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INSPECTOR GENERAL

U.S. Department of Defense

AUGUST 9, 2018



(U) U.S. Africa Command and U.S. European Command Integration of Operational Contract Support

Classified By: Michael J. Roark, Assistant Inspector General for
Readiness and Global Operations
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INTEGRITY ★ INDEPENDENCE ★ EXCELLENCE

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(U) Results in Brief

*(U) U.S. Africa Command and U.S. European Command
Integration of Operational Contract Support*

August 9, 2018

(U) Objective

(U) We determined whether U.S. Africa Command (USAFRICOM) and U.S. European Command (USEUCOM) adequately integrated operational contract support (OCS) into ongoing operations and operational planning.

(U) Background

(U) According to the Joint Publication 4-10, "Operational Contract Support," OCS is the process of planning for and obtaining supplies, services, and construction from commercial sources in support of combatant commander directed operations. The geographic combatant command is responsible for developing an annex W. The annex W addresses contract support integration in theater campaign plans and contingency plans. Other responsibilities of the geographic combatant command include establishing OCS boards, cells, and working groups. The OCS integration cell's primary purpose is to plan, coordinate, and integrate OCS for the geographic combatant and subordinate commands. The OCS integration cell responsibilities include, but are not limited to, establishing and maintaining an OCS common operational picture, establishing and running an OCS working group, and developing and maintaining OCS policy and other operational guidance.

(U) Findings

- (U) USAFRICOM officials integrated parts of OCS requirements into ongoing operations. Specifically, USAFRICOM officials established an OCS integration cell, working group, and a related board; issued OCS guidance; integrated OCS into joint exercises; and maintained an OCS webpage. However, USAFRICOM officials did not:

(U) Findings (cont'd)

- (S) PER USAFRICOM (b) (1), 1.4(a). PER USEUCOM (b) (1), 1.4(a) [REDACTED]
- (U) ensure all required USAFRICOM personnel were appropriately trained in OCS, and
- (U) track all relevant OCS contract data.

(U) This occurred because USAFRICOM officials did not fully coordinate OCS among its directorates and stakeholders. In addition, USAFRICOM officials did not establish OCS common operational picture requirements and training requirements for all stakeholders.

(U) As a result of OCS coordination and integration weaknesses, USAFRICOM and subordinate commands may not be aware of all available contracts and contractors that are in their area of responsibility to support contingency operations and respond to crises. As demonstrated in recent U.S. contingency operations, the lack of adequate planning and proper contract integration can lead to duplication of contracts among subordinate commands, increased contract cost, and delays in receiving services and supplies for critical mission support.

(U) Since the institution of OCS doctrine, USEUCOM officials took steps to integrate OCS by developing an annex W for USEUCOM Theater Campaign Plan 2015 and contingency plans, establishing the USEUCOM OCS webpage, and incorporating OCS in joint exercises. However, USEUCOM officials did not adequately integrate OCS into ongoing operations and operational planning. Specifically, USEUCOM officials did not:

- (U) establish an OCS integration cell,
- (U) consistently conduct OCS working group and related board meetings,
- (S) PER USAFRICOM (b) (1), 1.4(a). PER USEUCOM (b) (1), 1.4(a) [REDACTED]



(U) Results in Brief

*(U) U.S. Africa Command and U.S. European Command
Integration of Operational Contract Support*

(U) Findings (cont'd)

- (S) ^{PER USAFRICOM (b) (1), 1.4(a), PER USEUCOM (b) (1), 1.4(a)} [redacted] and
- (U) track all relevant contract data.

(U) This occurred because USEUCOM J-4 officials did not adequately involve all USEUCOM directorates and required stakeholders in OCS planning. In addition, USEUCOM officials did not establish the guidance necessary to conduct efficient and effective OCS. USEUCOM officials also stated that they lacked the personnel to properly perform required OCS integration cell tasks.

(S//NF) As a result of OCS integration weaknesses, USEUCOM officials ^{PER USAFRICOM (b) (1), 1.4(a), PER USEUCOM (b) (1), 1.4(g)} [redacted]

(U) We recommend that the Commander, USEUCOM:

- (U) ^{DoD OIG (b) (7)(E)} [redacted] to meet OCS requirements.
- (U) Evaluate all theater support contracting organization options and designate a lead Service to coordinate OCS across the USEUCOM area of responsibility.
- (U) Coordinate with Service components to ^{DoD OIG (b) (7)(E)} [redacted] necessary to support USEUCOM contingency plans.
- (U) Establish OCS-specific guidance to conduct efficient and effective OCS, including training requirements, common operational picture requirements, and working group attendance.
- (U) Conduct a resource analysis to determine the appropriate staffing levels for an OCS integration cell, and take actions to staff the OCS integration cell to perform the various OCS tasks and functions.

(U) We recommend that the Chairman of the Joint Chiefs of Staff:

- (U) Develop procedures to conduct periodic reviews of combatant commands' implementation of the recommendations to ensure that the combatant commands address weaknesses in OCS integration, planning, personnel, and training.

(U) Recommendations

(U) We recommend that the Commander, USAFRICOM:

- (U) ^{DoD OIG (b) (7)(E)} [redacted] into the scheduled June 2018 update of the theater campaign plan.
- (U) Update USAFRICOM Instruction 4800.01A to include critical OCS requirements related to training, common operational picture, and working group attendance.



(U) Results in Brief

*(U) U.S. Africa Command and U.S. European Command
Integration of Operational Contract Support*

(U) Management Comments and Our Response

(U) The USAFRICOM Chief of Staff, responding on behalf of the USAFRICOM Commander, agreed with our findings and recommendations. He stated that USAFRICOM has

~~DoD OIG (b) (7)(E)~~ in the updated theater campaign plan and the USAFRICOM Instruction 48001.A will be updated to make working group attendance mandatory, define mandatory training requirements, define common operational picture data requirements, and incorporate updated joint doctrine.

(U) Therefore, both USAFRICOM recommendations are resolved but remain open. We will close the first recommendation once we verify that the updated theater campaign plan includes ~~DoD OIG (b) (7)(E)~~; the estimated completion date is October 2018. We will close the second recommendation once we verify that USAFRICOM Instruction 4800.01A is updated to include critical OCS requirements related to training, common operational picture, and working group attendance; the estimated completion date is December 31, 2018.

(U) The USEUCOM Director of Logistics, responding on behalf of the USEUCOM Commander, agreed to our findings and recommendations. The Director agreed to coordinate updates ~~DoD OIG (b) (7)(E)~~ to meet OCS requirements. This recommendation is resolved but will remain open. We will close this recommendation once we verify ~~DoD OIG (b) (7)(E)~~ meet OCS requirements.

(U) The Director also agreed to evaluate theater support contracting options. He stated that USEUCOM J4 and Joint Staff conducted workshops and analyses to review contract awards by country and Service component. However, comments from the Director did not fully address the recommendation; therefore, the recommendation is unresolved. We request that the

(U) recommendation is unresolved. We request that the Commander clarify whether USEUCOM will implement a regional approach to Lead Service for Contracting Coordination and provide a projected completion date.

(U) The Director further agreed to continue coordination with the Service components through quarterly OCS working groups. However, comments from the Director did not fully address the recommendation; therefore, the recommendation is unresolved. We request the Commander describe the specific actions USEUCOM will take to ensure that Service components ~~DoD OIG (b) (7)(E)~~ necessary to support USEUCOM Contingency Plans and provide a targeted completion date.

(U) In addition, the Director agreed to develop a USEUCOM OCS Instruction that will provide direction for incorporating OCS capabilities and procedures into planning activities and address working group attendance. This recommendation is resolved but will remain open. We will close this recommendation once we verify that the USEUCOM Instruction includes specific OCS guidance about training requirements, common operational picture requirements, and working group attendance.

(U) Finally, the Director agreed to conduct a manpower assessment to evaluate the appropriate staffing levels for an OCS Integration Cell. This recommendation is resolved but will remain open. We will close this recommendation once we verify that a resource analysis was conducted and that the OCS Integration Cell is staffed according to manpower assessment.

(U) The Chairman of the Joint Chiefs of Staff did not respond to the recommendation in this report. Therefore, the recommendation regarding the development of periodic review procedures is unresolved. We request that the Chairman provide comments on the final report.

(U) Recommendations Table

(U) Management	(U) Recommendations Unresolved	(U) Recommendations Resolved	(U) Recommendations Closed
(U) Chairman of the Joint Chiefs of Staff	B.2	None	None
(U) Commander, U.S. Africa Command	None	A.1a, A.1.b	None
(U) Commander, U.S. European Command	B.1.b, B.1.c	B.1.a, B.1.d, B.1.e	None

Please provide Management Comments by September 10, 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.



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

August 9, 2018

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE, ACQUISITION
AND SUSTAINMENT
CHAIRMAN, JOINT CHIEFS OF STAFF
COMMANDER, U.S. AFRICA COMMAND
COMMANDER, U.S. EUROPEAN COMMAND

SUBJECT: (U) U.S. Africa Command and U.S. European Command Integration of
Operational Contract Support (Report No. DODIG-2018-142)

(U) We are providing this report for your review and comment. We conducted this audit in accordance with generally accepted government auditing standards. The Chairman of the Chiefs of Staff did not respond to the recommendation in the draft report; however, we considered comments from U.S. Africa Command and U.S. European Command when preparing the final report.

(U) DoD Instruction 7650.03 requires that all recommendations be resolved promptly. We did not receive comments from the Chairman of the Joint Chiefs of Staff; therefore, we request comments on Recommendation B.2. Comments from U.S. Africa Command conformed to DoD Instruction 7650.03; therefore, we do not require additional comments. Comments from U.S. European Command partially addressed the recommendations; therefore, we request additional comments on Recommendations B1.b, and B.1.c. We request the Chairman of the Joint Chiefs of Staff and the Commander of U.S. European Command provide comments on their recommendations respectively by September 10, 2018.

