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# INSPECTOR GENERAL

*U.S. Department of Defense*

MAY 8, 2018



## The Trans-Africa Airlift Support Contract

INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

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# Results in Brief

## The Trans-Africa Airlift Support Contract

May 8, 2018

### Objective

We determined whether U.S. Africa Command (USAFRICOM) conducted a Service Requirements Review Board (SRRB) to develop, analyze, review, and validate the Trans-Africa Airlift Support Contract (TASC) requirements.

### Background

(FOUO) USAFRICOM and its subordinate command, U.S. Special Operations Command-Africa (SOCAFRICA), require air transportation services to conduct airlift, cargo drops, and emergency evacuation services in the USAFRICOM area of responsibility (AOR). [REDACTED]

[REDACTED]

[REDACTED]<sup>1</sup> USAFRICOM and SOCAFRICA have a small footprint in Africa, resulting in low-volume and low-frequency movements.

(FOUO) On October 26, 2015, SOCAFRICA requested U.S. Transportation Command's (USTRANSCOM) support to develop and execute an indefinite-delivery indefinite-quantity (IDIQ) acquisition package to consolidate SOCAFRICA's airlift requirements into a single contract. On January 5, 2016, SOCAFRICA submitted

<sup>1</sup> Common-user logistics are materiel or service support shared with or provided by two or more organizations to another organizations in an operation.

### Background (cont'd)

(FOUO) a requirements package to USTRANSCOM for its IDIQ contract services. [REDACTED]

[REDACTED]

(FOUO) USTRANSCOM later proposed to develop requirements for the IDIQ contract that would meet both SOCAFRICA's and USAFRICOM's airlift requirements to improve efficiencies and reduce costs. [REDACTED]

[REDACTED]

On February 2, 2017, USTRANSCOM awarded the TASC, a firm-fixed-price, IDIQ contract, to AAR Airlift, Berry Aviation, Inc., and Erickson Helicopters to provide airlift services as required by USAFRICOM to support various efforts within the USAFRICOM AOR. The contract requires the contractors to be prepared to perform flight support for training and tactical operations, among other requirements. The contract has a period of performance of 12 months, with four option years and a maximum contract value of \$900 million.

### Finding

We determined that USAFRICOM, the requiring activity, did not conduct an SRRB to develop, analyze, review, and validate the TASC requirements as required by DoD Instruction 5000.74 prior to USTRANSCOM awarding the \$900 million contract. In addition, USTRANSCOM, the decision authority, did not ensure that USAFRICOM completed an SRRB as required by DoD Instruction 5000.74.

This occurred because USAFRICOM personnel did not take responsibility as the requiring activity for the TASC. In addition, USTRANSCOM officials assumed that, as long as it received funding and a PWS, the requiring activity had validated the requirements.



# Results in Brief

## *The Trans-Africa Airlift Support Contract*

### **Finding (cont'd)**

As a result, the requirements developed for the TASC may not be accurate. Specifically, the PWS for the TASC included requirements for intelligence that were not clear and some medical services that may unnecessarily increase costs. In addition, requirements outlined in the PWS allow the contractor to refuse any mission for safety reasons, which could delay the recovery and return of U.S. Military, DoD civilians, and DoD contractor personnel who are isolated or missing in an uncertain or hostile environment. However, there is no evidence that USAFRICOM conducted an SRRB to document its decision on whether to use contractor or military support for airlift services.

### **Recommendations**

We recommend that the Commander, U.S. Africa Command:

- develop and implement a training program for personnel supporting the acquisition of services to ensure that requirements are reviewed, validated, and approved prior to awarding contracts; and
- conduct a Services Requirement Review Board for the Trans-Africa Airlift Support Contract and coordinate with U.S. Transportation Command to modify the contract accordingly, or conduct an SRRB for each task order awarded under the Trans-Africa Airlift Support Contract.

We also recommend that the Commander, U.S. Transportation Command, develop formal policies and procedures for planning and executing service acquisitions for external requiring activities.

### **Management Comments and Our Response**

The Chief of Staff, USTRANSCOM, responding for the Commander, USTRANSCOM, agreed with our recommendations and stated that the USTRANSCOM Acquisition Directorate's Policy Division is developing formal procedures for planning and executing service acquisitions with an estimated completion date of October 1, 2018.

### **Management Comments Required**

The U.S. Africa Command did not respond to our request for comments on the draft of the report, including the recommendations addressed to U.S. Africa Command. Therefore, the recommendations are unresolved. We request that U.S. Africa Command provide comments on the final report, including whether it agrees with the recommendations.

### **Recommendations Table**

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Commander, U.S. Africa Command	1.a, 1.b	None	None
Commander, U.S. Transportation Command	None	2	None

Please provide Management Comments by June 7, 2018.

Note: The following categories are used to describe agency management’s comments to individual recommendations.

- **Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **Closed** – OIG verified that the agreed upon corrective actions were implemented.





