¹⁹ Furthermore, it identified the lack of sustainment programs to address obsolete parts for aging 3,000 Gallon Reverse Osmosis Water Purification Units as a known challenge. Finally, the article stated that units were not using water equipment during unit level and joint level exercises.

The 2019 JWRMAG meeting minutes expanded on the challenges identified in the Quartermaster Newsletter. Specifically, the minutes state that the Quartermaster General and Commandant of the U.S. Army Quartermaster School reemphasized the importance of sustainment in winning the next fight against a near-peer threat and that water production, storage, and distribution was not in a good shape. He stated that inaccurate reporting and low use are the root causes impacting operational readiness rates. Moreover, the Commandant stated that water purification operations are not being conducted at training centers as they had been in the past. They explained how using water equipment at the National Training Center, for example, would send demand signals to the supply system. According to the meeting minutes, the G-44(S) official stated that GCC capability gaps for water support are not being identified. The G-44(S) official also stated that GCCs must request water support capabilities in support of their respective areas of responsibility.

An official from the Marine Corps' Logistics Combat Elements engineer division explained how the Marine Corps' "Force Design 2030" campaign envisions a concept for Expeditionary Advanced Base Operations as part of an integrated naval force against a peer adversary in the Indo-Pacific area of responsibility. The official also stated that the operations plans for this future fight were not written, but the Marine Corps was developing smaller and different water purification, storage, and distribution capabilities that may not be the same solutions that the Army is pursuing. However, they stated that the smaller capabilities may yield an affordable alternative technology that is better suited to the small teams, central to its Expeditionary Advanced Base Operations concept. The official acknowledged that they had not participated in the JWRMAGs but stated they collaborate with other Army counterparts.

According to a Task Force on Survivable Logistics-Executive Summary, the ability of the DoD to transport, supply, and resupply Service members "anywhere in the world has been assumed," and that the United States maintained such a superiority over its competitors that strategic threats to DoD logistics were rarely considered by military planners.²⁰ The Executive Summary describes that the ability of near-peer strategic competitors to threaten the Joint Logistics Enterprise has

¹⁹ The U.S. Army Quartermaster Newsletter, Summer 2019 Edition. The U.S. Army Quartermaster Newsletter is a quarterly professional newsletter published by the U.S. Army Quartermaster School.

²⁰ Final Report of the Defense Science Board Task Force on Survivable Logistics – Executive Summary November 2018.

increased as near-peer competitors invest in anti-access/area denial capabilities and gray zone tactics, creating a contested environment. As previously noted, the use of packaged bottled water puts stress on transportation operations. However, not all land-based water resource requirements can be met by bottled water. For example, during theater operations, mortuary affairs relies on water for sanitation and ice to transport human remains, but packaged bottled water used as ice could damage or inflict harm to remains. Furthermore, a G-44(S) official explained that the challenges to aging water purification equipment still exist and that combatant commanders are not aware of this issue. He further explained that these purification units are not being sustained and are not used during exercises because if the units break, the command will not have funding to repair them so that they are viable for the field. Therefore, the DoD may not meet land-based water requirements to support a GCC in a contingency that relies on aging water equipment or overly relies on packaged bottled water.

Not all land-based water resource requirements can be met by bottled water.

Recommendations, Management Comments, and Our Response

Revised Recommendation

As a result of management comments, we revised draft Recommendation 3.b to acknowledge that the USD(A&S) should coordinate with the EA for land-based water resources to implement the recommendation.

Recommendation 1

We recommend that the Secretary of the Army, as the DoD Executive Agent identified in DoD Directive 4705.01E, validate proper delegation of DoD EA responsibilities and create oversight and reporting mechanisms that verify the proper execution of DoD EA delegated tasks. At a minimum, the oversight and reporting mechanisms should include:

- a. standard operating procedures identifying how the Army Deputy Chief of Staff for Logistics organizes and executes the Executive Agent functions;**

Acting Deputy Chief of Staff, G-4 Comments

The Acting Deputy Chief of Staff, G-4 (A-DCOS), responding for the Secretary of the Army, agreed with the recommendation, stating that they will further delegate the EA authority to a General Officer of Senior Executive Service official.

