



INSPECTOR GENERAL

U.S. Department of Defense

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Followup Report on the Trans-Africa Airlift Support Contract Report (DODIG-2018-116)



INTEGRITY ★ INDEPENDENCE ★ EXCELLENCE





**INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
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October 28, 2021

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION
AND SUSTAINMENT
DIRECTOR, JOINT STAFF
COMMANDER, U.S. TRANSPORTATION COMMAND
COMMANDER, U.S. AFRICA COMMAND
COMMANDER, SPECIAL OPERATIONS COMMAND-AFRICA

SUBJECT: Followup Report on the Trans-Africa Airlift Support Contract Report
(DODIG-2018-116)

This final report provides the results of the DoD Office of Inspector General's evaluation. We conducted this evaluation from July 2021 through September 2021 in accordance with the "Quality Standards for Inspections and Evaluations," published in January 2012 by the Council of the Inspectors General on Integrity and Efficiency.

We considered management's comments on a discussion draft copy of this report when preparing this final report. We did not make any recommendations; therefore, no management comments are required.

We appreciate the cooperation and assistance received during the evaluation. If you have any questions, or would like to discuss the evaluation, please contact [REDACTED]
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Contingency Operations Evaluations



Objective

The objective of this evaluation was to determine whether the actions taken in response to recommendations made in the Trans-Africa Airlift Support Contract (TASC) report (DODIG-2018-116) resolved the underlying problems related to the U.S. Africa Command's (USAFRICOM) training, USAFRICOM's conduct of Services Requirements Review Boards (SRRB), and the U.S. Transportation Command's (USTRANSCOM) policies and procedures for planning and executing service acquisitions for external requiring activities.

Executive Summary

In 2018, the DoD Office of Inspector General conducted an audit of the TASC and found that USAFRICOM did not conduct an SRRB to develop, analyze, review, and validate the TASC requirements, as required by DoD Instruction 5000.74, "Defense Contract Acquisition," prior to USTRANSCOM awarding the \$900 million contract.¹

For this followup report, we evaluated the actions taken by USAFRICOM since the 2018 audit and determined that the USAFRICOM ACJ443 (Operational Contract Support Branch) developed and implemented a training program for personnel supporting the acquisition of services to ensure that requirements were reviewed, validated, and approved prior to award. In addition, the Commander of USAFRICOM implemented requirements to conduct SRRBs for each new task order under the TASC. Through our review and verification of training and SRRB documentation, we determined that USAFRICOM took actions that addressed and resolved the problem identified in the original audit report.

We evaluated the actions taken by USTRANSCOM and determined that the USTRANSCOM Commander developed and implemented formal policies and procedures for planning and conducting service acquisitions for requiring activities that are external to USTRANSCOM. USTRANSCOM also has checks in place to ensure compliance with its policies and procedures. Through our review and verification of the formal policies and procedures implemented by USTRANSCOM, we determined that these actions resulted in changes in operations at the combatant command level for the acquisition of services and have resolved the problems identified in the original audit report.

Background

USAFRICOM and its subordinate command, the 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.

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. The services covered under

¹ DoD Instruction 5000.74, "Defense Contract Acquisition," January 6, 2016.

the initial performance work statement included personnel, equipment, supplies, facilities, transportation, tools, materials, supervision, limited security, and other items. In addition the performance work statement covered non-personal services necessary to perform airlift (passenger and cargo) services, personnel recovery and casualty evacuation services, and airdrop services throughout the USAFRICOM AOR, including rotary-wing and fixed-wing operations. On December 7, 2015, SOCAFRICA conducted its final review of the IDIQ performance work statement and independent Government cost estimate.

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 to support various efforts within the USAFRICOM area of responsibility. 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 4 option years and a maximum contract value of \$900 million. USAFRICOM has exercised the subsequent option years and the current contract is active, with an expiration date of February 1, 2022.

Previous Findings and Recommendations From the TASC Audit

The previous DoD OIG audit of TASC found that USAFRICOM, the requiring activity, did not conduct an SRRB to develop, analyze, review, and validate the TASC requirements, as required by DoDI 5000.74, prior to USTRANSCOM awarding the \$900 million contract. In addition, USTRANSCOM, the contract approval 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 contract. In addition, USTRANSCOM officials assumed that, as long as they received funding and a performance work statement, the requiring activity had validated the requirements.

