

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



**HEADQUARTERS OPERATING
INSTRUCTION 65-6**

5 DECEMBER 2025

**INSIDER THREAT RESOURCE
GOVERNANCE AND MANAGEMENT
PROCESS**

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This instruction identifies the Department of The Air Force (DAF) Insider Threat Program (InTP) Resource Management Process and implements DAF Policy Directive (DAFPD) 65-6, *Financial Management Budget*. This instruction applies to the United States Air Force (USAF), the United States Space Force (USSF), Air Force Reserve (AFR), and Air National Guard (ANG). This instruction establishes policies for complying with applicable laws and Department of Defense (DoD) policy in all phases of the budget cycle and governs the formal process of prioritizing and using appropriated funds to support DAF missions. Ensure all records generated as a result of processes prescribed in this publication adhere to Air Force Instruction (AFI) 33-322, *Records Management and Information Governance Program*, and are disposed in accordance with the Air Force Records Disposition Schedule, which is located in the Air Force Records Information Management System. Refer recommended changes and questions about this publication to the Security, Special Program Oversight and Information Protection Directorate, Secretary of the Air Force (SAF/OCS) using the DAF Form 847, Recommendation for Change of Publication; route DAF Forms 847 from the field through appropriate functional chain of command. This operating instruction establishes the Headquarters Department of the Air Force (HAF) review process for resource planning, programming, budgeting and execution (PPBE) of the DAF InTP Portfolio. It establishes a structured review and approval process to ensure the DAF InTP effectively competes for and executes resources. The operating instruction outlines the process for developing prioritized resource recommendations necessary for the establishment and maintenance of the DAF InTP, along with the submission of those recommendations to the Office of Competitive Activities, Secretary of the Air Force (SAF/OC). SAF/OCS provides oversight and policy

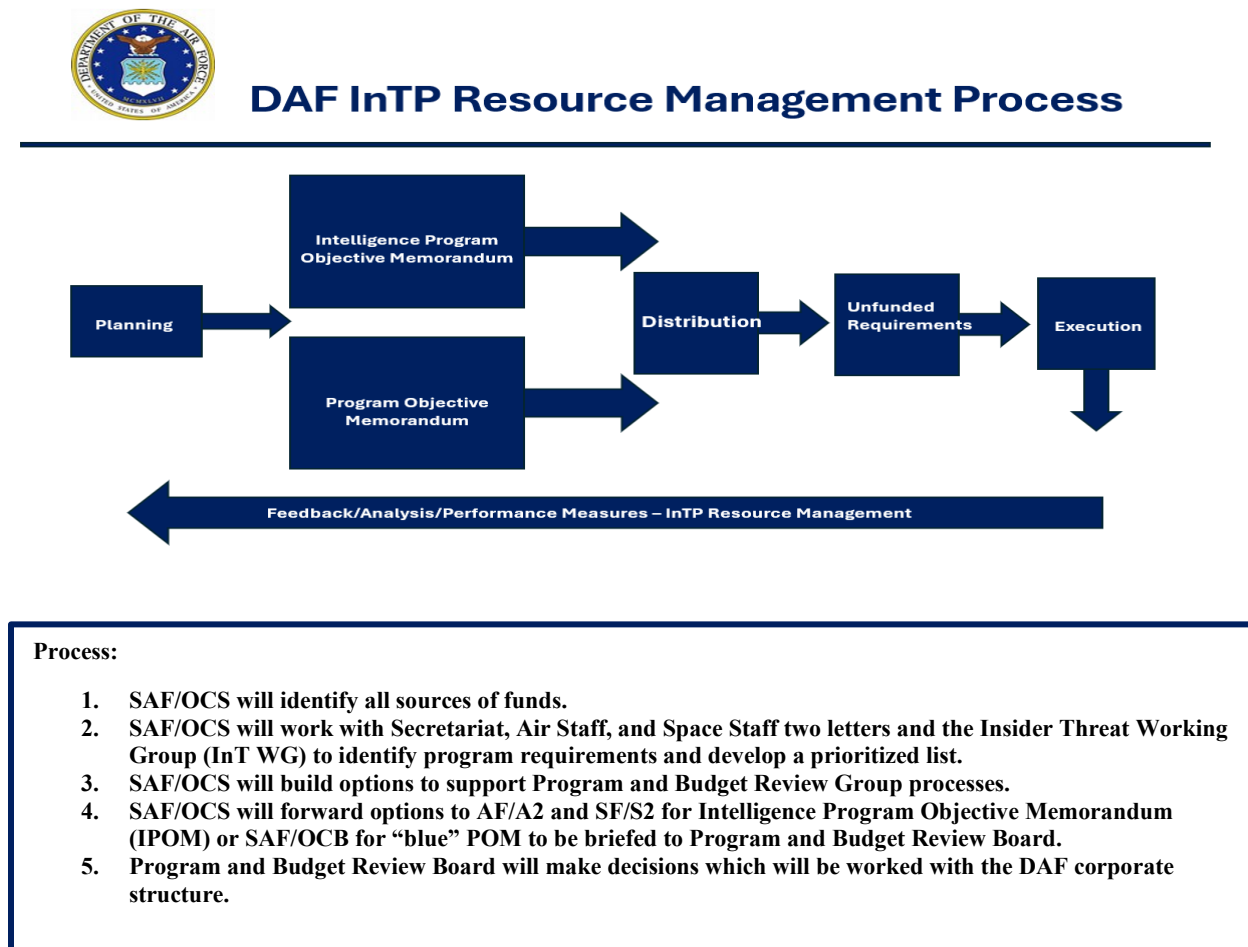
authority for the DAF InTP. Additionally, this instruction will provide guidance for the management and utilization of manpower positions assigned within the DAF InTP Portfolio. The DAF InTP Portfolio in this guidance is defined as Operational Accounting Code 15 funds received based on execution plan submissions by SAF/OC and National Intelligence Program (NIP) funds received by Deputy Chief of Staff, Intelligence (AF/A2) and Deputy Chief of Space Operations for Intelligence (SF/S2) through the General Defense Intelligence Program. Programming in this guidance is defined as Program Objective Memorandum (POM) submissions by SAF/OCS. For manpower and personnel, the programming is comprised of Organization Accounting Codes, including codes for each Field Operating Agency, that cover the Secretariat, Air Staff, Air Force Elements (AFFELMS) (in Combat Identification 3V). Throughout this document, the term “resources” includes DAF manpower and funds.

