



Inspector General

U.S. Department of Defense

DECEMBER 15, 2022

Management Advisory: Evaluation of U.S. Special Operations Command Joint Military Information Support Operations Web Operations Center (JMWC)



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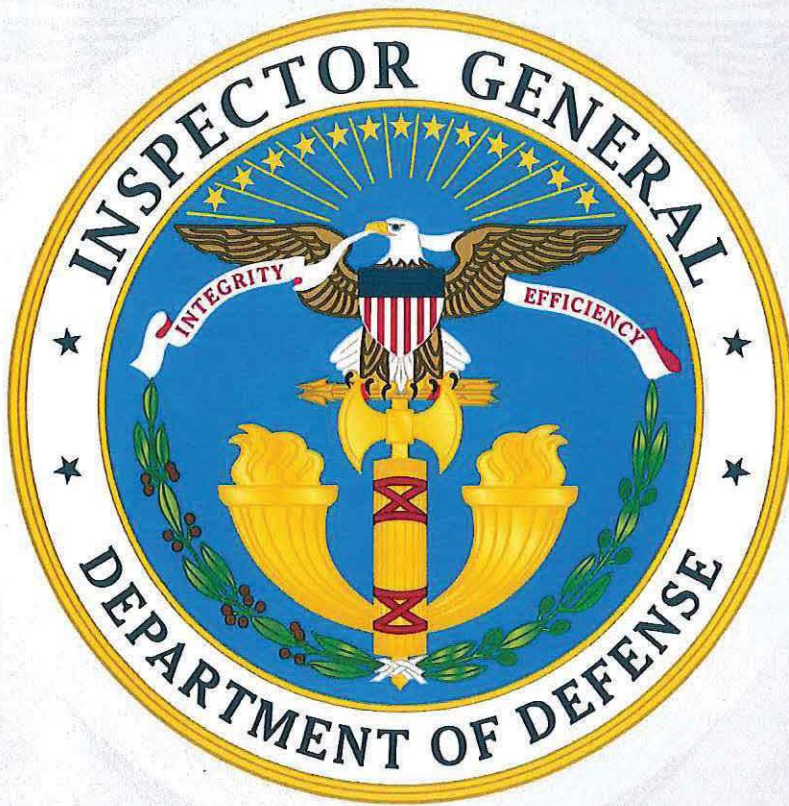
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December 15, 2022

MEMORANDUM FOR: SEE DISTRIBUTION

(U) SUBJECT: Management Advisory: Evaluation of U.S. Special Operations Command
Joint Military Information Support Operations Web Operations Center
(JMWOC) (Report No. DODIG-2023-038)

(U) We are providing this management advisory for your information and action. This advisory is being issued to notify the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict, the Commander of U.S. Special Operations Command, and the Director of the Joint Military Information Support Operations Web Operations Center of matters that were found during the ongoing evaluation, "Evaluation of U.S. Special Operations Command Joint Military Information Support Operations Web Operations Center." This advisory addresses the current progress of the JMWOC moving from initial operational capability to full operational capability, as directed in the March 2, 2018, "DoD Consolidated MISO WebOps Implementation Plan (I-Plan)" and the August 20, 2020, Joint Requirements Oversight Council Memorandum 061-20, "DOTmLPP-P [Doctrine, Organization, Training, Materiel, Leadership, Personnel, Facilities, and Policy] Change Recommendation for JMWOC" (the Change Request).

(U) We recommend that the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict, the Commander of U.S. Special Operations Command, and the Director of the Joint Military Information Support Operations Web Operations Center work with the responsible offices to develop plans of action to complete the outstanding actions in the Change Request.

(U) This advisory contains two recommendations for action. If you have any questions, please contact DODIG (b)(6) at DODIG (b)(6).

A handwritten signature in black ink, appearing to read "MR".

