

Department of Defense
Fiscal Year (FY) 2017 Budget Estimates
February 2016



Joint Improvised-Threat Defeat Organization (JIDO)
Defense Wide Justification Book Volume 1 of 1

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The estimated cost of this report for the Department of Defense is approximately \$2,730 for Fiscal Year 2016. This includes \$960 in contract expenses and \$1,770 in DoD Labor.

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Executive Summary/Summary of Budget Estimates

<u>Account Title (OCO)</u>	Direct Budget Plan (TOA) (\$ in Thousands)		
	FY 2015	FY 2016	FY 2017
	<u>Actual</u>	<u>Actual</u>	<u>Estimate</u>
O&M, Defense-Wide	0	100,000	0
Joint Improvised-Threat Defeat Fund (JIDF)	444,464	349,464	408,272
Grand Total	444,464	449,464	408,272

The Joint Improvised-Threat Defeat Agency (JIDA), previously the Joint Improvised Explosive Device Defeat Organization (JIEDDO), is playing a critical role in protecting our deployed military service members from non-traditional, unanticipated threats on the battlefield. The Department of Defense (DoD) believes it must institutionalize lessons learned in combating asymmetric threats and keep the best practices developed by JIDA in rapid acquisition and on the understanding of improvised threat activities.

In accordance with the National Defense Authorization Act of 2016, DoD will realign JIDA as the Joint Improvised-Threat Defeat Organization (JIDO) under the authority, direction and control of the Defense Threat Reduction Agency (DTRA). This decision will maintain the Department's ability to counter improvised threats with tactical responsiveness and through anticipatory, rapid acquisition. JIDO's efforts will continue to support Combatant Commands' (CCMD) efforts to prepare for, and adapt to, battlefield surprise in support of counter-terrorism (CT), counter-insurgency (COIN), and other related mission areas including counter-improvised explosive device (IED).

The FY 2017 Joint Improvised-Threat Defeat Fund (JIDF) is funded entirely by Overseas Contingency Operations (OCO) budget. These funds will be used to set a baseline as JIDO is realigned under the DTRA. JIDO's Base Program will be refined during its first year under DTRA and will be reevaluated in the next POM Cycle.

The FY 2017 request reflects the sustained needs to support U.S. Forces in Afghanistan as well as the resources needed to support other contingencies, including efforts to defeat the Islamic State of Iraq and the Levant.

Comptroller Exhibit P-1

Defense-Wide
FY 2017 President's Budget
Exhibit P-1 FY 2017 President's Budget
Total Obligational Authority
(Dollars in Thousands)

11 Jan 2016

Appropriation: Joint Improvised Explosive Defeat Fund

Budget Activity -----	FY 2015 (Base & OCO) -----	FY 2016 Base Enacted -----	FY 2016 OCO Enacted -----	FY 2016 Total Enacted -----
01. Rapid Acquisition and Threat Response				
04. Mission Enablers				
Total Joint Improvised Explosive Defeat Fund				

Defense-Wide
 FY 2017 President's Budget
 Exhibit P-1 FY 2017 President's Budget
 Total Obligational Authority
 (Dollars in Thousands)

11 Jan 2016

Appropriation: Joint Improvised Explosive Defeat Fund

Budget Activity -----	FY 2017 Base -----	FY 2017 OCO -----	FY 2017 Total -----
01. Rapid Acquisition and Threat Response		345,472	345,472
04. Mission Enablers		62,800	62,800
Total Joint Improvised Explosive Defeat Fund		408,272	408,272

Exhibit OP-5 Detail by Budget Activity

**Joint Improvised-Threat Defeat Organization
Operation and Maintenance, Defense-Wide Overseas Contingency Operation**

I. Financial Summary**A. Budget Activity Estimate (\$K)**

<u>Major Budget Activities</u>	<u>FY 2015 Actuals</u>	<u>FY 2016 Enacted</u>	<u>FY 2017 Request</u>
A. BA4: Enable Rapid Capability Delivery	N/A	4,890	0
B. BA4: Assist Situational Understanding	N/A	39,415	0
C. BA4: Enable DoD Responses to Improvised Weapons	N/A	665	0
D. BA4: Core Mission Sustainment	N/A	55,030	0
Total	N/A	100,000	0

B. Reconciliation Summary:

N/A – JIDO does not seek to obtain OM, DW funding in FY 2017.