**INSPECTOR GENERAL  
DEPARTMENT OF DEFENSE  
4800 MARK CENTER DRIVE  
ALEXANDRIA, VIRGINIA 22350-1500**

May 8, 2018

MEMORANDUM FOR COMMANDER, U.S. AFRICA COMMAND  
COMMANDER, U.S. TRANSPORTATION COMMAND

SUBJECT: The Trans-Africa Airlift Support Contract  
(Report No. DODIG-2018-116)

We are providing this report for review and comment. We conducted this audit in accordance with generally accepted government auditing standards. The Commander, U.S. Africa Command, did not respond to the recommendations in the draft report; however, we considered comments from the Chief of Staff, U.S. Transportation Command.

DoD Instruction 7650.03 requires that all recommendations be resolved promptly. Comments from U.S. Transportation Command conformed to the requirements of DoD Instruction 7650.03; therefore, we do not require additional comments on Recommendation 2. However, we request comment on Recommendation 1.a and 1.b from the Commander, U.S. Africa Command by June 7, 2018.

We appreciate the courtesies extended to the staff. Please direct questions to me at (703) 604-9187 (DSN 664-9187).

A handwritten signature in black ink that reads "Michael J. Roark".

Michael J. Roark  
Assistant Inspector General  
Readiness and Global Operations

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# Introduction

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## Objective

We determined whether U.S. Africa Command (USAFRICOM) conducted a Service Requirements Review Board (SRRB) to develop, analyze, review, and validate the Trans-Africa Airlift Support Contract (TASC) requirements.<sup>2</sup> See Appendix A for a discussion of the scope, methodology, and prior audit coverage.

## Background

The TASC acquisition process included USAFRICOM, U.S. Special Operations Command–Africa (SOCAFRICA), and U.S. Transportation Command (USTRANSCOM).

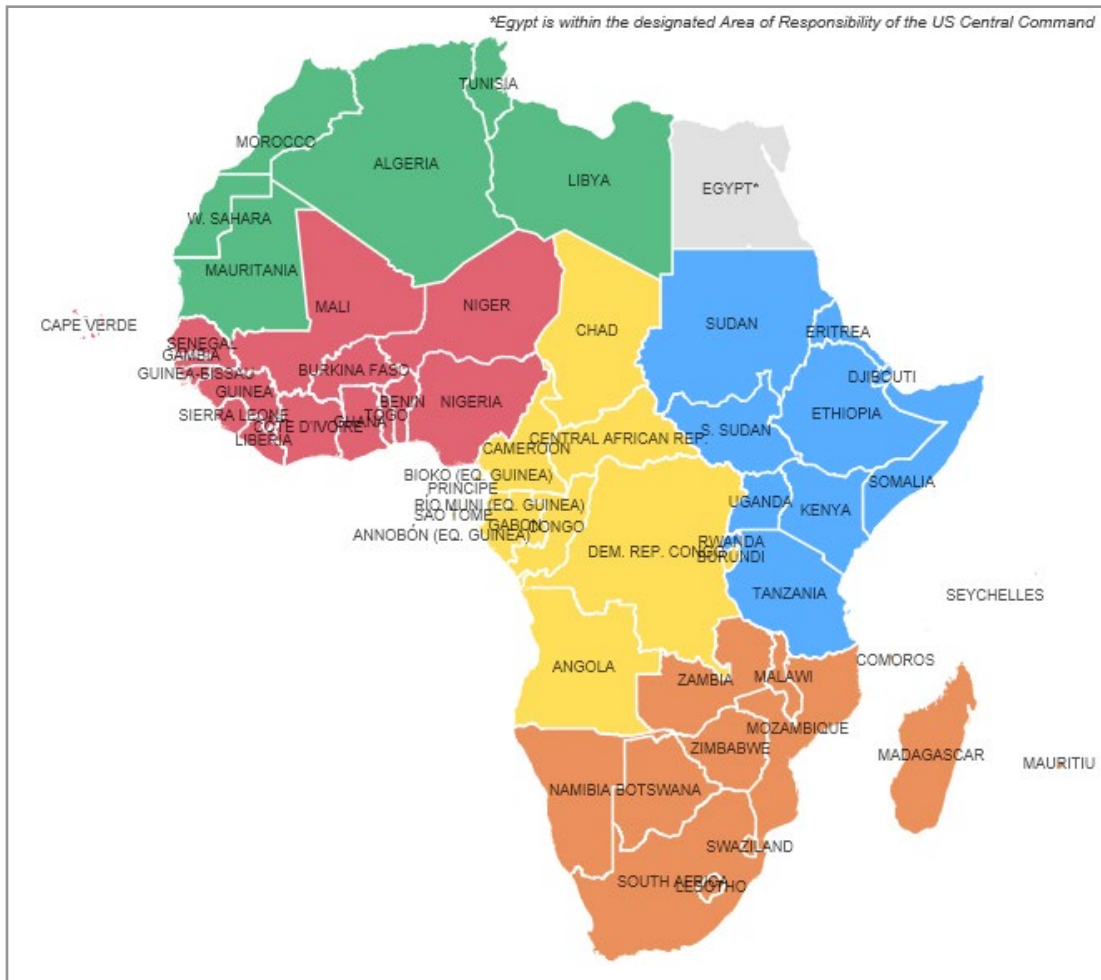
### ***USAFRICOM***

USAFRICOM is responsible for military relations with African nations, the African Union, and African regional security organizations. USAFRICOM is also responsible for all DoD operations, exercises, and security cooperation on the African continent, its island nations, and surrounding waters—an area nearly three times larger than the continental United States. See Figure 1 for a map of USAFRICOM’s area of responsibility (AOR).