Michael Roark
Deputy Assistant Inspector General,
Evaluations

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(U) Objective

(U) This management advisory is being issued to notify the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict (ASD[SO/LIC]), the Commander of the U.S. Special Operations Command (USSOCOM), and the Director of the Joint Military Information Support Operations Web Operations Center (JMWC), of matters that were found during the ongoing evaluation, "Evaluation of U.S. Special Operations Command Joint Military Information Support Operations Web Operations Center (JMWC)." The objective of this management advisory is to describe the progress and challenges in implementing the actions directed by the March 2, 2018, "DoD Consolidated MISO WebOps Implementation Plan (I-Plan)" (I-Plan) and the August 20, 2020, Joint Requirements Oversight Council (the Council) Memorandum 061-20, "DOTmLPP-P [Doctrine, Organization, Training, Materiel, Leadership, Personnel, Facilities, and Policy] Change Recommendation for JMWC" (the Change Request) to move the JMWC from initial operational capability (IOC) to full operational capability (FOC).¹ This advisory complies with the "Quality Standards for Inspections and Evaluations," published in December 2020 by the Council of the Inspectors General on Integrity and Efficiency.

(U) Background

(U) In testimony to the House Armed Services Committee's Subcommittee on Intelligence and Special Operations, the Defense Intelligence Officer for Cyber at the Defense Intelligence Agency explained, "Russia sees the information sphere as a key domain for modern military conflict... [and] wages this struggle for information dominance during peacetime and armed conflict with equal intensity." He added, "China views the cyber domain in particular as an ideal platform for strategic influence and deception and disinformation operations... These operations are conducted with intensity in peacetime, and we anticipate they would be conducted with increased intensity during armed conflict." Likewise, when we met with operators and leadership personnel at JMWC, the officials consistently expressed concerns about the pervasiveness of Russian and Chinese activities. Russia and China are actively operating in the information environment and seeking military advantage at the expense of U.S., allied, and partner interests.

(S//NF) OSD/JS (b)(1) 1.4(a)



¹ (U) United States DoD Joint Military Information Support Operations Web Operations Center's "DoD Consolidated MISO WebOps Implementation Plan (I-Plan)," March 2, 2018. Joint Requirements Oversight Council Memorandum 061-20, "DOTmLPP-P Change Recommendation for Joint Military Information Support Operations (MISO) Web-Operations Center (JMWC)," August 20, 2020. This memorandum was signed and issued by the Vice Chairman of the Joint Chiefs of Staff as the chairman of the Council.

² (U) Joint Publication 3-13.2, "Military Information Support Operations," November 21, 2014.

(S//NF) OSD/JS (b)(1) 1.4(a); SOCOM (b)(1) 1.4(a)
[Redacted]

(S) OSD/JS (b)(1) 1.4(a); SOCOM (b)(1) 1.4(a)
[Redacted]

(U) The Joint MISO Web Operations Center

(U) Centralizing DoD Internet-based MISO teams at JMWC has resulted in a joint warfighting force postured to use social media, mobile applications, websites, and other Internet-based technologies to influence foreign audience behavior.

(U) Structure of the JMWC

(S//REL USA, FVEY) OSD/JS (b)(1) 1.4(a); SOCOM (b)(1) 1.4(a)
[Redacted]

(EU) According to the I-Plan, SOCOM (b)(3) 10 USC 130(e) [Redacted] to conduct Internet-based MISO and assess Internet-based threats specific to their respective areas of responsibility. Each CCMD is responsible for funding manpower SOCOM (b)(3) 10 USC 130(e) [Redacted]. In turn, USSOCOM funds the JMWC's core capabilities, assessment, and program management. The I-Plan states that this arrangement provides significant cost efficiencies, a common assessment and reporting framework, and encourages shared tactics, techniques, and procedures across the DoD's assigned mission areas and theaters of geographic responsibility. In addition, the I-Plan states that this construct simplifies and expedites capability modernization in synch with technological advancement.