The 2018 audit report recommended that the Commander of the 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 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.

USAFRICOM did not respond to the request for comments on the draft report but responded to the final report on June 5, 2018. The Chief of Staff, responding on behalf of the USAFRICOM Commander, acknowledged that USAFRICOM did not have a training plan for Service components and subordinate commands that review, validate, and approve requirements prior to awarding task orders. The Chief of Staff stated that USAFRICOM had hired a new employee to address acquisition support and training. Additionally, USAFRICOM Operational Contract Support Branch (ACJ443) personnel stated that they developed a Joint Knowledge Online (JKO) training course for the headquarters staff elements that plan and execute exercises, called

the AFR-US011-Operational Contract Support (OCS) to Exercises.² In response to the second recommendation, the Contracts Support Branch Chief stated that USAFRICOM personnel conducted an SRRB for future task orders issued after May 18, 2018, off the IDIQ, and validated all requirements.

The audit report also recommended that the Commander of USTRANSCOM develop formal policies and procedures for planning and executing service acquisitions for external requiring activities. USTRANSCOM agreed with the recommendations and stated that it would develop formal procedures for planning and executing service acquisitions.

Finally, in an October 4, 2018, memorandum responding to the TASC audit, the USTRANSCOM Chief of Staff stated that USTRANSCOM had revised its instruction, USTCI 63-7, "Acquisition Management," to incorporate policy and procedures for planning and executing service acquisitions for external requiring activities.³ Specifically, when a requirement exceeds the monetary threshold identified in DoDI 5000.74, USTCI 63-7, paragraph 5.1.1.1, directs the requiring activity to validate the requirement through the SRRB. Paragraph 5.2.1.11 further requires the contract file to include a statement identifying the SRRB Chairperson and the date the SRRB Chairperson validated the requirement.

USAFRICOM Developed and Implemented a Training Program for Personnel Supporting the Acquisition of Services as Recommended in the TASC Audit

To ensure review, validation, and approval of requirements prior to contract award, USAFRICOM developed and implemented a training program for personnel supporting the acquisition of services. Specifically, USAFRICOM hired a training representative to develop the USAFRICOM acquisition training program. The training representative subsequently established a JKO course entitled, "AFR-US011 Operational Contract Support to Exercises." One of the evaluation team members participated in, and completed, the AFR011 OCS to Exercises course, and determined that the course covers contract review, validation, and approval prior to award. The course content includes, in part:

- The Role of OCS to Exercise;
- Regulations Governing OCS, Role of the Contracting Officer Representative;
- How to Write Requirements Properly for Contracting Support to Exercises;
- The Acquisition Process and Timeline;
- What Constitutes an Unauthorized Commitment; and
- Examples of Contractor Accountability and Foreign Vendor Vetting in the USAFRICOM AOR.

² Joint Knowledge Online, "USAFRICOM Course: AFR-US011-OCS-Operational Contract Support to Exercises," uploaded June 10, 2021.

³ USTRANSCOM Instruction 63-7, "USTRANSCOM Acquisition Management," September 5, 2018.

The USAFRICOM J443 OCS Chief stated that the training required for current programs to function properly is a mix of OCS training courses made available to all stakeholders. Contract officer representative training is mandatory, deliberate, and required prior to assuming those duties. Other personnel receive on-the-job training, including participation in the Joint Requirements Validation Working Group (JRVWG), the Joint Resources Board (JRB), and SRRB processes. All personnel are also required to be familiar with the governing documents, including AFRICOM Instruction 7500.03C and ACJ443 Standard Operating Procedures, and frequently asked questions.⁴ For example, AFRICOM Instruction 7500.03C provides guidance for the preparation and submission of contract requirements for validation at the JRVWG and, if necessary, at the JRB. This includes JRVWG submission timelines, responsibilities, guidance for the requiring activities, and guidance for the validation process.