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<sup>2</sup> SRRBs are used to review, validate, prioritize, and approve services requirements to guide the budget and acquisition processes.

Figure 1. USAFRICOM Area of Responsibility



Source: USAFRICOM.

## **SOCAFRICA**

SOCAFRICA is a sub-unified command of U.S. Special Operations Command under the operational control of USAFRICOM. The Commander of SOCAFRICA serves as the Special Operations Advisor to the USAFRICOM Commander. SOCAFRICA's primary responsibility is to exercise operational control over theater-assigned or allocated Air Force, Army, Marine, or Navy special operations forces conducting operations, exercises, and theater security cooperation in the USAFRICOM AOR. SOCAFRICA activities directly support USAFRICOM's four theater-strategic objectives of defeating violent extremist organizations by developing persistent access to partner nations through special operations forces engagement, building partner nation and regional capacity that promotes stability, and mitigating the underlying conditions that permit violent extremism.

## **USTRANSCOM**

USTRANSCOM is a unified, functional combatant command that supports the other U.S. combatant commands, the Military Services, Defense agencies, and other Government organizations. USTRANSCOM provides a full spectrum of global mobility solutions and related enabling capabilities for supported customers' requirements in peace and war.

## **USAFRICOM and SOCAFRICA's Airlift Requirements**

~~(FOUO)~~ USAFRICOM and SOCAFRICA require air transportation services to conduct airlift, cargo drops, and emergency evacuation services in the USAFRICOM AOR.

[REDACTED]  
[REDACTED]  
[REDACTED]<sup>3</sup> Each of the organizations has a small footprint in Africa, resulting in low-volume and low-frequency movements. [REDACTED]

[REDACTED]  
[REDACTED] Prior to the TASC, air services were provided by multiple contracts awarded and administered by four separate agencies. SOCAFRICA used these contracts to execute its mission in the USAFRICOM AOR, as well as perform personnel recovery and casualty evacuation services in various countries on the African continent.<sup>4</sup>

## **Development of the TASC Acquisition**

On October 26, 2015, SOCAFRICA requested USTRANSCOM's support to develop and execute an indefinite-delivery indefinite-quantity (IDIQ) acquisition package to consolidate SOCAFRICA's airlift requirements into a single contract vehicle.<sup>5</sup> The services covered under the initial performance work statement (PWS) included personnel, equipment, supplies, facilities, transportation, tools, materials, supervision, limited security and other items, as well as non-personal services necessary to perform airlift (passenger and cargo) services, personnel recovery and casualty evacuation services, and airdrop services throughout the USAFRICOM AOR to include rotary-wing and fixed-wing operations. On December 7, 2015, SOCAFRICA conducted final reviews of the IDIQ PWS and independent Government cost estimate (IGCE).

<sup>3</sup> Common-user logistics are materiel or service support shared with or provided by two or more organizations to another organizations in an operation.

<sup>4</sup> Personnel recovery is related to the recovery and return of U.S. Military, DoD civilians, and DoD contractor personnel, who are isolated or missing in an uncertain or hostile environment. Casualty evacuation is the movement of a patient, who may not be stabilized, from point of injury to a location where appropriate care can be rendered, or to a point of extraction suitable for fixed-wing or rotary-wing airlift support.

<sup>5</sup> IDIQ contracts are used to acquire supplies or services when the exact times or exact quantities of future deliveries are unknown at the time of contract award.

~~(FOUO)~~ On January 5, 2016, SOCAFRICA submitted a requirements package to USTRANSCOM for its IDIQ contract services. [REDACTED]

[REDACTED] In January 2016, USAFRICOM personnel began working with USTRANSCOM and SOCAFRICA personnel to develop the IDIQ requirements.

~~(FOUO)~~ USTRANSCOM later proposed to develop requirements for an IDIQ contract that would meet both SOCAFRICA's and USAFRICOM's airlift requirements and minimize inefficiencies and reduce costs. [REDACTED]

[REDACTED] See Appendix B for a timeline of the development of the TASC acquisition.

### ***Award of the Trans-Africa Airlift Support Contract***

On February 2, 2017, USTRANSCOM awarded the TASC, a firm-fixed-price, IDIQ contract, to AAR Airlift, Berry Aviation, Inc., and Erickson Helicopters to provide airlift services as required by USAFRICOM to support various efforts within the USAFRICOM AOR. The contract requires the contractors to be prepared to perform flight support for training and tactical operations, among other requirements. The contract has a period of performance of 12 months, with four option years and a maximum contract value of \$900 million.

