Audit Report

OFFICE OF THE INSPECTOR GENERAL

U.S. SPECIAL OPERATIONS COMMAND
TRAINING AND EDUCATION PROGRAM

Report No. 97-012

October 30, 1996

Department of Defense

Additional Copies

To obtain additional copies of this audit report, contact the Secondary Reports Distribution Unit of the Analysis, Planning, and Technical Support Directorate at (703) 604-8937 (DSN 664-8937) or FAX (703) 604-8932.

Suggestions for Future Audits

To suggest ideas for or to request future audits, contact the Planning and Coordination Branch of the Analysis, Planning, and Technical Support Directorate at (703) 604-8939 (DSN 664-8939) or FAX (703) 604-8932. Ideas and requests can also be mailed to:

OAIG-AUD (ATTN: APTS Audit Suggestions)
Inspector General, Department of Defense
400 Army Navy Drive (Room 801)
Arlington, Virginia 22202-2884

Defense Hotline

To report fraud, waste, or abuse, contact the Defense Hotline by calling (800) 424-9098; by sending an electronic message to Hotline@DODIG.OSD.MIL; or by writing to the Defense Hotline, The Pentagon, Washington, D.C. 20301-1900. The identity of each writer and caller is fully protected.

Acronyms

JSOFI	Joint Special Operations Forces Institute
SEAL	Sea, Air, and Land
SOF	Special Operations Forces
USCINCSOC	Commander in Chief, U.S. Special Operations Command
USSOCOM	U.S. Special Operations Command

INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
400 ARMY NAVY DRIVE
ARLINGTON, VIRGINIA 22202-2884

Report No. 97-012 October 30, 1996

MEMORANDUM FOR ASSISTANT SECRETARY OF DEFENSE (SPECIAL OPERATIONS AND LOW-INTENSITY CONFLICT)
COMMANDER IN CHIEF, U.S. SPECIAL OPERATIONS COMMAND

SUBJECT: Audit of U.S. Special Operations Command Training and Education Program (Project No. 6RA-0036)

Introduction

We are providing this report for your information and use. United States Code, title 10, section 167, directs the Commander in Chief, U.S. Special Operations Command (USCINCSOC), to train assigned forces to meet special operations mission taskings and to ensure interoperability with conventional forces and other special operations forces (SOF). The unique abilities of SOF are developed and honed through intensive training and education primarily at three SOF schools: the Army John F. Kennedy Special Warfare Center and School, Fort Bragg, North Carolina; the Naval Special Warfare Center, Coronado, California; and the Air Force Special Operations School, Hurlburt Field, Florida. On April 8, 1994, the USCINCSOC established the Joint Special Operations Forces Institute (JSOFI) with the intent that it facilitate the integration of SOF into joint,[1] combined,[1] and interagency operations; act as the U.S. Special Operations Command (USSOCOM) single focal point for joint doctrine development; standardize joint and common institutional SOF training to eliminate unnecessary redundancy and to achieve training efficiencies; and establish and maintain a comprehensive and coherent SOF professional military education system to enhance development of leaders. Our audit concentrated on the training and education elements of the JSOFI mission.

Audit Results

The JSOFI facilitated numerous actions that reduced overlap in and improved the efficiency of SOF training. The JSOFI also initiated actions to determine the effectiveness of the SOF training and education program. In addition, the management controls we reviewed were effective in that no material management control weakness was identified.

---

[1]According to Joint Publication 1-02, "DoD Dictionary of Military and Associated Terms," the term "joint operation" connotes an operation in which elements of more than one Service of the same nation participate, and the term "combined operation" means an operation conducted by forces of two or more allied nations acting together for the accomplishment of a single mission.

During the audit survey, we determined that due to the ongoing review by the General Accounting Office and the ongoing efforts by JSOFI and Cubic Applications, Incorporated, on a SOF warfighting study, no additional audit work was necessary, and we, therefore, terminated the audit. Enclosure 1 discusses the actions JSOFI has taken to improve the training and education program.

Audit Objectives

The overall audit objective was to evaluate the efficiency and effectiveness of the USSOCOM training and education program. Specifically, we reviewed the training that USSOCOM provided to SOF personnel to determine whether the training and education program included unnecessary redundancy. We also reviewed the management control program as it applied to the primary audit objective.