(U) We appreciate the cooperation and assistance received during the audit. Please direct questions to Mr. Michael J. Roark at DoD OIG (b) (6)

Michael J. Roark
Assistant Inspector General
Readiness and Global Operations

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(U) Introduction

(U) Objective

(U) We determined whether U.S. Africa Command (USAFRICOM) and U.S. European Command (USEUCOM) adequately integrated operational contract support (OCS) into ongoing operations and operational planning.

(U) Background

(U) U.S. Africa Command and U.S. European Command

(U) USAFRICOM's mission is to disrupt and neutralize transnational threats, protect U.S. personnel and facilities, prevent and mitigate conflict, and build African partner defense capability and capacity to promote regional security, stability, and prosperity. USAFRICOM has six subordinate commands: U.S. Army Africa, U.S. Naval Forces Africa, U.S. Marine Corps Forces Africa, U.S. Air Forces Africa, U.S. Special Operations Command Africa, and Combined Joint Task Force–Horn of Africa. USAFRICOM's area of responsibility (AOR) includes the African continent (with the exception of Egypt) and its surrounding waters.

(U) USEUCOM's mission is to prepare forces, ensure strategic access, deter conflict, enable the North Atlantic Treaty Organization (NATO) Alliance, strengthen partnerships, and counter transnational threats to protect and defend the United States. USEUCOM has five subordinate commands: U.S. Army Europe, U.S. Naval Forces Europe, U.S. Marine Corps Forces Europe, U.S. Air Forces in Europe, and Special Operations Command Europe. USEUCOM's AOR includes all of Europe, large portions of Asia, parts of the Middle East, and the Arctic and Atlantic Oceans.

(U) Operational Contract Support

(U) According to Joint Publication 4-10, OCS is the process of planning for and obtaining supplies, services, and construction from commercial sources in support of combatant commander directed operations.¹ During the recent conflicts in Iraq and Afghanistan, contractor personnel supporting military operations outnumbered U.S. troops, and the costs for these contractors exceeded \$206 billion. The contractors provided supplies and performed a variety of functions, including security, logistical support, weapon and equipment maintenance, intelligence, communications, transportation, construction, engineering, and base support operations. Therefore, planning for OCS is critical to the success of the combatant commander's operations.

¹ (U) Joint Publication 4-10, "Operational Contract Support," July 16, 2014.

(U) When properly planned, OCS can provide commanders with the ability to mitigate potential contract risks, such as fraud, waste, and abuse, and enhance operational flexibility. According to Joint Publication 4-10, OCS consists of three functions: contract support integration, contracting support, and contractor management. Our review focused on USAFRICOM's and USEUCOM's abilities to integrate contract support. Table 1 describes the three functions of OCS.

(U) Table 1. OCS Functions

(U) 1. CONTRACT SUPPORT INTEGRATION	(U) 2. CONTRACTING SUPPORT	(U) 3. CONTRACTOR MANAGEMENT
(U) Coordinating and aligning contract support in designated areas for the joint force. (U) PLAN	(U) Executing contracting authority and coordinating contracting actions in support of joint force operations (U) PROCURE	(U) Overseeing and integrating contractor personnel and associated equipment providing support to the joint force in a designated operational area. (U) MANAGE
<ul style="list-style-type: none"> • (U) Plan and integrate contract support <ul style="list-style-type: none"> ○ (U) Collaborate in boards, centers, cells, and working groups ○ (U) Develop the annex W ○ (U) Develop and maintain an OCS common operational picture ○ (U) Share information 	<ul style="list-style-type: none"> • (U) Plan and organize for contracting support • (U) Coordinate common contracting actions • (U) Translate requirements into contract documents • (U) Develop contracts • (U) Award & administer contracts • (U) Close out contracts 	<ul style="list-style-type: none"> • (U) Plan contractor management • (U) Prepare for contractor deployment • (U) Deploy/redeploy contractors • (U) Manage contracts • (U) Sustain contractors

(U) Source: Joint Publication 4-10, "Operational Contract Support," July 16, 2014; and Joint Chiefs of Staff, "Joint OCS Training and Assessments Guide," March 2016.

(U) OCS Roles and Responsibilities

(U) Deputy Assistant Secretary of Defense for Program Support

(U) The Deputy Assistant Secretary of Defense for Program Support serves as the principal advisor to the Under Secretary of Defense (Acquisition and Sustainment) on all matters pertaining to OCS, contingency program management, OCS policy, support to geographic combatant commands, and efforts to promote military effectiveness, interagency cooperation, efficiency, economy, and standardization. The Deputy Assistant Secretary of Defense for Program Support is responsible for developing and maintaining a comprehensive policy framework and program support governing logistical and support operations, contractor planning, management and execution during combat, and humanitarian and disaster relief operations.

(U) Director of Defense Procurement and Acquisition Policy

(U) The Director of Defense Procurement and Acquisition Policy serves as the principal advisor to the Under Secretary of Defense (Acquisition and Sustainment) on all matters pertaining to pricing, contracting (including contingency contracting), e-Business and procurement policy. The Defense Procurement and Acquisition Policy office executes policy through the timely update of the Defense Federal Acquisition Regulation Supplement and procedures, guidance, and information. The Defense Procurement and Acquisition Policy officials enable effective and efficient contracting in support of deployed forces, contingencies, humanitarian or peacekeeping operations, and disaster relief.

(U) Chairman of the Joint Chiefs of Staff

(U) The Chairman of the Joint Chiefs of Staff (CJCS) has specific responsibilities in strategic direction, campaign and contingency planning, joint doctrine, and joint education and training. The Joint Staff provides policy and guidance and oversees joint logistics and OCS matters. In addition, the Joint Staff provides OCS training through the Joint OCS Planning and Execution Course.

(U) Defense Logistics Agency

(U) The Defense Logistics Agency (DLA) is the combat support agency responsible for providing worldwide logistics support to the combatant commands. The DLA plays a major role in planning, executing, and integrating OCS. Personnel from the DLA Joint Contingency Acquisition Support Office support the combatant commands in OCS planning and integrating efforts.

(U) Geographic Combatant Commands

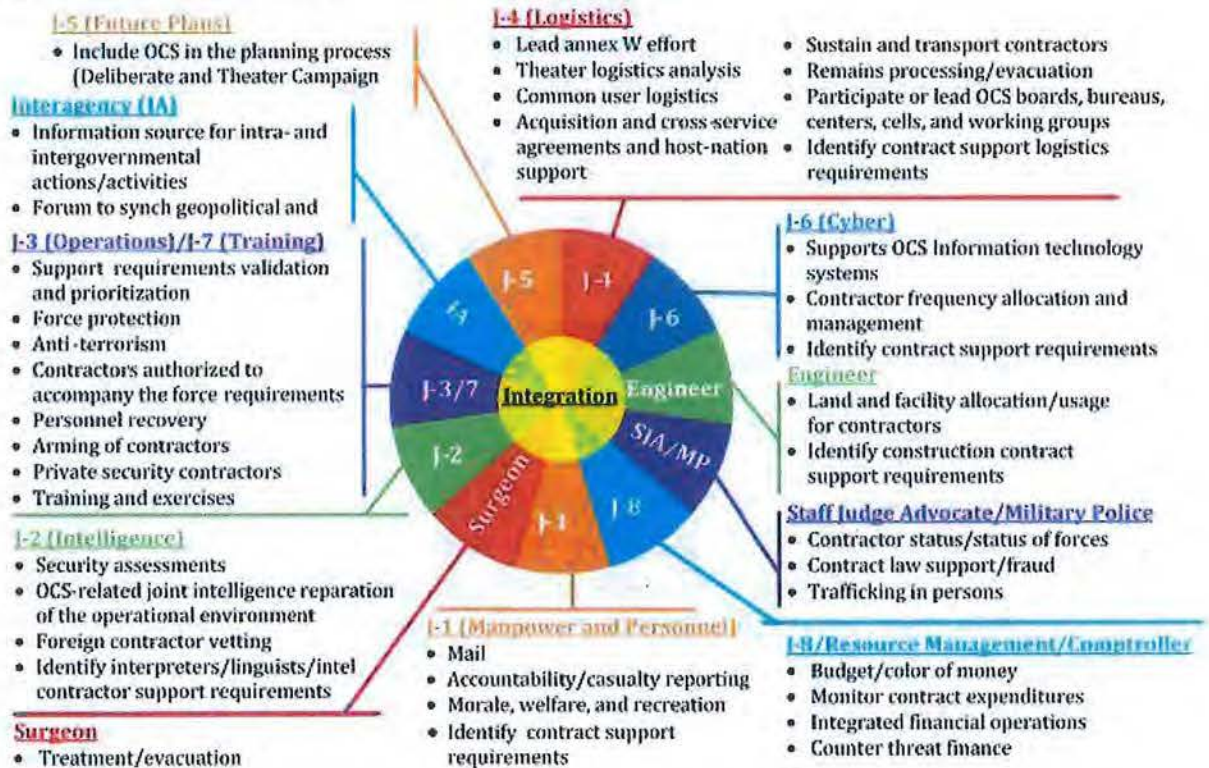
(U) Geographic combatant commands are responsible for planning and leading OCS integration activities. Geographic combatant commands work closely with the appropriate subordinate commands, functional combatant commands, theater special operations commands, Service components, and combat support agencies to determine OCS requirements. Geographic combatant command OCS responsibilities include, but are not limited to:

- (U) developing an annex W (the OCS annex) for contingency and theater campaign plans;
- (U) developing, publishing, and enforcing OCS related regulations, instructions, and directives;
- (U) directing and establishing OCS boards, cells, and working groups; and integrating OCS into joint and geographic combatant command directed exercises;
- (U) maintaining an unclassified OCS webpage that contains current mission-specific guidance and information for OCS contracting officials;
- (U) determining, establishing, and modifying the contractor management plan to support each phase of the operation; and
- (U) determining OCS education and training requirements.²

(U) The geographic combatant command's Logistics Directorate (J-4) leads OCS activities. However, OCS is a team effort, and all personnel across the directorates are responsible for planning and coordinating OCS. The figure illustrates responsibilities for OCS in the various directorates.