USTRANSCOM awarded two task orders, totaling \$65 million, from the TASC IDIQ contract. Specifically, task order HTC711-17-D-R009-0001, valued at \$46 million, was awarded to Erickson Helicopters on February 2, 2017, for transportation and logistical services in Central Africa supporting SOCAFRICA. USTRANSCOM also awarded Task Order HTC711-17-F-R012, valued at \$19 million, to Berry Aviation, Inc., on July 3, 2017, for personnel recovery and casualty evacuation services in the northern and western regions of Africa. However, Task Order HTC711-17-F-R012 was protested on July 12, 2017, and a protective order was issued in regards to any details related to the protest. Because of the protest, corrective action was taken and performance of the task order began in February 2018.

## ***DoD Policy for Acquisition of Contracted Services***

On January 7, 2015, the former Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics issued DoD Instruction 5000.02, which authorizes milestone decision authorities (MDAs) to tailor the regulatory requirements and acquisition procedures in the DoD Instruction 5000.02 to more efficiently achieve program objectives.<sup>6</sup> DoD Instruction 5000.02 outlines the generic acquisition milestone and decision points that are required when carrying out a service acquisition, including:

- identifying a need;
- reducing risk; and
- committing resources to the decision.

However, DoD Instruction 5000.02 does not identify any specific procedures for developing, reviewing, or validating requirements.

On January 6, 2016, the former Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics issued DoD Instruction 5000.74, which incorporates and cancels portions of DoD Instruction 5000.02 related to the acquisition of services.<sup>7</sup> DoD Instruction 5000.74 outlines requiring activity and decision authority responsibility for the acquisition of contracted services.<sup>8</sup> DoD Instruction 5000.74 establishes policy and provides direction for the acquisition of contracted services to include requirements development, validation, and oversight in accordance with section 2330, title 10, United States Code. DoD Instruction 5000.74 requires the:

- requiring activity to validate requirements through an SRRB, which is documented in the acquisition plan;
- requiring activity to determine the dollar threshold for the designation of the decision authority of the acquisition, documented by the IGCE; and
- decision authority to ensure the requiring activity conducts an SRRB prior to awarding the contract.<sup>9</sup>

<sup>6</sup> DoD Instruction 5000.02, "Operation of the Defense Acquisition System," January 7, 2015.

<sup>7</sup> DoD Instruction 5000.74, "Defense Contract Acquisition," January 6, 2016.

<sup>8</sup> The decision authority is responsible for ensuring that a proposed services acquisition is consistent with the DoD's policies, procedures, and best practices guidelines for the acquisition of services through approval of the acquisition strategy.

<sup>9</sup> The dollar amount identified in the IGCE determines the services category, which sets the decision authority for the acquisition.

## Review of Internal Controls

DoD Instruction 5010.40 requires DoD organizations to implement a comprehensive system of internal controls that provides reasonable assurance that programs are operating as intended and to evaluate the effectiveness of the controls.<sup>10</sup>

We identified internal control weaknesses with the processes DoD Components used to generate and develop requirements for the TASC. Specifically, USAFRICOM, the requiring activity, did not conduct an SRRB to develop, analyze, review, and validate the TASC requirements as required by DoD Instruction 5000.74 prior to USTRANSCOM awarding the \$900 million contract. We will provide a copy of the final report to the senior official responsible for internal controls in USAFRICOM and USTRANSCOM.

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<sup>10</sup> DoD Instruction 5010.40, "Managers' Internal Control Program Procedures," May 30, 2013.

## Finding

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### **USAFRICOM Did Not Effectively Develop Requirements for the TASC**

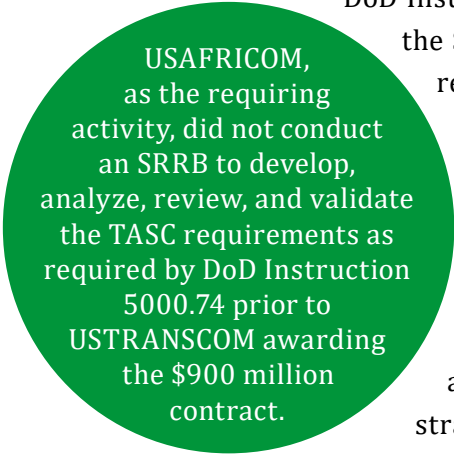
USAFRICOM, the requiring activity, did not conduct an SRRB to develop, analyze, review, and validate the TASC requirements as required by DoD Instruction 5000.74 prior to USTRANSCOM awarding the \$900 million contract. In addition, USTRANSCOM, the decision authority, did not ensure that USAFRICOM completed an SRRB as required by DoD Instruction 5000.74.

This occurred because USAFRICOM personnel did not take responsibility as the requiring activity for the TASC. In addition, USTRANSCOM officials assumed that, as long as they received funding and a PWS, the requiring activity had validated the requirements.