Audit Process

Scope and Methodology. We reviewed actions that USSOCOM took to identify and eliminate redundancy in the SOF training and education program. To identify those actions, we reviewed JSOFI monthly activity reports for the period October 1994 through April 1996. We also reviewed documentation of studies USSOCOM and contractors performed from August 1994 through June 1996 to evaluate and improve SOF training and education. The USSOCOM used the results of the studies to support decisions made either to consolidate or not to consolidate SOF training courses and to support decisions made to determine SOF education requirements and capabilities. We also reviewed actions taken to resolve deficiencies identified in the studies. Further, we reviewed the statement of work for contractor support, provided by Cubic Applications, Incorporated, to the JSOFI, for a warfighting study that will determine how well SOF training programs support USSOCOM core and essential tasks. The contractor support started in May 1996. In addition, we examined the missions, personnel strengths, and funding data for FYs 1994 through 1996 for training and education operations JSOFI and the SOF schools performed.

We evaluated the training and education courses conducted by the three SOF schools to determine whether the courses were redundant. To identify SOF courses, we obtained lists and descriptions of courses from the SOF schools. We identified 112 special operations training courses the three SOF schools conducted. To determine whether redundancy existed, we reviewed the purpose, scope, and prerequisites for attendance for each course. We then compared courses that appeared to be similar. Also, we interviewed personnel at the SOF schools and reviewed internal documents about the courses.

Limitations on Audit Scope. We identified two ongoing efforts that will address the effectiveness of SOF training. The General Accounting Office is assessing whether SOF are equipped, used, and coordinated in a manner that develops and maintains their unique skills. Also, the contractor-supported JSOFI warfighting study will address the effectiveness of SOF training. Therefore, we limited the scope of our audit and did not assess the effectiveness of SOF training.

Audit Period, Standards, and Locations. This program audit was made from March through June 1996 in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD. Accordingly, we included such tests of management controls as were considered necessary. We did not use computer-processed data or statistical sampling procedures to perform this audit. Enclosure 2 lists the organizations visited or contacted.

Management Control Program

DoD Directive 5010.38, "Management Control Program," August 26, 1996, requires DoD organizations to implement a comprehensive system of management controls that provides reasonable assurance that programs are operating as intended and to evaluate the adequacy of the controls.

Scope of Review of the Management Control Program. We reviewed the adequacy of management controls related to the efficiency of the USSOCOM training and education program. Specifically, we reviewed USSOCOM management controls over JSOFI actions to improve SOF training and education. Because we did not identify a material weakness, we did not assess the adequacy of management's self-evaluation of those controls.

Adequacy of Management Controls. Management controls applicable to the efficiency of the USSOCOM training and education program were deemed to be adequate in that we identified no material management control weaknesses.

Prior Audits and Other Reviews

No other audit coverage has occurred in the last 5 years directly related to the USSOCOM training and education program.

Audit Background

The DoD Reorganization Act of 1986, as amended by the National Defense Authorization Act of 1987, established the position of Assistant Secretary of Defense (Special Operations and Low-Intensity Conflict) to oversee SOF policy and resources and directed that the USSOCOM be established to prepare SOF to carry out assigned missions. On April 16, 1987, USSOCOM was formally

established as a unified combatant command at MacDill Air Force Base, Florida, with two primary missions: as a supporting unified command to provide trained and ready forces to the regional or combatant commanders in chief, and as a supported unified command, to be prepared to exercise command of selected special operations missions if so directed by the National Command Authorities.

All SOF from the Army, Navy, and Air Force (hereafter, the term Service components represents the SOF in those Military Departments) and a subunified command are assigned to USSOCOM. The USCINCSOC commands about 46,000 Active, Reserve, and National Guard SOF personnel. The Service components independently train SOF personnel in many functional areas that could lead to potential redundancy in SOF training, thereby affecting interoperability. To alleviate the potential for redundancy in training and for adverse effects on interoperability, the USCINCSOC established the JSOFI at Fort Bragg, North Carolina, and assigned the JSOFI to:

o minimize redundant activities at the SOF schools;

o standardize and link SOF training, education, and joint special operations doctrine and joint tactics, techniques, and procedures; and

o facilitate the integration of SOF into existing professional military education programs of all the Services and joint institutions.

In the JSOFI charter, the USCINCSOC designated the Commandant, JSOFI, as the principal advisor to the USCINCSOC on joint doctrine; joint tactics, techniques, and procedures; joint and common[2] SOF training and education matters; and leader development.

Discussion

JSOFI Efforts to Improve Training and Education Programs. Since August 1994, the JSOFI had taken the lead in increasing the efficiency of SOF training and education programs for the USSOCOM. Regarding SOF training, the JSOFI undertook USCINCSOC priorities by eliminating redundant special operations medical, military freefall, and dive training. On behalf of the USCINCSOC, the JSOFI managed, coordinated, and monitored projects to combine and standardize similar training courses that the SOF schools were conducting. The JSOFI brought the managers of the SOF schools together to create joint courses that met the Service components' requirements and USCINCSOC intent to have standardized joint and common institutional SOF training.