² (U) Exercises are scripted training events with realistic scenarios that reinforce operations, actions, and activities.

(U) Figure. OCS Responsibilities



(U) Source: CJCS Manual 4301.01, "Planning Operational Contract Support," June 30, 2017.

(U) Operational Contract Support Integration Cell

(U) Joint Publication 4-10 states that the geographic combatant command OCS integration cell's primary purpose is to plan, coordinate, and integrate OCS for the geographic combatant commands and subordinate commands. The OCS integration cell serves as the primary collector and consolidator of OCS-related information.

(U) The OCS integration cell normally includes two Joint Contingency Acquisition Support Office planners and permanent combatant command staff. OCS planners in the OCS integration cell are responsible for leading and integrating all geographic combatant command-level OCS planning actions. The Joint Contingency Acquisition Support Office planners analyze the operational environment, develop specific OCS-related courses of action, and coordinate these courses of action and other OCS planning matters with personnel involved in the OCS planning efforts. OCS integration cell responsibilities include, but are not limited to, establishing and maintaining an OCS common operational picture, establishing and running an OCS working group, and developing and maintaining OCS policy and other operational guidance.³

³ (U) The OCS common operational picture is a consolidation of data from multiple authoritative sources into a single platform. It provides commanders with information to make informed decisions related to contracted support. It is also used to track contract visibility, spending data, deployed contractor personnel data, and awarded procurement data from multiple authoritative sources.

(U) Service Components

(U) The Service components, along with their associated Service component contracting organizations, plan and execute OCS in support of their respective geographic combatant command. Service components may be designated as the Lead Service for Contracting Coordination and, as such, would be responsible for coordinating contracting actions for a particular geographic region.

(U) Theater Campaign and Contingency Plans

(U) Planning is documented in campaign and contingency plans. Theater campaign plans are the combatant commands' 2- to 5-year strategic plans. Campaign plans focus on the commands' steady-state activities, which include ongoing operations, military engagements, security cooperation, and other normal and routine military activities. Campaign plans provide the vehicle for achieving strategic and military objectives.

(U) Contingency plans are developed in anticipation of a potential crisis. Contingency plans address potential threats that warrant military actions to avoid or mitigate the effects of a major disaster. Contingency plans have four levels of planning detail, with an associated planning product for each level:

- (U) level 1–commander's estimate
- (U) level 2–base plan
- (U) level 3–concept plan
- (U) level 3T–concept plan with time-phased force and deployment data
- (U) level 4–operation plan⁴

(U) According to CJCS guidance, the annex W addresses contract support integration in theater campaign plans, 3T concept plans, and operation plans.⁵ We reviewed the theater campaign plans, 3T concept plans, and operation plans because they require an OCS annex W. CJCS Manual 3130.03 provides the required format and content for annex W.⁶ The plans in Table 2 are the USAFRICOM and USEUCOM theater campaign plans, 3T concept plans, and operation plans.⁷

⁴ (U) Time-phased force and deployment data is non-unit-related cargo and personnel data and movement data for the operation plan or operation order or ongoing rotation of forces.

⁵ (U) CJCS Instruction 3110.03E, "Logistics Supplement for the 2015 Joint Strategic Capabilities Plan," January 27, 2017.

⁶ (U//~~FOUO~~) CJCS Manual 3130.03, "Adaptive Planning and Execution Planning Formats and Guidance," October 18, 2012.

⁷ (U) Throughout the remainder of the report, the operation plans and 3T concept plans are referred to only by the first four digits of the plan number.

Table 2. USAFRICOM and USEUCOM Plans Requiring an Annex W

SECRET			
(U) Combatant Command	(U) Level of Plan	(U) Plan Number	(U) Plan Title
(U) USAFRICOM	(U) Theater Campaign Plan	(U) Not applicable	(U) USAFRICOM Theater Campaign Plan 2000-16
(U) USEUCOM	(U) Theater Campaign Plan	(U) Not applicable	(U) USEUCOM Theater Campaign Plan 2015
(U) USEUCOM	(U) Operation Plan	SECRET PER USAFRICOM (b) (1), 1-4(a). PER USEUCOM (b) (1), 1-4(a)	
(U) USEUCOM	(U) Operation Plan		
(U) USEUCOM	(U) 3T Concept Plan		
(U) USEUCOM	(U) 3T Concept Plan		
(U) USEUCOM	(U) 3T Concept Plan		
(U) USEUCOM	(U) 3T Concept Plan		

(U) Source: DoD OIG generated table using USAFRICOM and USEUCOM Contingency Plans.

(U) Review of Internal Controls

(U) DoD Instruction 5010.40 requires DoD organizations to implement a comprehensive system of internal controls that provides a reasonable assurance that programs are operating as intended and to evaluate the effectiveness of the controls.⁸ We identified internal control weaknesses related to USAFRICOM and USEUCOM’s integration of OCS. Current OCS integration efforts in USAFRICOM and USEUCOM resulted in incomplete theater campaign plans and contingency plans and the commands’ inability to track all relevant contract data within the OCS common operational picture. We will provide a copy of the report to the USAFRICOM and USEUCOM officials responsible for internal controls.

⁸ (U) DoD Instruction 5010.40 “Managers’ Internal Control Program Procedures,” May 30, 2013.

(U) Finding A

(U) USAFRICOM Integrated Parts of OCS Into Ongoing Operations, But Other Work is Needed

(U) USAFRICOM officials integrated parts of OCS requirements into ongoing operations. Specifically, USAFRICOM officials established an OCS integration cell, working group and a related board; issued OCS guidance; integrated OCS into joint exercises; and maintained an OCS webpage. However, USAFRICOM officials did not:

- (S) PER USAFRICOM (b) (1), 1-4(a) [REDACTED]
- (U) ensure all required USAFRICOM personnel were appropriately trained in OCS, and
- (U) track all relevant contract data within the OCS common operational picture.

(U) This occurred because USAFRICOM officials did not fully coordinate OCS among its directorates and stakeholders. In addition, USAFRICOM officials did not establish OCS common operational picture requirements and training requirements for all stakeholders.

(U) As a result of OCS coordination and integration weaknesses, USAFRICOM and subordinate commands may not be aware of all available contracts and contractors that are in their AOR to support contingency operations and respond to crises. As demonstrated in recent U.S. contingency operations, the lack of adequate planning and proper contract integration can lead to duplication of contracts amongst subordinate commands, increased contract costs, and delays in receiving services and supplies for critical mission support.

(U) USAFRICOM Established an OCS Integration Framework

(U) USAFRICOM integrated parts of OCS requirements into ongoing operations by establishing an OCS framework. Specifically, USAFRICOM officials:

- (U) established an OCS integration cell,
- (U) established an OCS working group and a related board,
- (U) issued OCS guidance,
- (U) integrated OCS into joint exercises, and
- (U) maintained an OCS webpage.

(U) USAFRICOM Established an OCS Integration Cell to Perform OCS Integration

(U) USAFRICOM J-4 officials established an OCS integration cell that performs contract support integration functions. According to Joint Publication 4-10, the OCS integration cell is a required, permanent, full-time cell at the geographic combatant command level and is the primary point of contact for integration on all OCS matters. USAFRICOM J-4 officials established an OCS integration cell that includes an OCS Chief, two procurement analysts, and two Joint Contingency Acquisition Support Office planners. Common tasks that the USAFRICOM OCS integration cell performed include establishing and running a working group, participating in an OCS-related board, developing OCS policy and other operational guidance documents, planning and integrating OCS into joint exercises, and maintaining and updating OCS website information.

(U) USAFRICOM Established an OCS Working Group and OCS-Related Board to Address OCS Integration Efforts

(U) USAFRICOM officials established an OCS working group. Specifically, the USAFRICOM OCS integration cell conducted working group meetings that addressed integration efforts. The USAFRICOM working group discussed topics such as contract statement of requirements, the annex W for a concept plan, and contractor accountability.

(U) In addition, USAFRICOM officials held joint logistics board meetings.⁹ With respect to OCS, the joint logistics board focuses on complex AOR-wide issues, such as theater contractor management policies, OCS support structure, multinational and interagency support issues, and OCS policies that require interaction with other combatant commands, Joint Staff, and the DoD. From May 2016 through October 2017, USAFRICOM officials participated in joint logistics board meetings. The joint logistics board members discussed the designation of a Lead Service for Contracting Coordination for the USAFRICOM joint operations area and integrating OCS into joint exercises.

(U) USAFRICOM Issued OCS Guidance

(U) USAFRICOM officials developed and issued OCS guidance in USAFRICOM instructions, orders, and charters. Specifically, USAFRICOM Instruction 4800.01A, "Operational Contract Support," May 1, 2012, established guidance and responsibilities for DoD personnel in its AOR. USAFRICOM officials also developed a tasking order designating a Lead Service for Contracting Coordination and charters for the OCS working group and the Lead Service for Contracting Coordination joint contracting support board. USAFRICOM tasking order, "Designation of USAFRICOM Lead Service for Contracting Coordination," May 2014, designated U.S. Army Africa as the Lead Service for Contracting Coordination for the AOR. In addition, the USAFRICOM OCS working group charter established the OCS working group and specified its purpose, meeting frequency, chairperson, office of primary responsibility, secretariat, and membership. The charter for the Lead Service for Contracting Coordination joint contracting support board established the joint contracting support board as the primary group to coordinate and de-conflict contracting actions within USAFRICOM's AOR.