As a result, the requirements developed for the TASC may not be accurate. Specifically, the PWS for the TASC included requirements for intelligence that were not clear and some medical services that may unnecessarily increase costs. In addition, requirements outlined in the PWS allow the contractor to refuse any mission for safety reasons, which could delay the recovery and return of U.S. Military, DoD civilians, and DoD contractor personnel who are isolated or missing in an uncertain or hostile environment. However, there is no evidence that USAFRICOM conducted an SRRB to document its decision on whether to use contractor or military support for airlift services.

## USAFRICOM Did Not Conduct an SRRB

USAFRICOM, as the requiring activity, did not conduct an SRRB to develop, analyze, review, and validate the TASC requirements as required by



USAFRICOM, as the requiring activity, did not conduct an SRRB to develop, analyze, review, and validate the TASC requirements as required by DoD Instruction 5000.74 prior to USTRANSCOM awarding the \$900 million contract.

DoD Instruction 5000.74 prior to USTRANSCOM awarding the \$900 million contract. DoD Instruction 5000.74 requires DoD Components to conduct an SRRB for all service acquisitions over \$10 million and states that the requirements development and review process is critical to the final cost, schedule, and performance of the service. In addition, requirements must be validated by the appropriate requiring activity authority as SRRB chair before approval of the acquisition strategy. USTRANSCOM coordinated with

USAFRICOM and SOCAFRICA personnel to review and prioritize requirements for the TASC. However, USAFRICOM could not provide evidence that an SRRB was conducted.

## USTRANSCOM Did Not Verify USAFRICOM Conducted an SRRB

USTRANSCOM did not ensure that USAFRICOM completed an SRRB as required by DoD Instruction 5000.74. DoD Instruction 5000.74 requires the decision authority to ensure the effectiveness of the services acquisition process by ensuring all required reviews are conducted. Additionally, the instruction requires SRRB approval to be documented in the acquisition plan. USTRANSCOM worked with USAFRICOM and SOCAFRICA to develop and review the PWS, and USTRANSCOM signed the acquisition plan stating that it reviewed the requirements for the TASC. However, USTRANSCOM, as the decision authority for the TASC, did not ensure that USAFRICOM properly validated requirements or completed an SRRB prior to signing the acquisition plan or awarding the TASC.<sup>11</sup>

<sup>11</sup> The decision authority is responsible for ensuring that a proposed services acquisition is consistent with the DoD's policies, procedures, and best practices guidelines for the acquisition of services through approval of the acquisition strategy.



## USAFRICOM Personnel Did Not Take Responsibility as the Requiring Activity

(FOUO) USAFRICOM personnel did not take responsibility as the requiring activity for the TASC. Specifically, USAFRICOM personnel stated that USAFRICOM is not the requiring activity for the TASC and it was not their responsibility to complete an SRRB. USAFRICOM personnel believed SOCAFRICA was the requiring activity because SOCAFRICA has contracting authority and generated the initial requirements. [REDACTED]

USAFRICOM personnel stated that USAFRICOM is not the requiring activity for the TASC and it was not their responsibility to complete an SRRB.

[REDACTED]

In addition, the TASC PWS identifies USAFRICOM as the requiring activity and USTRANSCOM personnel stated that USAFRICOM is the requiring activity for the TASC.

According to Defense Procurement Acquisition Policy personnel, the requiring activity should have conducted an SRRB and, if one was not conducted, an SRRB should be conducted now for the TASC or for each task order under the TASC prior to award. DoD Instruction 5000.74 states that a requirements development and review process, cost analysis, and market research are critical to the final cost, schedule, and performance of service acquisitions. To facilitate this review, DoD Instruction 5000.74 requires an SRRB for services acquisitions of \$10 million or more. According to the instruction, the SRRB should consider the mission need, strategic alignment, relationship to other requirements, prioritization of the requirements, and market research. In addition, the SRRB should conduct a workforce analysis to evaluate how the requirement was previously satisfied, including why it cannot be fulfilled with military or civilian personnel. However, USAFRICOM did not conduct an SRRB for the TASC. Therefore, USAFRICOM should conduct an SRRB for the TASC and coordinate with USTRANSCOM to modify the contract accordingly, or conduct an SRRB for each task order awarded under the TASC.

DoD Instruction 5000.74 also requires combatant commanders to implement the policies and procedures for services acquisitions within their components. The procedures should include the implementation of SRRBs for the review, validation, and approval of service acquisition requirements as noted in the instruction. Therefore, the Commander, USAFRICOM, should develop and implement a training program for personnel supporting the acquisition of services to ensure that requirements are reviewed, validated, and approved prior to awarding contracts.