C. Reconciliation of Increases and Decreases:

JIDO received OM, DW OCO/GWOT funding in the form of a Congressional transfer in FY 2016 and does not request OM, DW OCO/GWOT for FY 2017.

Joint Improvised-Threat Defeat Organization Fiscal Year (FY) 2017 Budget Estimates



**Joint Improvised-Threat Defeat Fund (JIDF)
Overseas Contingency Operations (OCO)
February 2016**

Justification of Joint Improvised-Threat Defeat Fund (JIDF) (OCO)

<u>JIDF (OCO)</u>	<u>FY 2015 Actual (\$K)</u>	<u>FY 2016 Actual (\$K)</u>	<u>FY 2017 Estimate (\$K)</u>
BA1: Rapid Acquisition and Threat Response	N/A	N/A	345,472
BA4: Mission Enablers	N/A	N/A	62,800
Total JIDF (OCO)	444,464	349,464	408,272

I. Description of Operations Financed

JIDO enables DoD actions to counter improvised threats with tactical responsiveness and through anticipatory, rapid acquisition in support of CCMDs efforts to prepare for, and adapt to, battlefield surprise in support of CT, COIN, and other related mission areas including counter-IED.

JIDO accomplishes this mission by:

- sustaining an advanced information technology and fusion infrastructure that enables a threat awareness and understanding capability;
- providing expeditionary, forward deployed operations, intelligence, training, and advisory capabilities with reach-back support linked to broad intelligence community, interagency, industry, and academia communities of action;
- enabling rapid and innovative counter-improvised-threat solution development and delivery;
- and supporting Military Departments/Services' pre-deployment training and CCMDs' priority training-exercise support requirements as requested and validated.

For contingency operations requirements, JIDO utilizes a contractor-services framework that is easily expandable when support requirements are validated and quickly contractible when missions terminate. The JIDO mission is further enhanced by leveraging broad communities of action that include DoD, other U.S. government (USG) departments and agencies, key coalition allies and partners, and, when appropriate, academia and the private sector, to leverage their capabilities, expertise, access, and authorities to counter threat-networks and their use and facilitation of improvised weapons.

JIDO has been successful in assessing the operational effectiveness of its deployed counter-IED initiatives. Initiative performance, as related to key metrics, continues to improve over time. Between 2009 and 2015, 88 percent of the deployed initiatives were deemed operationally proven (compared to 79 percent between 2005 and 2008). JIDO maintained its commitment to improving DoD rapid capability delivery; average time to field counter-IED initiatives has decreased from (Pre-JIDO; prior to 2007) 32 months to (2007-2016) 15 months from requirement validation to fielding.

JIDO will apply its capabilities across three levels of effort (LOE) in support of the CCMDs. These LOE enable JIDO to react in a scalable manner based on the threat to U.S. Joint Forces, the urgency to the CCMD, and available resourcing.

Global Situational Awareness. Allows decision-makers to understand how threat information within the CCMD area of responsibility will affect CCMD strategies, goals, and objectives. JIDO, in collaboration with the Intelligence Community, other U.S. departments and agencies, the Military Departments/Services, and coalition partners, evaluates the global operational environment with a focus to assist CCMDs anticipate threats and identify priorities. JIDO will maintain global situational awareness including continuous monitoring for changes in threat networks; their evolving tactics, techniques, and procedures; and the identification of new, potentially disruptive, threat technologies. JIDO then quickly informs where the current Department counter-improvised threat portfolio poses potential risk to the U.S. Joint Force and conveys the analysis results to the CCMD and informs the rapid acquisition portion of the organization regarding emerging threats. JIDO will also continuously leverage the production of the Defense Intelligence Enterprise for this purpose.