In addition to the JKO course, the USAFRICOM ACJ443 OCS office developed multiple training resources related to requirements validation. The OCS office also published the ACJ443 OCS standard operating procedure to outline requirements for conduct of the JRVWG, and it regularly publishes a schedule of all Joint OCS Planning and Execution (JOPEC) courses available for USAFRICOM personnel. We reviewed the OCS standard operating procedures, the JOPEC course calendar, and other J443 OCS training documents and determined that these training resources were sufficient to support the contract review, validation, and approval process. For example, the ACJ443 Training Resources Guide JOPEC course calendar for FY 2022 offers 10 JOPEC courses available to USAFRICOM personnel along with registration instructions for those courses. In addition, the guide includes links to USAFRICOM OCS governing instructions, orders, and contract policies.

USAFRICOM Conducted an SRRB for Each Task Order Awarded Under the TASC

The Commander of USAFRICOM conducted an SRRB for each task order awarded under the TASC in accordance with established procedures. We reviewed all SRRB documents as of May 18, 2018, and verified that USAFRICOM Operational Contract Support personnel initiated the SRRB process for each task order awarded under the TASC.

In addition, USAFRICOM Instruction 7500.03B, "Acquisition Management," provides the required procedures by which Headquarters USAFRICOM directorate and staff acquisition requirements are prepared and submitted to the JRVWG and, if necessary, to the JRB for validation.⁵ The JRB serves as an SRRB for services requirements greater than \$10 million, as required by DoD Instruction 5000.74.⁶ According to the instruction, all USAFRICOM subordinate commands that process contract requirements under their Service's respective authority must have an SRRB process for service contracts over \$10 million total value and a similar process for below that threshold.

⁴ USAFRICOM Instruction 7500.03C Acquisition Management, Jun 24, 2021.

⁵ USAFRICOM Instruction 7500.03B, "Acquisition Management," December 30, 2019.

⁶ DoD Instruction 5000.74, "Defense Acquisition of Services," January 10, 2020.

USTRANSCOM Developed and Implemented Formal Policies and Procedures for Planning and Executing Service Acquisitions for External Requiring Activities

We determined that USTRANSCOM developed and implemented formal policies and procedures for planning and executing service acquisitions for external requiring activities. USTRANSCOM Acquisition Directorate (TCAQ) updated USTRANSCOMI 63-7 (now 7500.05), which documents specific policies and guidance for the conduct of acquisitions managed by USTRANSCOM.⁷ This update, effective September 5, 2018, expanded the scope of applicability to external agencies seeking contract support from USTRANSCOM.

In addition, the instruction also added training requirements for Multi-Functional Team (MFT) members to comply with the intent of the DoD Handbook for the Training and Development of the Services Acquisition Workforce as well as added a requirement to address SRRB documentation requirements, in accordance with DoD Instruction 5000.74, “Defense Acquisition of Services.”⁸ For example, the TCAQ Appointment Orders for MFT members states, in part, “By signing and returning this document to the CO [contracting officer], the designated MFT member attests that they have completed the training requirements and accept the roles and responsibilities required to perform as an MFT member for this requirement.” We reviewed eight completed and signed training forms for MFT members serving on a Government-wide services contract, attesting to the completion of the required training.

USTRANSCOM Ensured Compliance With the Policies and Procedures for Planning and Executing Service Acquisitions for External Requiring Activities

We determined that USTRANSCOM took actions to ensure compliance with the policies and procedures for planning and executing service acquisitions for external requiring activities. For example, USTRANSCOM TCAQ Directorate put in place several procedures to ensure compliance, such as a TCAQ Self-Inspection Program. Operating Instruction 14-01, “TCAQ Self-Inspection Program,” outlines the procedures prescribing a quarterly inspection of contracts.⁹ The reviewers use a TCAQ self-inspection program checklist to ensure compliance with acquisition regulations, including USTRANSCOMI 63-7. Acquisition activities reviewed as part of this process include pre-award, post-award, and closeout activities. In addition to direct acquisition activities, ancillary acquisition support programs reviewed include the Contracting Officer Warrant Program, Small Business Programs, and Business Operations.

