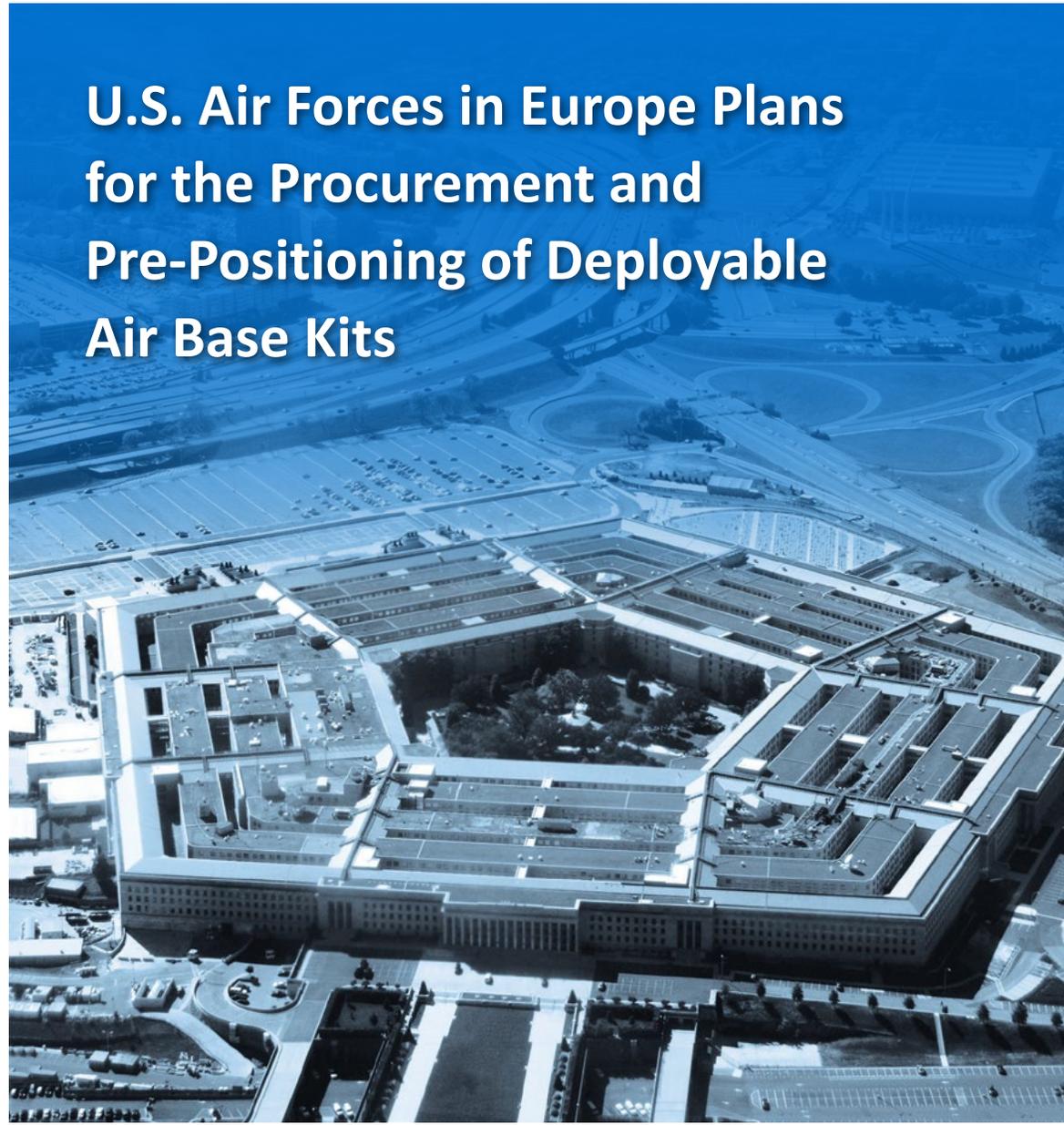




INSPECTOR GENERAL

U.S. Department of Defense

DECEMBER 27, 2018



U.S. Air Forces in Europe Plans for the Procurement and Pre-Positioning of Deployable Air Base Kits

INTEGRITY ★ INDEPENDENCE ★ EXCELLENCE





Results in Brief

U.S. Air Forces in Europe Plans for the Procurement and Pre-Positioning of Deployable Air Base Kits

December 27, 2018

Objective

We determined whether U.S. Air Forces in Europe (USAFE) developed a plan for procuring and pre-positioning Deployable Air Base System-Facilities, Equipment, and Vehicles Kits (Deployable Air Base Kits) within the U.S. European Command area of responsibility.

