

Keeping Intelligence Professionals Engaged: Employing CONUS-based HUMINT Collectors using OCONUS Delegated Authorities



LTG Scott D. Berrier, Department of the Army Assistant Chief of Staff, G2 (DAG2) challenged United States Army Intelligence to find unique ways to keep intelligence professionals engaged in their craft. With deployment opportunities decreasing after more than eighteen years of combat operations, it is up to leadership at all levels to accept this opportunity and share institutional knowledge and experience with the younger force. Failing to leverage lessons learned will have detrimental effects on our Army. Collective experience has taught us that Human Intelligence (HUMINT) collection is one of those skillsets that can deteriorate if not exercised continuously. U.S. Army Southern European Task Force, Africa (SETAF-AF), formerly known as U.S. Army Africa, G2X accepted the DAG2's challenge and developed a program to effectively employ HUMINT collectors from United States Forces Command (USFORSCOM) units using United States Africa Command (USAFRICOM) delegated Defense HUMINT Executor (DHE) authorities. This employment allows HUMINT collectors the opportunity to execute their craft supporting real world operations, eliminating the need to be forward deployed. Overall, this will increase readiness while allowing collectors to remain operationally engaged. This article identifies the process used to effectively employ CONUS based HUMINT collectors in order to answer Army Service Component Command (ASCC), Combatant Command (COCOM), and national level intelligence requirements in order to help set the theater in the USAFRICOM Area of Responsibility (AOR).

Mission and Lines of Effort. SETAF-AF provides mission command, protects the force, sets the theater, conducts security force assistance, and supports joint and international partners in order to achieve USAFRICOM and U.S. Army Campaign Plan objectives. The organization executes that mission by focusing on six Lines of Effort (LOE).ⁱ

1. Strengthening Partner Networks
2. Strengthen Partner Capacity
3. Enable Operations
4. Maintain Readiness
5. Protection of U.S. Persons and Facilities
6. Set the Theater

As the SETAF-AF CG's Senior Intelligence Officer, the Assistant Chief of Staff, G2 is focused on ensuring intelligence drives operations for the Commander. This vision includes setting the intelligence theater. Nested in the overall plan, SETAF-AF G2X has focused on increasing collection and collection opportunities by opening doors across the African continent. Currently, there are more than 2,000 U.S. personnel arrayed across the African continent in support of numerous Theater Security Cooperation events.

As the ASCC responsible for Africa, SETAF-AF plays a critical role in setting the theater on the African continent by actively building partner capacity and executing theater security cooperation events. These events focus on ensuring our African Partners can contribute to regional security throughout the continent. Working by, with, and through our various partners, SETAF-AF is prepared to respond throughout the African continent to execute contingency operations.ⁱⁱ Intelligence support to those engagements and our partners focuses on setting the theater. Setting the theater "describes the broad range

of actions conducted to establish conditions in an operational area for the execution of strategic plans.”ⁱⁱⁱ This task is accomplished by employing intelligence professionals in garrison and in a forward deployed capacity under Title 10 and Title 50 authorities. In order to ensure successful operations, SETAF-AF established and maintains communication with Country Teams across the 53 countries inside the USAFRICOM AOR in order to answer commander’s requirements. In addressing this vast AOR, SETAF-AF identified gaps in collection and used those gaps to open collection opportunities. The intelligence theater in Africa is immature; in order to establish conditions to help set the theater, SETAF-AF recognized unique ways to address the problem set. Detailed below are those opportunities that have led to the employment of CONUS based collectors.

Foundation. In 2014, USFORSCOM established a Memorandum of Agreement (MOA) with each ASCC. This MOA allowed the ASCC to request and fund USFORSCOM HUMINT collectors in order to execute operational missions in their respective COCOM AOR.^{iv} With the reduction in overseas contingency operations and newly assigned Regionally Aligned Forces (RAF), USFORSCOM HUMINT collectors were identified as being in a unique position to support operations at home station and forward deployed. This allows HUMINT collectors an opportunity to stay engaged and utilize their perishable skill set. SETAF-AF signed the MOA in 2015 and it continues to serve as the foundational document for the successful employment of CONUS based collectors.

