

**OFFICE OF THE  
SECRETARY OF DEFENSE**

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**DEPARTMENT OF DEFENSE BUDGET  
FISCAL YEAR (FY) 2017**

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**February 2016**



**Justification for FY 2017  
Overseas Contingency Operations (OCO)  
Syria Train & Equip Fund (STEF)**

**The estimated cost of this report or study for the Department of Defense is approximately \$8,790 for the 2016 Fiscal Year. This includes \$60 in expenses and \$8,730 in DoD labor.**

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SYRIA TRAIN & EQUIP FUND (STEF)**

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**SECTION 1**

<b>Budget Summary</b>	<b>FY 2017 Request</b>
Weapons, Ammunition, and Equipment	\$210,800,000
Strategic Lift and Intra-Theater Transportation of equipment	\$18,600,000
Trainee Life Support, Stipends, and Operational Sustainment	\$20,600,000
<b>TOTAL</b>	<b>\$250,000,000</b>

**SECTION 2**

**Overview of Operations**

The United States Government (USG) strategy to counter the Islamic State in Iraq and the Levant (ISIL), also known as Daesh, directs the Department of Defense (DoD) and the U.S. Central Command (USCENTCOM) to conduct a campaign to degrade, dismantle, and ultimately defeat Daesh. One of the keys to successfully countering Daesh is training, equipping, and sustaining Vetted Syrian Opposition (VSO) forces. The FY 2017 STEF budget request provides the resources necessary to train, equip, and sustain VSO forces currently engaged in military operations while training additional forces in FY2017. The Special Operations Joint Task Force-Operation Inherent Resolve (SOJTF-OIR) requires flexibility in the training program due to many variables, including the identification of select Moderate Syrian Opposition (MSO) forces that request and gain approval as VSO and the potential for expansion in the training program given site capacity and throughput. We expect training to evolve in terms of duration, size, and course program of instruction (POI) syllabus. Training courses will be tailored to train specific skills and capabilities. Training will be scalable and tailored based on experience, competence and potential of individuals and size of teams. The Train & Equip program supports current objectives to degrade and counter Daesh, enable the security of Syria, and support the defense of the United States and Partner Nations (PN). To accomplish U.S. military objectives, VSO should be appropriately, trained, and supplied with weapons, ammunition, equipment, and sustainment to gain and maintain dominance on the battlefield. DoD supports the VSO development into a legitimate and effective force by creating increased capability to effectively defeat Daesh in the Combined Joint Operations Area (CJOA). Simultaneously, DoD must recruit, vet, train, and equip additional Syrians of different sects and ethnic groups of the Syrian population to enable them to engage Daesh across the Syrian battlespace. The expansion of support to forces already fielded and engaged against Daesh inside Syria necessitates a transition from U.S. to Former Soviet Bloc (FSB) weapons and ammunition because these groups currently operate FSB weapons. Success in these efforts sets the conditions for the VSO to combat and defend

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existing MSO territorial enclaves through continued military actions in support of the broader campaign to degrade and ultimately destroy Daesh.

### **Syria Train and Equip Recurring Requirements**

The recurring requirements for this mission are: weapons; ammunition; vehicles; fuel; sustainment of forces; and communications equipment for training site stocks. These forces must be trained and equipped to attack and win against adversaries through a potential spectrum of combined arms capabilities, including anti-tank and indirect fire capabilities, bolstered by the mobility, gunnery, and communications platforms of their modified organic Toyota Hilux four wheel drive trucks. The VSO require consistent replenishment of critical supplies to sustain combat operations, including ammunition, medical supplies, funds for stipend payments and subsistence, Satellite Communications (SATCOM) equipment. The selection of pickup and cargo vehicles that are common across the region is intended to facilitate local maintenance and repair, and to eliminate the requirement for supply chain management and Contracted Logistics Support (CLS) necessary for U.S. or non-regional variants of vehicles. Class IX repair parts for weapons and vehicles will be provided, but it is anticipated that some weapons (e.g., mortars and other crew-served weapons) may need to be moved out of Syria in order to repair, replace, or exchange weapons systems.