Background

The DoD established the European Reassurance Initiative in FY 2015 to increase the presence and readiness capabilities of U.S. forces, allies, and regional partners located in the U.S. European Command (USEUCOM) area of responsibility and to deter aggression by regional adversaries against North Atlantic Treaty Organization nations. To increase the readiness capability of its forces, USEUCOM required a capability to rapidly deploy U.S. Air Forces within the USEUCOM area of responsibility to deter adversarial threats in the event of a contingency.

In 2016, USEUCOM directed its air component, USAFE, to develop requirements to meet the capability for deployable air bases. USAFE developed the Deployable Air Base Kits program, focusing on pre-positioning U.S. Air Force equipment throughout USEUCOM's area of responsibility. The kits include tents, vehicles, medical supplies, and airfield repair equipment. According to USAFE officials, the kits will enhance the USEUCOM and the U.S. Air Force's capability to stand up an air base in the event of a contingency; thereby, reducing the time and cost of transporting equipment from either the continental United States or other existing bases in the USEUCOM area of responsibility.

Finding

The USAFE European Deterrence Initiative Branch, which supports USAFE contingency planning efforts, initially developed in FY 2016 and later updated in FY 2018 an overall plan indicating when storage facility construction and procurement of Deployable Air Base Kits could be completed.¹ However, the overall plan was based on estimated funding and did not take into consideration individual procurement and construction schedules in order to establish achievable milestones. For example, the overall plan indicated that the first storage facility would be complete by FY 2019, while the individual construction schedule indicated FY 2022.

In addition, the overall plan indicated that there would be enough equipment procured for the first five full kits in FY 2018. However, in July 2018, USAFE A4 Logistics Division (USAFE A4) officials stated that they do not expect to have the equipment procured to fulfill the first complete Deployable Air Base Kit until FY 2020 or 2021. Moreover, while one of the individual construction plans indicated the number of kits to be pre-positioned at each of the 10 proposed storage locations, the overall plan did not.

An achievable plan was not developed because there is no single program manager designated in the U.S. Air Force for the Deployable Air Base Kits program to: 1) coordinate with the multiple organizations that support the program, 2) request progress reports on storage facility construction and individual equipment category procurement, and 3) track program execution through an overall plan. Specifically, Headquarters Air Force A4 Logistics, Installations, and Mission Support Division (Headquarters Air Force A4) did not coordinate with the USAFE A4, as the requirement owner, to ensure that a program manager was designated to maintain the plan and to track execution of the Deployable Air Base Kits program, which is expected to last 10 or more years. Additionally, while the USEUCOM J5-8 Policy, Strategy,

¹ The European Reassurance Initiative will officially be renamed the European Deterrence Initiative in FY 2019; however, USAFE and USEUCOM had already adopted the new name when audit fieldwork was conducted.



Results in Brief

U.S. Air Forces in Europe Plans for the Procurement and Pre-Positioning of Deployable Air Base Kits

Finding (cont'd)

Partnering, and Capabilities Division (USEUCOM J5-8) directed the USAFE A4 in FY 2016 to develop Deployable Air Base Kit program requirements, the USEUCOM J5-8 did not establish an end date to have all 24 kits pre-positioned in USEUCOM's area of responsibility. An end date is critical for USAFE to use to plan the coordination of the construction of storage facilities and procurement of equipment categories.