The A-DCOS also stated that the Army should create a clear process that identifies and designates the JWRMAG's chair and ensures DoDD 4705.01E supports the current joint operating environment.

Our Response

Comments from the A-DCOS addressed the specifics of the recommendation; therefore the recommendation is resolved, but will remain open. We will close this recommendation when the Army provides documentation that they have developed standard operating procedures or guidance to identify how the Army G-4 will organize and execute the EA functions delegated to it.

- b. identification and allocation of any staffing or funding required to perform the Executive Agent roles and responsibilities, in coordination with the Army Deputy Chief of Staff for Logistics, Under Secretary of Defense (Comptroller), Under Secretary of Defense for Acquisition and Sustainment, and the Army Deputy Chief of Staff for Programs, and;**

Acting Deputy Chief of Staff, G-4 Comments

The A-DCOS, responding for the Secretary of the Army, agreed with the recommendation.

Our Response

Comments from the A-DCOS addressed the specifics of the recommendation; therefore, the recommendation is resolved but will remain open. We will close this recommendation once the Army provides documentation evidencing the identification and allocation of resources to support the EA roles and responsibilities, such as a validated requirement for additional staffing or funding from the Under Secretary of Defense (Comptroller).

- c. a requirement for the Army Deputy Chief of Staff for Logistics to annually produce a report on the performance of Executive Agent roles and responsibilities for delivery to the Secretary of the Army and the Assistant Secretary of Defense for Sustainment.**

Acting Deputy Chief of Staff, G-4 Comments

The A-DCOS, responding for the Secretary of the Army, agreed with the recommendation.

Our Response

Comments from the A-DCOS addressed the specifics of the recommendation; therefore, the recommendation is resolved but will remain open. We will close this recommendation once the Army provides evidence that it has created a requirement, such as a policy or standard operating procedure, that the Army G-4 produce an annual report on its performance of the delegated EA roles and responsibilities and send that report to the Secretary of the Army and the Assistant Secretary of Defense for Sustainment.

Recommendation 2

We recommend that the Under Secretary of Defense for Acquisition and Sustainment review and update DoD Directive 4705.01E to:

- a. update the Assistant Secretary of Defense for Sustainment’s oversight responsibilities over the Executive Agent to include:**
 - 1. that the assessment of the Executive Agent’s effectiveness required in Enclosure 2, paragraph 2c, be produced in writing, and;**

Deputy Assistant Secretary of Defense for Logistics Comments

The DASD(L), responding for the USD(A&S), disagreed with the recommendation and stated that the ASD(S) oversight and assessment of the EA was consistent with the direction in DoDD 5101.01, “DoD Executive Agent,” which does not require a written assessment. The DASD(L) also stated that their staff performed oversight and assessment of the EA through engagement in the JWRMAG and on specific issues that required attention, such as taking action to address the Water Resources Data Base termination. The DASD(L) summarized examples of engagements with the EA to restore funding for the WRDB, the review of a water planning guide, and participation in the JWRMAG meetings. The DASD(L) further stated that the Office of the DASD(L) takes action when needed to resolve issues.

Our Response

The comments from the DASD(L) did not address the specifics of the recommendation; therefore, the recommendation is unresolved.

The recommendation is specific to the DoDD 4705.01E’s requirement for the ASD(S) to assess the DoD EA’s execution of responsibilities for Land-Based Water Resources for continued need, currency, and effectiveness every 3 years. Although the DASD(L)’s response provides examples of engagement with the EA, these examples do not state or demonstrate how the DASD(L), for the ASD(S), assessed the EA’s execution of its responsibilities and their continued need, currency,

and effectiveness. A requirement to provide the assessment in writing every 3 years would provide evidence that the ASD(S) or its designee performed this responsibility. We request that the DASD(L) provide comments on the final report within 30 days identifying how the ASD(S), or its designee, can provide evidence it has assessed the responsibilities of the DoD EA every 3 years for continued need, currency, and effectiveness.

2. written communication to the DoD EA and DoD Components when nonperformance of responsibilities is identified.