## **USTRANSCOM Assumed USAFRICOM Validated the Requirements for the TASC**

According to USTRANSCOM personnel, USTRANSCOM does not provide formal procedures or guidance to external requiring activities and assumes that, as long as it receives funding and a PWS, the requiring activity has validated the requirements. DoD Instruction 5000.74 requires Senior Service Managers to develop processes for the effective management, planning, and execution of service acquisitions.<sup>12</sup> The instruction also requires Senior Service Managers to develop processes to ensure requirements are reviewed, validated, and approved, verifying need and appropriate level of service. USTRANSCOM developed policies and procedures for all service acquisitions conducted by USTRANSCOM, but these requirements do not apply to organizations outside of USTRANSCOM. Therefore, the Commander, USTRANSCOM, should develop formal policies and procedures for planning and executing service acquisitions for external requiring activities to ensure all required reviews and validations are completed prior to formally issuing a services acquisition contract.

## **TASC Requirements May Not Be Accurate**

As a result, requirements developed for the TASC may not be accurate. Without accurate requirements, USAFRICOM does not have assurance that the TASC IDIQ will align with mission, performance, and cost objectives. Specifically, the PWS for the TASC included requirements for intelligence that were not clear and some medical services that may unnecessarily increase costs. In addition, requirements outlined in the PWS allow the contractor to refuse any mission for safety reasons, which could delay the recovery and return of U.S. Military, DoD civilians, and DoD contractor personnel who are isolated or missing in an uncertain or hostile environment. However, there is no evidence that USAFRICOM conducted an SRRB to document its decision on whether to use contractor or military support for airlift services.

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<sup>12</sup> Senior Service Managers are the services acquisition experts and decision authorities under the authority, direction, and control of the Secretaries of each Military Department or their Component head, responsible for the planning, strategic sourcing, execution, and management of acquisitions of contracted services.

### ***Some Services in the PWS May Not Be Needed***

The PWS should define requirements in clear and concise language, identifying specific work to be accomplished. The PWS for the TASC requires the contractor to provide analysis necessary to develop detailed execution plans for air operations and force protection measures. According to personnel in the USAFRICOM J-4 (Logistics Directorate), the intelligence services in the PWS are necessary for planning airlift missions. The PWS includes requirement for skills and expertise in special operations and identifying, collecting, and analyzing information related to foreign countries' military capabilities and employment of potential enemy offensive and defensive weapon systems. However, the PWS already includes a separate requirement for flight mission planning and the additional intelligence services in the TASC PWS are broad and may lead to the acquisition of intelligence services beyond what is necessary for flight mission planning. In addition, according to SOCAFRICA personnel, such intelligence services for identifying, collecting, and analyzing information related to foreign countries' military capabilities and employment of potential enemy offensive and defensive weapon systems are better performed using military personnel because they are better equipped to review and coordinate this information for mission-related purposes.

In addition, the PWS contains requirements for medical providers, such as physicians, physician assistants, nurse practitioners, paramedics, and intensive care unit nurses. According to SOCAFRICA and USTRANSCOM personnel, the military normally provides these medical personnel and, in most circumstances, only a paramedic is necessary for CASEVAC. Medical providers, such as physicians and physician assistants, are expensive and could increase contract costs unnecessarily.

During the development of the TASC, SOCAFRICA personnel added a requirement for a physician assistant and an intensive care unit-trained nurse to the initial PWS. However, USTRANSCOM questioned the requirement, stating that the physician assistant and intensive care unit-trained nurse were more than needed to fulfill the contract requirements and that inaccurate requirements like this had the potential of costing \$1 million per year on the contract. According to DoD Instruction 5000.74, an SRRB would determine whether requirements are overstated and allow for the prioritization of services to better inform funding decisions.

## ***Requirements in the PWS May Not Meet USAFRICOM's Mission Needs***

The requirements outlined in the PWS may not meet USAFRICOM's mission needs. For example, the TASC PWS requires the contractors' aircraft to be available to fly missions, including personnel recovery and casualty evacuation missions, at any time. However, the PWS allows the contractor to refuse any mission for safety reasons. The contractor must reschedule and fly the mission as agreed to by the Government, as soon as possible, after the safety issues are mitigated or resolved. It is reasonable to allow civilian contractors to refuse to fly missions for safety reasons. However, because the contractor may refuse to fly for safety reasons, personnel recovery and casualty evacuation missions could be delayed when the TASC is used to perform emergency services in the USAFRICOM AOR. Delaying personnel recovery and casualty evacuation missions would lead to delayed treatment and could potentially lead to loss of life of DoD personnel.

According to USAFRICOM personnel, USAFRICOM does not have the resources to execute transportation requirements through military and DoD civilian personnel and therefore needs contract support to fulfill these requirements. DoD Instruction 5000.74 requires SRRBs to conduct a workforce analysis evaluating how the requirement was previously satisfied, including why it cannot be fulfilled with military personnel. If USAFRICOM had conducted an SRRB, it would have documented USAFRICOM's decision on whether it needed to use military or contractor personnel to meet airlift requirements in the USAFRICOM AOR and the USAFRICOM Commander's acceptance of the risk. Ultimately, it is the USAFRICOM Commander's decision whether to use service contract support or military personnel for casualty evacuation and personnel recovery missions.