(U) JMWC Plan to Reach FOC

(~~CU~~) ^{SOCOM (b)(3) 10 USC 130(e)} [REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

[REDACTED]

(U) On August 20, 2020, the Council approved the Change Request that documented the capability requirements in 17 actions, organized by Doctrine, Organization, Training, Materiel, Leadership, Personnel, Facilities, and Policy area. In the Change Request, the Council designates USSOCOM as the lead organization for implementation, but also requests that the Office of the Secretary of Defense, the Services, and the CCMDs implement the actions.³ Table 1 identifies the 17 actions required by the Change Request.

(U) Table 1. Complete List of Change Request Actions

(CU)	Change Request Category	Recommended Action
1	Doctrine 1	Revise Joint Publications to include internet-based MISO
2	Doctrine 2	Develop an Internet-based MISO Handbook
3	Organization 1	Resource & charter the JMWC
4	Organization 2	^{SOCOM (b)(3) 10 USC 130(e)} [REDACTED] and Location
5	Training 1	Conduct an educational needs analysis and comprehensive MISO training and education study
6	Training 2	Revise Joint and Service MISO training courses and update courseware
7	Training 3	Invigorate investment, recruitment, and retention of language/culture skill sets
8	Training 4	Institutionalize a WebOps community of interest

(~~CU~~)

³ (U) The Joint Requirements Oversight Council supports the Chairman of the Joint Chiefs of Staff in performing their Title 10 responsibilities such as assessing joint military capabilities and identifying, approving, and prioritizing gaps in such capabilities to meet applicable requirements in the National Defense Strategy; reviewing and validating whether a capability fulfills a gap in joint military capabilities; reviewing performance requirements for an existing or proposed capability; and identifying new joint military capabilities. The Vice Chairman of the Joint Chiefs of Staff chairs the Council. Other members are four-star generals or flag officers, one from each of the five Military Services.

(U)	Change Request Category	Recommended Action
9	Training 5	Catalog Joint and Service lessons learned
10	Materiel 1	Equip temporary facilities with appropriate IT and Internet-based MISO video/graphic production capabilities
11	Materiel 2	Equip permanent FOC facilities with appropriate IT and Internet-based MISO video/graphic production capabilities
12	Materiel 3	Integrate Internet-based MISO related research and development and emerging capabilities
13	Leadership and Education	Update Senior Joint Professional Military Education with Internet-based MISO material
14	Personnel 1	Resource combatant commanders with validated manpower requirements from JMWC in accordance with the approved FY 2020 Joint Manpower Validation Process
15	Personnel 2	USSOCOM: Resource manpower requirements for JMWC Core and Task Force to full operating capacity; Combatant Commands: Complete manpower study in accordance with full operating capacity manning as described in the Change Request and the FY 2020 Joint Manpower Validation Process
16	Facilities 1	Establish temporary facilities per DoD I-Plan utilizing FY 2019-2024 funding
17	Facilities 2	Establish permanent facilities and determine military construction requirements for FY 2023 funding in support of FY 2025-2026 occupation

~~(U)~~

(U) Source: The Change Request (Revision 1) for the JMWC.

(CUI) Important Change Request Actions Remain Incomplete

(CUI) The Change Request endorsed 17 specific actions to be implemented by USSOCOM and other DoD Components. According to the 2022 Change Request annual update briefing slides presented to the Force Application Functional Capabilities Board (the Board), three actions are on track to be closed by their original suspense dates.⁴ According to the Joint Staff memorandum documenting the outcomes of the 2022 Change Request annual update, "Approval of Joint Military Information Support Web-Ops Center Annual JDCR Update (JROCM 061-20)," October 13, 2022, five other actions are ready for closure and the Board granted extensions for four other actions.⁵ This Management Advisory will focus on the nine outstanding actions, including the four granted extensions. Any actions taken by the responsible offices will be addressed in the final evaluation report. According to information provided by JMWC Core personnel, the nine actions are incomplete because:

- (CUI) USSOCOM was waiting for Joint Staff action to update joint MISO doctrine;
- (CUI) the JMWC was still working with the Office of the Under Secretary of Defense for Intelligence and Security to resolve a policy barrier to establish a [redacted] and alternate location;
- (CUI) the JMWC Core had too few personnel to manage the required doctrine and training actions and coordinate with other DoD stakeholders;
- (CUI) the JMWC was initiating an additional manpower study in FY 2022/FY 2023 to revalidate manpower requirements; and
- (CUI) [redacted] [redacted]

(CUI) [redacted] [redacted]. Completing all actions in the Change Request would allow the DoD and the JMWC to provide full MISO WebOps capacity and support to combatant commanders competing with adversaries in the information environment.

