

**BY ORDER OF THE  
SECRETARY OF THE AIR FORCE**



**HEADQUARTERS OPERATING  
INSTRUCTION 65-6**

**11 MAY 2018**

Certified Current 23 January 2022

**INSIDER THREAT RESOURCE  
GOVERNANCE AND MANAGEMENT  
PROCESS**

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OPR: SAF/AAZ

Certified by: SAF/AAZ  
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Pages: 8

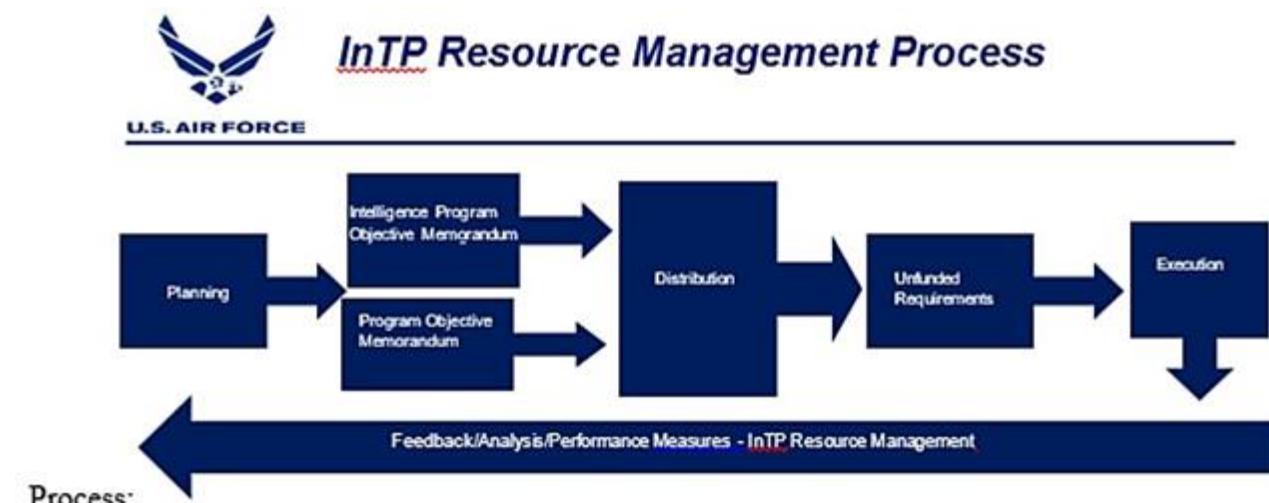
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This Instruction identifies the Headquarters Air Force (HAF) Insider Threat Program resource management process and implements Air Force Policy Directive (AFPD) 65-6, *USAF Budget Policy*. It provides guidance for the HAF corporate review process for resource planning, programming, budgeting and execution of the HAF Insider Threat Program Portfolio by establishing a corporate review and approval process to ensure the Insider Threat Program effectively competes for and executes resources. The Operating Instruction outlines the process for developing prioritized resource recommendations for establishing and maintaining the Air Force Insider Threat Program and submitting those recommendations to SAF/AA who provides oversight and policy authority for the Air Force Insider Threat Program. Additionally, this process will provide for the management and utilization of manpower positions assigned within the Insider Threat Program Portfolio. Insider Threat Program Portfolio in this guidance is defined as Operational Accounting Code 15 funds received based on Execution Plan submissions by SAF/AA and National Intelligence Program funds received by AF/A2 through the General Defense Intelligence Program. In programming it means Program Objective Memorandum (POM) submissions by SAF/AAZ. For manpower and personnel, the programming comprises of Organization Accounting Codes to include for each Field Operating Agency, which covers the Secretariat, Air Staff, Air Force Elements (AFFELMS) (in Combat Identification 3V) and Field Operating Agencies. This document defines the roles and responsibilities of the Insider Threat Program Resource Management Council and two-letter organizations participation as Council members. Throughout this document the term “resources” is inclusive of Headquarters Air Force manpower and dollars. Ensure that all records created as a result of processes prescribed in this publication are maintained IAW Air Force Manual (AFMAN) 33-363, Management of Records,

and disposed of IAW the Air Force Records Disposition Schedule (RDS) in the Air Force Records Information Management System (AFRIMS).

