

# Fiscal Year (FY) 2015 President's Budget (Base)



*Attack the Network – Defeat the Device – Train the Force*

**March 2014**

**JOINT IMPROVISED EXPLOSIVE DEVICE DEFEAT FUND**

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*The estimated cost of this report for the Department of Defense is approximately \$8,830 for Fiscal Year 2014. This includes \$7,300 in contract expenses and \$1,530 in DoD Labor.*

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<b>Exhibit P-40 Budget Item Justification</b>				<b>Date: March 2014</b>				
<b>Appropriation (Treasury) Code/CC/BA/BSA/Item Control Number 2093/Joint Improvised Explosive Device Defeat Fund</b>				<b>P-1 Line Item Nomenclature Joint Improvised Explosive Device Defeat Organization</b>				
<b>Program Element for Code B Items:</b>				<b>Other Related Program Elements:</b>				
Procurement Items Cost (\$ in millions)	FY 2013 Approp.	FY 2014 Approp.	FY 2015	FY 2016	FY 2017	FY 2018	FY 2019	Total
Proc Qty								
Gross Cost								
Less PY Adv Proc								
Plus CY Adv Proc								
Net Proc (=P-1)								
Initial Spares								
Total Proc Cost	\$ 1,622.6	\$ 879.2	\$ 115.1	\$ 115.2	\$ 115.2	\$ 115.3	\$ 115.4	\$ 3078.0
Flyaway U/C								
Wpn Syst Proc U/C								
<b>DESCRIPTION:</b>								
<b><u>Joint Improvised Explosive Device Defeat Organization (JIEDDO) (\$115.1M)</u></b>								
<p>The Joint Improvised Explosive Device Defeat Fund (JIEDDF) is the funding source for JIEDDO. Defeating the strategic influence of all forms of improvised explosive device (IEDs) and facilitation and terrorism against U.S. Forces requires a comprehensive approach that combines an aggressive offense with a solid defense – ahead of enemy innovations. Recognizing these threats as enduring conditions, JIEDDO’s mission is to lead all Department of Defense actions and support Combatant Command efforts to reduce, or if possible, eliminate these threats as strategic weapons against U.S. Forces. The basis for this mission is resources by the (1) Tactical Responsiveness and Anticipatory Acquisition and (2) Staff &amp; Infrastructure Budget Activities. Using these resources, JIEDDO develops a capability that provides a basis from which JIEDDO can successfully disrupt the networks that fund, develop, and employ these devices, and provides defenses at the point of attack. The FY 2015 estimate is formulated to maintain a Counter-IED (C-IED) capability and support counter-terrorism and counter-insurgency efforts through a united approach to ensure force readiness for existing and emerging threats, and to continue to rapidly deliver effective solutions and rapid tactical responsiveness to engaged forces with the goal of removing these threats as weapons of strategic influence.</p>								

**JIEDDO's President's Budget (Base) (\$115.1M):**

Neutralizing the strategic influence of IEDs, terrorism and insurgency requires a comprehensive approach that defends at the point of attack and aggressively disrupts the networks that fund, support, and employ these measures. This multi-faceted strategy balances materiel and non-materiel efforts, data fusion with technology, and identifies convergent technologies that will prevent technological surprise and will neutralize the adversary's ability to employ improvised and enhanced devices as weapons of strategic influence.

**Budget Activity 4: Staff and Infrastructure (\$115.1M)**

**Staff and Infrastructure (\$115.1M):**

The FY 2015 JIEDDO Advanced Technology Investments underpin the ability address technology gaps, respond rapidly to evolving threats, and to capitalize on technology opportunities in direct support of counter-IED, counter-terrorism, and counter-insurgency. These funds enable a portfolio of advanced technologies that are aimed at detecting, neutralizing and mitigating counter-improvised explosive and enhanced devices, counter-terrorism, and counter-insurgency, both existing and rapidly emerging. These funds fortify efforts to develop and mature the advanced technologies needed to address emerging and rapidly evolving threats, thereby enabling tactically responsive acquisition in addition to anticipatory acquisition for U.S. Forces. In addition to the Advanced Technology Investments, the FY 2015 base budget request enables the synchronization of support in terms of human capital, information technology/communications, facilities, travel, and supplies that enable the organization to conduct its mission effectively.