⁴ (U) The Change Request requests that the JMWC provide an annual update to the Force Application Functional Capabilities Board. The Board is chaired by a general officer, flag officer, or senior executive service civilian of 1-2 star rank or equivalent and comprises O-6 grade officers or civilian equivalents. The Force Application Working Group is one level below the Board and advises and provides initial review and assessment before review by the Board. The JMWC provided updates through the Working Group in August 2021 and August 2022. During a site visit to the JMWC, we asked USSOCOM and JMWC leadership to provide us the status of each of the actions outlined in the Change Request, which they did.

⁵ (U) Memorandum for Force Application Functional Capabilities Board Membership. "Approval of Joint Military Information Support Web-Ops Center Annual JDCR Update (JROCM 061-20)," October 13, 2022. This memorandum was signed and issued by the Deputy Director for Requirements and Capability Development, J-8.

(U) Doctrine Update Processes are Lengthy and Currently Delayed

(~~EU~~) The Doctrine 1 and Doctrine 2 actions were waiting for the Joint Staff to approve other doctrine before the actions could move forward. Current MISO Joint doctrine, JP 3-13.2, was last updated on November 21, 2014. A draft of JP 3-53, "Military Information Support Operations" was ready but could not start the year-long coordination process until JP 3-04, "Information in Joint Operations," was published on September 14, 2022. USSOCOM personnel explained that delays in the normal update and revision processes of the "parent" joint doctrine have delayed the update and reissuance of information operations and MISO joint doctrine. The Doctrine 1 action was waiting for the Joint Staff Director for Joint Force Development to sign and issue JP 3-0, "Joint Operations," and JP 3-04 before MISO joint doctrine, currently JP 3-13.2, could be coordinated and published with the updated number scheme of JP 3-53.

(~~EU~~) Similarly, the JMWC Core originally planned to complete the Doctrine 2 action after the Joint Staff completed its part of the Doctrine 1 action, JP 3-53, because MISO joint doctrine should inform the Internet-Based MISO Handbook. JMWC Core personnel stated that due to manning shortfalls and competing priorities, they had not yet taken action to develop the Internet-based MISO handbook. The JMWC Core requested, and the Board approved, a 1-year extension for the Doctrine 2 action.

(U) The Air Land Sea Application Center (the Center) is the other responsible office for the Doctrine 2 action.⁷ When we sent a request for information to the Center, Center personnel responded that they had not been tracking the Doctrine 2 action and have not taken any action and requested a copy of the Change Request.

(U) ^{SOCOM (b)(3) 10 USC 130(e)} [Redacted]
(~~EU~~) ^{SOCOM (b)(3) 10 USC 130(e)} [Redacted]
[Redacted]
[Redacted]
[Redacted]
[Redacted]

(U) Insufficient Personnel and Coordination are Preventing the Completion of Training, Leadership and Education, and Personnel Actions

(~~EU~~) ^{SOCOM (b)(3) 10 USC 130(e)} [Redacted]
[Redacted]
[Redacted]
[Redacted]
[Redacted]

⁷ (U) The Air Land Sea Application Center is a multi-Service organization established by the doctrine centers to develop tactical-level solutions of multi-Service interoperability issues consistent with Joint and Service doctrine.