## **Recommendations, Management Comments, and Our Response**

### ***Recommendation 1***

**We recommend that the Commander, U.S. Africa Command:**

- a. Develop and implement a training program for personnel supporting the acquisition of services to ensure requirements are reviewed, validated, and approved prior to awarding contracts.**
- b. Conduct a retroactive Services Requirement Review Board for the Trans-Africa Airlift Support Contract and coordinate with U.S. Transportation Command to modify the contract accordingly, or conduct a Services Requirement Review Board for each task order awarded under the Trans-Africa Airlift Support Contract.**

*Management Comments Required*

The Commander, U.S. Africa Command, did not respond to our request for comments on the draft of this report.

**Recommendation 2**

**We recommend that the Commander, U.S. Transportation Command, develop formal policies and procedures for planning and executing service acquisitions for external requiring activities.**

*Chief of Staff, U.S. Transportation Command*

The Chief of Staff, USTRANSCOM, responding for the Commander, USTRANSCOM, agreed with our recommendations and stated that the USTRANSCOM Acquisition Directorate's Policy Division is developing formal procedures for planning and executing service acquisitions with an estimated completion date of October 1, 2018.

*Our Response*

Comments from the Chief of Staff, USTRANSCOM, addressed our recommendation. Therefore, the recommendation is resolved. We will close the recommendation once we verify the formal procedures are published.

## Appendix A

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### Scope and Methodology

We conducted this performance audit from July 2017 through March 2018 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

We reviewed the following Federal Acquisition Regulation (FAR) and DoD criteria.

- FAR Part 11, “Describing Agency Needs”
- FAR Part 7, “Acquisition Planning”
- Joint Publication 4-10, “Operational Contract Support,” July 16, 2014
- DoDD 1100.4, “Guidance for Manpower Management,” February 12, 2005
- DoDI 5000.74, “Defense Acquisition of Services,” January 5, 2016
- DoDI 4500.53, “DoD Commercial Air Transportation Quality and Safety Review Program,” December 2, 2010.

We interviewed personnel from the Joint Chiefs of Staff and the Office of the Under Secretary of Defense for Acquisition, Technology, and Logistics; the Deputy Chief Management Officer, U.S. Special Operations Command; and personnel from U.S. Army Africa, USTRANSCOM, USAFRICOM, and SOCAFRICA to identify their roles and responsibilities for developing, reviewing, and validating requirements. We also conducted site visits to USAFRICOM and SOCAFRICA in Stuttgart, Germany, and USTRANSCOM in Scott Air Force Base, Illinois, from August through September 2017. We obtained and reviewed the IDIQ TASC along with its PWS, task orders, acquisition plan, funding documents, and IGCE in order to determine whether the DoD Components effectively developed requirements for the TASC.

### Use of Computer-Processed Data

We did not use computer-processed data to perform this audit.

## Prior Coverage

During the last 5 years, the U.S. Army and the DoD Office of Inspector General (DoD OIG) issued two reports discussing issues related to contract requirements development by the U.S. Army. Unrestricted Army Audit Agency reports can be accessed at <https://www.aaa.army.mil/>. Unrestricted DoD OIG reports can be accessed at <http://www.dodig.mil/pubs/index.cfm>.

### **DoD OIG**

Report No. DODIG-2017-095, “U.S. Army’s Management of the Heavy Lift VII (HL7) Commercial Transportation Contract Requirements in the Middle East,” June 26, 2017

The DoD OIG reported that the Army did not adequately manage the HL7 contract requirements. Specifically, the report noted that the U.S. Army Central Command and 1st Theater Sustainment Command requirement review boards did not require sufficient information to adequately evaluate proposed order quantities on HL7 task orders. As a result, the 1st Theater Sustainment Command ordered an average of 39 percent more assets than it needed throughout the life of the contracts.