(U) USAFRICOM Included OCS as a Key Element of a Joint Exercise

(U) USAFRICOM officials planned and integrated OCS into joint exercise Judicious Response 2017, a USAFRICOM command post exercise designed to demonstrate multi-combatant command coordination and assess USAFRICOM's command and control capabilities during crisis operations.

(U) USAFRICOM officials planned and integrated OCS into joint exercise Judicious Response 2017, a USAFRICOM command post exercise designed to demonstrate multi-combatant command coordination.

⁹ (U) According to the USAFRICOM OCS integration cell chief, the joint logistics board was used to meet the requirements of the combatant commander logistics procurement support board, a geographic combatant command board established to coordinate OCS and related logistics efforts.

(U) Joint Publication 4-10 states that the geographic combatant command is responsible for integrating OCS into joint and geographic combatant command-directed exercises. Joint Contingency Acquisition Support Office planners within the USAFRICOM OCS integration cell designed Judicious Response 2017 to include the following 10 OCS training objectives:

- (U) operate an OCS integration cell;
- (U) conduct OCS crisis action planning;
- (U) establish OCS boards, bureaus, centers, cells, and working groups;
- (U) conduct OCS analyses of the operational environment;
- (U) apply OCS policies, doctrine, authorities, tactics, techniques, procedures, and instructions;
- (U) coordinate OCS with the Lead Service for Contracting Coordination or Lead Service for Contracting;
- (U) perform OCS knowledge management (includes OCS common operational picture and standard operating procedures);
- (U) perform contractor management;
- (U) manage critical contract risks; and
- (U) perform foreign vendor vetting.

(U) The USAFRICOM Commander approved Judicious Response 2017 with planning and integrating OCS at the strategic theater and operational levels of war as the top exercise training objective. According to USAFRICOM officials, the exercise resulted in the participants meeting the 10 training objectives, and participants stated that the exercise advanced the understanding and application of OCS during crisis operations.

(U) USAFRICOM Developed an OCS Webpage to Share Information

~~(S//NF)~~ PER USAFRICOM (b) (1), 1.3(a)
[Redacted text block]

(U) USAFRICOM Could Improve OCS Integration

(S) Although USAFRICOM integrated parts of OCS into ongoing operations, USAFRICOM can improve its integration efforts. Specifically, USAFRICOM ^{PER USAFRICOM (b) (1), 1.4(a)} [REDACTED] ensure all required USAFRICOM personnel were appropriately trained in OCS, and track all relevant contract data within the OCS common operational picture.

(U) USAFRICOM's Theater Campaign Plan Did Not Fully Address OCS

(S) ^{PER USAFRICOM (b) (1), 1.4(a)} [REDACTED]

(U) USAFRICOM OCS Personnel Were Not Trained

(U) USAFRICOM officials did not ensure that all required USAFRICOM personnel were appropriately trained to accomplish their OCS planning responsibilities. According to the USAFRICOM OCS working group charter, USAFRICOM requires primary and secondary representatives of the OCS working group to attend the Joint OCS Planning and Execution Course. However, not all primary and secondary representatives attended the required course. Specifically, 12 of the 14 designated stakeholders across all USAFRICOM directorates did not attend the Joint OCS Planning and Execution Course, as required. The USAFRICOM OCS integration cell chief stated that he tried to get all required personnel into the Joint OCS Planning and Execution Course biannually and all newcomers trained in OCS, but the existing schedule did not allow it. The Joint OCS Planning and Execution Course includes a basic

(U) Not all primary and secondary representatives attended the required course. Specifically, 12 of the 14 designated stakeholders across all USAFRICOM directorates did not attend the Joint OCS Planning and Execution Course, as required.

(U) overview of OCS functions, such as the OCS integration cell; theater support contract support command and control/coordination options; the roles and responsibilities of the boards, bureaus, centers, cells, and working groups; and how OCS is integrated into joint training and exercises.

(U) USAFRICOM Did Not Have a Complete OCS Common Operational Picture

(U) USAFRICOM did not track all relevant contract data within USAFRICOM's OCS common operational picture. The OCS common operational picture tracks contract visibility, spending data, deployed contractor personnel data, and awarded procurement data from multiple authoritative sources. Although USAFRICOM developed an OCS common operational picture, the common operational picture did not include contract and spending data across the AOR. USAFRICOM relies on U.S. Army Africa as the Lead Service for Contracting Coordination to coordinate contracting actions through the joint contingency support board. The USAFRICOM OCS integration cell takes contract-related information from the Lead Service for Contracting Coordination to populate the USAFRICOM OCS common operational picture. However, not all OCS stakeholders participated in the joint contracting support board or provided critical contract-related information to the Lead Service for Contracting Coordination.

(U) USAFRICOM Did Not Effectively Coordinate with OCS Stakeholders

(U) ^{DODIG (b) (7)(E)}, stakeholder training, and OCS common operational picture issues occurred because USAFRICOM officials did not adequately coordinate OCS among its directorates and OCS stakeholders. According to Joint Publication 4-10, geographic combatant commands must integrate OCS in their planning actions and direct Service components and supporting organizations to participate in the OCS planning process. However, USAFRICOM did not ensure that the directorates or subordinate commands effectively participated in OCS-related matters.

(S//NF) Through the Defense Readiness Reporting System, USAFRICOM identified

PER USAFRICOM (b) (1), 1.4(a)
[Redacted]

(S//NF) PER USAFRICOM (b) (1), 1.4(a)
[Redacted]

The USAFRICOM Commander should update USAFRICOM Instruction 4800.01A to include mandatory OCS working group attendance for USAFRICOM directorates and other major OCS stakeholders.

(U) In addition, USAFRICOM officials did not establish OCS common operational picture and training requirements for all OCS stakeholders within established guidance. The JCS Joint OCS Training and Assessments Guide recommends determining the minimum data elements of a common operational picture. However, USAFRICOM did not establish OCS common operational picture minimum data elements in USAFRICOM Instruction 4800.01A or in any other guidance. According to CJCS Manual 4301.01, combatant commands determine OCS education and training requirements for personnel on the combatant command staff and its Service components and joint task forces. However, USAFRICOM did not establish OCS education and training requirements in USAFRICOM Instruction 4800.01A. Although the USAFRICOM OCS working group charter established a Joint OCS Planning and Execution Course requirement for primary and secondary USAFRICOM personnel, it did not establish subordinate commands' OCS training requirements. During our site visit, USAFRICOM personnel acknowledged the need to update USAFRICOM Instruction 4800.01A. The USAFRICOM Commander should update USAFRICOM Instruction 4800.01A to include minimum common operational picture data elements and OCS training requirements.

(U) OCS Integration Weaknesses Could Result in Additional Cost and Delays in Critical Mission Support

(U) As a result of OCS coordination and integration weaknesses, USAFRICOM and subordinate commands may not be aware of all available contracts and contractors that are in their AOR to support contingency operations and respond to crises. The DoD relies on contractors to support U.S. defense objectives. Contractors have represented

¹⁰ (U) Defense Readiness Reporting System is a capabilities-based application that provides readiness reporting by merging previously unrelated data into a single integrated authoritative source.

(U) more than half of the U.S. presence in contingency operations, employing more than a quarter million people, and, at times outnumbering troops in the field. According to the Wartime Commission on Contracting in Iraq and Afghanistan, as of 2011, at least \$31 billion dollars were lost to contract fraud and waste during U.S. contingency operations in Iraq and Afghanistan, partly due to the lack of proper contract planning. DoD officials established OCS planning and integration as a strategy to mitigate fraud and waste prior to a contingency. OCS planning and integration can help USAFRICOM officials identify duplication of contracts among subordinate commands, avoid increased contract cost, and reduce delays in receiving services and supplies for critical mission support before a contingency operation is initiated.

(U) Recommendations, Management Comments, and Our Response

(U) Recommendation A.1.

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

- a. **(U)** DoD OIG (b) (7)(E) **in the scheduled June 2018 update of the theater campaign plan.**

(U) USAFRICOM Comments

(U) The USAFRICOM Chief of Staff, responding on behalf of the USAFRICOM Commander, agreed with the recommendation, stating that USAFRICOM DoD OIG (b) (7)(E) in the U.S. Africa Command Theater Campaign Plan, which is scheduled to be published October 2018.

(U) Our Response

(U) Comments from the Chief of Staff addressed all specifics of the recommendation, and no further comments are required. Therefore, the recommendation is resolved but will remain open. We will close Recommendation A.1.a once we verify that the updated Theater Campaign Plan DoD OIG (b) (7)(E).

- b. **(U) Update U.S. Africa Command Instruction 4800.01A to include critical operational contract support requirements related to training, common operational picture, and working group attendance.**

(U) USAFRICOM Comments

(U) The USAFRICOM Chief of Staff, responding on behalf of the USAFRICOM Commander, agreed with the recommendation, stating that USAFRICOM will update Instruction 4800.01A to make working group attendance mandatory, define mandatory training requirements, define common operational picture data requirements, and incorporate updated joint doctrine, with an anticipated completion date of December 31, 2018.

(U) Our Response

(U) Comments from the Chief of Staff addressed all specifics of the recommendation, and no further comments are required. Therefore, the recommendation is resolved but will remain open. We will close Recommendation A.1.b once we verify that USAFRICOM Instruction 4800.01A includes critical OCS requirements, such as defining training and common operational picture requirements, and working group attendance.