**1. Insider Threat Resource Management Process.** The Insider Threat Program Portfolio will be managed within the constraints of DOD 7000.14-R, *Financial Management Regulation*; AFPD 16-5, *Planning Programming and Budgeting System*; AFI 65-601 Volume 3, *The Air Force Budget Corporate Process*; AFI 16-501, *Control and Documentation of Air Force Programs*; AFI 38-101, *Air Force Organization*; AFI 38-201, *Management of Manpower Requirements and Authorizations*; AFI 38-202, *Air Force Management Headquarters and Headquarters Support Activities*; AFI 38-204, *Programming USAF Manpower*; AFPD 36-5, *Civilian Personnel Resource Management*; and AFI 36-502, *Managing Civilian Personnel Resources*; and other related policy and appropriate HAF annual planning, programming, budget and/or execution guidance. **Figure 1.1**, Insider Threat Program Resource Management Process, depicts the flow of resource management information and decisions within the Insider Threat Program. This process applies to planning, programming, budgeting and execution within the Insider Threat Program Portfolio. The specific responsibilities and applicable membership of the HAF organizations, as they relate to the Insider Threat Program resource management process, are contained in subsequent paragraphs. Information and tasks to meet the Insider Threat Program resource management process will flow from SAF/AAZ to SAF/AA for SAF/AAR action. SAF/AAZ will respond to resource-related tasks for the entire Insider Threat Program Portfolio, including any assigned Air Force Elements and Field Operating Agencies for all fund codes. SAF/AAZ will coordinate all submissions made by SAF/CDM (hereinafter referred to as the SAF/CDM Portfolio) for efforts in their portfolio related to the Insider Threat Program: protect the network, share information, and establish/operate the Hub. The requested information flows back to SAF/AAR, who validates the input, analyzes the requirements, and integrates them into a “strawman” for the Program and Budget Review Group.

Figure 1.1. Insider Threat Program (InTP) Resource Management Process:

**Process:**

1. SAF/AAZ will identify all sources of funds.
2. SAF/AAZ will work with HAF two-letters and Insider Threat WG to identify program requirements and develop a prioritized list.
3. SAF/AAZ will build options to support Program and Budget Review Group processes
4. SAF/AAZ will forward options to AF/A2 for Intelligence Program Objective Memorandum (IPOM) or SAF/AAR for "blue" POM to be briefed to Program and Budget Review Board
5. Program and Budget Review Board will make decisions which will be worked with the Air Force Corporate structure.

**2. Insider Threat Resource Management Council Members and Responsibilities:** The AF Insider Threat program Resource Management Council, (hereinafter referred to as the Council) is established to coordinate Insider Threat Program Portfolio priorities and to provide guidance to SAF/AA in the development and execution of the Air Force Insider Threat Program. The Council is the forum that plans, develops, and resolves planning, programming, budgeting, and execution issues for the Insider Threat Program Portfolio. The Council meets at least twice a year, but may meet more frequently to resolve financial issues. Membership of the Council is at the three-letter level with representatives from SAF/AA, SAF/IG, SAF/CIO A6, AF/A2, and AF/A4. SAF/GC and AF/JA serve in an advisory capacity and all other members have voting rights.

**2.1. The Deputy Director, Security, Special Program Oversight and Information Protection (SAF/AAZ):**

- 2.1.1. Chairs and facilitates the Insider Threat Program Resource Management Council.
- 2.1.2. Provides Council focus for further research options related to the Insider Threat Program.
- 2.1.3. Reports all funding received through Operating Agency Code funding.
- 2.1.4. Coordinates accounting and financial issues with SAF/AAR and AF/A2 depending on the circumstances. Issues will be resolved immediately and coordinated with affected organizations.

2.1.5. Ensures meetings are scheduled and coordinated to include developing agendas, coordinating or preparing presentations, scheduling meeting facilities, notifying members and documenting meeting decisions.

2.1.6. Submits Insider Threat Program Portfolio information and issues to SAF/AAR for potential submission to the Air Force Corporate Structure for each phase of the planning, programming, budgeting, and execution process per HOI 65-5, *Headquarters Air Force (HAF) Resource Management Process*.

2.1.7. Coordinates inter and intra-command transfer of manpower authorizations based on approved Program Action Directives (PADs) and Program Guidance Letters (PGLs) with SAF/AARM.