SUMMARY OF CHANGES

This Operating Instruction has been substantially revised and should be reviewed thoroughly. Major changes include the renaming of the Office of the Administrative Assistant to the Secretary of the Air Force and updating references throughout for incorporation and application of provisions to the USSF. This Operating Instruction clarifies the roles and responsibilities of the InTP Resource Management Council (hereinafter referred to as “the Council”) and two-letter organizations participation as Council members.

1. InTP Resource Management Process. The DAF InTP Portfolio will be managed within the constraints of DoD 7000.14-R, *Financial Management Regulation*; DAFPD 65-6; AFI 38-101, *Manpower and Organization*; DAFPD 36-1, *Appropriated Funds Civilian Management and Administration*; and other related policy and appropriate HAF annual planning, programming, budget and/or execution guidance. Figure 1.1, DAF InTP Resource Management Process, depicts the flow of resource management information and decisions within the InTP. This process applies to PPBE within the InTP Portfolio. The specific responsibilities and applicable membership of the HAF organizations, as they relate to the InTP Resource Management Process, are contained in subsequent paragraphs. Information and tasks to meet the InTP Resource Management Process will flow from SAF/OCS to the Office of Competitive Activities Business Operations, Secretary of the Air Force (SAF/OCB) for the Office of Administration and Resource Management (SAF/AMR) action. SAF/OCS will respond to resource-related tasks for the entire InTP Portfolio, including any assigned USAF or USSF Elements and Field Operating Agencies for all fund codes. SAF/OCS will coordinate all submissions made by SAF/OCB (hereinafter referred to as “the DAF InTP (SAF/OCSH) Portfolio”) for the following efforts in their portfolio related to the InTP: protect the network, share information, and establish/operate the Hub. The requested information flows back to SAF/AMR, which validates the input, analyzes the requirements, and integrates them into a “Strawman” for the Program and Budget Review Group.

Figure 1.1. InTP Resource Management Process:



2. The Council Members and Responsibilities: The Council is established to coordinate DAF InTP Portfolio priorities and to provide guidance to SAF/OC in the development and execution of the DAF InTP. The Council is the forum that plans, develops, and resolves PPBE issues for the InTP Portfolio. The Council meets at least twice a year but may meet more frequently to resolve financial issues. The voting members of the Council are SAF/OC, the Deputy Chief of Space Operations for Operations, Cyber, and Nuclear (SF/S3), DAF Inspector General (SAF/IG), the Office of the DAF Chief Information Officer (SAF/CN), the Deputy Chief of Space Operations for Cyber and Data (SF/S6), AF/A2, SF/S2, the Deputy Chief of Staff for Logistics, Engineering, and Force Protection (AF/A4), the Directorate of Logistics, Engineering and Force Protection (SF/S4) and the Deputy Chief of Space Operations, Strategy, Plans, Programs (COO). The General Counsel of the Air Force (SAF/GC) and The Judge Advocate General (AF/JA) serve as non-voting legal advisors to the Council.