(U) Table 3. Change Request Incomplete Training, Leadership and Education, and Personnel Actions

(CU) Change Request Category	Recommended Action	Suspense	Responsible Offices	Status
Training 2	Revise MISO Service & Joint Training courses—Update Courseware	Aug 2022	JMWC ASD(SO/LIC) U.S. Army John F. Kennedy Special Warfare Center and School	Due to JMWC Core manning shortfalls and competing priorities, training has not yet been addressed.
Training 5	Catalog Joint & Service Lessons Learned	Aug 2022	JMWC Services' Lessons Learned Centers	Due to JMWC Core manning shortfalls and competing priorities, training has not yet been addressed.
Leadership and Education	Update Senior Joint Professional Military Education with Internet-based MISO	Aug 2022	Services National Defense University Joint Professional Military Education System Schools	Working with National Defense University on potential updates needed and process to incorporate into courseware. Awaiting feedback from the Services.
Personnel 1	Resource CCMDs Validated Manpower Requirements for JMWC in accordance with approved FY20 Joint Manpower Validation Process (JMVP)	Aug 2021	Services	Monitoring fill of validated CCMD military and civilian billets.
Personnel 2	USSOCOM Resource Manpower Requirements for JMWC Core & Task Force in support of FOC; All CCMDs complete manpower study in accordance with FOC manning as described in the Change Request & FY20 Joint Manpower Validation Process	Aug 2023	USSOCOM Joint Staff J1 Services	USSOCOM J8 Services initiating Manpower Study FY 2022/FY 2023 as required.

(CU)

(U) Source: The JMWC's August 2022 briefing with year two updates for Change Request actions.

(U) JMWC Core Does Not Have the Personnel to Complete Necessary Actions

(CU) JMWC leadership stated that they have not had available staff to work on the Training 2 and Training 5 actions. USSOCOM (b)(3) 10 USC 130(e)

(~~EU~~) SOCOM (b)(3) 10 USC 130(e)
[Redacted]

Therefore, the JMWC requested, and the Board granted, 1-year extensions for the Doctrine 2, Training 2, and Training 5 actions.

(U) According to the I-Plan, USSOCOM and the CCMDs must fill all planned positions for the JMWC to progress toward FOC. According to JMWC personnel, conducting MISO WebOps requires skilled and knowledgeable military, civilian, and contractor personnel. These individuals are difficult to source and require extensive training to become capable and effective. SOCOM (b)(3) 10 USC 130(e)

(U) JMWC Core Has Not Been Regularly Coordinating With Responsible Offices

(U) The JMWC Core has not been regularly coordinating with the responsible offices to resolve the Doctrine 2, Training 2, Training 5, Leadership and Education, and Personnel 1 actions highlighted in this Management Advisory. Office of the ASD(SO/LIC) personnel stated that they were unsure why they were a responsible office for the Change Request actions. In response to our requests for information, both Air Land Sea Application Center and National Defense University personnel stated they were unaware they were responsible for Change Request actions. Additionally, in the 2022 Change Request annual update briefing, the JMWC Core stated that it did not have the personnel to work on the Doctrine 2, Training 2, and Training 5 actions. According to the 2022 Change Request annual update outcome memorandum, the Board approved the JMWC's requests for a 1-year extension (to August 2023) for the Doctrine 2 and Training 5 actions and an 18-month extension (to February 2024) for the Training 2 action.

(~~EU~~) According to JMWC personnel, the JMWC Core was planning for more coordination with the responsible offices. For example, for the Training 2 action, the U.S. Army John F. Kennedy Special Warfare Center and School replied to our request for information about the School's efforts to execute the Change Request action stating that it took action to identify best practices, emerging tactics, techniques, and procedures, changes to the operating environment, and industry standard tools used to integrate the knowledge and skills needed to conduct MISO online. The JMWC Core stated that it was working through the U.S. Army John F. Kennedy Special Warfare Center and School to ensure MISO training appropriately addressed Internet-based MISO. For the Training 5 action, the JMWC Core said it will work through the Military Services' Lessons Learned Centers to capture the lessons learned. Similarly, for the Personnel 1 action, the JMWC Core stated that it was re-establishing relationships with each Military Service to fill authorized billets. For the Personnel 2 action, JMWC Core personnel were working through the USSOCOM J8 to initiate a FY 2023 Manpower Study.