The program, authorized for \$797 million in FYs 2018 and 2019, involves multiple organizations that are responsible for construction, management, and procurement; however, without a designated program manager responsible for periodically updating the overall plan, USEUCOM and USAFE will not know when each of the 24 Deployable Air Base Kits will be available. As a result, USEUCOM and USAFE will have fewer options for airlift capabilities when rapidly responding to a contingency within the USEUCOM area of responsibility. Additionally, without a plan which ensures that equipment is not procured in excess of available storage space, the program may require supplemental funding to pay for interim storage facilities.

Recommendations

We recommend that the Director, Headquarters Air Force A4 Logistics, Installations, and Mission Support Division, in coordination with the Director, USAFE A4 Logistics Division, and the Director, Air Force Materiel Command Logistics Division:

- ensure a program manager is designated at least at the Director level for the Deployable Air Base Kits program so that a single organization maintains responsibility for tracking overall program execution; and
- direct the program manager to review and update the overall plan for the Deployable Air Base Kits program at least semi-annually.

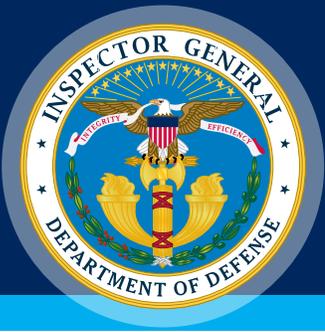
Additionally, we recommend that the Director, USEUCOM J5-8 Policy, Strategy, Partnering, and Capabilities Division, in coordination with the Director, USAFE A4 Logistics Division, establish an end date for the pre-positioning of the 24 Deployable Air Base Kits in the USEUCOM area of responsibility.

Management Actions Taken

During the audit we notified officials from Headquarters Air Force A4, USEUCOM J5-8, and USAFE A4 that, as a result of the lack of a program manager and established end date, we were concerned that the organizations did not have an achievable plan for executing the Deployable Air Base Kits program. Headquarters Air Force A4, USEUCOM J5-8, and USAFE A4 officials agreed with our recommendations.

As a result, USAFE A4 and supporting organizations' officials met in October 2018, and agreed on the need for an overall program manager with tasking authority over the Deployable Air Base Kits program. Meeting attendees did not decide which organization should be designated as the program manager during the October meeting; however, USAFE A4 officials stated that they plan to continue their discussion at the next meeting, which is scheduled for February 2019. Additionally, Headquarters Air Force A4LX Logistics, Operations, Plans, and Programs Division (Headquarters Air Force A4LX) officials stated that they are updating Air Force Instruction 25-101 to include a requirement to designate a program manager for U.S. Air Force pre-positioned equipment. Headquarters A4LX officials also stated that they could provide a formally signed memorandum documenting the roles and responsibilities of all organizations associated with the Deployable Air Base Kits program.

The management actions taken by Headquarters Air Force A4 and the USAFE A4 addressed the specifics of the recommendations; therefore, the recommendations are resolved but will remain open.



Results in Brief

U.S. Air Forces in Europe Plans for the Procurement and Pre-Positioning of Deployable Air Base Kits

Management Actions Taken (cont'd)

We will close these recommendations when we receive the updated Air Force Instruction 25-101 with the requirement for a program manager for U.S. Air Force pre-positioned equipment, and a copy of a program manager appointment memorandum identifying the individual responsible for the Deployable Air Base Kits program and detailed roles and responsibilities of all organizations associated with the program.

USEUCOM J5-8 officials agreed with our recommendation to establish an end date for the pre-positioning of the 24 Deployable Air Base Kits in the USEUCOM area of responsibility. Specifically, USEUCOM J5-8 officials provided a classified implementation plan with an end date to pre-position the 24 Deployable Air Base Kits. In addition, USAFE A4 officials stated that they had established an interim goal of 10 kits by FY 2021. The management actions taken by the USEUCOM J5-8 and the USAFE A4 addressed the specifics of the recommendation; therefore, the recommendation is closed.

Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Director, Headquarters Air Force A4 Logistics, Installations, and Mission Support Division, in coordination with Director, U.S. Air Forces in Europe A4 Logistics Division and Director, Air Force Materiel Command Logistics Division	None	1.a, 1.b	None
Director, U.S. European Command J5-8 Policy, Strategy, Partnering, and Capabilities Division, in coordination with Director, U.S. Air Forces in Europe A4 Logistics Division	None	None	2

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

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



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

December 27, 2018

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION
AND SUSTAINMENT
UNDER SECRETARY OF DEFENSE FOR POLICY
COMMANDER, U.S. EUROPEAN COMMAND
COMMANDER, U.S. AIR FORCES IN EUROPE
DIRECTOR, JOINT STAFF
AUDITOR GENERAL, DEPARTMENT OF THE AIR FORCE

SUBJECT: U.S. Air Forces in Europe Plans for the Procurement and Pre-Positioning
of Deployable Air Base Kits (Report No. DODIG-2019-040)

We are providing this report for your information and use. During the audit, we advised U.S. European Command, U.S. Air Forces in Europe, and Headquarters Air Force officials of the deficiencies we identified. Management agreed with our observations and initiated actions to address our concerns. We conducted this audit from June 2018 through December 2018 in accordance with generally accepted government auditing standards.

We appreciate the cooperation and assistance received during the audit. Please direct questions to me at Troy.Meyer@dodig.mil, (703) 604-8905 (DSN 664-8905).

A handwritten signature in black ink, reading "Troy M. Meyer".

Troy M. Meyer
Principal Assistant Inspector General for Audit

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Introduction

Objective

We determined whether U.S. Air Forces in Europe (USAFE) developed a plan for procuring and pre-positioning Deployable Air Base System-Facilities, Equipment, and Vehicles Kits (Deployable Air Base Kits) within the U.S. European Command area of responsibility.² See the Appendix for a discussion of our scope, methodology, and prior audit coverage.

Background

The DoD established the European Reassurance Initiative in FY 2015 to increase the presence and readiness capabilities of U.S. forces, allies, and regional partners located in the U.S. European Command (USEUCOM) area of responsibility and deter aggression by regional adversaries against North Atlantic Treaty Organization nations. To increase the readiness capability of its forces, USEUCOM required a capability to rapidly deploy U.S. Air Forces within the USEUCOM area of responsibility to deter adversarial threats in the event of a contingency.³

In FY 2016, USEUCOM directed its air component, USAFE, to develop requirements to meet the capability for deployable air bases. USAFE developed the Deployable Air Base Kits program, focusing on pre-positioning U.S. Air Force equipment throughout USEUCOM's area of responsibility. The kits were designed to support ongoing operations, exercises, and activities, while enabling a rapid response to contingencies. According to USAFE officials, the kits will enhance the USEUCOM and the U.S. Air Force's capability to stand up an air base in the event of a contingency; thereby, reducing the time and cost of transporting equipment from either the continental United States or other existing bases in the USEUCOM area of responsibility. In FYs 2018 and 2019, the U.S. Air Force was authorized a total of \$797 million for the Deployable Air Base Kits program and associated construction of storage facilities.⁴

Deployable Air Base Kits

The USAFE A4 Logistics Division (USAFE A4) developed the requirement for 24 Deployable Air Base Kits to be pre-positioned at 10 proposed storage locations throughout the USEUCOM area of responsibility. Each Deployable Air Base Kit will

² When the updated Air Force Instruction 25-101, "Air Force War Reserve Materiel Policies and Guidance," January 14, 2015, is issued in FY 2019, the name will change to Force Generation Modules. For the purposes of this report, we will use Deployable Air Base Kits because it was the name in effect during audit fieldwork.

³ A contingency is a situation requiring military operations in response to natural disasters, terrorists, or as otherwise directed by appropriate authority to protect U.S. interests.

⁴ Specifically, \$543 million was authorized for pre-positioned equipment and \$254 million for infrastructure.

include seven different categories of equipment, such as fueling equipment and medical supplies.⁵ See the figure for the name of each category and an example of the equipment included.

Figure. Seven Categories of Equipment Included in Deployable Air Base Kits



Source: DoD OIG.

⁵ During audit fieldwork medical supplies were included as one of the seven equipment categories in a Deployable Air Base Kit; however, USAFE officials have since stated that medical supplies will not be used in all 24 pre-positioned kits or stored at all 10 proposed storage locations.