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

2.1.1. Chairs or designates a chairperson of commensurate experience to facilitate and support the Council.

2.1.2. Provides the Council focus for further research options related to the InTP.

2.1.3. Reports on all funding received through Operating Agency Code funding.

2.1.4. Coordinates accounting and financial issues with SAF/OCB, AF/A2, and SF/S2 on behalf of SAF/OCSH. 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 DAF InTP Portfolio information and issues to SAF/OCB for potential submission to the SAF/OC for each phase of the PPBE 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/OCB.

2.1.8. Ensures programming is consistent with the Office of Management and Budget minimum standards, DoD, and DAF implementation plans.

2.1.9. Coordinates submissions of requirements and reviews distribution of NIP funds with AF/A2 and SF/S2.

2.1.10. Maintains a current program financial baseline of the organizations in the DAF InTP Portfolio and identifies the baseline resources and programs for which the two letters are responsible.

2.1.11. Communicates the Council's approved resourcing strategy to affected Council entities.

2.1.12. Collects information for developing the Congressional Budget Justification Book from all required entities and submits to AF/A2 and SF/S2 for the InTP only.

2.1.13. Collects requirements from organizations that support the DAF InTP such as Air Combat Command and Air Force Office of Special Investigations.

2.2. Deputy Chief of Staff, Intelligence (AF/A2) will:

2.2.1. Appoint a representative to the Council for its portion of the DAF InTP.

2.2.2. Ensure all Insider Threat funding received from the 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 PPBE of these resources. Rather, they serve as the Program Element Monitor for any NIP or Military Intelligence Programs (MIP) InTP funds.

2.2.3. Facilitate the collection of NIP and MIP InTP spending plans.

2.2.4. Distribute NIP InTP funds to appropriate organizations.

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

2.3. Deputy Chief of Space Operations for Intelligence (SF/S2) will:

2.3.1. Appoint a representative to the Council to address the SF/S2's duties and responsibilities as described in DAFI 16-1402, *Counter-Insider Threat Program Management*.

2.3.2. Submit spending plan, program data, and briefings to the Council to support their requirements for the DAF InTP.

2.3.3. Represent their Space Staff two letter decisions at the Council as needed.

2.3.4. Promulgate policies and procedures to support insider threat deterrence, detection, and mitigation within the USSF.

2.4. Inspector General (SAF/IG) will:

2.4.1. Appoint a representative to address the IG's duties and responsibilities as described in DAFI 16-1402.

2.4.2. Identify executable requirements for in-place resources that require funding.

2.4.3. Identify new requirements for the InTP related to counterintelligence to include providing a spending plan.

2.5. The DAF Chief Information Officer (SAF/CN) will:

2.5.1. Appoint a representative to address the SAF/CN's duties and responsibilities as described in DAFI 16-1402.

2.5.2. Provide a spending plan to address insider threat requirements.

2.6. Other HAF Two letter organizations (AF/A1, SF/S1, AF/A4, SF/S4 etc.) will:

2.6.1. Comply with DAF InTP Resource Management Process issued by SAF/OCS.

2.6.2. Submit program data and briefings to the Council to support their requirements for the InTP.

2.6.3. Provide a spending plan to address insider threat requirements.

2.6.4. Represent their HAF two letter decisions at the Council as needed.

2.7. The Director, DAF Insider Threat Hub (SAF/OCSH) will:

2.7.1. Execute the PPBE process of the DAF InTP Portfolio and serves as the Program Element Monitor for the "Blue" InTP Element 35327F.

2.7.2. Coordinate financial issues with SAF/OCS so they can be reported to SAF/OCB or AF/A2 and SF/S2 as appropriate.

2.7.3. Coordinate the InTP portfolio with core InTP functional leads, Major Commands, and other organizations that have equities.

2.7.4. Identify cost estimates and notify SAF/OCS prior to executing funding for the SAF/OCSH portfolio.

2.7.5. Oversee the development of the integrated execution plan and identify unfunded priorities.

2.7.6. Oversee the development and defense of the InTP portfolio planning, POM submission and unfunded requirements for the following delegated lines of effort: Protect the Network, Share Information, and Establish/Operate the Insider Threat Hub.

2.7.6.1. Provide an analyst for each line of effort within the SAF/OCSH portfolio and identify requirements, disconnects, initiatives and offsets during development and presentation of the program objective memorandum.

2.7.6.2. Maintain an accurate record and tracking system for presentation of issues to the Council.

2.7.6.3. Evaluate internal controls and establish controls of provided funding, as needed, to ensure compliance with prescribed directives.

2.7.7. Develop PADs and/or PGLs, as needed.

2.7.8. Develop manpower requirements for SAF/OCSH portfolio and submit them to the Council for approval.

2.8. **Resources (SAF/OCB) will:** Provide manpower and budgeting support for all stages of the PPBE process. Executes funding in accordance with the Council's approved priorities.