### **International Contribution FY 2017**

DoD expects Partner Nations to play a critical role in the program. Partner Nations have offered to host and, in some cases, resource activities related to training and support of the VSO. Interagency and Coalition support to the Syria T&E mission comes in the form of personnel and materiel donations outlined in Technical Understandings (TU). Partner Nation contributions for the Syria T&E effort are particularly difficult to forecast due the various and sometimes conflicting objectives of each nation. . Partner Nation activities supporting VSO include recruiting and vetting of Syrian trainees, providing training and Mission Support Sites (MSS), logistical nodes, and sustainment support to trainers and recruits. The provision of resources by PNs varies, but DoD has identified specific equipment and capabilities that PNs can provide to augment or replace the support provided by the United States. These include, but are not limited to, specific weapon systems that the United States does not maintain in its stocks, life support for program trainees and U.S. personnel, civilian vehicles, airlift, and potentially some forms of financial support for VSO forces.

The DoD continues to engage Coalition partners on potential support for the VSO and operational sustainment. All PNs participating in the Syria T&E effort absorb all costs associated with their own personnel participating in the training, equipping, and sustainment operations. Most of this support is reimbursable utilizing existing Acquisition Cross Servicing Agreements (ACSAs). New construction or infrastructure expansion costs in Qatar and the Kingdom of Saudi Arabia are expected to come entirely from the host nation. Turkey and Jordan have absorbed most costs associated with operational training sites. Those nations are expected to provide sustainment, transportation, and security for trainees, coalition trainers, and coalition enabler personnel.

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**Force Structure Summary**

The FY 2017 request fully funds the Syria Train and Equip program based on projected requirements to support the training of new recruits and sustainment of these forces sent into Syria to combat Daesh. Initial indications are that there could be significantly higher numbers of potential trainees eager to join the program, in particular from northern areas of Syria. Site capacity could be expanded to accommodate additional throughput. The actual class sizes and duration are based on a number of variables, including the size of a particular group, an individual's level of combat experience and capabilities, leadership capabilities, length of time the group can be away from their local area, and anticipated threats they face upon reentry in Syria. These factors determine the mix of weapons and equipment provided to VSO forces.

The DoD plans to implement a curriculum that develops effective ground enablers, fosters an effective and reliable chain of command, and procures sufficient materiel to provide the supported forces with a significant advantage over the enemy. A potential risk to the program is that VSO forces may use the U.S. provided equipment and weapons for actions other than their intended purpose. DoD plans to mitigate risks through a variety of measures including using a rigorous and continuous screening process to identify and sustain viable Syrian opposition field commanders and units for participation in the program. An initial viability test determines recruit ability and willingness to comply with appropriate use and inventory reports for non-military equipment and supplies. Once field commanders prove reliable, the SOJTF-OIR plans to introduce and incrementally provide additional military training, equipment, and supplies. The SOJTF-OIR plans to distribute all equipment and supplies through each trained VSO's unit chain of command to reinforce commander credibility within the units.

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**SECTION 3**

**Requirements**

<b>Syria Train and Equip Fund (STEF)</b>		
<b>Requirement</b>	<b>FY17</b>	<b>Assumptions/Status</b>
Weapons	\$13,200,000	Includes weapons for issue to trainees. Weapons issued depend on recruit experience, capability, purpose, and geographic region which dictates light, medium, and heavy weapons and ammunition requirements. Estimates developed through investigation of sourcing, average costs and reevaluation of weapon mix projections, plus resupply estimates conducted prior to initial class experience and is subject to revision during execution.
Ammunition	\$193,000,000	Ammunition to support and resupply trainees both during and after training. Ammunition resupply is vital to the survivability and effectiveness of VSO engaged in combat operations.
Other equipment (Communication, Clothing, Medical, etc.)	\$4,600,000	Individual uniforms and equipment, including medical kit, hygiene and nuclear, biological, and chemical (NBC) items. Initial issue only. Communication and navigation equipment.
Trainee Basic Life Support Integration (BLS) life support and facility maintenance costs	\$9,600,000	Funding for trainee life support at sites in Turkey and Jordan including subsistence, sanitation, power generation, Class IV, laundry, wastewater removal, shower, latrines and communications at training and mission support sites. Assumes significant Kingdom of Saudi Arabia (KSA)/Qatar absorption of BLS costs at those sites.
Trainee Stipends	\$6,000,000	Monthly stipend payments of up to \$400 that encompasses VSO engaged in fighting Daesh and new trainees