Identifying and Addressing Gaps. SETAF-AF’s mission allows for year round engagements throughout the USAFRICOM AOR. In assessing the theater, intelligence gaps were quickly identified. SETAF-AF identified U.S. Army personnel supporting missions across the AOR without receiving comprehensive intelligence support. One such unit is the Ordinance Company (EOD) based in Fort Hood, Texas. This unit is tasked to provide counter-IED training to select African Partners. The unit deploys from CONUS directly to the USAFRICOM AOR, conducts their assigned mission, and redeploys to home station. SETAF-AF would then deploy HUMINT collectors from Vicenza, Italy to Fort Hood, Texas to execute collection under the FORMICA program. Understanding the strain on resources,

SETAF-AF worked closely with USFORSCOM and assisted in drafting an operations order (OPORD) that would allow for elements of III Corps, located on Fort Hood, to conduct the FORMICA mission on behalf of SETAF-AF. HUMINT Collectors, as internally tasked by III Corps, provide FORMICA pre-briefings to the unit prior to deployment. Once the unit returns from its mission, the same collectors then debrief the unit and begin the reports writing process. Reports from this collection are routed through the SETAF-AF G2X for pre-publication review and publication to the Intelligence Community (IC). This plan conserved resources by preventing expensive travel from OCONUS while employing USFORSCOM collectors in their own backyard. Most importantly, it directly answered the DAG2's challenge to keep the intelligence force engaged.

United States Military Observer Group (USMOG). USMOG serves as the staff agent for Secretary of the Army's Executive Agent functions providing oversight, training, equipment, logistics, and administration support to U.S. military observers, individuals, and special teams serving in United Nations (U.N.) missions. USMOG provides support to Secretary of Defense approved positions within six U.N. missions, which has been directed as the number one allocation requirement by the Office of the Secretary of Defense. Currently, there are six locations across the USAFRICOM AOR:

1. United Nations Support Mission in Libya located in Tunis, Tunisia
2. United Nations Multidimensional Integrated Stabilization Mission in Mali located in Bamako, Mali
3. United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic located in Bangui, Central African Republic
4. United Nations Mission in the Republic of South Sudan located in Juba, South Sudan
5. Nations Organization Stabilization Mission in the Democratic Republic of the Congo located in Goma, Democratic Republic of the Congo
6. United Nations Mission For The Referendum in Western Sahara located in Laayoune, Western Sahara

These unique missions, spread across a continent that does not support intracontinental travel, presented a significant challenge for SETAF-AF. How do we leverage these U.S. Army entities to help set the theater and answer commander's requirements? In working with the Military Intelligence Reserve Center (MIRC), SETAF-AF began employing the 337th Military Intelligence Battalion (MI BN) that is geographically aligned to the USAFRICOM AOR. 337th MI BN collectors would travel to the Military District of Washington and provide counterintelligence and HUMINT pre-briefings then subsequent debriefings twice a year. Many of the IIRs produced by this collection opportunity have been briefed at the most senior levels of the Department of Defense.

Lack of Serialized Reporting.

Tactical Interrogation Reports (TIRs). SETAF-AF, in direct coordination with United States Special Operations Command (USSOCOM) identified a significant gap in serialized reporting and developed a plan to address the deficiency. Executing world-wide authorities, USSOCOM is at the tip of the spear helping to shape the environment and deter Violent Extremist Organizations (VEOs) throughout Africa. Via MOA, SETAF-AF collectors are working with select organizations within USSOCOM to convert these interrogation reports to serialized IIRs for publication and IC consumption.

Units Involved. SETAF-AF G2X personnel traveled extensively to engage commanders and staff at multiple levels to include USFORSCOM, III Corps, 3rd Brigade Combat Team, 101st Airborne Division, 504th Expeditionary Military Intelligence Brigade (E-MIB), and the 337th MI BN (Reserve) in order to 'sell' the concept of keeping intelligence professionals engaged. While commanders were eager to participate, they had to find the right balance between this opportunity and steady-state operational requirements. SETAF-AF worked exhaustively to demonstrate the value generated from these unique opportunities and highlight the national level impact of these operations. SETAF-AF was assigned a RAF unit from Fort Campbell, Kentucky. Currently, this role is being filled by 3rd Brigade Combat Team, 101st Airborne Division. This unit provided HUMINT collection from a forward based location on the African

continent, at their home station in CONUS, and they sent a liaison officer (LNO) to serve in the SETAF-AF G2X. The primary focus for the LNO is managing their unit's collection efforts. However, the SETAF-AF G2X creates professional development opportunities to include travel to the COCOM as well as travel to the African continent to provide senior level mentorship to their deployed collectors. This relationship helps build more well-rounded intelligence professionals for our Army. SETAF-AF worked, via MOA, to engage many other USFORSCOM units, to include III Corps, 1st Armored Division, and the 504th E-MIB. SETAF-AF has also been successful employing the 337th MI BN (Reserve).