2.1.8. Ensures programming is consistent with the White House minimum standards, Department of Defense, and Air Force implementation plans.

2.1.9. Coordinates submissions of requirements and reviews distribution of National Intelligence Program funds with AF/A2.

2.1.10. Maintains a current program financial baseline of the organizations in the Insider Threat Program Portfolio and identifies the baseline resources and programs for which the two and three-letters are responsible.

2.1.11. Communicates Council's approved resourcing strategy to affected Council entities (e.g., SAF/CDM, SAF/IGI, etc.).

2.1.12. Collects information for developing the Congressional Budget Justification Book from all required entities and submits to AF/A2 for the Insider Threat Program only.

2.1.13. Collects requirements from organizations that support the Air Force Insider Threat Program such as Air Combat Command, Air Force Office of Special Investigations, and etc.

## **2.2. Deputy Chief of Staff, Intelligence, Surveillance and Reconnaissance (AF/A2):**

2.2.1. Appoints a representative to the Council for its portion of the Air Force's Insider Threat Program.

2.2.2. Ensures all Insider Threat funding received from the National Intelligence Program (NIP) is reported to the Council. The Air Force Corporate Process and the Program Budget Review Group do not govern NIP funding/manpower requirements or the planning, programming, budgeting, and execution of these resources and serves as the Program Element Monitor for any NIP/MIP InT funds.

2.2.3. Facilitates collection of National Intelligence Program (NIP) and Military Intelligence Programs (MIP) InT spend plans.

2.2.4. Distributes NIP Insider Threat Program funds to appropriate organizations.

2.2.5. Validates all requirements submitted by the Council to ensure they meet the NIP funding requirements.

**2.3. Inspector General (SAF/IG):**

- 2.3.1. Appoints a representative to address IG equities of the Air Force's Insider Threat Program.
- 2.3.2. Identifies executable requirements for in-place resources that require funding.
- 2.3.3. Identifies new requirements for the Insider Threat program related to counterintelligence to include providing a spend plan.

**2.4. Chief of Information Dominance and Chief Information Officer (SAF/CIO A6):**

- 2.4.1. Appoints a representative to address CIO A6 equities of the Air Force's Insider Threat Program.
- 2.4.2. Provides a spend plan to address insider threat requirements.

**2.5. Other HAF three letter organizations (AF/A1, AF/A4, etc.):**

- 2.5.1. Comply with Insider Threat Program Resource Management Process issued by SAF/AAZ.
- 2.5.2. Submit program data and briefings to the Council to support their requirements for the Insider Threat Program.
- 2.5.3. Provides a spend plan to address insider threat requirements.
- 2.5.4. Represents their HAF two letter decisions at the Council as needed.

**2.6. Concepts, Development, and Management Office (SAF/CDM) serves as the Insider Threat Program Management Office under an existing Memorandum of Understanding and:**

- 2.6.1. Executes the planning, programming, budgeting and execution process of the SAF/CDM portfolio and serves as the Program Element Monitor for the "blue" Insider Threat Program Element 35327F.
- 2.6.2. Coordinates financial issues with SAF/AAZ so they can be reported to SAF/AAR or AF/A2 as appropriate.
- 2.6.3. Coordinates the Insider Threat Program Portfolio with core Insider Threat Program functional leads, Major Commands, and other organizations that have equities.
- 2.6.4. Identifies cost estimates and notifies SAF/AAZ prior to executing funding for the SAF/CDM portfolio.
- 2.6.5. Oversees the development of the integrated execution plan and identifies unfunded priorities.
- 2.6.6. Oversees the development and defense of the Insider Threat Program Portfolio planning and Program Objective Memorandum submission and unfunded requirements for delegated lines of effort: Protect the Network, Share Information, and Establish/Operate the Insider Threat Hub.
  - 2.6.6.1. Provides an analyst for each line of effort within the SAF/CDM portfolio and identifies requirements, disconnects, initiatives and offsets during development and presentation of the program objective memorandum.

- 2.6.6.2. Maintains an accurate record and tracking system for presentation of issues to the Council.
- 2.6.6.3. Evaluates internal controls and establishes controls of provided funding, as needed, to ensure compliance with prescribed directives.
- 2.6.7. Develops Program Action Directives (PADs) and/or Program Guidance Letters (PGLs), as needed.
- 2.6.8. Develops manpower requirements for SAF/CDM portfolio and submits them to the Council for approval.