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Strategic Lift (STRATLIFT) into theater of operations	\$10,000,000	Encompasses transport of weapons, ammunition, and equipment from depots to staging areas into theater by air and sea to include U.S. and Partner Nation donations. Estimate based on historical transportation rates and estimates of 17 to 20 C-17 sorties at \$500K per lift from CONUS into theater, in addition to ground transportation from depots to staging areas. Plan is to transition from STRATLIFT to sea movement once sufficient warehousing at sites exists to support sea movement timelines.
Theater Supply Chain Management	\$8,600,000	Intra-Theater transportation by air and ground of weapons, ammunition, inventory and preparation of equipment for staging, maintenance, storage, and security. Ammunition resupply and logistics sustainment of VSO engaged in tactical missions is essential to combatting enemy forces.
Operational Sustainment and Emerging Costs	\$5,000,000	Funds to provide operational sustainment. Major cost drivers include Satellite Communications (SATCOM) and emerging mission costs from training growth and evolving authorities in a dynamic battle space
<b>Total FY17 STEF Requirement</b>	<b>\$250,000,000</b>	

**Requirements Summary**

The FY 2017 budget request for the STEF provides the resources necessary to generate a combat ready force. This includes sustainment and life support during training, and equipping and resupplying during operational missions, and the Contracted Logistics Support (CLS) and Field Service Representatives (FSR) crucial to performing the inventory accountability, maintenance, and distribution of equipment received and arriving in theater. As an example, the ruggedizing of vehicles, fabricating gun mounts, and installing communications and navigational equipment is necessary prior to issuing vehicles.

Weapons and ammunition estimates are based on both training and equipping the VSO forces to include resupply during operational mission support. Ammunition resupply of VSO engaged in tactical missions is essential to combatting enemy forces and has direct correlation with the Theater Supply Chain Management, as air and ground resupply must be used to support VSO forces. The provision of equipment sets and supplies varies based partly on capabilities and partly on the combat conditions these forces may face

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in Syria. Lethal equipment sets may include FSB small arms (i.e., AK-47s, and PKM machine guns) heavy weapons (i.e., DShk machine guns), mortar systems (i.e., 50mm, 82mm and 120mm mortars), anti-tank weapons (i.e., RPG), and respective maintenance kits. This request includes first station destination costs where equipment is palletized for lift into theater. This is a transition from U.S. weapons to FSB. Deviations in supplying FSB weapons to the supported Syrian opposition are driven by weapon availability, technology transfer considerations, and weapon system compatibility in the operating environment.

Other Equipment estimates are comprised of non-lethal equipment sets that include uniforms, hygiene kits, medical equipment, communications equipment, navigational aids, and vehicles for hauling cargo, mounted weapons and VSO personnel. The majority of non-lethal equipment is commercially available and not military issue. The vehicles are intended to be variants that are widely available and that can be maintained or repaired from both commercial sources inside of Syria and from spare parts delivered to the VSO.

Trainee BLS requirements are for training forces at training locations and nodes within Turkey and Jordan. This budget request provides subsistence, sanitation, power generation, Class IV, laundry, wastewater removal, shower/latrines and communications at training and mission support sites for trainees. The cost estimate assumes significant KSA/Qatar absorption of BLS costs at their respective training sites. Additionally, the sustainment request provides the VSO funding for training and operations cost, contracted medical support in Jordan and Turkey, stipends, and funding for reimbursable logistics services provided by host nations. Sustainment for T&E forces employed in Syria is provided to the greatest extent possible by coalition forces at sites outside Syria or distributed by other available means without U.S. forces entering Syria. The request includes funding for requirements for logistics support provided by partner nation's military in Jordan and Turkey for costs of services provided by those host nations not previously agreed to in Technical Understandings or Memorandums of Agreement. Every effort is made to avoid having to utilize these agreements, however experience in these countries necessitate providing reimbursement for logistics support provided via T&E host nation military mechanisms.

Stipends are incentive based payments ranging up to \$400 per trainee per month. These stipends are paid to those previously trained VSO forces actively engaged in the fight against Daesh as well as to new, appropriately vetted, trainees inducted into the program in FY 2017.