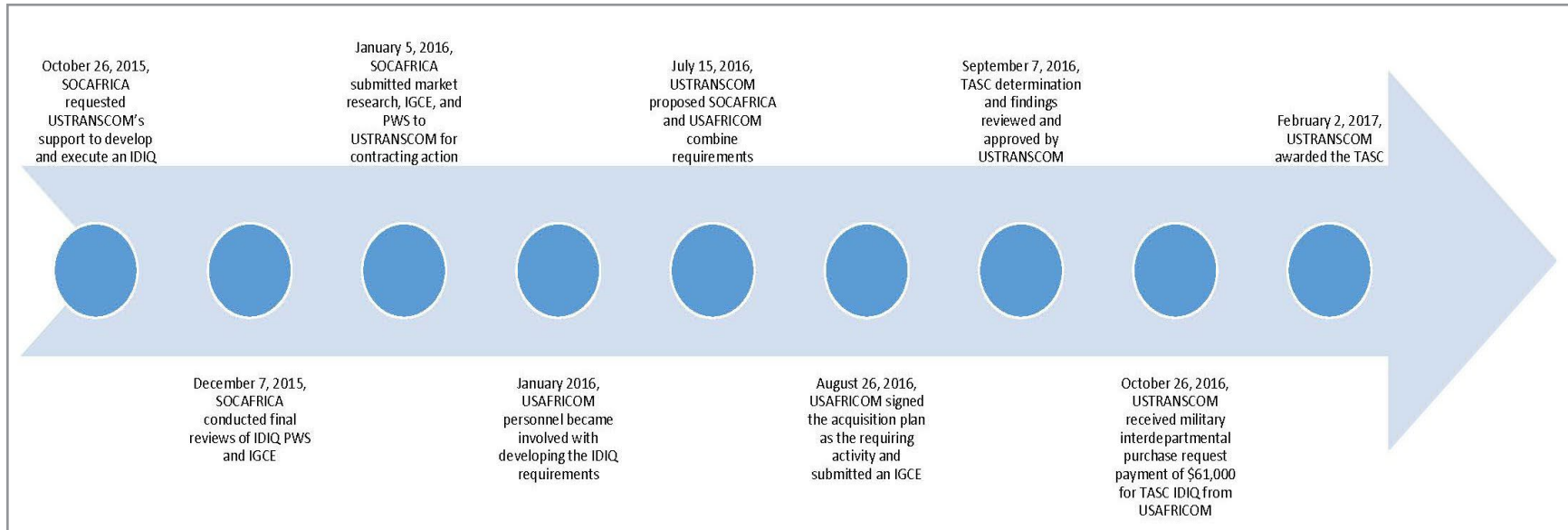
### **Army**

Report No. A-2016-0086-ALA, “Audit of Fixed-Wing Aircraft Requirements—Funding for Contractor Logistics Support (CLS),” May 2, 2016

The audit report examined whether the Army’s fixed wing aircraft requirements for contractor logistics support were justified based on mission requirements. The report identified CLS funding that should not have been included in the requirement documents and divestiture orders for fixed wing aircraft in the FYs 2017 through 2021 Program Objective Memorandum submission. As a result, the Army audit team recommended reduction to the CLS requirements for fixed-wing aircraft by \$129 million for FYs 2017 through 2021.

## Appendix B

### Timeline of TASC Development





# Management Comments

## USTRANSCOM Comments



**UNITED STATES TRANSPORTATION COMMAND**  
508 SCOTT DRIVE  
SCOTT AIR FORCE BASE, ILLINOIS 62225-5357

9 April 2018

MEMORANDUM FOR DEPARTMENT OF DEFENSE INSPECTOR GENERAL

FROM: TCCS

SUBJECT: Draft Report on, "The Trans-Africa Support Contract," dated, 23 March 2018  
(Project No. D2017-D000CN-0157.000)

1. The United States Transportation Command (USTRANSCOM) provides responses to recommendations 1.a, 1.b, and 2 found in subject report.
2. For additional information or assistance, please contact [REDACTED] TCIG, at [REDACTED] or email: [REDACTED] or [REDACTED]

[REDACTED]  
Major General, USAF  
Chief of Staff

- 1 Attachment:  
1. USTRANSCOM Response

cc:  
TCAQ  
TCCC-LA

## USTRANSCOM Comments (cont'd)

### **DODIG DRAFT Report (Project No. D2017-D000CN-0157.000)**

#### **“The Trans-Africa Airlift Support Contract,” Dated, March 23, 2018**

**Recommendation 1.a:** The DoD OIG recommended that the Commander, U.S. Africa Command develop and implement a training program for personnel supporting the acquisition of services to ensure that requirements are reviewed, validated, and approved prior to awarding contracts.

**USTRANSCOM Response:** Not applicable to USTRANSCOM.

**Recommendation 1.b:** The DoD OIG recommended that the Commander, U.S. Africa Command conduct a Services Requirement Review Board for the Trans-Africa Airlift Support Contract and coordinate with U.S. Transportation Command to modify the contract accordingly, or conduct an SRRB for each task order awarded under the Trans-Africa Airlift Support Contract.

**USTRANSCOM Response:** Not Applicable to USTRANSCOM.

**Recommendation 2:** The DoD OIG recommended that the Commander, U.S. Transportation Command, develop formal policies and procedures for planning and executing service acquisitions for external requiring activities.

**USTRANSCOM Response:** Concur. The USTRANSCOM Acquisition Directorate's Policy Division is developing formal procedures to publish. Estimate completion date is 1 October 2018.

## Acronyms and Abbreviations

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<b>AOR</b>	Area of Responsibility
<b>IDIQ</b>	Indefinite-Delivery Indefinite-Quantity
<b>IGCE</b>	Independent Government Cost Estimate
<b>PWS</b>	Performance Work Statement
<b>SOCAFRICA</b>	Special Operations Command–Africa
<b>SRRB</b>	Services Requirement Review Board
<b>TASC</b>	Trans-Africa Airlift Support Contract
<b>USAFRICOM</b>	U.S. Africa Command
<b>USTRANSCOM</b>	U.S. Transportation Command



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