The JSOFI also led an effort to evaluate the major elements of SOF training. This effort is known as the JSOFI Warfighting Study. The purpose of the study is to determine to what extent the major SOF training program elements directly

[2]The term "common training" refers to training that two or more Services use in support of their missions.

support the USSOCOM core and essential tasks. JSOFI obtained contractor support from Cubic Applications, Incorporated, for the study and expects it to be completed by March 1997.

Regarding SOF education, the JSOFI developed a SOF education strategy. As part of this strategy, the JSOFI obtained contractor assistance and from May to September 1995, performed a study, the SOF Education Study, that determined SOF education requirements and capabilities, identified deficiencies, and recommended solutions to correct the deficiencies. In October 1995, the JSOFI established an Implementation Task Force, composed of SOF and professional military education experts and SOF customers, to implement the recommendations identified in the study on education requirements.

Courses at SOF Schools. The SOF schools provide 112 courses in three categories: joint SOF, Service-unique SOF, and general SOF. We identified 20 joint courses that the Army conducted. Those courses included 15 language courses, 3 military freefall courses, 1 joint psychological operations course, and 1 joint SOF course to prepare officers to take responsibility for a command. Also, we identified 59 courses that qualified Army and Navy special operations personnel to meet the needs that were unique to the missions of the respective Services. Examples included qualification courses for Army special forces and Navy Sea, Air, and Land (SEAL) forces and professional development courses for Army and Navy special operations officers and enlisted personnel. Because Air Force special operations qualification courses are not conducted by the Air Force SOF school, we did not include them in our review. We identified 33 general courses that were open to all qualified SOF personnel and qualified military, civilian, and foreign personnel outside the SOF community. Examples included Army combat diving and target interdiction courses, Navy swimming ascent techniques and advanced diving courses, and Air Force psychological operations staff courses. We did not find unnecessary redundancy in any of the 112 courses provided by the SOF schools.

Continued Improvements. Under JSOFI leadership, the USSOCOM training and education program has been made more efficient by eliminating redundant SOF training, creating joint training courses, and establishing standard requirements. Also, the results of the ongoing JSOFI Warfighting Study of the training program and the results of the task force efforts to implement the recommendations resulting from the study on education requirements should provide further improvements to the USSOCOM training and education program.

Management Comments

We provided a draft of this report to the addressees on September 11, 1996. Because this report contains no findings or recommendations, written comments were not required, and none were received. Therefore, we are publishing this report in final form.

We appreciate the courtesies extended to the audit staff. For additional information on this report, please contact Mr. Harlan M. Geyer, Audit Program Director, at (703) 604-9594 (DSN 664-9594) or Ms. Sandra L. Fissel, Audit Project Manager, at (703) 604-9595 (DSN 664-9595). Enclosure 3 lists the distribution of this report. Audit team members are listed inside the back cover.

David Steensma

David K. Steensma
Deputy Assistant Inspector General
for Auditing

Enclosures

JSOFI Actions to Improve Training and Education

The following provides our audit results for each of the reviewed JSOFI actions to eliminate redundancy and to improve the USSOCOM training and education program.

Oversight of the Development of the Special Operations Combat Medic Courses. In August 1994, the USCINCSOC directed the JSOFI to monitor the joint special operations combat medical training project. Before JSOFI was established, USSOCOM had determined that there was a need for joint special operations medical training to ensure an enhanced level of combat trauma medical skills within the SOF community. The USSOCOM also determined that there was a need for a new facility in which to provide the joint special operations medical training. The Service components and medical and training experts from the Military Departments were involved in the combat medic project. The JSOFI became the focal point for the project, keeping the USCINCSOC informed of progress, relaying USCINCSOC direction to the Service components, and coordinating a memorandum of agreement among the parties involved in teaching the new joint special operations combat medic courses.

The USSOCOM developed two new special operations combat medic courses for SOF units other than Army Special Forces medical sergeants. The basic special operations combat medic course was developed to provide training to special operations medic students in all phases of emergency medical and trauma conditions. Students who graduate from this 24-week course are assigned to Army Ranger units, Air Force Pararescue units and Navy SEAL units. The advanced special operations combat medic course was developed for Navy SEAL medics to provide advanced patient assessment and medical management skills as well as preventative medicine and dental and veterinary capabilities. Graduates of this 20-week advanced course are assigned to Navy SEAL units as Independent Duty Corpsmen.