⁷ USTRANSCOM Instruction 7500.05, “Policy for Acquisition Management,” March 12, 2021.

⁸ Department of Defense, “DoD Handbook for the Training and Development of the Services Acquisition Workforce,” July 14, 2017.

⁹ TCAQ Operating Instruction 14-01 (Change 7) “TCAQ Self-Inspection Program,” Jun 4, 2021.

In addition, to implement DoDI 5000.74 and USTRANSCOMI 7500.05 effectively, TCAQ incorporated relevant portions of these instructions into contract checklists, which contracting officers must complete to ensure external agencies provide the necessary documentation to comply with acquisition regulations and instructions and to enable successful execution of the procurement. We reviewed one checklist currently undergoing completion for a stevedoring and related terminal services acquisition for Rotterdam, Netherlands, and confirmed that external agencies provide the necessary documentation to comply with acquisition regulations and instructions.

In 2017, the DoD issued the “DoD Handbook for the Training and Development of the Services Acquisition Workforce,” with recommended training requirements focused on services acquisitions for Functional Services Managers and members of the MFT.¹⁰ USTRANSCOMI 63-7 included these training requirements and carried them forward to USTRANSCOMI 7500.05. Subsequently, TCAQ updated internal Operating Instruction (OI) 17-02, “Acquisition Planning and Source Selection Procedures,” to require contracting officers to advise the Functional Service Managers and all MFT members of their respective roles and responsibilities and training requirements.¹¹ TCAQ developed tailorable handouts to facilitate this process. Contracting officers are also required to obtain attestations as to their depth of experience and what recommended training courses they have completed to determine their suitability for participation on the MFT or as a Functional Service Manager.

USTRANSCOM Policy Actions Resulted in Changes in Operations at the COCOM Level for the Acquisition of Services

We determined that, since September 2018, external agencies requesting acquisition support from USTRANSCOM have used the guidance in USTRANSCOMI 7500.05. Contracting officers use internal checklists, which we reviewed, that incorporate the guidance. For example, the program office representing all Federal and DoD agencies used these procedures in the contract for “Next Generation Delivery Services Program” for Government-wide small package deliveries.¹² We also reviewed eight completed verifications of training that complied with the new policies for this program. We observed and determined that a complete requirements package, along with a verification of training completion by an MFT, enabled successful acquisition planning to ensure that milestones were met for a replacement contract.

¹⁰ “DoD Handbook for the Training and Development of the Services Acquisition Workforce,” July 14, 2017.

¹¹ TCAQ Internal Operating Instruction (OI) 17-02, “Acquisition Planning and Source Selection Procedures,” May 11, 2020.

¹² USTRANSCOM awarded a Government-wide package delivery services contract (Next Generation Delivery Services) valued at over \$2 billion, to Federal Express Corporation, United Parcel Service, and Polar Air Cargo (primary subcontractor DHL) on April 26, 2017.

In addition, from November 2019 to present, the U.S. Northern Command, the U.S. Central Command, and USAFRICOM, have requested Part 135 airlift services.¹³ Using the Worldwide Airlift Support Program (WASP-135), these geographic combatant commands submitted requirements packages, which conformed to WASP-135 ordering procedures, that successfully procured airlift services for Ft. Irwin, California; Yemen, East Africa; and Stuttgart, Germany, respectively.¹⁴

To implement DoDI 5000.74 and USTRANSCOMI 7500.05, USTRANSCOM personnel incorporated relevant portions of these instructions into contract checklists completed by contracting officers. These checklists enable contracting officers to ensure that external agencies provide the necessary documentation to comply with acquisition regulations and instructions and successfully execute the procurement. As another COCOM example, we reviewed a copy of the comprehensive checklist used for a stevedoring and related terminal services acquisition for Rotterdam, Netherlands (a U.S. European Command contract). We determined that the checklist was used in accordance with USTRANSCOM guidance.

Actions Taken by USAFRICOM and USTRANSCOM Resolved and Closed all Recommendations From the TASC Audit Report

Actions taken by USAFRICOM and USTRANSCOM in response to recommendations in the 2018 TASC audit report resolved the challenges related to policies and procedures, training, and conduct of SRRBs. Therefore, those recommendations remain closed. We do not make any additional recommendations.