Deputy Assistant Secretary of Defense for Logistics Comments

The DASD(L), responding for the USD(A&S), disagreed with this recommendation and stated that written communication to the EA and DoD Components when ASD(S) identifies nonperformance of responsibilities is a tool at their disposal; however, DASD(L) would not dictate the terms of its use in policy. The DASD(L) then summarized EA responsibilities, based on the DoDD 5101.01, to coordinate with DoD Components and engage with Components as needed to ensure they meet responsibilities. The DASD(L) stated that written communication is an option when issues that are not resolved at the EA level require elevation to the ASD(S).

Our Response

The comments from the DASD(L) did not address the specifics of recommendation; therefore, the recommendation is unresolved. We agree with the DASD(L)'s comment that a written communication is a tool at the disposal of the ASD(S) or their designee. However, we disagree with the DASD(L)'s decision not to require it when the ASD(S) or their designee identify nonperformance at the DoD EA or DoD Component level. Our report identifies significant deficiencies in the performance of EA responsibilities for land-based water resources and that some DoD Components are not participating in the JWRMAG or the EA processes. However, aside from email communications on the WRDB, the DASD(L) could provide no evidence that they identified or communicated nonperformance of the EA or the DoD Component responsibilities identified in DoDD 4705.01E. Without a written record, it is not possible to verify that the ASD(S) or their designee performed their oversight responsibilities. We request that the DASD(L) provide comments on the final report within 30 days, identifying how the ASD(S) or their designee will document their performance of the required oversight functions.

Acting Deputy Chief of Staff, G-4

Although not required to comment, the A-DCOS supported recommendation 2.a and stated that they agree that the DoDD 4705.01E needs to be updated to meet current strategic water planning requirements.

Our Response

We acknowledge and agree with the A-DCOS's comments.

- b. correct the internal references in Enclosures 2 and 3; and**

Deputy Assistant Secretary of Defense for Logistics Comments

The DASD(L), responding for the USD(A&S), agreed and stated that their office will correct any misaligned references as part of the reissuance update process for DoDD 4705.01E. The DASD(L) further stated that they expect that process to be completed by June 2025.

Our Response

Comments from the DASD(L) addressed the specifics of the recommendation; therefore, the recommendation is resolved but will remain open. We will close the recommendation once we verify that the DASD(L) has completed the reissuance certification and corrected the internal references in Enclosures 2 and 3.

Acting Deputy Chief of Staff, G-4

Although not required to comment, the A-DCOS supported recommendation 2.b and stated that they concurred with the recommendation.

Our Response

We acknowledge and agree with the A-DCOS's comment.

- c. update the JWRMAG Charter within DoDD 4705.01E to clarify the roles and responsibilities of the JWRMAG. Specifically, the updates should:**
 - 1. identify the specific DoD Components that should attend the JWRMAG and instruct those Components to issue guidance designating an office of primary responsibility for attending and communicate those designations to the Executive Agent, and**

Deputy Assistant Secretary of Defense for Logistics Comments

The DASD(L), responding for the USD(A&S), partially agreed and stated their office will update the JWRMAG Charter to include the Components that are required to participate as part of the reissuance update process for DoDD 4705.01E and that this is the appropriate level of detail. However, the DASD(L) stated that the update

will not include specific office names or details on Component designations of offices of primary responsibility because they would not specify in the DoDD how each Component meets its responsibility in the JWRMAG.

Our Response

Comments from the DASD(L) partially addressed the specifics of the recommendation; therefore, the recommendation is unresolved. We acknowledge the DASD(L)'s commitment to update the JWRMAG Charter to include the Components that are required to participate in the annual JWRMAG. However, we disagree with DASD(L)'s interpretation of the second half of the recommendation. We are not recommending that DASD(L) designate specific offices of primary responsibility for these Components. Instead, we are recommending that the updated Charter include instructions for the Components to designate an office of primary responsibility within its respective Component and for the Component to then communicate with the EA the name of that office. The current JWRMAG Charter already requires the DoD Components to provide a representative to the JWRMAG. However, our report identified that some Components were not ensuring representatives attended the JWRMAG. We request that the DASD(L) provide comments on the final report within 30 days, on the second part of the recommendation.