## **PROGRAM ASSESSMENT**

### **Joint Improvised Explosive Device Defeat Organization (JIEDDO)**

It is vital that the Department of Defense (DoD) effectively respond to a dynamic environment through an enduring quick reaction capability. The improvised explosive device (IED) is an evolving and enduring weapon, easily accessible to our enemies. It remains a significant threat to the orderly withdrawal of forces from Afghanistan and transition of the security mission to Afghan forces. JIEDDO was formed to respond quickly to warfighter requirements during specific contingency operations; however, in today's world, unanticipated and vital counter-improvised explosive device (C-IED) requirements will continue to arise and must be addressed rapidly. Recognizing the IED as an enduring threat, JIEDDO continues to support Combatant Commander and Service requirements to counter threat networks' use of IEDs. In addition to the C-IED mission, JIEDDO is tasked with enabling tactical response and anticipatory acquisition to prepare for and react to battlefield surprise in counter-terrorism, counter-insurgency, and other related mission areas. This expanded mission set will transform JIEDDO into an organization that provides a wide base of support to U.S. Forces during both peacetime and active engagements. Concurrently, JIEDDO is undergoing a significant restructuring and downsizing to attain the agility, mission alignment and affordability the Department requires. This FY 2015 President's Budget will allow JIEDDO to continue current C-IED efforts and begin transforming and reorganizing into a smaller capability that will provide greater utility to U.S. Forces.

### **The Threat**

Identifying and following threat networks that develop and use IEDs is important when forecasting future threats. These interconnected networks are comprised of criminals, insurgents, terrorists and others. Threat networks continue to evolve, mitigating or eliminating response capabilities. As the threat "morphs," so must our response to those threats. Threat networks aggressively present pressure on multiple fronts. The ease of which these enemies are able to disrupt operations and jeopardize strategic plans and interests through disruptive technology is just one of the means exploited by our adversaries. To remain effective, our forces must be provided the tools to effectively identify and counter threats that present obstacles to tactical and strategic goals.

The mission to disrupt the transnational threat networks employing these capabilities and to neutralize the mechanisms that are employed – including IEDs – requires a comprehensive, seamless effort among all involved agencies. This threat must be met with an approach that integrates efforts and leverages the combined authorities and capabilities of other government agencies and partners. While we may never stop all threats, a coordinated approach will significantly impact the effect these threats pose in future operations. This persistent and compelling threat requires us to maintain constant vigilance and enduring response capabilities. IEDs will continue to menace and disrupt security forces and noncombatants throughout the world, growing in sophistication and frequency as more enemies of peace share information and realize the potential psychological, social, and political impact of these weapons and tactics.

### **The Response**

The asymmetric, global IED threat requires a focused response. JIEDDO was established as a Joint entity; it is a Jointly-manned activity of DoD. This organizational structure facilitates collaboration and mission execution across DoD. JIEDDO funds are in two Budget Activities: (1) Tactical Responsiveness and Anticipatory Acquisition and (2) Staff & Infrastructure. The Tactical Responsiveness and Anticipatory Acquisition Budget Activity develops the means to successfully disrupt the human threat networks that fund, develop and employ IEDs; rapidly develop and provide defenses at the point of attack; and assist the Joint Staff and the Services in their efforts to institutionalize C-IED training and integrate C-IED principles into Joint Doctrine and multi-service tactics, techniques and procedures. The Staff & Infrastructure Budget Activity provides the necessary command, control, and synchronization capabilities to ensure prompt focus on and delivery of capabilities.

To counter the enduring threat, JIEDDO leads DoD C-IED efforts through the early identification of threats, assessment of potential counter-capabilities, rapid development and procurement of needed equipment or material, and expeditious delivery of responses to engaged or threatened forces. JIEDDO also contributes to counter-insurgency and counter-terrorism. JIEDDO's agility and speed of response has always been and remains a key tenet of the organization and is linked irrevocably to the continuation of Joint Improvised Explosive Device Defeat Fund (JIEDDF) as the only appropriation that provides the needed flexibility for a quick response.

### **Performance**

Since its inception, JIEDDO has achieved success in its mission by increasing operational force maneuverability, reducing the number of U.S. Forces' casualties, and disrupting insurgent networks.