Strategic Lift into the theater of operations was estimated for weapons, ammunition, and equipment from depots to staging areas by air and sea to include U.S. and Partner Nation donations. The request is based on historical transportation rates and estimates of 17 to 20 C-17 sorties at \$500K per lift from CONUS into theater, in addition to ground transportation from depots to staging areas. The plan is to transition from STRATLIFT to sea movement once sufficient warehousing at sites exists to support sea movement timelines.

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Theater Supply Chain Management mainly includes Intra-Theater Transportation requirements based on historic and estimated air and ground movement of weapons, ammunition, and equipment for movement from airfields or sea ports of disembarkation to staging or storage areas, distribution and resupply of VSO forces to include maintenance, storage, and security at MSS and to VSO engaged in direct actions. Ammunition resupply of VSO engaged in tactical missions is essential to combatting enemy forces. Operational requirements are based on VSO mission development as they successfully combat Daesh and gain territory in CJOA requiring ammunition resupply and equipment maintenance.

Operational Sustainment is essential to the survivability of VSO forces combatting Daesh across Syria. Major cost drivers include Satellite Communications (SATCOM) and emerging mission costs from training growth and evolving authorities in a dynamic battle space.

DoD provides continuous monitoring of the vetted Syrian opposition forces in Syria and future payments, resupply, and training are contingent on battlefield effectiveness and the proper use of training, equipment and sustainment, including compliance with Law of Armed Conflict and respecting human rights.

### **SECTION 4**

#### **Impact if STEF is not funded**

The FY 2017 STEF request furthers critical efforts accomplished since FY 2015 and is a key component of the strategy to counter Daesh operations in both Syria and Iraq. The request provides resourcing to retain the flexibility to support VSO in a very dynamic, evolving environment. If the funding for the VSO forces contained in the STEF is not provided, U.S. security and stability goals and momentum against Daesh in Syria and the surrounding area will fail. There would be a significant loss of credibility and reluctance of opposition forces and neighboring nations to rely on or trust the U.S. to meet commitments given the failure to resource those forces who have assembled as VSO. It is critical to build on the successes that capable opposition forces have already demonstrated in countering Daesh attacks, regaining lost territory, and providing safe enclaves for Syrian civilians. The limited number of NSF that was trained to date have enhanced the ability of the U.S. and coalition allies to conduct deliberate and dynamic fires against Daesh and have greatly increased the capabilities and confidence of the VSO groups in which they operate.

It is in the best interest of the United States to train, equip, and supply VSO forces in order to avoid losing Syria to Daesh and other forces. If not countered, Daesh will continue to attract extremist elements, including many foreigners, to fight and learn their terrorist trade and export those skills and extremism back to the nations they came from, continue to create waves of refugees and internally displaced persons, create broader sectarian conflict throughout the region, and ultimately increase the direct risks of terrorism and hostility focused towards the United States.

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**SECTION 5**

**Acronyms**

**ACSA** – Acquisition Cross Servicing Agreements  
**AFCENT** – Air Force-Central  
**AOR** – Area of Responsibility  
**ARCENT** – Army-Central  
**BLS** – Base Life Support  
**CJOA** – Combined Joint Operations Area  
**CJSOTF-S** – Combined Joint Special Operations Task Force - Syria  
**CLS** – Contracted Logistics Support  
**CONUS** – Continental United States  
**DoD** – Department of Defense  
**ICASS** - International Cooperative Administrative Support Services  
**IOC** – Initial Operations Capable  
**ISIL (Daesh)** – Islamic State in Iraq and the Levant  
**MSO** – Moderate Syrian Opposition  
**MSS** – Mission Support Site  
**NSF** – New Syrian Forces  
**OCIE** – Organizational Clothing and Individual Equipment  
**OCO** – Overseas Contingency Operations  
**POI** – Program of Instruction  
**PN** – Partner Nation  
**RPG** – Rocket Propelled Grenade  
**SATCOM** – Satellite Communications  
**SOJTF-OIR** – Special Operations Joint Task Force-Operation Inherent Resolve  
**TU** – Technical Understanding  
**USACE** – United States Army Corps of Engineers  
**USAFE** – United States Air Force Europe  
**USCENTCOM** – United States Central Command  
**VSO** – Vetted Syrian Opposition