- 2. remove the requirement for the JWRMAG to develop and maintain an improved, expanded, and automated water resources intelligence database for the rapid retrieval of selected data, as it is already a requirement for the Executive Agent to ensure this responsibility is performed, and historically the Army Corps of Engineers has performed it.**

Deputy Assistant Secretary of Defense for Logistics Comments

The DASD(L), responding for the USD(A&S), partially agreed and stated that their office will revise the JWRMAG Charter, as part of the reissuance update process of the DoDD, and remove the requirement for the JWRMAG to develop the water resources intelligence database. The DASD(L) also indicated that the JWRMAG Charter will state, as part of the reissuance update process, that the JWRMAG supports the EA in maintaining the database by providing inputs and recommendations. Finally, the DASD(L) stated that they expect to reissue the DoDD by June 2025.

Our Response

Comments from the DASD(L) addressed the specifics of the recommendation; therefore, the recommendation is resolved but will remain open. Although the DASD(L) partially agreed with the recommendation, the actions described by the DASD(L) to remove the requirement for the JWRMAG to develop the water resources intelligence database satisfied the intent of the recommendation. We will close this recommendation once we verify that the DASD(L) has completed the reissuance certification and removed the requirement.

Acting Deputy Chief of Staff, G-4

Although not required to comment, the A-DCOS supported recommendation 2.c and stated that they concurred with the recommendation.

Our Response

We acknowledge and agree with the A-DCOS's comment.

Recommendation 3

We recommend that the Under Secretary of Defense for Acquisition and Sustainment develop and issue a DoD Instruction to supplement the DoD Directive 4705.01E with overarching procedures for implementing the policy. At a minimum, the Instruction should:

- a. include and update definitions for terms used throughout the Directive, such as “prioritized force materiel requirements,” to ensure a common understanding across DoD Components;**

Deputy Assistant Secretary of Defense for Logistics Comments

The DASD(L), responding for the USD(A&S), partially agreed and stated that an additional DoD Instruction would be redundant and not needed because the level of detail in DoDD 4705.01E is appropriate. However, the DASD(L) also stated that their office will review terms and definitions for potential updates in coordination with the DoD Components as part of the reissuance update process for DoDD 4705.01E. Finally, the DASD(L) stated that they expect to reissue the DoDD by June 2025.

Our Response

Comments from the DASD(L) addressed the specifics of the recommendation; therefore, the recommendation is resolved, but will remain open. We will close this recommendation once we verify that the DASD(L) has completed the reissuance certification and provided updated terms and definitions. While updating the

terms and definitions, the DASD(L) should coordinate with the EA and the DoD Components with responsibilities in DoDD 4705.01E to ensure that all stakeholders have a clear understanding of requirements, terms, and definitions within the revised Directive.

Acting Deputy Chief of Staff, G-4

Although not required to comment, the A-DCOS supported recommendation 3.a and stated that they concurred with the recommendation.

Our Response

We acknowledge and agree with the A-DCOS's comments.

- b. in coordination with the Executive Agent for land-based water resources, identify the specific documents, information, and support that DoD Components must provide to the Executive Agent as well as deadlines for their provision.**

Deputy Assistant Secretary of Defense for Logistics Comments

The DASD(L), responding for the USD(A&S), disagreed with the recommendation and stated that an additional DoD Instruction would be redundant and not needed because the level of detail in DoDD 4705.01E is appropriate. The DASD(L) also stated that the EA determines the specific information it needs to carry out its responsibilities and the information that is needed may change; therefore, including requirements for DoD Components to provide specific documents, information, and support will create the potential for the Directive to become outdated should the information needed change. Finally, the DASD(L) stated that the ASD(S) would not dictate in the Directive how the EA and the Components meet the requirements.

Our Response

Comments from the DASD(L) did not address the specifics of recommendation; therefore, the recommendation is unresolved. The DASD(L) stated that the EA determines what information it needs to carry out its responsibilities, and we agree with this statement. However, during our evaluation we identified that the EA could not obtain the information it needed to carry out its responsibilities, in part due to lack of understanding by DoD Components, and therefore requires the ASD(S) to provide additional guidance to the Components.