Scope and Methodology

We conducted this evaluation from July 12, 2021, through October 15, 2021, in accordance with the “Quality Standards for Inspection and Evaluation,” published in December 2020 by the Council of Inspectors General on Integrity and Efficiency. Those standards require that we adequately plan the evaluation to ensure that we meet objectives and that we perform the evaluation to obtain sufficient, competent, and relevant evidence to support the findings, conclusions, and recommendations. We believe that the evidence obtained was sufficient, competent, and relevant to lead a reasonable person to sustain the findings, conclusions, and recommendations.

¹³ The Federal Aviation Administration grants the authority, in the form of a certificate called a “Part 135 certificate,” to operate on-demand, unscheduled air service. Air carriers authorized to operate with a Part 135 certificate vary from small single aircraft operators to large operators that often provide a network to move cargo.

¹⁴ The USTRANSCOM WASP-135 contract provides worldwide Federal Aviation Regulation (FAR) Part 135 airlift services utilizing fixed and/or rotary wing aircraft to transport Department of Defense (DoD) and other federal agency personnel and cargo for domestic and international shipments.

For this evaluation, we reviewed the following DoD, USAFRICOM, and USTRANSCOM policies and regulations.

- DoD Instruction 5000.74, “Defense Contract Acquisition”
- DoD Handbook for the Training and Development of the Services Acquisition Workforce
- USTRANSCOM Instruction 63-7, “Acquisition Management”
- USTRANSCOM Instruction 7500.05, “Policy for Acquisition Management”
- USTRANSCOM Acquisition Directorate (TCAQ) Operating Instructions 17-2
- USTRANSCOM TCAQ Operating Instructions 14-01, “Self Inspection Program”
- USAFRICOM Instruction 7500.03B, “Acquisition Management”
- USAFRICOM Instruction 7500.03C, “Acquisition Management”
- USAFRICOM ACJ443 OSC Joint Requirements Validation Working Group (JRVWG) Standard Operating Procedures

We reviewed the TASC and any modifications written since the previous report to determine if those modifications complied with the requirements of DoDI 5000.74. Specifically, we:

- verified the functionality of the USAFRICOM-developed JKO training course and determined who USAFRICOM requires to take the course. We obtained proof of training certificates and verified if individuals involved in requirements validation completed the training as required. We also gained access to and reviewed the training courses to verify that they met the minimum requirements outlined by DoDI 5000.74;
- reviewed task orders issued from the TASC IDIQ, since the completion of the previous project, to verify whether the USAFRICOM ACJ443 conducted SRRBs as required. We reviewed completed SRRB documentation to verify it was completed in accordance with DoD and Federal criteria. We also confirmed that the SRRBs complied with USTRANSCOMI 63-7 and any updates;
- conducted virtual interviews with USAFRICOM personnel to discuss the processes for ensuring that personnel were trained in requirements validation in accordance with DoD and USAFRICOM instructions and policies when conducting SRRBs;
- reviewed all new policies and processes developed and issued by USTRANSCOM and compared it to DoD and Federal criteria to verify that it meets the requirements;
- conducted virtual interviews with personnel at USTRANSCOM to determine how USTRANSCOM plans and executes support to service acquisitions for external requiring activities;
- obtained examples of contracts issued since the revision of USTRANSCOMI 63-7 and verified USTRANSCOM policies and procedures for planning and executing service acquisitions for external requiring activities; and
- interviewed personnel at SOCAFRICA to determine how acquisitions are accomplished and how SOCAFRICA coordinates with external organizations.

Acronyms and Abbreviations

DoDI	Department of Defense Instruction
JKO	Joint Knowledge Online
JRVWG	Joint Requirements Validation Working Group
MFT	Multi-Functional Team
OCS	Operational Contract Support
SRRB	Services Requirements Review Board
SOCAFRICA	Special Operations Command-Africa
TCAQ	USTRANSCOM Acquisition Directorate
TASC	Trans-Africa Airlift Support Contract
USAFRICOM	U.S. Africa Command
USTRANSCOM	U.S. Transportation Command



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