(U) Finding B

(U) USEUCOM Did Not Adequately Integrate OCS Into Ongoing Operations and Operational Planning

(U) USEUCOM officials took steps to integrate OCS, such as developing an annex W for USEUCOM Theater Campaign Plan 2015 and contingency plans, developing the USEUCOM OCS webpage, and incorporating OCS into joint exercises. However, USEUCOM officials did not adequately integrate OCS into ongoing operations and operational planning. Specifically, USEUCOM officials did not:

- (U) establish an OCS integration cell,
- (U) consistently conduct OCS working group and related board meetings,
- (S) ~~PER USEUCOM (b) (1), 1.4(a)~~
- (S) ~~PER USEUCOM (b) (1), 1.4(a)~~ and
- (U) track all relevant contract data within the OCS common operational picture.

(U) This occurred because USEUCOM J-4 officials did not adequately involve all USEUCOM directorates and required stakeholders in OCS planning. In addition, USEUCOM officials did not establish the guidance necessary to conduct efficient and effective OCS. Lastly, USEUCOM officials stated that they lacked the personnel to properly perform required OCS integration cell tasks.

~~(S//NF)~~ As a result of OCS integration weaknesses, USEUCOM officials ~~_____~~

~~PER USEUCOM (b) (1), 1.4(a), 1.4(g)~~
~~_____~~
~~_____~~
~~_____~~
~~_____~~
~~_____~~
~~_____~~
~~_____~~

(U) USEUCOM Took Steps to Integrate OCS

(U) USEUCOM officials took steps to integrate OCS. Specifically, USEUCOM officials developed an annex W for USEUCOM Theater Campaign Plan 2015 and the contingency plans, developed a USEUCOM OCS webpage, and incorporated OCS into joint exercises.

(U) USEUCOM Developed Annex W's for the Theater Campaign Plan and Certain Contingency Plans

(U) USEUCOM J-4 officials developed an annex W for its theater campaign plan and contingency plans. According to CJCS Instruction 3110.03E, an annex W is required for all theater campaign plans, operation plans, and specific concept plans. USEUCOM developed an annex W for the USEUCOM Theater Campaign Plan 2015 that provided general information on how OCS will be conducted to meet operational requirements in the USEUCOM AOR. As required, USEUCOM OCS personnel also developed an annex W for Operation Plan 4020, Operation Plan 4315, and Concept Plan 4211a.

(U) USEUCOM developed an annex W for the USEUCOM Theater Campaign Plan 2015 that provided general information on how OCS will be conducted to meet operational requirements in the USEUCOM AOR.

(U) USEUCOM Developed an OCS Webpage to Share Information

(S) USEUCOM developed an OCS webpage. According to Joint Publication 4-10, the geographic combatant command's OCS integration cell is required to maintain and update the combatant command OCS website. PER USEUCOM (b) (1), 1-3(a)

[REDACTED]

(U) USEUCOM Included OCS in Joint Exercises

(S) USEUCOM incorporated OCS into joint exercises. According to Joint Publication 4-10, geographic combatant command OCS responsibilities include integrating OCS into joint and geographic combatant command-directed exercises.

¹¹ (U) The Synchronized Pre-deployment and Operational Tracker is a suite of applications that provides the capability to maintain accountability and report status for deployed personnel across the military, civilian, and contractor communities.



(U) USEUCOM Faces Challenges in Integrating OCS

(S) USEUCOM did not establish an OCS integration cell, consistently conduct OCS working group and related board meetings, PER USEUCOM (b) (1), 1-4(a); 1-4(g), and track all relevant contract data within the OCS common operational picture.

(U) USEUCOM Did Not Establish an OCS Integration Cell

(U) USEUCOM J-4 officials did not establish an OCS integration cell. According to Joint Publication 4-10, the OCS integration cell is a permanent, full-time cell at the combatant command level whose primary purpose is to plan, coordinate, and integrate OCS actions across the combatant command, the subordinate commands, and lead theater support contracting activity in the operational area. The USEUCOM Joint Logistics Plans Officer stated that USEUCOM does not have an OCS integration cell because USEUCOM lacks the manpower. Specifically, USEUCOM OCS personnel consisted of two Joint Contingency Acquisition Support Office planners and an OCS chief. According to the USEUCOM Joint Logistics Plans Officer, USEUCOM does not have the operational knowledge or experience to stand up an OCS integration cell.

(U) USEUCOM Did Not Effectively Use an OCS Working Group and Board to Address OCS Integration Efforts

(U) USEUCOM officials did not consistently conduct OCS working group meetings to address OCS matters. According to Joint Publication 4-10, the OCS working group is a temporary mechanism used by the geographic combatant command to plan and coordinate OCS matters across the staff. The OCS working group is developed to work specific OCS-related planning and execution issues. According to the USEUCOM OCS chief, USEUCOM attempted to hold OCS working group meetings quarterly, but acknowledged that meetings may not have regularly occurred due to staffing. USEUCOM subordinate command personnel also stated that USEUCOM did not consistently hold OCS working group meetings.

(U) In addition, USEUCOM did not consistently conduct OCS-related board meetings to address OCS matters. According to Joint Publication 4-10, the commander logistics procurement support board is used to ensure that OCS actions are properly synchronized across the USEUCOM AOR. The commander logistics procurement support board is a permanent combatant command-level board, functioning in steady-state as well as contingencies to coordinate OCS and logistics efforts across the USEUCOM AOR. According to the USEUCOM Joint Logistics Plans Officer, USEUCOM used the joint logistics board in place of the combatant commander logistics procurement support board to discuss pertinent OCS matters. USEUCOM OCS personnel could not provide supporting documentation to show that joint logistics board meetings consistently occurred. Specifically, USEUCOM only provided support for one meeting that was held between FY 2016 and mid-FY 2018.

~~(S)~~ USEUCOM PER USEUCOM (b) (1), 1.4(a), 1.4(g) [Redacted]

~~(S)~~ PER USEUCOM (b) (1), 1.4(a), 1.4(g) [Redacted]

(U) USEUCOM Excluded Required Details From DoD OIG (b) (7)(E) [Redacted]

~~(S)~~ USEUCOM officials PER USEUCOM (b) (1), 1.4(a), 1.4(g) [Redacted]

[Redacted]

~~(S)~~ USEUCOM officials PER USEUCOM (b) (1), 1.4(a), 1.4(g) [Redacted]

- (U) DoD OIG (b) (7)(E) [Redacted]

- (U) DoD OIG: (b) (7)(E) [Redacted]

- (U) DoD OIG: (b) (7)(E) [Redacted]

(U) Table 3 identifies the USEUCOM concept plan and operation plans we reviewed and DoD OIG: (b) (7)(E) [Redacted]

(U) Table 3. DoD OIG: (b) (7)(E) [Redacted] for USEUCOM Concept Plan and Operations Plans

PER USEUCOM: (b) (1), 1-4(a)

[Redacted]

(SECRET)

(U) Source: DoD OIG.

(S) PER USEUCOM: (b) (1), 1-4(a)

[Redacted]

- (S) PER USEUCOM: (b) (1), 1-4(a) [Redacted]

(U) USEUCOM Did Not Have a Complete OCS Common Operational Picture

(U) USEUCOM did not track all relevant contract data within the OCS common operational picture. The USEUCOM common operational picture included OCS points of contact. However, it did not include contract capabilities, contract information, or any information from Service components and contracting activities. According to Joint Publication 4-10, an OCS common operational picture tracks contract visibility and spending data. It should also identify deployed contractor personnel data and contracts awarded. The USEUCOM Joint Logistics Plans Officer stated that USEUCOM does not have the manpower to fully develop the common operational picture. The USEUCOM Joint Logistics Plans Officer also stated that USEUCOM needs to obtain information from the Service components to fully develop the common operational picture and identify all contracted capabilities. However, USEUCOM does not have the manpower to accomplish the task.

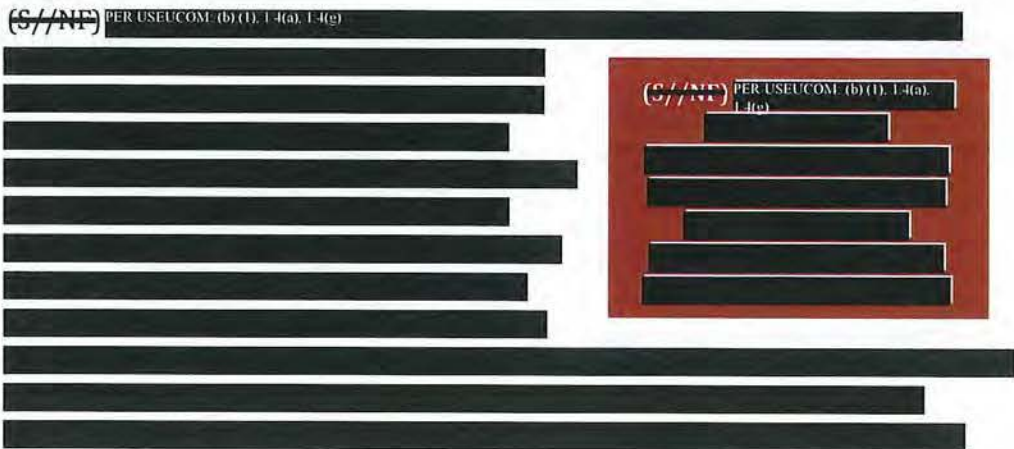
(U) USEUCOM Did Not Coordinate or Establish Comprehensive OCS Guidance

(S) PER USEUCOM (b) (1), 1.4(a), 1.4(g)

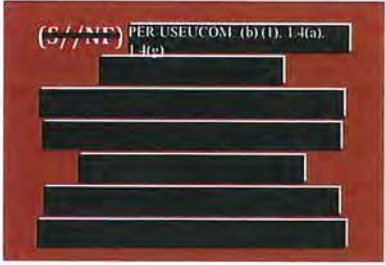


(U) USEUCOM Did Not Effectively Coordinate with OCS Stakeholders

(S//NF) PER USEUCOM (b) (1), 1.4(a), 1.4(g)



(S//NF) PER USEUCOM (b) (1), 1.4(a), 1.4(g)



~~(S//NF)~~ PER USEUCOM (b) (1), 1.4(a), 1.4(g)

(U) Although not required to, USEUCOM officials did not designate a Lead Service for Contracting Coordination to coordinate contracting actions within the USEUCOM AOR. A Lead Service for Contracting Coordination could enhance the OCS integration and coordination efforts. According to Joint Publication 4-10, a Lead Service for Contracting Coordination is responsible for coordinating common contract support through a joint contracting support board. USEUCOM did not designate a Lead Service for Contracting Coordination to establish a joint contracting support board and coordinate common contracting actions among Service components and DoD contracting activities. Other activities for the Lead Service for Contracting Coordination include developing and publishing theater contracting guidance and ensuring effective and efficient use of local commercial vendors. The USEUCOM Commander should evaluate all theater support contracting organization options and designate a lead Service to coordinate OCS across the AOR.