As a result of management comments, we revised this recommendation to state that the USD(A&S) should coordinate with the EA to produce the DoD Instruction. A DoD Instruction can provide specific and accurate descriptions of the information the EA needs to perform its duties effectively. A DoD Instruction can also clarify

any confusion among DoD Components on their roles and responsibilities in providing information to the EA. Furthermore, we recommended setting a deadline for providing this information to the EA, which the DASD(L) did not address in their response. We request that the DASD(L) provide additional comments on the final report within 30 days, on the revised recommendation.

Acting Deputy Chief of Staff, G-4

Although not required to comment, the A-DCOS supported recommendation 3.b and stated that they concurred with the recommendation.

Our Response

We acknowledge and agree with the A-DCOS's comment.

Appendix

Scope and Methodology

We conducted this evaluation from April 2022 through October 2022 in accordance with the “Quality Standards for Inspection and Evaluation,” published in December 2020 by the Council of Inspectors General on Integrity and Efficiency. Those standards require that we adequately plan the evaluation to ensure that objectives are met and that we perform the evaluation to obtain sufficient, competent, and relevant evidence to support the findings, conclusions, and recommendations. We believe that the evidence obtained was sufficient, competent, and relevant to lead a reasonable person to sustain the findings, conclusions, and recommendations.

The scope of this evaluation included the roles and responsibilities of the Secretary of the Army as the DoD EA for the management of land-based water resources for contingency operations between January 1, 2017, and April 25, 2022. The scope also included Military Service and GCC plans, submissions, and water requirements submitted to the DoD EA during that period.

During the planning phase of this evaluation, the team identified that the GCCs do not provide prioritized force materiel requirements to the DoD EA. We did not assess water requirements submissions provided by the GCCs. During field work, the team identified the lack of GCC water requirements submissions as a cause of the DoD EA’s inability to perform their required responsibilities.

To perform this evaluation, we reviewed applicable DoD directives and instructions, DoD strategies, and Joint Staff issuances for planning, logistics, water operations, and survivable logistics in a contested environment. We also reviewed applicable Department of the Army regulations and procedures for management of land-based water resources. We identified DoD Directive 4705.01E, “Management of Land-Based Water Resources in Support of Contingency Operations,” as the main criteria to determine the extent to which the DoD EA was managing land-based water resources to support contingency operations. Specifically, DoDD 4705.01E identifies eight specific responsibilities for the DoD EA to perform.

To determine the extent to which the DoD EA managed its assigned responsibilities for land-based water resources to support contingency operations contained in DoDD 4705.01E, we requested documentation and information, and conducted interviews to follow up on those requests. Specifically, we requested information from the Army, as the DoD EA, and the office of the DASD(L) in the form of meeting minutes, memoranda, evaluations, and other documentation. We also interviewed

Army G-44(S) and Army Geospatial Center officials to inquire how they performed each of the responsibilities in DoDD 4705.01E during our scope and obtain context for the information and data they provided. Furthermore, we interviewed Office of the DASD(L), Joint Staff, and Defense Logistics Agency officials to understand how they supported the DoD EA's efforts to manage land-based water resources. We also submitted requests for information to Military Service and GCC officials to identify how those DoD Components supported the DoD EA and to determine the extent to which those Components understood their responsibilities in DoDD 4705.01E.

We performed qualitative analysis based on the interviews and documents we reviewed. Specifically, we assessed the documents and interview responses describing how the officials performed their responsibilities and compared them to the criteria established in DoDD 4705.01E. For example, we requested and obtained JWRMAG related documents to determine if the DoD EA ensured the JWRMAG executed its functions and responsibilities. We also visited the Army's Petroleum and Water Department, at Fort Lee, Virginia, where we interviewed the officials responsible for training water support specialists and developing water related doctrine and publications.

This report was reviewed by the DoD Component(s) associated with this oversight project to identify whether any of their reported information, including legacy FOUO information, should be safeguarded and marked in accordance with the DoD CUI Program. In preparing and marking this report, we considered any comments submitted by the DoD Component(s) about the CUI treatment of their information. If the DoD Component(s) failed to provide any or sufficient comments about the CUI treatment of their information, we marked the report based on our assessment of the available information.