2.9. **The General Counsel of the Air Force (SAF/GC) and The Judge Advocate General (AF/JA) will:**

2.9.1. Serve as legal advisors to the Council, as needed.

3. Governance. The DAF Insider Threat Working Group (InT WG) established by DAFI 16-1402, will coordinate the DAF InTP Portfolio priorities and provide guidance to SAF/OC in the development and execution of the DAF InTP.

3.1. **The Council.** The Council is the forum that plans, develops, and resolves PPBE execution issues for the InTP portfolio.

3.2. **The Council Responsibilities.** The Council is a cross-functional body established to approve solutions on PPBE issues within the approved InTP portfolio. The Council will:

3.2.1. Receive and review requests from all organizations that have duties and responsibilities within the DAF InTP. Each organization identifies their requirements, both funded and unfunded, and spending plans for executing funded requirements. Unfunded requirements must be executable at the time of submission.

3.2.2. Prioritize operational, unfunded requirements, and maintain a list of both funded and unfunded requirements.

3.2.3. Only approve operational funded requirements and maintain a list of both funded and unfunded requirements supported by a spending plan.

3.2.4. Solicit requirements for the subsequent Fiscal Year, develop the DAF InTP budget priorities and present them to SAF/OC.

3.2.5. Meet, at a minimum, in the second or third quarter of each fiscal year to review allocated funding from the DAF and NIP funds, and then, on an as needed basis to coincide with major financial and manpower drills.

3.2.6. The council 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/OCB, AF/A2, and SF/S2.

3.3. Authority. The Council has the authority to:

3.3.1. Review funding and resource requirements within the DAF InTP Portfolio and recommend alternatives to SAF/OC. AF/A2 and SF/S2 will verify SAF/OCS funding requests for NIP resources that meet the applicable funding regulations. Resources that meet NIP funding requirements will be submitted to AF/A2 and SF/S2 NIP resource process for consideration in competition with other NIP requirements. SAF/OCS requests inputs from the field in conjunction with the Office of the Director of National Intelligence drills for cuts or plus-ups, which will be managed by SAF/OC via the Council, with a consolidated DAF Insider Threat response for upcoming funding drills for the Intelligence Program Objective Memorandum process to AF/A2 and SF/S2.

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 DAF InTP Portfolio.

4. Limitations on Distribution to Contractors. Limitations on Distribution to Contractors. Limit access of deliberative material to industrial firms under contract to the Department of 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*; DoDM5200.01V1_DAFMAN16-1404V1, *DAF Information Security Program: Overview, Classification, and Declassification*; DAFI 16-1401, *DAF Information Protection Program*; DoDM 5220.32 Volume 1, *National Industrial Security Program: Industrial Security Procedures For Government Activities*, and DoDM5220.22V2_AFMAN16-1406V2, *National Industrial Security Program: Industrial Security Procedures for Government Activities*.

5. Process Timing Calendar Year Schedule. The DoD, DAF, USAF and USSF 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.

GWENDOLYN R. DeFILIPPI, SES, DAF
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Attachment 1**REFERENCES AND SUPPORTING INFORMATION*****References***

U.S. Constitution, Article II

Public Law 112-81 (FY12 NDAA), Sec. 922

Public Law 113-66 (FY14 NDAA), Sec. 9507

Public Law 114-328 (FY17 NDAA), Sec. 951

Public Law 115-91 (FY18 NDAA), Sec. 925

Public Law 117-263 (FY23 NDAA), Sec. 1357

Public Law 118-31 (FY24 NDAA), Sec. 1513

E.O. 13587, *Structural Reforms to Improve the Security of Classified Networks and the Responsible Sharing and Safeguarding of Classified Information*, 7 October 2011

DoD 7000.14-R, *Financial Management Regulation*, 28 February 2025

DoDI 5205.16, *The DoD Insider Threat Program*, 20 December 2024

DoDM 5200.01 Volume 1, *DoD Information Security Program: Overview, Classification, and Declassification*, 24 February 2012

DoDM 5220.32 Volume 1, *National Industrial Security Program: Industrial Security Procedures for Government Activities*, 1 August 2018

DAFPD 36-1, *Appropriated Funds Civilian Management and Administration*, 11 August 2025

DAFPD 65-6, *Financial Management Budget*, 27 September 2023

DAFI 16-1401, *DAF Information Protection Program*, 3 February 2023

DAFI 16-1402, *Counter-Insider Threat Program Management*, 10 May 2024

DODM5220.22V2_AFMAN16-1406V2, *National Industrial Security Program: Industrial Security Procedures for Government Activities*, 8 May 2020

AFI 33-322, *Records Management and Information Governance Program*, 23 March 2020

AFI 38-101, *Manpower and Organization*, 29 August 2019

DoDM5200.01V1_DAFMAN16-1404V1, *DAF Information Security Program: Overview, Classification, and Declassification*, 6 April 2022