Medical sergeants in the Army Special Forces attend a separate 44-week course that runs concurrent with the basic and advanced special operations combat medic courses. The Special Forces Medical Sergeants Course trains Special Forces medics to maintain patients for an extended period of time, from initial wounding through assessment, surgical intervention, rehabilitation, and long-term nursing care. In addition to trauma and surgical skills, other necessary skills taught to Special Forces medical sergeants include laboratory, dental, veterinary, obstetrics and gynecological, pediatrics, and geriatrics. The emphasis of the training is that the Special Forces medical sergeant operates in a third world environment, is applying the skills necessary for maintaining the current health status of deployed U.S. forces, and is raising the health standard for the indigenous population. The Special Forces medical sergeant also teaches employed skills, such as basic-level first aid, preventative medicine practices, and personal and community hygiene, to other U.S. forces and the indigenous population.

The Army John F. Kennedy Special Warfare Center and School will conduct the two special operations combat medic courses using instructors from the three Service components. In FY 1996, the JSOFI coordinated a memorandum of agreement for the Army Special Operations Command, the Navy Bureau of Medicine and Surgery, and the Air Force Air Education and Training Command. The memorandum of agreement delineated responsibilities and procedures for conducting the special operations combat medical training. The memorandum of agreement included curriculum development, training policies, directives, and material and personnel requirements to support the basic and advanced special operations combat medic courses. The two special operations combat medic courses and the Special Forces Medical Sergeants Course will be taught at the new Special Operations Medical Training Center at Fort Bragg, North Carolina, which became operational for the first basic special operations combat medic course on July 8, 1996.

Management of the Joint Military Freefall Study. In August 1994, the USCINCSOC directed JSOFI to conduct a study of USSOCOM military freefall training courses provided by the Army and Navy SOF schools. At the time, the schools were providing training using different programs of instruction at separate locations. The Army training was at Fort Bragg, North Carolina, and the Navy training was at El Centro, California. Also, the Army course was 2 weeks longer than the Navy course and graduated students with fewer than the desired 40 jumps. Therefore, the USCINCSOC directed the JSOFI to perform a study of the two military freefall training locations and determine the most cost-effective and efficient method for conducting USSOCOM military freefall training.

Based on the results of the study, in February 1995, the USCINCSOC directed that the Army SOF school provide joint military freefall training for the Service components and that they provide instructors. The joint course would be 4 weeks with 1 week of ground instruction provided at Fort Bragg, North Carolina, and 3 weeks of instruction and freefall jumping training at the U.S. Army Yuma Proving Ground, Yuma, Arizona. The joint course would reduce training time and costs and increase the number of jumps to the desired rate of 40 jumps per student. The first joint military freefall training class began in October 1995 at Yuma, Arizona.

Oversight of the Joint Combat Dive Study. In April 1995, the USCINCSOC directed JSOFI to begin work on a concept to consolidate dive and small craft training within USSOCOM over the long term. At the time, the Army was providing dive and small craft training to Army and Air Force SOF at Key West, Florida, and the Navy was providing the training to Navy SOF at Coronado, California, and to a Navy detachment at Little Creek, Virginia.

The JSOFI proposed a two-phase concept development plan: to gather and present baseline information and, if the training is approved by the USCINCSOC for consolidation, to develop a detailed implementation plan. In August 1995, the JSOFI and Army and Navy representatives met with the USCINCSOC to discuss options for conducting dive and small craft training within USSOCOM. Subsequently, the USCINCSOC decided that no efficiencies were to be gained and that the Navy could not handle additional

requirements if the Army at Key West did not conduct training. The USCINCSOC terminated the study and directed that the Army and Navy continue to conduct training using their current training areas.

Management of the Warfighting Study. In FY 1996, the USCINCSOC directed the JSOFI to perform a warfighting study to determine how well the SOF community's joint and common institutional training programs support USSOCOM core and essential tasks. The study, conducted by Cubic Applications, Incorporated, is being monitored by the JSOFI Directorate of Training. The contractor started work in May 1996. According to the contract statement of work, the contractor will develop and execute a concept methodology that will identify redundancies, deficiencies, and shortfalls in the SOF institutional training programs and will include appropriate rationale and documentation. The contractor will also provide a comprehensive summary of existing USSOCOM training programs. The JSOFI expects the study to be completed by March 1997.