Use of Computer-Processed Data

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

Prior Coverage

GAO

Report GAO-17-601, “DoD Needs to Improve Its Oversight of Executive Agents,” September 2017

The Government Accountability Office reported that the Office of the Secretary of Defense (OSD) Principal Staff Assistants are required to assess their respective EAs every three years to determine their continued need, currency, efficiency, and effectiveness. The report found that the Principal Staff Assistants had not periodically assessed more than half of DoD’s EAs. The Government Accountability Office report recommended that DoD’s Chief Management Officer: strengthen its approach to track DoD EAs; verify assessments are conducted, and issue implementing guidance for documenting assessments.

Management Comments

Secretary of the Army



DEPARTMENT OF THE ARMY
OFFICE OF THE DEPUTY CHIEF OF STAFF, G-4
500 ARMY PENTAGON
WASHINGTON, DC 20310-0500

DALO-ZA

25 April 2023

MEMORANDUM FOR Department of Defense, Office of Inspector General, 4800 Mark Center Drive, Alexandria, Virginia 22350

SUBJECT: Inspector General, U. S. Department of Defense (DODIG) Draft Report Project No. D2022-DEVOPE-128.000.

1. Reference DODIG Draft Report Project No. D2022-DEVOPE-128.000, Evaluation of the DoD's management of Land-Based Water Resources to Support Operations, 8 March 2023.
2. In response to DODIG Draft Report Project No. D2022-DEVOPE-128.000, we agree with the following: Recommendation 1a: We will issue a further delegation of authority to a GO/SES, per the Secretary of the Army Delegation of Authority Memorandum to HQDA, ODCS, G-4 and create a clear process that identifies and designates the Joint Water Resources Management Action Group's chair and ensures DoDD 4705.01E supports the current joint operating environment. We agree with recommendations 1b and 1c.
3. In response to DODIG Draft Report Project No. D2022-DEVOPE0128.000, we agree and recommend the following: Recommendation 2a: Agree that the DoDD 4705.01E needs an update and needs to meet current strategic water requirements. We concur with recommendations 2b and 2c.
4. In response to DODIG Draft Report Project No. D2022-DEVOPE0128.000, we agree with recommendation 3a and 3b.
5. The point of contact for this memorandum is [REDACTED]


JOHN E. HALL
Acting Deputy Chief of Staff G-4

Under Secretary of Defense for Acquisition and Sustainment



SUSTAINMENT

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE
3500 DEFENSE PENTAGON
WASHINGTON, DC 20301-3500

MEMORANDUM FOR DEPARTMENT OF DEFENSE OFFICE OF INSPECTOR GENERAL

SUBJECT: Response to Department of Defense Inspector General Draft Report on Evaluation of the Department of Defense's Management of Land-Based Water Resources to Support Operations (Project Number D2022-DEVOPE-128.000)

As requested, responses to the recommendations directed at the Under Secretary of Defense for Acquisition and Sustainment contained in the subject report are provided below.

Draft Report Recommendation 2: We recommend that the Under Secretary of Defense for Acquisition and Sustainment review and update DoD Directive 4705.01E to:

- a. update the Assistant Secretary of Defense for Sustainment's oversight responsibilities over the Executive Agent to include:
 1. that the assessment of the Executive Agent's effectiveness required in Enclosure 2, paragraph 2c, be produced in writing.

Response to 2.a.1: Non-concur. Assistant Secretary of Defense for Sustainment (ASD(S)) oversight and assessment of the Executive Agent (EA) is consistent with the direction in DoD Directive (DoDD) 5101.01, *DoD Executive Agent*, which does not require a written assessment. Staff from Office of ASD(S), Office of the Deputy Assistant Secretary of Defense for Logistics (ODASD(Logistics)), perform oversight and assessment of the EA through engagement in the Joint Water Resources Management Action Group (JWRMAG) and on specific issues that require attention. For example, the EA notified ODASD(Logistics) of its decision to terminate funding for the water resources intelligence database and ODASD(Logistics) took action to address the issue.