~~(S)~~ PER USEUCOM (b) (1), 1.4(a), 1.4(g)

The USEUCOM Commander should coordinate with the Service components to ~~PER USEUCOM (b) (1), 1.4(a), 1.4(g)~~ necessary to support USEUCOM contingency plans.

(U) USEUCOM Did Not Establish Comprehensive OCS Guidance

(U) USEUCOM did not establish comprehensive OCS guidance necessary to conduct efficient and effective OCS. According to Joint Publication 4-10, OCS personnel must develop and maintain OCS policy and other operational guidance documents. OCS policy and other operational guidance is required to establish OCS stakeholder training and define common operational picture requirements. According to the CJCS Manual 4301.01, combatant commands must determine OCS training requirements for personnel on the combatant command staff, their Service components, and joint task forces. In addition, the JCS Joint OCS Training and Assessments Guide recommends determining the minimum data elements of a common operational picture. However, USEUCOM did not establish OCS common operational picture minimum data elements. In addition, geographic combatant commands must direct Service components and supporting organizations to participate in the OCS planning process, which could occur through the OCS working group. USEUCOM OCS officials could not provide documentation to show that they consistently conducted or attended OCS working

(U) group meetings. The USEUCOM Commander should establish OCS-specific guidance to conduct efficient and effective OCS, including OCS training and common operational picture requirements and working group attendance.

(U) USEUCOM OCS Officials May Lack Assigned Personnel to Effectively Implement OCS

(U) USEUCOM OCS officials stated that they lacked the resources to properly maintain an OCS integration cell or perform required OCS tasks. According to Joint Publication 4-10, there should be an OCS integration cell at the geographic combatant command level. In addition, USEUCOM officials provided a copy of a 2017 RAND Corporation study sponsored by the Office of Under Secretary of Defense (Personnel and Readiness) and the Joint Staff J-4. The study recommended that the OCS planning and integration workforce should include a manager, planner, analyst, trainer, Knowledge Management specialist, and policy development specialist.¹² However, USEUCOM only had three personnel to perform OCS tasks. Currently, USEUCOM has one USEUCOM full-time staff member (OCS Chief) and two Joint Contingency Acquisition Support Office planners to perform OCS tasks. In addition, the OSC Chief stated that the two Joint Contingency Acquisition Support Office planners were not solely dedicated to USEUCOM's J-4 mission. According to the OCS chief, a lack of manpower dedicated to OCS made it challenging to complete OCS tasks. The OCS chief also stated that additional OCS personnel are required to implement the OCS program successfully. The USEUCOM Commander should conduct a resource analysis to determine the appropriate staffing levels for an OCS integration cell and take actions to staff the OCS integration cell to perform the various OCS tasks and functions.

(U) OCS Planning and Integration Needed to Fully Support Contingency Plans

(S//NF) PER USEUCOM: (b) (1), 1.4(a), 1.4(g)
[Redacted text block]

¹² (U) RAND Corporation: "Human Capital Needs for the Department of Defense Operational Contract Support Planning and Integration Workforce," 2017.

~~(S//NF)~~ PER USEUCOM: (b) (1), 1.4(a), 1.4(e) [Redacted]
[Redacted]
[Redacted]
[Redacted]
[Redacted]
[Redacted]
[Redacted]

(U) Recommendations, Management Comments, and Our Response

(U) Recommendation B.1

(U) We recommend that the Commander, U.S. European Command:

- a. DoD OIG: (b) (7)(E) [Redacted] **to meet operational contract support requirements.**

(U) USEUCOM Comments

(U) The USEUCOM Director of Logistics, responding for the USEUCOM Commander, agreed with the recommendation. Specifically, the Director stated that USEUCOM will continue its ongoing efforts with USEUCOM J-5 plans and operations personnel to coordinate DoD OIG: (b) (7)(E) [Redacted] [Redacted] to meet OCS requirements.

(U) Our Response

(U) Comments from the Director addressed all specifics of the recommendation, and no further comments are required. Therefore, the recommendation is resolved but will remain open. We will close Recommendation B.1.a once we verify DoD OIG: (b) (7)(E) [Redacted] [Redacted] meet OCS requirements.

- b. **Evaluate all theater support contracting organization options and designate a lead Service to coordinate operational contract support across the area of responsibility.**

(U) USEUCOM Comments

(U) The USEUCOM Director of Logistics, responding for the USEUCOM Commander, agreed with the recommendation. The Director stated that the USEUCOM J-4 and Joint Staff J-4 conducted a 5-day workshop in March 2018, involving all components. The workshop covered a Lead Service for Contracting Coordination steady state designation. In addition, the workshop covered a regional approach to Lead Service for Contracting Coordination due to the large size of USEUCOM AOR. In addition, USEUCOM J-4 OCS personnel conducted analyses showing contract awards by country and by Service component to establish appropriate borders based on respective contracting activity.

(U) Our Response

(U) Comments from the Director partially addressed the recommendation; therefore, the recommendation is unresolved. We agree that USEUCOM J4, Joint Staff, and Service Components should discuss Lead Service for Contracting Coordination steady state designation. However, the Director did not address USEUCOM's plans to designate a lead Service to coordinate OCS. We request that the Commander clarify whether USEUCOM will implement a regional approach to Lead Service for Contracting Coordination to coordinate OCS and provide a date when these actions will be completed.

- c. **Coordinate with the Service components to DoD OIG (b) (7)(E) necessary to support U.S. European Command contingency plans.**

(U) USEUCOM Comments

(U) The USEUCOM Director of Logistics, responding for the USEUCOM Commander, agreed with the recommendation. Specifically, the Director of Logistics stated that coordination with the Service components is conducted through the quarterly OCS working group, site visits, email correspondence, and secure VTC. The Director stated that the lead Joint Contingency Acquisition Support Office planner for each plan is responsible for collaboration with the Services and assisting in DoD OIG (b) (7)(E)

(U) Our Response

(U) Comments from the Director partially addressed the specifics of the recommendation; therefore, the recommendation is unresolved. We agree that coordination with the Service components should be conducted through quarterly working groups and other activities. However, during the audit, USEUCOM personnel were unable to provide evidence that such activities were performed. In addition, as stated in the report, DoD OIG (b) (7)(E), which is necessary to support USEUCOM's contingency plans.

(U) We request that the Commander describe the specific action USEUCOM will take to ensure that Service components DOD OIG (b) (7)(E) necessary to support USEUCOM contingency plans and provide a date when these actions will be completed.

- d. Establish operational contract support-specific guidance to conduct efficient and effective operational contract support, including operational contract support training requirements, common operational picture requirements, and working group attendance.**

(U) USEUCOM Comments

(U) The USEUCOM Director of Logistics, responding for the USEUCOM Commander, agreed with the recommendation. Specifically, the Director stated that a draft USEUCOM OCS instruction is currently being reviewed through USEUCOM leadership and should be completed by April 2019. The Director stated that this instruction will cover USEUCOM directorate and Service components tasks, including EUCOM/J-4 OCS and working group attendance. The Director stated that the instruction will also outline USEUCOM-specific OCS capabilities and procedures.

(U) Our Response

(U) Comments from the Director addressed all specifics of the recommendation and no further comments are required. Therefore, the recommendation is resolved but will remain open. We will close Recommendation B.1.d once we verify that USEUCOM has established OCS specific guidance that includes OCS training requirements, common operational picture requirements, and working group attendance.

- e. Conduct a resource analysis to determine the appropriate staffing levels for an operational contract support integration cell and take actions to staff the integration cell to perform the various operational contract support tasks and functions.**

(U) USEUCOM Comments

(U) The USEUCOM Director of Logistics, responding for the USEUCOM Commander, agreed with the recommendation. Specifically, the Director stated that USEUCOM J-1 directorate initiated a manpower assessment that will include the USEUCOM J-4 and the OCS office. The Director stated that the assessment will determine the proper number of personnel required to support the various OCS tasks and functions, and that the results will be used to validate manpower requirements through FY 2021. The Director also stated that, to maintain a fully successful OCS program, the USEUCOM J-4 OCS self-assessed a requirement for at least three full-time equivalent employees to conduct current operations and two full-time equivalent employees to conduct planning, exercises, and assessments.

(U) Our Response

(U) Comments from the Director addressed all specifics of the recommendation and no further comments are required. Therefore, the recommendation is resolved but will remain open. We will close Recommendation B.1.e once we verify that a resource analysis was conducted and actions were taken to appropriately staff the OCS Integration Cell according to the manpower assessment.