JIEDDO's organizational priorities provide the ability to successfully execute its mission. These priorities consist of:

- **Responding rapidly to warfighter requirements**  
Continue to provide excellent support to deployed forces to ensure their success
- **Supporting the combatant commands**  
Address the counter-IED requirements of combatant commands as they respond to the enduring and global IED threat
- **Remaining the center of gravity in the IED fight**  
Maintain situational awareness on the global IED threat and identify ways to support those on the frontline of the IED fight

- **Continuing to adapt and transform**

Remain agile and adaptive during a time organizational transformation

JIEDDO continues to provide needed material and intelligence to reduce the flow of homemade explosives (HME) into Afghanistan and improve Commanders' freedom of maneuver. JIEDDO recognizes that gains made in these areas must be achieved via a whole-of-government approach and through better information sharing among our partners and allies. For FY 2015, JIEDDO has focused investments to include its core enduring functions as identified by the Joint Requirements Oversight Council (JROC): Detect IEDs and/or IED components; Mitigate IED Effects; Prevent and/or Neutralize IEDs; Identify IED Networks, and Distribute Data across the IED Spectrum.

The funds requested for FY 2015 are required to maintain JIEDDO's capability for rapid response to the C-IED requirements of the Combatant Commanders and to ensure U.S. Forces remain equipped and capable of understanding supporting threat networks while countering the effect of IEDs. JIEDDO's ability to quickly deliver solutions to the warfighter and develop future solutions to close current and emerging capability gaps will be preserved with this budget. JIEDDO will continue to lead DoD's efforts to identify, acquire and develop capabilities to defeat IEDs and their supporting facilitation networks and will continue to support others' counter-terrorism and counter-insurgency mission sets as required.



**FISCAL YEAR (FY) 2015 PRESIDENT'S BUDGET (BASE)**

<b>(In Thousands of Dollars)</b>	
<b>FY 2015 Base Request</b>	<b>\$115,058</b>
<b>FY 2014 Base Budget</b>	<b>\$0</b>
<b>FY 2013 Base Budget</b>	<b>\$0</b>

**PART I - PURPOSE AND SCOPE**

JIEDDO is established as a Joint entity and is a Jointly-manned activity of DoD. Providing tactical responsiveness to IEDs, terrorism, and insurgency requires a comprehensive approach combining strategic efforts as well as tactical action to aggressively disrupt the networks that fund, support and actively target U.S. interests. A multi-faceted strategy, balancing materiel and non-materiel initiatives, convergent technology identification, information collection and fusion, focused intelligence analysis and dissemination, and unit training will significantly degrade the enemy's ability to propagate their tactics, techniques, and procedures. JIEDDO executes this strategy by leading, advocating and coordinating efforts across DoD, with the U.S. interagency, and with our coalition partners.

**PART II - JUSTIFICATION OF FUNDS REQUIRED**

The funds requested in the FY 2015 President's Budget are needed to establish a sustainable capability to find and procure solutions for existing and emerging U.S. capability gaps to counter threat networks' use of IEDs and specified disruptive technologies. A Base Budget has been submitted in prior years; however, funding was ultimately moved to the Overseas Contingency Operations (OCO) Budget. This base budget allows JIEDDO to stabilize programs and provide a basis from which JIEDDO can sense and adjust to meet the needs of requirements and core functions. The requested funding is critical to ensure U.S. Forces obtain and retain the capability to counter the enduring threat that the IED and other disruptive technologies pose.

The JIEDDO FY 2015 President's Budget supports strategic planning, workforce continuity and infrastructure requirements to provide those critical functions necessary to counter IEDs, terrorists, and insurgents. This budget estimate demonstrates the Department's commitment to ensure effective countermeasures remain available to U.S. Forces.

**BUDGET ACTIVITY 4: STAFF AND INFRASTRUCTURE**

<b>(In Thousands of Dollars)</b>	
<b>FY 2015 Base Request</b>	<b>\$115,028</b>
<b>FY 2014 Base Budget</b>	<b>\$0</b>
<b>FY 2013 Base Budget</b>	<b>\$0</b>

**PART I - PURPOSE AND SCOPE**

JIEDDO is charged with enabling tactical responsiveness through its unique quick reaction capability in addition to supplying anticipatory acquisition in a rapidly changing threat environment. These two key tenets of the Department's C-IED strategy are essential to JIEDDO's responsibility to support U.S. Forces. As the Department continues to adapt and transform, we have no greater responsibility than to provide for the safety and security of our U.S. Forces. This budget activity is required to achieve anticipatory acquisition enabling JIEDDO to focus on joint missions, joint mission essential tasks, and ultimately provide required future capabilities. Furthermore, to meet the guidance set forth by a signed memorandum by the Deputy Secretary of Defense, JIEDDO's use of this budget activity will ensure that, as our adversaries evolve and seek to overcome countermeasures, U.S. Forces are not caught by technological or battlefield surprise. The JIEDDO Staff and Infrastructure Budget also funds command, control, and synchronization of effort in the delivery of solutions to U.S. Forces through the support from human capital, information technology, facilities and supplies.