ODASD(Logistics) takes exception to the Department of Defense Inspector General's (IG) characterization of its oversight of and engagement with the EA and JWRMAG, including the following statement in the IG report, "The Office of the DASD(L) representatives stated that, because the DoD EA did not ask for guidance and direction at those meetings, they fulfilled their oversight requirement by dialing into the JWRMAG meeting." ODASD(Logistics) did not describe performance of its oversight role in these terms. ODASD(Logistics) has been engaged with the EA, both inside and outside of the JWRMAG, on water resources for several years. For example, we engaged the EA on restoration of funding for the water resources intelligence database, review of the water planning guide, and participation in the JWRMAG meetings. ODASD(Logistics) does not join meetings simply for attendance purposes. It actively engages with the Components, including in meetings, and takes action when needed, to resolve issues. This includes listening to briefings, especially for Office of the Secretary of Defense (OSD) equities and finding opportunities where it can engage to drive improvements.

Under Secretary of Defense for Acquisition and Sustainment (cont'd)

During discussions with the IG, ODASD(Logistics) said it participated in the JWRMAG meetings and when the EA brought up the issue of funding for the water resources intelligence database, it acted. ODASD(Logistics) coordinated with the EA on this issue and the EA is now on the path to restoring the database.

2. written communication to the DoD EA and DoD Components when nonperformance of responsibilities is identified.

Response to 2.a.2: Non-concur. Written communication to the EA and DoD Components when nonperformance of responsibilities is identified is a tool at the disposal of OASD(S), however we would not dictate the terms of its use in policy. The EA leads engagement with the Components to ensure responsibilities are met and as needed, reports on performance to the OSD Principal Staff Assistant (PSA). DoDD 5101.01 includes responsibilities for the EA to:

- Coordinate with the DoD Components to ensure that assigned DoD EA responsibilities and activities are implemented to meet end user requirements (Section 2.2.b of DoDD 5101.01) and,
- Develop, maintain, and report results of the performance of DoD EA responsibilities and functions, as may be required by law, Secretary of Defense or Deputy Secretary of Defense decision, OSD PSA direction, or congressional requirements (Section 2.2.f of DoDD 5101.01).

Written communication is an option when issues that are not resolved at the EA level require elevation to OASD(S).

- b. correct the internal references in Enclosures 2 and 3;

Response 2.b: Concur. As part of the reissuance update process for DoDD 4705.01E, *Management of Land-Based Water Resources in Support of Contingency Operations*, ODASD(Logistics) will correct any misaligned references. The reissuance of DoDD 4705.01E is expected to be completed by June 2025.

- c. update the JWRMAG Charter within DoDD 4705.01E to clarify the roles and responsibilities of the JWRMAG. Specifically, the updates should:

1. identify the specific DoD Components that should attend the JWRMAG and instruct those components to issue guidance designating an office of primary responsibility for attending and communicate those designations to the Executive Agent,

Response to 2.c.1: Partially-concur. As part of the reissuance update process for DoDD 4705.01E, ODASD(Logistics) will update the JWRMAG Charter to include the Components that are required to participate. The update will not include specific office names or details on Components' designations of offices of primary responsibility (OPR) and communication of OPR designations to the EA. Identification of the Components required to participate in the JWRMAG represents the appropriate level of detail to include in the DoDD. We would not specify in the DoDD how each Component meets

Under Secretary of Defense for Acquisition and Sustainment (cont'd)

Final
Report Reference

its responsibility to participate in the JWRMAG. The reissuance of DoDD 4705.01E is expected to be completed by June 2025.

2. remove the requirement for the JWRMAG to develop and maintain an improved, expanded, and automated water resources intelligence database for the rapid retrieval of selected data, as it is already a requirement for the Executive Agent to ensure this responsibility is performed, and historically the Army Corps of Engineers has performed it.

Response to 2.c.2: Partially-concur. As part of the reissuance update process for DoDD 4705.01E, ODASD(Logistics) will revise the JWRMAG Charter to remove the requirement for the JWRMAG to develop the water resources intelligence database and state that the JWRMAG supports the EA in maintaining the database by providing inputs and recommendations. The reissuance of DoDD 4705.01E is expected to be completed by June 2025.