Roles and Responsibilities for Deployable Air Base Kits

To execute the Deployable Air Base Kits program, several organizations have specific responsibilities that require constant communication and collaboration among the organizations.

Policy Issuer

Headquarters Air Force A4 Logistics, Installations, and Mission Support Division (Headquarters Air Force A4) manages and implements policy for U.S. Air Force war reserve materiel (pre-positioned equipment). Headquarters Air Force A4LX Logistics, Operations, Plans, and Programs Division (Headquarters Air Force A4LX) provides support and guidance to U.S. Air Force Commands, as required, during program execution. In January 2015, Headquarters Air Force A4LX issued Air Force Instruction 25-101, which provides policy and guidance for handling U.S. Air Force capability requirements development for pre-positioned equipment.⁶

Requirement Owner

USAFE executes U.S. Air Force and USEUCOM missions with pre-positioned airpower and infrastructure to conduct and enable theater and global operations. The USAFE A4 is responsible for developing the requirements for Deployable Air Base Kits. The USAFE A4C Civil Engineering Division is responsible for developing requirements for storage facilities throughout the USEUCOM area of responsibility. Finally, the USAFE European Deterrence Initiative Branch directly supports USAFE contingency planning efforts.⁷

Equipment Category Managers and Procurers

Multiple organizations under the Air Force Materiel Command provide support to USAFE in the development and validation of requirements for six of the seven equipment categories in a Deployable Air Base Kit. Similar to the equipment category managers, multiple organizations under the Air Force Materiel Command are also responsible for procurement strategies and initiating the purchase of the Deployable Air Base Kit equipment. The USAFE Surgeon General and Air Force Medical Operations Agency manage and procure the medical equipment. The procurement organizations work with the equipment category managers to develop lists detailing equipment within each category to purchase and when. Table 1 details which organizations manage and initiate procurement of the seven Deployable Air Base Kit equipment categories.

⁶ Air Force Instruction 25-101, "Air Force War Reserve Materiel Policies and Guidance," January 14, 2015.

⁷ The European Reassurance Initiative will officially be renamed the European Deterrence Initiative in FY 2019; however, USAFE and USEUCOM had already adopted the new name when audit fieldwork was conducted.

Table 1. Deployable Air Base Kit Equipment Category Managers and Procurers

Equipment Category	Manager	Procurer
Basic Expeditionary Airfield Resources	635th Supply Chain Operations Wing	Air Force Life Cycle Management Center
Fuels Support Equipment	635th Supply Chain Operations Wing	Air Force Life Cycle Management Center
Vehicles	441st Vehicle Support Chain Operations Squadron	Air Force Life Cycle Management Center
Expeditionary Airfield and Ground Logistics Equipment	Air Force Life Cycle Management Center	Air Force Life Cycle Management Center/404th Supply Chain Management Squadron
Medical Support Services	USAFE Surgeon General	Air Force Medical Operations Agency
Rapid Airfield Damage Recovery	Air Force Installation Mission Support Center - Air Force Civil Engineering Center	Air Force Installation Mission Support Center - Air Force Civil Engineering Center
Security Forces	Air Force Installation Mission Support Center - Air Force Security Forces Center	Air Force Installation Mission Support Center - Air Force Security Forces Center

Source: DoD OIG.

Review of Internal Controls

DoD Instruction 5010.40 requires DoD organizations to implement a comprehensive system of internal controls that provides reasonable assurance that programs are operating as intended and to evaluate the effectiveness of the controls.⁸ We identified internal control weaknesses in the program management of the Deployable Air Base Kits program.⁹ Specifically, Headquarters Air Force A4, in coordination with the USAFE A4, did not ensure a program manager was designated and develop an achievable plan for the construction of storage facilities, the procurement of the seven equipment categories, and the pre-positioning of 24 Deployable Air Base Kits in the USEUCOM area of responsibility. Additionally, the USEUCOM J5-8 Policy, Strategy, Partnering, and Capabilities Division (USEUCOM J5-8) did not determine an end date when all 24 kits should be pre-positioned in the USEUCOM area of responsibility. We will provide a copy of the report to the senior official responsible for internal controls in the U.S. Air Force.