Regional-Focused Support. Relates to CCMD support in those areas where threat networks and their improvised weapons are emerging or maturing and/or are having a direct or indirect (supporting) impact on contingency operations and deployed U.S. Joint Forces. JIDO provides regionally-focused support through dedicated, tailored capabilities (materiel and non-materiel) to enhance the situational understanding of threat networks posing the greatest threat or potential threat to U.S. interests; identifies CCMD capability requirements and gaps; and facilitates timely validation and accelerates development of counter-threat solutions. JIDO provides regionally-focused support to CCMDs within resource limitations and in accordance with DoD priorities. This LOE includes rapid prototyping and assessment of technologies to counter improvised threats. It also fulfills approved and directed CCMD training support requirements for building partner nation capacity.

Decisive Effort – Quick Reaction Capability (Surge). Relates to CCMD supports in those areas where U.S. Forces are deployed in support of a contingency operation that is contested by threat networks using improvised weapons. In full coordination with the CCMDs and the Joint Staff, JIDO provides comprehensive support to CCMD-validated urgent capability requirements to counter threat networks and their use of improvised weapons for CCMDs engaged in a contingency operation. The decisive effort-quick reaction capability (QRC) requires the commitment of the full-spectrum of JIDO capabilities and resources to rapidly identify, develop, deliver, and integrate materiel and non-materiel solutions and associated training rapidly to meet the CDR's timeline. Recognizing the Military Services' responsibility to train their forces, JIDO training support will be focused on new tools, tactics, and materiel; assistance with pre-deployment training support as required and requested by the Military Departments/Services and/or CCMDs; planning and exercise support for CCMD exercises; and fulfillment of approved and directed CCMD training support requirements for building partner nation capacity. All mission-support service elements are designed for flexibility in order to quickly expand and contract.

The JIDF is structured into two major Budget Activities: (BA1) Rapid Acquisition and Threat Response and (BA4) Mission Enablers.

Budget Activity (BA) 1: Rapid Acquisition and Threat Response – \$345,472K

(BA1) Rapid Acquisition and Threat Response is broken down into three sub-activities:

- A. Rapid Capability Delivery (\$107,286K):** Allows DoD to respond swiftly and proactively by developing warfighter counter-threat capabilities and facilitating quick response to warfighter needs in contingency operations.
- B. Assist Situational Understanding (\$200,886K):** Provides the Department an immediate threat and disruptive technology awareness capability supporting rapid adaptation (consumable operational or intelligence information, rapid capability delivery) to deployed U.S. forces. Additionally it affords the Department an enduring QRC to identify and counter-threat networks and improvised threats when valid gaps are identified (materiel, non-materiel).
- C. Enable DoD Responsiveness (\$37,300K):** Serves as critical DoD enabler to fight emerging improvised battlefield or operational threats and ensure follow-on forces are informed on the threat and available counter-threat capabilities (training integration).

A. Enable Rapid Capability Delivery – \$107,286K

With the fast pace of technology advances, and the proliferation of those technologies to potential or current threat entities, the Department requires, and must sustain, a continuously rapid and agile threat-based acquisition approach with the ability to identify dynamically changing capability requirements and associated capability gaps. The ability to validate urgent and emergent capability requirements in a timely manner and rapidly acquire and deliver capability solutions is a critical function that must be sustained in order to protect deployed forces on a modern battlefield. JIDO has had and will continue to have embedded presence with deployed U.S. Joint Forces.

In coordination with the Military Service components, JIDO assists Joint Force Commanders with identifying and understanding risks and vulnerabilities, and enable a rapid and early understanding of capability gaps, the timely validation of requirements, and inform investments in counter-threat technologies and non-materiel solutions within the Combatant Commanders' (CCDR) latest time of need. With JIDF flexibility and authorities, JIDO initiates, accelerates, develops, and delivers urgent (0-2 years) counter-improvised threat solutions addressing validated CCMD capability requirements. The intent is to immediately act on validated CCDRs' urgent needs to counter disruptive technologies within a two-year timeframe; accelerate development – “concept-to-prototype” – enabling a “warm start” on critical emerging requirements (2-5 years); and influence counter-threat development efforts in the 5+ year range through coordination with Military Department/Service science and technology organizations, the Defense Advanced Research Projects Agency (DARPA), partner nations, and through appropriate vehicles with the national labs, academia, and industry; and on sustaining research and development (R&D) activities that may provide value in obtaining technology or doctrine to counter developing threats. This is a threat-based, deliberate, structured, and proactive approach to identify and validate urgent and emergent capability requirements and associated capability gaps to rapidly acquire and deliver capability solutions to prevent or mitigate battlefield or operational surprise.