(U) The Military Services are the Responsible Offices for the Leadership and Education and Personnel 1 Actions

(CUI) The Change Request names the Military Services, not the JMWC, as responsible offices for both the Leadership and Education and Personnel 1 actions, although the USSOCOM is the lead organization for implementing Change Request actions.

(CUI) ^{SOCOM (b)(3) 10 USC 130(e)} [Redacted]

(CUI) ^{SOCOM (b)(3) 10 USC 130(e)} [Redacted]

[Redacted]. Table 4 shows the incomplete Facilities action and the status of the action.

(U) Table 4. Change Request Incomplete Facilities Action

(CUI) Change Request Category	Recommended Action	Suspense	Responsible Offices	Status
Facilities 2	Establish permanent facilities and determine MILCON requirements for FY 2023 funding in support of FY 2025 to FY 2026 occupation.	Aug 2024	JMWC USSOCOM J6 USSOCOM Engineering	Environmental study on approved building site required for design completion milestone has been initiated.

(CUI)

(U) Source: JMWC's August 2022 briefing with year two updates for Change Request actions.

(U) JMWC Core and USSOCOM Were Prepared to Aggressively Complete MILCON When Funds Were Available

(CUI) The JMWC Core and USSOCOM took actions to position the JMWC to complete the JMWC MILCON project when funds become available. ^{SOCOM (b)(3) 10 USC 130(e)} [Redacted]

[Redacted]. USSOCOM engineering prepared an information paper that identified a course of action that would allow USSOCOM personnel to program for the ^{SOCOM (b)(3) 10 USC 130(e)} [Redacted] priority

(~~CU~~) list.⁸ The JMWC already had a building site approved, an environmental study ongoing, and a design to be used to estimate total costs expected to be completed December 2022. SOCOM (b)(3) 10 USC 130(e)

[REDACTED]

(U) SOCOM (b)(3) 10 USC 130(e)
[REDACTED]

(~~CU~~) SOCOM (b)(3) 10 USC 130(e)
[REDACTED]

[REDACTED]. A March 2022 briefing prepared by USCENTCOM personnel stated that the United States, China, Russia, and Iran have invested an estimated \$13.5 billion annually in the battle for MISO/global influence—but not equally. Chinese investments were approximately \$10 billion or 74 percent of the estimated spending; Iranian investments were approximately \$1.35 billion or 10 percent; Russian investments were approximately \$1.3 billion or 10 percent; and U.S. investments were the lowest at approximately \$880 million or 7 percent of estimated global MISO/global influence investments.⁹ U.S. adversaries, hoping to outperform the United States and erode its advantage in conventional operations, are not delaying their investments in competing in the information environment.

(~~S//NF~~) OSD/JS (b)(1) 1.4(a); SOCOM (b)(1) 1.4(a)
[REDACTED]

⁸ (U) DoD unfunded priorities generally refer to reports submitted to Congress in accordance with United States Code provisions (10 U.S.C. §222a and 10 U.S.C. §222b) listing military programs, activities, or mission requirements that were not included in the President’s annual budget request but that the department would fund with additional appropriations. The highest-ranking officers of the U.S. military Services, CCMDs, and Missile Defense Agency submit the reports, which are sometimes called unfunded priorities lists or unfunded requirements.

⁹ (U) These estimates are drawn from publicly available sources and do not include covert spending or account for cheaper operating costs in China, Russia, and Iran.

(U) Recommendations

(U) Recommendation 1

(U) We recommend that the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict and the Commander of the U.S. Special Operations Command, in coordination with the Chief of Staff of the Army, Commandant of the Marine Corps, Chief of Naval Operations, and Chief of Staff of the Air Force, develop a plan for updating senior joint professional military education to educate senior leaders on military information support operations web operations (Leadership and Education action), and implement resourcing of validated military and civilian manpower (Personnel 1 action).