⁸ DoD Instruction 5010.40, "Managers' Internal Control Program Procedures," May 30, 2013.

⁹ Headquarters Air Force A4LX officials stated that the Deployable Air Base Kits program is not an official program of record within the U.S. Air Force, but did agree that an Office of Primary Responsibility should be designated. For the purposes of this report, the role of Office of Primary Responsibility is referred to as a program manager.

Finding

USAFE's Plan for Pre-Positioning Deployable Air Base Kits Does Not Align With Current Construction and Procurement Schedules

The USAFE European Deterrence Initiative Branch, which supports USAFE contingency planning efforts, initially developed in FY 2016 and later updated in FY 2018 an overall plan indicating when storage facility construction and procurement of Deployable Air Base Kits could be completed. However, the overall plan was based on estimated funding and did not take into consideration individual construction and procurement schedules in order to establish achievable milestones. For example, the overall plan indicated that the first storage facility would be complete by FY 2019, while the individual construction plan indicated FY 2022. In addition, while one of the individual construction plans indicated the number of kits to be pre-positioned at each of the 10 storage locations, the overall plan did not.

An achievable plan was not developed because there is no single program manager designated in the U.S. Air Force for the Deployable Air Base Kits program to: 1) coordinate with the multiple organizations that support the program, 2) request progress reports on individual storage facility construction and equipment category procurement, and 3) track program execution through an overall plan. Specifically, Headquarters Air Force A4 did not coordinate with the USAFE A4, as the requirement owner, to ensure that a program manager was designated to maintain the plan and to track execution of the Deployable Air Base Kits program, which is expected to last 10 or more years. Additionally, while the USEUCOM J5-8 directed the USAFE A4 in FY 2016 to develop Deployable Air Base Kit program requirements, the USEUCOM J5-8 did not establish an end date to have all 24 kits pre-positioned in USEUCOM's area of responsibility.

The program, authorized for \$797 million in FYs 2018 and 2019, involves multiple organizations that are responsible for construction, management, and procurement; however, without a designated program manager responsible for periodically updating the overall plan, USEUCOM and USAFE will not know when each of the 24 Deployable Air Base Kits will be available. As a result, USEUCOM and USAFE will have fewer options for airlift capabilities when rapidly responding to a contingency within the USEUCOM area of responsibility.

USAFE’s Overall Plan for Deployable Air Base Kits is Not Achievable

The USAFE European Deterrence Initiative Branch, which supports USAFE contingency planning efforts, initially developed in FY 2016 and later updated in FY 2018 an overall plan indicating when storage facility construction and procurement of Deployable Air Base Kits could be completed. However, the overall plan was based on estimated funding and did not take into consideration individual construction and procurement schedules in order to establish achievable milestones.

Military Construction Schedule

The overall plan did not align with the military construction schedule, which was based on the completion dates for the proposed storage locations. Both the overall plan and individual construction schedule indicated that 10 storage locations would be built throughout USEUCOM’s area of responsibility. The overall plan, developed by the European Deterrence Initiative Branch, indicated that the first storage facility would be completed by FY 2019.

However, the individual construction schedule indicated that the first two storage locations would be complete by FY 2022. See Table 2 for a summary of when the 10 storage locations are forecast to be completed according to the overall plan and the individual construction schedule.

The overall plan indicated that the first storage facility would be completed by FY 2019. However, the individual construction schedule indicated that the first two storage locations would be complete by FY 2022.

Table 2. Construction Schedule Comparison for Storage Facilities

FY	European Deterrence Initiative Branch Overall Plan	Individual Construction Schedule
2019	1 location complete	No locations complete
2020	4 locations complete	No locations complete
2021	6 locations complete	No locations complete
2022	9 locations complete	2 locations complete
2023	All 10 locations complete	4 locations complete
2024	All 10 locations complete	8 locations complete
2025	All 10 locations complete	All 10 locations complete

Source: DoD OIG.

In addition, while one of the individual construction plans indicated the number of kits to be pre-positioned at each of the 10 proposed storage locations, the overall plan did not.