JIDO was established by Congress to be DoD's preeminent rapid acquisition organization and has spent the past decade honing its ability to minimize the time from requirement validation to fielding. By reducing the time to field solutions to engaged units by more than 50% since 2007, JIDO has reduced significant risks the Military Departments/Services are not equipped to resolve. JIDO's embedded capability and direct understanding of the tactical problem-set enables near real-time understanding of the problems of the warfighter. JIDO's unique rapid requirements process enables the JIDO Director to validate immediate needs and apply resources to developing required solutions. This allows JIDO to get ahead of the more deliberate Urgent or Emergent Operational Needs Statement (UONS/EONS) process to have solutions identified and/or under development when the formal UONS/EONS assignment occurs. JIDO oversees an open, transparent, internal governance process to validate all requirements. This process is executed in coordination with the affected CCMD, the Joint Rapid Acquisition Cell, the Functional Capabilities Board, the Joint Requirements Oversight Council, the Military Departments/Services, and Congress to reduce redundancy and deployment cycle time and ensure transparency.

JIDO's Rapid Capability Delivery process begins with understanding the threat through a forward-embedded tactical presence which accelerates identification of counter-threat gaps for the warfighter and provides a continuous feedback mechanism for capability improvements. This drives rapid decision-making and leads to the ability to develop and deliver capabilities quickly through appropriate authorities and flexible funding. Once a capability is proven effective, the rapid acquisition process is used to develop further capacity upon approval of an immediate warfighter need (UONS/EONS). In parallel with building capacity for the warfighter, the Joint Capabilities Integration Development System process is used to ensure awareness of and fulfill enduring requirements of the U.S. Joint Force and enable institutionalization of new capabilities.

The following are rapid capability delivery focus areas for FY 2017:

- **Detect Improvised Threats**

JIDO will work to quickly and effectively enable the detection of improvised threats and/or improvised threat components from a safe standoff distance to maximize the survivability of forces and achieve greatest tactical freedom of movements. Given the evolving and asymmetric use of IEDs and improvised weapons, there is still no single capability that exists that can detect all types.

JIDO will invest in initiatives to address the following Joint force requirements:

- Detect IEDs from a safe distance – air, ground, and maritime
- Detect IEDs during maneuver – air, ground (mounted and dismounted), and maritime
- Miniaturize and integrate sensors
- Adapt detection capabilities to other environments
- Evaluate technology and methodology to detect Improvised threats
- Integrate hand held detectors
- Detect tunnels from ground, air, stationary, and mobile

- **Neutralize & Defeat Improvised Threats**

JIDO will work to quickly and effectively enable the neutralization/pre-detonation of IEDs and improvised threats from dismounted, mounted, airborne, and waterborne platforms.

JIDO will invest in initiatives to address the following Joint force requirements:

- Ensure understanding of and develop defeat technologies for advanced wireless signals
- Ensure compatible electronic countermeasures (Joint and Coalition) for IED Defeat/Neutralization (temporary effects)
- Fuse and disseminate counter-IED data as needed to support decision making
- Prevent or mitigate the effects of IED attacks on mounted, dismounted, and maritime forces
- Neutralize threats from a stand-off distance (Vehicle-Borne IED, Person-Borne IED, etc.)

B. Assist Situational Understanding – \$200,886K

The IED and other improvised threats represents a continuing and irregular threat for U.S. and coalition forces. By using operational data while embedded with and supporting U.S. Joint Forces, production from the Defense Intelligence Enterprise, and continuously evolving analytical methodologies, JIDO acquires a deep understanding of current and emergent threat activity focused on support for facilitation networks and their use of improvised weapons. JIDO then delivers consumable assessments and intelligence information to help warfighters plan for, and adapt to, rapidly changing conditions supported. This information is facilitated by close links to reach-back support across the intelligence community and among relevant U.S. departments and agencies. These links contribute to a more comprehensive and relevant operational assessment, demonstrating JIDO's unique venue for horizontally integrating and coordinating whole-of-governments' actions against current, emergent, and improvised threats. These efforts are invaluable for informing counter-improvised threat solutions development and delivery. These efforts support a strong intelligence-requirements-acquisition community partnership.