**PART II - JUSTIFICATION OF FUNDS REQUIRED**

The JIEDDO FY 2015 President's Budget for Staff & Infrastructure provides funds for Advanced Technology Investments which ensures enduring capabilities bolster JIEDDO's ability to address technology gaps as the threat evolves, and enable JIEDDO to maintain its C-IED focus. It will build upon existing policy and strategy which will establish and implement measures to discover, prevent, protect against, respond to, recover from, and mitigate IED attacks and their consequences. These investments continue to support advancements and evolving technologies to conduct tactically responsive acquisition in support of JIEDDO's distinctive quick reaction capability. Furthermore, the use of these funds will enable the execution of anticipatory acquisition to quickly capitalize on technology opportunities in a rapidly changing threat environment. This environment will include threats of improvised explosive (and enhanced) devices, terrorism, and insurgency. JIEDDO leads DoD's efforts to address the C-IED enduring capabilities enumerated in Joint Requirements Oversight Council Memorandum (JROCM) 14-03. This budget activity underpins the Department's commitment to ensure that the technologies required to enable effective countermeasures will be available to U.S. Forces. In addition to the Advanced Technology Investments, the Staff & Infrastructure provides the necessary resources for strategic planning, workforce continuity, infrastructure requirements, and technology development to support JIEDDO's mission support needs. The FY 2015 President's Budget funds base human capital costs, information technology, travel, facilities, supplies, and other operating expenses

that are necessary to the success of JIEDDO's transition to an enduring, globally oriented anticipatory organization. This Staff & Infrastructure request provides the necessary resources to support a scalable workforce and associated mission support expenses for the requirements needed during this transition year.

### **PART III – PROGRAM DESCRIPTIONS**

<b>Budget Activity</b>	<b>JIEDDO Requirements</b>	<b>Total</b>
Staff and Infrastructure	Advanced Technology Investments	\$49,593,966
	Human Capital	\$44,684,145
	Civilian Personnel	\$38,000,784
	MOB DES	\$6,683,361
	Information Technology / Communications	\$7,300,000
	Facilities	\$12,031,889
	Travel	\$624,000
	Other (Supplies)	\$824,000
		<b>\$115,058,000</b>

- Advanced Technology Investments:** Advanced Technology Investments underpin the ability to address technology gaps, respond rapidly to evolving threats, and to capitalize on technology opportunities in direct support of C-IED, counter-terrorism, and counter-insurgency. Funds enable a portfolio of advanced technologies that are aimed at detecting, neutralizing and mitigating counter-improvised explosive and enhanced devices, counter-terrorism, and counter-insurgency, both existing and rapidly emerging. These Advanced Technology Investments fortify efforts to develop and mature the advanced technologies needed to address emerging and rapidly evolving threats, thereby enabling tactically responsive acquisition in addition to anticipatory acquisition in support of U.S. Forces.
- Human Capital:** Supports JIEDDO's efforts to downsize and maintain a flexible staff level to perform the core enduring functions of JIEDDO through the appropriate mix of Civilian and Military personnel. This request supports the aggressive movement of JIEDDO towards an enduring end-state consistent with a leaner, reduced manpower footprint while maintaining the capability to support deployed forces. This request also adheres to the guidance set forth in Office of the Secretary of Defense's "Fiscal Year (FY) 2015-2019 Fiscal Guidance", signed 1 July 2013, directing all headquarters to reduce manpower levels by at least 20% by FY 2019.

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- **Information Technology / Communications:** Funds the maintenance and replacement of hardware and software; records management; and software licensing support within a strategy that enables JIEDDO to accomplish its C-IED mission in a secure, net-centric, knowledge-based environment. Communication enhancements and technological upgrades will continually be sought and integrated into the physical layout to further enhance JIEDDO's efficiency and productivity.
- **Facilities:** Funds the physical infrastructure that supports JIEDDO's workforce. Facility costs support the full complement of personnel and allows for close coordination and organizational synergy in a secure environment.
- **Travel:** Supports JIEDDO's efforts to obtain information, achieve coordination with CCMDs, distribute materials, policies and processes, and maintain relevance to the warfighter, domestically and internationally.
- **Other (supplies):** Provides funding for other costs including supplies, routine repair and replenishment of office equipment, and other office activities.