(U) Recommendation, Management Comments, and Our Response

(U) Recommendation B.2

(U) We recommend that the Chairman of the Joint Chiefs of Staff develop procedures to conduct periodic reviews of combatant commands' implementation of OCS doctrine to ensure operational contract support integration, planning, personnel, and training are conducted as required.

(U) Management Comments Required

(U) The Chairman of the Joint Chiefs of Staff did not respond to the recommendation in the report. Therefore, the recommendation is unresolved. We request that the Chairman provide comments on the final report.

(U) Management Actions: Ongoing DoD Efforts to Fully Integrate OCS Capabilities

(U) The Deputy Assistant Secretary of Defense for Program Support serves as the principal advisor to the Under Secretary of Defense (Acquisition and Sustainment) on all matters pertaining to OCS. During this audit, officials from the Office of the Deputy Assistant Secretary of Defense for Program Support developed a draft joint requirements document titled "OCS Joint Doctrine, Organization, Training, Material, Leadership, Personnel, Facilities, and Policy Change Recommendation," (joint doctrine) to address OCS systematic issues and improve OCS capabilities. The draft joint doctrine recommends activities related to all Defense combatant commands in regards to establishing capabilities to plan, manage, execute, and integrate OCS requirements into global campaign plans, theater campaign plans, operations plans, and component support plans. This joint doctrine is currently under review by the Joint Requirements Oversight Council.

(U) The CJCS serves as the principal military advisor to the President and Secretary of Defense. Joint Staff personnel interpret Under Secretary of Defense policies into joint doctrine and facilitate DoD efforts to implement OCS-related policy within the combatant commands. In addition, Joint Staff personnel ensure OCS is incorporated into combatant command plans. Once the Joint Requirements Oversight Council approves the draft joint doctrine, the CJCS should develop procedures to conduct periodic reviews of all combatant commands' implementation of the Deputy Assistant Secretary of Defense for Program Support OCS joint doctrine to ensure that the combatant commands address systemic weaknesses in OCS integration, planning, personnel, and training.

(U) Appendix

(U) Scope and Methodology

(U) We conducted this performance audit from September 2017 through July 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

(U) We interviewed personnel from the following organizations in Germany: USAFRICOM; USEUCOM; U.S. Army Africa; U.S. Army Europe; U.S. Marine Corps Forces Europe; U.S. Marine Corps Forces Africa; U.S. Air Force in Europe; U.S. Air Force Africa; and U.S. Special Operations Command Africa. In addition, we conducted meetings with personnel from the office of the Deputy Assistant Secretary of Defense for Program Support; the Joint Staff, OCS division; and the DLA, all located in Virginia.



(U) To determine whether USAFRICOM and USEUCOM adequately integrated OCS into ongoing operations, we reviewed and analyzed OCS synchronization throughout the combatant command and subordinate commands from boards, cells, working group, and exercises with OCS equities. To determine if OCS was integrated into operational planning, we compared ^{DOD OIG, (b) (7)} to criteria requirements.

(U) Use of Computer-Processed Data

(U) We used the Defense Readiness Reporting System to obtain assessment reports of USAFRICOM and USEUCOM theater campaign plans and contingency plans. Specifically, we reviewed and analyzed reports related to OCS universal joint tasks. Defense Readiness Reporting System is a capabilities-based application that provides readiness reporting by merging previously unrelated data into a single, integrated authoritative source.

(U) Prior Coverage

(U) During the last 5 years, the Government Accountability Office (GAO), the DoD OIG, and U.S. Army Audit Agency issued seven reports discussing operational contract support. Unrestricted GAO reports can be accessed at <http://www.gao.gov>. Unrestricted DoD OIG reports can be accessed at <http://www.dodig.mil/reports.html/>. Unrestricted Army Audit Agency reports can be accessed from .mil and gao.gov domains at <https://www.aaa.army.mil/>.

(U) GAO

(U) Report No. GAO-17-428, "Actions Needed to Enhance Capabilities in the Pacific Region," June 2017

(U) U.S. Pacific Command has integrated OCS into key planning documents, as required by guidance; however, the annex appendixes generally lack key details, such as contractor management and support estimates. The GAO recommended that U.S. Pacific Command develop guidance that clarifies requirement developments for plans.

(U) Report No. GAO-16-105, "Additional Actions Needed to Manage, Account for, and Vet Defense Contractors in Africa," December 2015

(U) USAFRICOM subordinate commands do not have OCS organizational structures with dedicated personnel to manage OCS. The GAO recommended that USAFRICOM direct the Service components to designate elements within their respective staffs to be responsible for coordinating OCS and consider the establishment of an OCS integration cell or similar structure with these dedicated OCS personnel.

(U) Report No. GAO-15-243, "Actions Needed to Enhance the Collection, Integration, and Sharing of Lessons Learned," March 2015

(U) Geographic combatant commands Military Services are generally not collecting OCS issues to develop lessons learned. The GAO recommends that the DoD and the Services issue service-wide OCS lessons-learned guidance and establish an OCS training requirement for senior leaders.

(U) Report No. GAO-13-212, "DoD Needs Additional Steps to Fully Integrate Operational Contract Support into Contingency Planning," February 2013

(U) Combatant commands and their components have not fully integrated operational contract support in all functional areas. The GAO recommends that the U.S. Navy, U.S. Marine Corps, and U.S. Air Force provide guidance on planning for operational contract support and that the Joint Staff provide training for all planners.

(U) Report No. GAO-12-1026T, "Sustained DoD Leadership Needed to Better Prepare for Future Contingencies," September 2012

(U) DoD progress in anticipating contractor support in sufficient detail in operation plans has been slow. The DoD lacks reliable data sources to report on its contracts and contractor personnel.

(U) DoD OIG

(U) Report No. DODIG-2015-101, "Contingency Contracting: A Framework for Reform-2015 Update," March 2015

(U) The DoD OIG reviewed 40 reports and identified 9 systemic contracting problem areas relating to contingency operations. The five most prevalent problem areas reported were: Oversight and Surveillance; Requirements; Property Accountability; Financial Management; and Contract Pricing. For the five most prevalent problem areas, the DoD OIG recommended that the DoD develop quality assurance surveillance plans, properly define all requirements, establish records and maintain accountability with Federal and DoD guidance, and conduct cost price analyses to determine whether prices paid on contracts are fair and reasonable.

(U) Army

(U) Report No. A-2012-0194-ALE "Audit of Contract Planning in U.S. Army Africa," September 2012

(U) U.S. Army Africa demonstrated effective overall planning for exercises in support of its mission; however, contract planning in Africa presented some challenges for the command. U.S. Army recommended that U.S. Army Africa create a central repository to house all of the institutional knowledge that currently exists at U.S. Army Africa.

(U) Management Comments

(U) U.S. Africa Command



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UNITED STATES AFRICA COMMAND
Office of the Chief of Staff
UNIT 29951
APO AE 09751-9951



27 June 2018

MEMORANDUM FOR THE OFFICE OF THE DEPARTMENT OF DEFENSE INSPECTOR GENERAL

SUBJECT: U.S. Africa Command and U.S. European Command Integration of Operational Contract Support (OCS) Audit Response

1. This memorandum provides U.S. Africa Command's response to the recommendations of the subject audit; project number: D2017-D000CN-0185.000.

2. Recommendations and Responses.

a. Recommendation 1a. The Department of Defense Inspector General recommends that the Commander, U.S. Africa Command ^{DoD OIG (b) (7)(E)} [REDACTED] in the updated theater campaign plan."

b. Response 1a. Concur. U.S. Africa Command included ^{DoD OIG (b) (7)(E)} [REDACTED] in U. S. Africa Command Campaign Plan to be published October 2018.

c. Recommendation 1b. The Department of Defense Inspector General recommends that the Commander, U.S. Africa Command "Update U.S. Africa Command Instruction 4800.01A to include critical OCS requirements related to training, common operational picture, and working group attendance."

d. Response 1b. Concur. U.S. Africa Command will update U.S. Africa Command Instruction 4800.01A to make working group attendance mandatory, define mandatory training requirements, define common operational picture data requirements and incorporate updated joint doctrine. Anticipated completion of U.S. Africa Command Instruction update is 31 December 2018.

3. The point of contact is ^[REDACTED]

Roger L. Cloutier, Jr.
Major General, U.S. Army
Chief Of Staff, U.S. Africa Command

"10 Years of Partnership: Going Further Together"

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(U) U.S. European Command



HEADQUARTERS
UNITED STATES EUROPEAN COMMAND
UNIT 30400
APO AE 09131

ECJ4

10 July 2018

MEMORANDUM FOR Department of Defense Inspector General

SUBJECT: U.S. Africa Command and U.S. European Command Integration of Operational Contract Support (OCS), Project No. D2017-D000CN-0185.000

1. See EUCOM recommendation B.1 of Department of Defense Inspector General Report dated 12 June 2018.
2. Department of Defense Inspector General recommendations to U.S. European Command.
 - a. DoD OIG (b) (7)(E) to meet OCS requirements.
 - b. Evaluate all theater support contracting organization options and designate a lead service to coordinate OCS across the USEUCOM AOR.
 - c. Coordinate with the service components to DoD OIG (b) (7)(E) necessary to support USEUCOM contingency plans.
 - d. Establish OCS-specific guidance to conduct efficient and effective OCS, including OCS training requirements, common operational picture requirements, and working group attendance.
 - e. Conduct a resource analysis to determine the appropriate staffing levels for an OCS integration cell; and take actions to staff the OCS integration cell to perform the various OCS task and functions.
3. U.S. European Command Logistics' Director Response to Department of Defense Inspector General recommendations.
 - a. The EUCOM/J4 OCS office will continue their on-going efforts with EUCOM/J5 plans and operations to coordinate updates of the currently approved annex W's associated with 3T CONPLANS and OPLANS to meet OCS requirements.
 - b. Services have successfully performed the functions of the Lead Service for Contracting Coordination (LSCC) by rotating responsibility to convene a Contracting Coordination Board on a quarterly basis. EUCOM/J4 OCS and Joint Staff/J4 OCS conducted a 5-day OCS workshop involving all components in March 2018 that covered a variety of subjects including LSCC steady state designation. Service components