This is supported by:

- **Mission Information Technology Intelligence-Operations Integration Support Services.** Provides for specific Mission Information Technology (IT) via software licenses, maintenance agreements and field service support that supports development and fielding of cutting edge IT capabilities to enable the rapid collection, fusion, and dissemination of operational information, intelligence, and technology that will result in the defeat of threat networks that employ disruptive technologies.
- **Data Capture and Integration.** Provides for the capture of various intelligence data feeds for further analysis, mitigates information and data gaps, and provide software tools and visualization capabilities support JIDO and customer analytical efforts.

- **Advanced Technology.** Provides rapid software development support to analysts by rapidly developing and maintaining tools. Provides a JIDO state-of-the-art analytical Cloud Architecture. Provides rapid prototype development, accreditation, and deployment on classified networks to support current operations. Capabilities include quick-turn analytical tool development/deployment, 3D modeling, blast simulation, geospatial analysis, and data-voice connectivity to deployed U.S. Joint Forces.
- **ORSA Pattern Analysis.** Front-line operational units supporting military operations require the development of dynamic and complex analytical solutions. ORSA Pattern Analysis Support utilizes specialized software which consists of a suite of tools designed to detect patterns of activity and provide predictions on future events.
- **Distribution of Data Across IED Spectrum.** Synchronization of intelligence and operational forces is critical to defeating the IED threat. With a fully integrated capability, operational considerations drive intelligence fusion that can be rapidly disseminated through a variety of technological means with best practices captured and quickly assimilated back into the process for improved functionality. CCMDs, federal agencies and allied nations must share information and intelligence to form a best-informed intelligence estimate of the threat. A common lexicon is required to ensure the IED is accurately described and understood up and down the chain of command—from the strategic to the tactical level, across the USG, and partner nations. IED related data includes, but is not limited to, significant event reports, post blast analysis, forensic and biometric data, trends analysis, counter-IED capability assessments, crime pattern analyses, network analyses, intelligence products and reports and new innovative analytic techniques.
- **Identify Threat Networks/Network Activity.** JIDO is proven effective in identification of threat networks and their supporting activities that employ and/or facilitate the use of IEDs and other improvised weapons. Detection and predictive analysis of the threat networks and their functions (such as command and control, finance, supply, IED construction, and emplacement) are critical to the defeat of IEDs as weapons of influence. The proper identification, understanding, and engagement of threat, friendly and neutral networks and their activities can lead to the identification and possible prevention of the use of IEDs.

C. Enable DoD Responsiveness to Improvised Weapons – \$37,300K

JIDO currently uses and intends to sustain various mechanisms and communities of action to coordinate with the Military Departments/Services, the Joint Staff, CCMDs, other U.S. departments and agencies, and coalition partners to ensure collaboration, to de-conflict efforts, and leverage others' authorities, access, and capabilities. This approach is both effective and efficient. It enables innovative and integrated solutions through a flat, adaptive, and collaborative organizational structure to best employ capabilities and expertise quickly and most effectively in support of the warfighter.

Key supporting capabilities include:

- **Communities of Action – Collaboration Teams.** JIDO's collaboration teams enable situational awareness of various threats as well as synchronization of efforts within the whole-of-government. Some communities of action include the Counter-Homemade Explosives Group, Attack the Network Group, and Counter-Tunneling Group.
- **Building Partnership Capacity Support.** JIDO is a critical enabler to DoD's ability to counter the improvised threat. JIDO has spent the past decade building and forging relationships with other organizations and agencies that provide invaluable intelligence, training and equipping information across the spectrum of identified threats. Organizations such as the Federal Bureau of Investigation, Customs and Border Patrol, DTRA, and private sector technology companies contribute to an ongoing effort to use latest technology to identify threat networks, forge counter technologies and capabilities, provide needed training to maximize capabilities, and rapidly acquire needed materials to swiftly respond to the ever-changing conditions on today's battlefield. With the authorization of funds in the FY 16 NDAA, JIDO will now support CCMD requirements to provide counter-IED training to partner nation security forces.
- **Training Integration Program.** The Training Integration Program provides for training support for Overseas Contingency Operations, Analytical Training Integration Program, Exportable Mobile Training Teams, and CCMD Counter-IED Exercise Support Integration Program:
 - **Training Support for Overseas Contingency Operations. (TSOCO).** The TSOCO program provides a means to respond to CCMDs requirements through the development/delivery of training solutions in support of unanticipated Contingency Operations. TSOCO directly supports directives and orders from the President of the United States and are deemed vital to the United States National interests worldwide. This support may include but is not limited to: 1) CONUS or OCONUS counter-IED training portfolios to assist deploying U.S. and coalition forces in the accomplishment of their mission, 2) Procurement or fabrication capability for counter-IED specific training aids not readily available to support deploying forces, 3) Training support for integration of JIDO counter-IED enablers.
 - **Analytical Training Integration Program (ATIP).** ATIP focuses on the development of network attack curricula and sustainment training support to JIDO personnel, CCMDs and their conventional and special operations forces, coalition forces, and interagency partners. Provides direct support to unit pre-deployment training and exercises. Assesses training levels of intelligence personnel throughout the JIDO enterprise, and establishes training and certification plans to sustain operations integration and intelligence readiness.
 - **Exportable Mobile Training Team (EMTT).** The EMTT program propagates lessons learned throughout the DoD training venues by providing the latest and most effective counter-IED measures across the full-spectrum of operations utilizing Mobile Training Teams during service component's training phases. The training integration is structured to prepare Joint Forces in counter-IED activities by providing the capabilities and enablers that warfighters will be exposed to and use while deploying. These focus areas

include, but are not limited to, subject matter expert replication, new equipment employment, individual and collective counter-IED training, and disseminating real-time information on current IED threats and techniques.

- **Combatant Command C-IED Exercise Support Integration Program.** Program supports CCMD level training exercises to include, but are not limited to U.S. Pacific Command Ulchi Freedom Guardian and Key Resolve, U.S. Southern Command PANAMAX and U.S. Special Operations Command Emerald Warrior. JIDO exercise design and development expertise to execute counter-IED trends at the operational and strategic level to drive staff and counter-IED integration processes. JIDO provides coach, mentor and train capability to key CCMD counter-IED exercise planning personnel. Additionally, JIDO supports pre-exercise academics, execution and after action reviews.

Budget Activity (BA) 4: Mission Enablers – \$62,800K

These funds pay for basic organizational needs including personnel pay, facilities, and essential equipment and services that enable the organization to operate.

- **Civilian Personnel Payroll.** Pays for JIDO's governmental staff required to perform core administrative functions of the organization; specifically personnel, logistics, IT, comptroller, and contracting.
- **Mission Support.** Funds critical mission support to ensure JIDO meets regulatory and legal requirements for effective organization operations. Included are congressional reporting, Financial Improvement Audit Readiness (FIAR) support, and other DoD and legal requirements reporting.
- **Enterprise IT.** Funds the maintenance and replacement of hardware and software, records management, and software licensing support with a strategy that enables JIDO to accomplish its C-IED mission in a secure, net-centric, knowledge-based environment. Communication enhancements and technological upgrades will be routinely integrated into JIDO's architecture to further enhance JIDO's efficiency and productivity.
- **Facilities (Rent, Utilities, Physical Security).** Funds the physical infrastructure that supports JIDO's workforce. Facility costs support personnel work space requirements. Includes all Rent, Utilities, and Physical Security.
- **Travel.** Supports JIDO's efforts to obtain information, achieve coordination with CCMDs, distribute materials, policies and processes, maintain relevance to the warfighter, domestically and internationally, and conduct routine administrative visits as needed.

II. Financial Summary

<u>Major Budget Activities</u>	<u>FY 2017 Estimate (\$K)</u>
A. BA1: Rapid Acquisition and Threat Response	345,472
B. BA4: Mission Enablers	62,800
Total	408,272