Draft Report Recommendation 3: We recommend that the Under Secretary of Defense for Acquisition and Sustainment develop and issue a DoD Instruction to supplement the DoD Directive 4705.01E with overarching procedures for implementing the policy. At a minimum, the Instruction should:

- a. include and update definitions for terms used throughout the Directive, such as “prioritized force materiel requirements,” to ensure a common understanding across DoD Components;

Response to 3.a: Partially-concur. The level of detail included in DoDD 4705.01E is appropriate. The required information is captured in DoDD 4705.01E and an additional DoD issuance in the form of a DoD Instruction would be redundant and is not needed. As part of the reissuance update process for DoDD 4705.01E, ODASD(Logistics) will review terms and definitions for potential updates in coordination with the Components. The reissuance of DoDD 4705.01E is expected to be completed by June 2025.

- b. identify the specific documents, information, and support that DoD Components must provide to the Executive Agent as well as deadlines for their provision.

Response to 3.b: Non-concur. The level of detail included in DoDD 4705.01E is appropriate. The required information is captured in DoDD 4705.01E and an additional DoD issuance in the form of a DoD Instruction would be redundant and is not needed. The EA determines the specific information it needs to carry out its responsibilities and the information needed may change. Inclusion of specific documents, information, and support in the DoDD will create the potential for the Directive to become outdated should the information needed change. DoDD 4705.01E includes the applicable requirements and OASD(S) would not dictate in the Directive how the EA and the Components meet the requirements.

Revised
Recommendation 3.b

Under Secretary of Defense for Acquisition and Sustainment (cont'd)

The EA coordinates with the Components to develop and implement plans, procedures, and requirements for water resources in support of land-based forces (Enclosure 2, 4.a of DoDD 4705.01E). The DoDD requires the Combatant Commanders to provide prioritized force materiel requirements for water support and other requested management data to the DoD EA for Land-Based Water Resources (Enclosure 2, 6 of DoDD 4705.01E). Additionally, the DoDD includes requirements for the DoD Component Heads to:

- Develop, program, and budget for water resource materiel, including research and development, in support of the Combatant Commanders' operational plans (Enclosure 2, 3.a of DoDD 4705.01E), and
- Provide the DoD EA for Land-Based Water Resources with information on land-based water resources (Enclosure 2, 3.b of DoDD 4705.01E).

For questions or to request additional information, my point of contact for this effort is

[REDACTED]

METHOD, LEIGH E. Digitally signed by
METHOD, LEIGH E.
Date: 2023.03.17 16:33:50 -0400

Leigh E. Method, SES
Deputy Assistant Secretary of Defense
for Logistics

Acronyms and Abbreviations

A-DCOS	Acting Deputy Chief of Staff
AR	Army Regulation
ASD(S)	Assistant Secretary of Defense for Sustainment
DASD(L)	Deputy Assistant Secretary of Defense for Logistics
DoDD	DoD Directive
DoD EA	DoD Executive Agent
GCC	geographic combatant command
JP	Joint Publication
JWRMAG	Joint Water Resources Management Action Group
OPLANS	Operational Plans
SES	Senior Executive Service
USD(A&S)	Under Secretary of Defense for Acquisition and Sustainment
WRDB	Water Resources Database

Whistleblower Protection

U.S. DEPARTMENT OF DEFENSE

Whistleblower Protection safeguards DoD employees against retaliation for protected disclosures that expose possible fraud, waste, and abuse in Government programs. For more information, please visit the Whistleblower webpage at <http://www.dodig.mil/Components/Administrative-Investigations/Whistleblower-Reprisal-Investigations/Whistleblower-Reprisal/> or contact the Whistleblower Protection Coordinator at Whistleblowerprotectioncoordinator@dodig.mil

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

Congressional Liaison

703.604.8324

Media Contact

public.affairs@dodig.mil; 703.604.8324

DoD OIG Mailing Lists

www.dodig.mil/Mailing-Lists/

Twitter

www.twitter.com/DoD_IG

DoD Hotline

www.dodig.mil/hotline



DEPARTMENT OF DEFENSE | OFFICE OF INSPECTOR GENERAL

4800 Mark Center Drive
Alexandria, Virginia 22350-1500
www.dodig.mil
DoD Hotline 1.800.424.9098