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(U) U.S. European Command (cont'd)

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voiced support for a regional approach due to the large size of the USEUCOM AOR, and EUCOM/J4 OCS has conducted an analysis showing contract awards by country and by service component in order to establish appropriate borders based on respective contracting activity. In the event an OPLAN or CONPLAN gets implemented, all plans identify the appropriate LSCC or LSC based on the nature of the operation and the anticipated contracting requirements.

c. Coordination with the service components is conducted through the quarterly OCS working group, site visits, email correspondence and secure VTC. The lead EUCOM JCASO planner for each plan is responsible for collaboration with the services and assisting in [redacted] DoD OIG (b) (7)(E) This is in accordance with the USEUCOM Theater Campaign Order.

d. A draft EUCOM/J4 OCS instruction is currently being reviewed through EUCOM/J4 leadership. The expected date of completion is April 2019. This instruction will cover EUCOM directorate tasks as well as service components to include EUCOM/J4 OCS and OCS working group attendance. It will also outline the EUCOM-specific OCS capabilities and procedures. A common operating picture has been created through GCSS-J capabilities. The site is available to the public and linking to various DoD OCS sites. This also includes Joint Staff/J4 OCS connect site that outlines training requirements.

e. Recently, EUCOM/J1 has initiated a manpower assessment that will include EUCOM/J4. The OCS office will be evaluated for the proper number of personnel to support the various tasks and functions. This information will be used to validate requirements through the FY21 JMVP. Presently EUCOM/J4 OCS has two DLA JCASO planners embedded with the OCS Chief. Limited augmentation from military reservists provides short-term surge capacity. EUCOM/J4 OCS self-assesses a requirement for at least three Full Time Equivalents (FTEs) to conduct current operations and two FTEs assigned to planning/exercises/assessments in order to maintain a fully successful OCS program. Lack of OCS manpower within the service components also represents a critical shortfall.

3. Please direct any questions to the [redacted]

DoD OIG (b) (6)

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(U) Sources of Classified Information

(U) The documents listed below are sources used to support information within this report.

SOURCE 1: (S) USAFRICOM UIC: DJ7000 DEFENSE READINESS REPORTING SYSTEM REPORT FOR ST 4.8
CONDUCT OPERATIONAL SUPPORT
CLASSIFICATION: SECRET//NOFORN
DERIVED FROM: USAFRICOM
DECLASSIFICATION DATE: 20430306

SOURCE 2: (U) USAFRICOM OCS ~~DOD OIG (b) (7)(E)~~ SCREENSHOT AS OF FEBRUARY 22, 2018
CLASSIFICATION: SECRET//NOFORN
DERIVED FROM: USAFRICOM
DECLASSIFICATION DATE: 20430222

SOURCE 3: (U) USEUCOM OCS ~~DOD OIG (b) (7)(E)~~ SCREENSHOT AS OF FEBRUARY 22, 2018
CLASSIFICATION: SECRET//NOFORN
DERIVED FROM: USAFRICOM
DECLASSIFICATION DATE: 20430222

SOURCE 4: (U) ~~DOD OIG (b) (7)(E)~~
CLASSIFICATION: SECRET
DERIVED FROM: HEADQUARTERS USEUCOM
DECLASSIFICATION DATE: 20420806

SOURCE 5: (S) USAFRICOM PLANS & OCS (AS OF 29 JUN 17)
CLASSIFICATION: SECRET
DERIVED FROM: USAFRICOM
DECLASSIFICATION DATE: 20420617

SOURCE 6: (U) ~~DOD OIG (b) (7)(E)~~
CLASSIFICATION: SECRET//NOFORN
DERIVED FROM: HEADQUARTERS USEUCOM
DECLASSIFICATION DATE: 20411219

SOURCE 7: (U) ~~DOD OIG (b) (7)(E)~~
~~_____~~
CLASSIFICATION: SECRET
DERIVED FROM: HEADQUARTERS USEUCOM
DECLASSIFICATION DATE: 20411219

SOURCE 8: (U) ~~DOD OIG (b) (7)(E)~~
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CLASSIFICATION: SECRET
DERIVED FROM: HEADQUARTERS USEUCOM
DECLASSIFICATION DATE: 20411219

SOURCE 9: (U) DoD OIG (b) (7)(E) [REDACTED]

CLASSIFICATION: SECRET
DERIVED FROM: USEUCOM
DECLASSIFICATION DATE: 20411219

SOURCE 10: (S) PER USEUCOM (b) (1), 1.4(a) [REDACTED]

CLASSIFICATION: SECRET//NOFORN
DERIVED FROM: HEADQUARTERS USEUCOM
DECLASSIFICATION DATE: 20411114

SOURCE 11: (U) USEUCOM PLANS OVERVIEW

CLASSIFICATION: SECRET
DERIVED FROM: USEUCOM
DECLASSIFICATION DATE: 20280117

SOURCE 12: (U) DoD OIG (b) (7)(E) [REDACTED]

CLASSIFICATION: SECRET//NOFORN
DERIVED FROM: USEUCOM

(U) Acronyms and Abbreviations

Declassification Date: 20430306

AOR	Area of Responsibility
CJCS	Chairman of the Joint Chiefs of Staff
DLA	Defense Logistics Agency
DOD OIG	Department of Defense Office of the Inspector General
GAO	Government Accountability Office
NATO	North Atlantic Treaty Organization
NIPRNET	Non-Classified Internet Protocol Router Network
OCS	Operational Contract Support
SIPRNET	Secret Internet Protocol Router Network
USAFRICOM	U.S. Africa Command
USEUCOM	U.S. European Command

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U.S. DEPARTMENT OF DEFENSE

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congressional@dodig.mil; 703.604.8324

Media Contact

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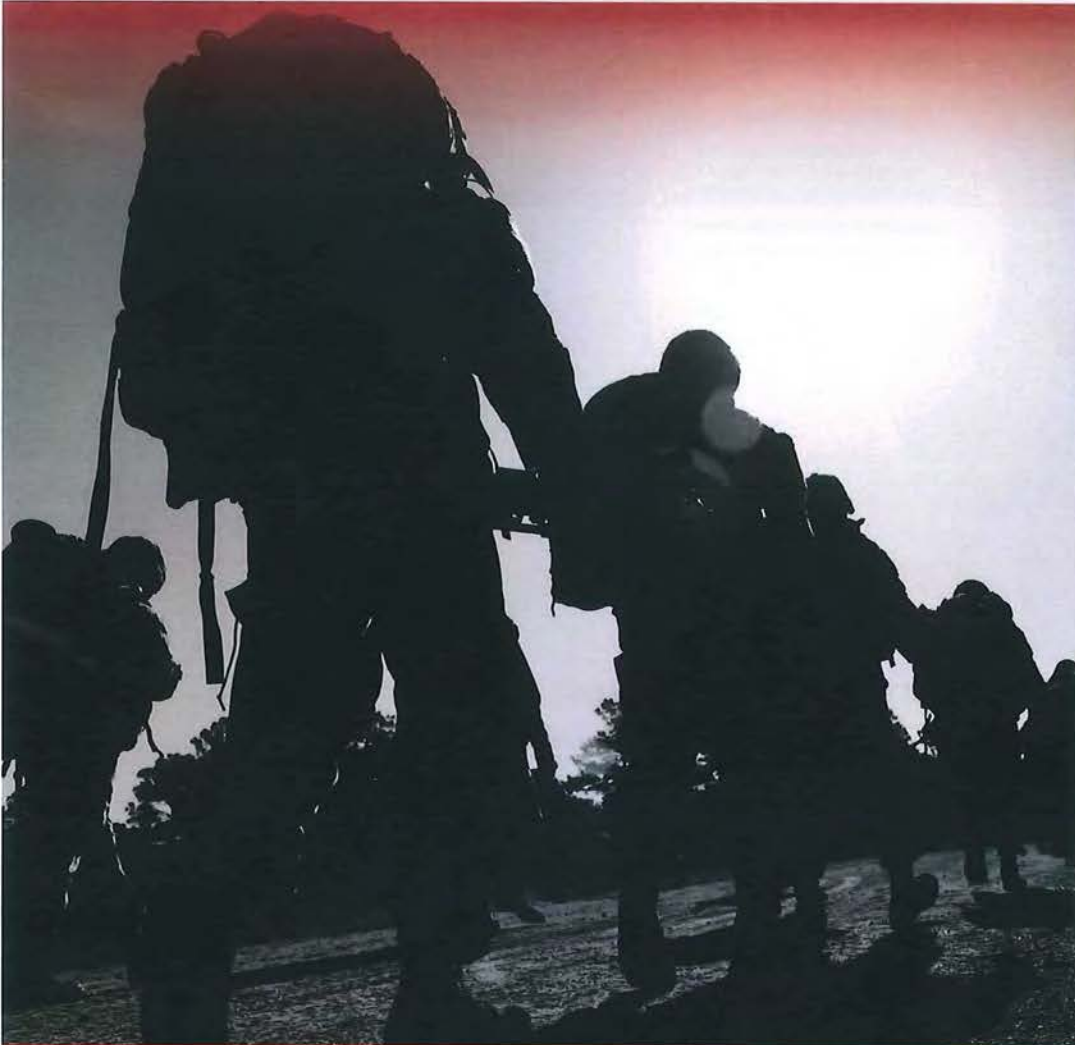
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