(U) Recommendation 2

(U) We recommend that the Director of the Joint Military Information Support Operations Web Operations Center, in coordination with the Commander of the U.S. Special Operations Command, coordinate with the:

- a. **(U) Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict and the Director of the Air Land Sea Application Center to develop a plan to revise Joint Publications to include military information support operations web operations (Doctrine 1 action) and develop a handbook for military information support operations web operations (Doctrine 2 action);**
- b. **(U) Under Secretary of Defense for Intelligence and Security and the Commanders of the participating combatant commands to develop a plan to establish a [REDACTED] and location for all of the Joint Military Information Support Operations Web Operations Center elements (Organization 2 action);** SOCOM (b)(3) 10 USC 130(e)
- c. **(U) Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict and the Commanding General of the U.S. John F. Kennedy Special Warfare Center and School to develop a plan to revise military information support operations courses and courseware on Internet-based Military Information Support Operations (Training 2 action);**
- d. **(U) Commanders or Directors of the Military Services' Lessons Learned Centers to develop a plan to catalog Joint and Service lessons learned on Internet-based Military Information Support Operations (Training 5 action);**
- e. **(U) Joint Staff Director for Manpower and Personnel to develop a plan to complete a FY 2023 Manpower Study Review in accordance with full operational capability (Personnel 2 action); and**
- f. **(U) U.S. Army Corps of Engineers to develop a plan to establish permanent facilities for the Joint Military Information Support Operations Web Operations Center (Facilities 2 action).**

(U) Scope and Methodology

(U) We conducted this evaluation from May 2022 through October 2022 in accordance with the “Quality Standards for Inspection and Evaluation,” published in January 2020 by the Council of the 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.

(U) We reviewed the organizing documents for the JMWC including the February 23, 2018 Deputy Secretary of Defense Memorandum; March 2, 2018 I-Plan; and August 20, 2020 Change Request. We also sent requests for information to the JMWC, the ASD(SO/LIC), the Military Services, the Joint Staff, the National Defense University, the Air Land Sea Application Center, and the U.S. Army John F. Kennedy Special Warfare Center and School. These organizations provided written responses to questions sent by the evaluation team and additional supporting documentation. In July 2021, we visited USSOCOM Headquarters, ^{SOCOM (b)(3) 10 USC 130(e)} [REDACTED]. We conducted interviews and observed JMWC staff processes and operations. We compared the evidence gathered from the requests for information, interviews, and site visit against the plans described in the organizing documents to assess the JMWC’s progress towards FOC and identify the barriers and challenges to meeting their requirements.