Management of the SOF Education Study. In January 1995, the USCINCSOC approved the USSOCOM Education Strategy and directed JSOFI to conduct the SOF Education Study. The purpose of the study was to determine education requirements and capabilities and to recommend solutions to correct identified deficiencies. In August 1995, the USCINCSOC supported and concurred with the education requirements and recommended solutions identified by the study. In October 1995, JSOFI established an Implementation Task Force, composed of SOF education experts, SOF customers, and other subject matter experts, to implement the study recommendations. The study recommendations included ways to better integrate SOF information into the curricula of professional military education institutions and ways to better focus the educational opportunities within USSOCOM through distance learning and revised curricula at SOF schools.

On February 14, 1996, in coordination with USSOCOM and SOF, the JSOFI and the Implementation Task Force drafted a SOF professional military education policy document, USSOCOM Directive 621-1, "USSOCOM Active and Reserve Component Education." The Directive emphasized the link between high-quality training and well-educated officers and enlisted members and the improved leadership that results from that linkage. Also, by participating in distance learning forums and visiting DoD agencies, other Government agencies, civilian universities, and contractors, JSOFI investigated methods to effectively and economically make required SOF education programs directly available to the SOF community through distance learning.

Organizations Visited or Contacted

Office of the Secretary of Defense

Assistant Secretary of Defense (Special Operations and Low-Intensity Conflict), Washington, DC

Department of the Army

U.S. Army Special Operations Command, Fort Bragg, NC
John F. Kennedy Special Warfare Center and School, Fort Bragg, NC
Special Operations Integration Command, Fort Bragg, NC
Civil Affairs/Psychological Operations Command, Fort Bragg, NC
Special Forces Command, Fort Bragg, NC

Department of the Navy

U.S. Naval Special Warfare Command, Coronado, CA
Special Boat Squadron One, Coronado, CA
Naval Special Warfare Group One, Coronado, CA
Naval Special Warfare Center, Coronado, CA

Department of the Air Force

U.S. Air Force Special Operations Command, Hurlburt Field, FL
Air Force Special Operations School, Hurlburt Field, FL
16th Special Operations Wing, Hurlburt Field, FL
720th Special Tactics Group, Hurlburt Field, FL

Unified Command

U.S. Special Operations Command, MacDill Air Force Base, FL
Joint Special Operations Forces Institute, Fort Bragg, NC

Non-Defense Federal Organization

National Security and International Affairs Division, General Accounting Office, Washington, DC

Report Distribution

Office of the Secretary of Defense

Under Secretary of Defense (Comptroller)
  Deputy Chief Financial Officer
  Deputy Comptroller (Program/Budget)
Assistant Secretary of Defense (Special Operations and Low-Intensity Conflict)
Assistant to the Secretary of Defense (Public Affairs)
Director, Joint Staff
Director, Defense Logistics Studies Information Exchange

Department of the Army

Commander, U.S. Army Special Operations Command
Auditor General, Department of the Army

Department of the Navy

Assistant Secretary of the Navy (Financial Management and Comptroller)
Commander, U.S. Naval Special Operations Command
Auditor General, Department of the Navy
Superintendent, Naval Postgraduate School

Department of the Air Force

Assistant Secretary of the Air Force (Financial Management and Comptroller)
Commander, U.S Air Force Special Operations Command
Auditor General, Department of the Air Force

Unified Command

Commander in Chief, U.S. Special Operations Command
  Commandant, Joint Special Operations Forces Institute

Other Defense Organizations

Director, Defense Contract Audit Agency
Director, Defense Logistics Agency
Director, National Security Agency
  Inspector General, National Security Agency
Inspector General, Defense Intelligence Agency

Non-Defense Federal Organizations and Individuals

Office of Management and Budget
Technical Information Center, National Security and International Affairs Division, General Accounting Office

Chairman and ranking minority member of each of the following congressional committees and subcommittees

Senate Committee on Appropriations
Senate Subcommittee on Defense, Committee on Appropriations
Senate Committee on Armed Services
Senate Committee on Governmental Affairs
House Committee on Appropriations
House Subcommittee on National Security, Committee on Appropriations
House Committee on Government Reform and Oversight
House Subcommittee on National Security, International Affairs, and Criminal Justice, Committee on Government Reform and Oversight
House Committee on National Security

Audit Team Members

This report was prepared by the Readiness and Operational Support Directorate, Office of the Assistant Inspector General for Auditing, DoD.

Thomas F. Gimble
Harlan M. Geyer
Sandra L. Fissel
Delesta M. Ware
Vanessa Springfield
Dennis R. Wade
Nancy C. Cipolla