**2.7. Resources (SAF/AAR) – Provides manpower and budgeting support for all stages of the PPBE process. Executes funding in accordance with the Council approved priorities.**

**2.8. The General Counsel of the Air Force (SAF/GC) and The Judge Advocate General (AF/JA). Serves as legal advisors to the Council, as needed.**

**3. Governance.** The AF Insider Threat working group established by AFI 16-1402, will coordinate Insider Threat Program Portfolio priorities and provide guidance to SAF/AA in the development and execution of the AF InTP.

**3.1. Insider Threat Program Resource Governance and Management Council (hereinafter called the Council).** The Council is the forum that plans, develops, and resolves planning, programming, budgeting, and execution issues for the Insider Threat Program portfolio.

**3.2. Council Responsibilities.** The Council is a cross-functional body established to approve solutions on planning, programming, budgeting and execution issues within the approved Insider Threat Program portfolio. The Council:

- 3.2.1. Receives requests from all organizations with equities within the Air Force Insider Threat Program. Each organization identifies requirements, both funded and unfunded, and spend plans for executing funded requirements. Unfunded requirements must be executable at the time of submission.
- 3.2.2. Prioritizes operational and unfunded requirements, and maintains a list of both funded and unfunded requirements.
- 3.2.3. Will only approve operational and unfunded requirements supported by a spend plan.
- 3.2.4. Solicits requirements for the subsequent Fiscal Year and then develops the program and budget priorities for the Insider Threat Program Portfolio and presents them to SAF/AA.
- 3.2.5. As a minimum, meets in the second/third quarter of each fiscal year to review allocated funding from both Air Force and National Intelligence Program funds, and then on an as needed basis to coincide with major financial / manpower drills.
- 3.2.6. Chair will produce a calendar of events that provides adequate staffing to enable comprehensive and integrated responses to higher headquarters' tasks. The Chair coordinates these activities with SAF/AAR and AF/A2.

**3.3. Authority.** The Council has the authority to:

3.3.1. Review funding and resource requirements within the Insider Threat Program Portfolio and recommend alternatives to SAF/AA. AF/A2 verifies SAF/AAZ funding requests for National Intelligence Program (NIP) resources meet the NIP funding regulations. Those which meet NIP funding requirements are then submitted into AF/A2's NIP resource process for consideration in competition with other A2 NIP requirements. SAF/AAZ requests inputs from the field in conjunction with the Office of the Director of National Intelligence drills for cuts/plus-ups which will be managed by SAF/AA via the Council, with a consolidated USAF Insider Threat response for upcoming funding drills for the Intelligence Program Objective Memorandum process to AF/A2.

3.3.2. Direct specific study issues and task organizations to examine or refine issue alternatives.

3.3.3. Receive briefings, as needed, to analyze issues and determine appropriate priorities.

3.3.4. May delegate approval actions for certain actions within the Insider Threat Program Portfolio.

**4. Limitations on Distribution to Contractors.** Limit access of deliberative material to industrial firms under contract to the Air Force on a strict "need-to-know" basis as provided in DoDM 5200.01 Volume 1, *DoD Information Security Program: Overview, Classification, and Declassification*, February 24, 2012 / AFI 16—1404, *Air Force Information Security Program*, May 29, 2015, and DoDM 5220.00 Volume 3, April 17, 2014 and AFI 16-1406, *Air Force Industrial Security Program*, August 25, 2015.

**5. Process Timing - Calendar Year Schedule.** The Department of Defense, Air Force, Headquarters Air Force Portfolio/Enterprise, Office of Director of National Intelligence, and Defense Intelligence Agency programming cycles vary in content, format, pace, and schedule. The Council chair will produce a calendar of events that provides adequate staffing to enable comprehensive and integrated responses to higher headquarters' tasks.

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Administrative Assistant

**Attachment 1****GLOSSARY OF REFERENCES AND SUPPORTING INFORMATION*****References***

Air Force Policy Directive (AFPD) 65-6, *USAF Budget Policy*, 19 January 2017

Air Force Manual (AFMAN) 33-363, *Management of Records*, 1 March 2008