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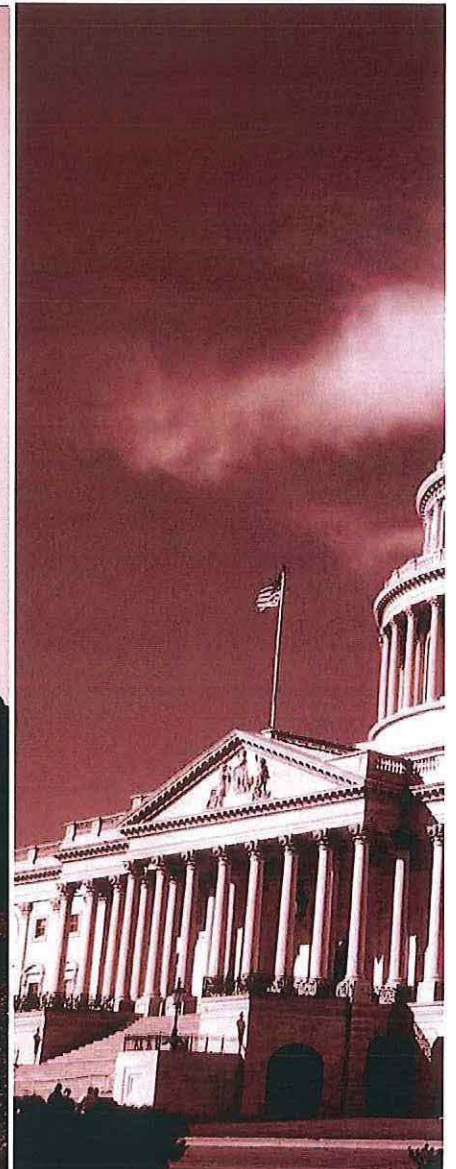
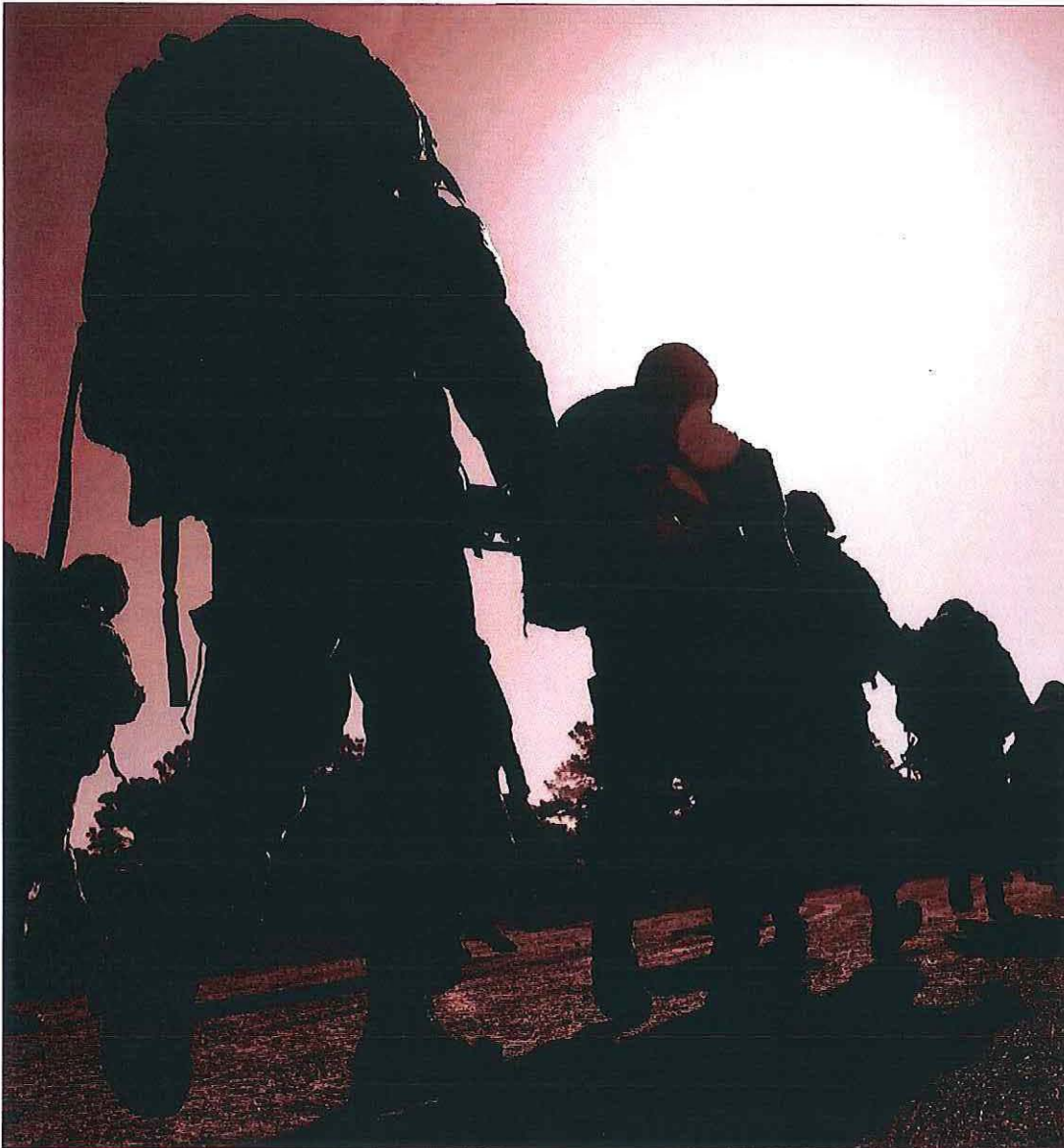
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