Challenges Faced. While success is achieved due to hard work and dedication of professional individuals, challenges arise throughout the process that slow progress. These challenges, in hindsight, were minor, however, as with anything new they made our unit pause to find feasible solutions. Detailed planning, open communication, and continuous refinement will allow the unit to address any challenge without affecting mission support.

Operationalizing RAF. The first challenge was specific to RAF employment and was a result of a lack of specified tasking from USFORSCOM through the division, brigade, and specific battalions. RAF units would step in and provide internal guidance that was incongruent with the collection efforts the SETAF-AF G2X was trying to accomplish. Orders would flow from SETAF-AF to the RAF, routed through USFORSCOM, and would be interpreted differently at each level. This led to a delay in addressing the collection mission. Additionally, RAF units are not dedicated to the ASCC. They have competing requirements that must be addressed. Educating leaders at all levels was crucial to overcoming this challenge. SETAF-AF G2X worked with USFORSCOM and the subordinate corps and division to ensure guidance was clear in order to prevent the mission of being impacted. In order to fix this in the future, recommend once the RAF unit is identified and the ASCC assumes OPCON and is granted direct liaison, the RAF unit in coordination with the ASCC, conducts internal MDMP and receives guidance directly from the ASCC. This will prevent misinterpretation of the higher level commander's intent.

CONUS-based FORMICA. SETAF-AF G2X wanted to increase serialized reporting throughout the IC by employing any collectors willing to execute the mission. Because the MOA between the ASCC and USFORSCOM is not a tasking document, SETAF-AF relied on USFORSCOM to task their subordinate units to execution the mission. The authorities for collection were clear once orders assigning the mission were published. There were some additional opportunities, discussed above in TIRs, which made the SETAF-AF G2X have to ‘sell’ the bigger picture to each participating unit. Socializing these opportunities, down to the battalion level, proved to increase participation and production. This topic can further be discussed at a classified level.

Recommendations. From an ASCC perspective, reaching out to USFORSCOM and leveraging the MOA is a great start to getting more intelligence professionals engaged. If your unit is below the ASCC level, recommend reaching up and finding a way to participate to further develop your unit’s capabilities. Utilizing Live Environment Training (LET) opportunities via Foundry will help the unit gain reps and sets that will directly lead to overall enhanced abilities for our Army. The author will work to establish a synchronization meeting across the ASCCs to facilitate the sharing of ideas, best practices, and lessons learned as it pertains to this subject. This synchronization will allow a more in-depth discussion on the topic at the classified level.

Increasing situational understanding and setting conditions for mission success are the primary goals of intelligence collection. This focus ultimately leads to a better informed commander and increases overall unit effectiveness. While each theater has its own unique challenges, many of these challenges can be overcome by exploring opportunities to increase collection. Capturing and sharing lessons learned will create a solid foundation by which our Army, and its Soldiers, can build off of in the future. Employing intelligence professionals both inside and outside your organic unit will serve to enhance the force, maintain mission readiness, and keep intelligence professionals engaged. LTG Berrier, SETAF-AF accepted your challenge and will continue to lead the way for our intelligence professionals.

LTC Michael D. Norton is the Chief, G2X for U.S. Army Southern European Task Force stationed in Vicenza, Italy. His previous assignments in this field include Deputy G2X, United States Army Central, Chief, CJ2X for Operation INHERENT RESOLVE, and most recently he served as an Interagency Fellow where he was assigned to the Central Intelligence Agency.

ⁱ United States Army Portal, U.S. Army Africa Intelink (n.d) <http://www.setaf-africa.army.mil/>

ⁱⁱ FM 3-94, Theater Army, Corps, and Division Operations, APR 2014, para 2-12

ⁱⁱⁱ ADP 4-0, Sustainment, JUL 2019, para 2-18

^{iv} Memorandum of Agreement Between US Army Forces Command and US Army Africa For Mutual Support for the Conduct of Human Intelligence Operations