Equipment Procurement Schedule

The overall plan also did not align with the individual equipment procurement schedules based on estimates provided by USAFE A4 officials. USAFE A4 officials stated that equipment for the Deployable Air Base Kits is estimated to take 18 to 24 months from its initial procurement until delivery to final storage locations in the USEUCOM area of responsibility. The overall plan indicated that there would be enough equipment procured for the first five full kits in FY 2018. However, in July 2018, USAFE A4 officials stated that they do not expect to have the equipment procured to fulfill the first complete Deployable Air Base Kits until FY 2020 or 2021.

The overall plan indicated that there would be enough equipment procured for the first five full kits in FY 2018. However, in July 2018, USAFE A4 officials stated that they do not expect to have the equipment procured to fulfill the first complete Deployable Air Base Kit until FY 2020 or 2021.

Additionally, the overall plan forecasts procurement through FY 2024; however, the individual equipment category schedules forecast that all 24 kits would be pre-positioned between FY 2024 and FY 2026. For example, the procurement organizations for three of the seven equipment categories estimated that the procurement of those three categories for the 24 kits will still not be complete as of the end of FY 2026, 2 years beyond the timeline included in the overall plan.

Deployable Air Base Kits Program Manager Was Not Designated and Program End Date Was Not Established

An achievable plan was not developed because there is no single program manager designated in the U.S. Air Force for the Deployable Air Base Kits program to: 1) coordinate with the multiple organizations that support the program, 2) request progress reports on individual storage facility construction and equipment category procurement, and 3) track program execution through an overall plan. Additionally, an end date was not established for when all Deployable Air Base Kits should be pre-positioned in the USEUCOM area of responsibility.

Lack of Coordination to Designate a Program Manager

There are nine U.S. Air Force organizations responsible for construction, management, and procurement of the seven equipment categories; however, no single organization is authorized to manage the overall program or designated to track and update the overall plan based on the individual construction, procurement, and pre-positioning schedules for the 24 Deployable Air Base Kits. This occurred because Headquarters Air Force A4 did not coordinate with the USAFE A4, as the requirement owner, to ensure that a program manager was designated to maintain the plan, initially developed by the USAFE European Deterrence Initiative Branch, and to track execution of the program, which is expected to last 10 or more years.

Because the Deployable Air Base Kits program is a multi-year, multi-billion-dollar, complex program, it is critical that the individual schedules be brought together and the plan be regularly updated by a program manager.

Because the Deployable Air Base Kits program is a multi-year, multi-billion-dollar, complex program, it is critical that the individual schedules be brought together and the plan be regularly updated by a program manager.

USEUCOM Did Not Provide a Program End Date

While the USEUCOM J5-8 directed the USAFE A4 in FY 2016 to develop Deployable Air Base Kit program requirements, the USEUCOM J5-8 did not establish an end date to have all 24 kits pre-positioned in USEUCOM's area of responsibility. Consequently, the USAFE A4 could not plan, using an end date, to schedule the construction of storage facilities and procurement of equipment categories.

Without Deployable Air Base Kits, USEUCOM Will Have Fewer Options to Respond to Contingencies

The program, authorized for \$797 million in FYs 2018 and 2019, involves multiple organizations that are responsible for construction, management, and procurement; however, without a designated program manager responsible for periodically updating the overall plan, USEUCOM and USAFE will not know when each of the 24 Deployable Air Base Kits will be available. As a result, USEUCOM and USAFE will have fewer options for airlift capabilities when rapidly responding to a contingency within the USEUCOM area of responsibility. Without the Deployable Air Base Kits, USEUCOM and USAFE will have fewer resources to support airlift capabilities when responding to a contingency and will have to assume more risk that airfield operations cannot be supported. Inadequate planning could also

adversely affect program resources. For example, USAFE may require supplemental funding to pay for interim storage locations if equipment is procured in excess of available storage space.

Recommendations

Recommendation 1

We recommend that the Director, Headquarters Air Force A4 Logistics, Installations, and Mission Support Division, in coordination with the Director, U.S. Air Forces in Europe A4 Logistics Division, and the Director, Air Force Materiel Command Logistics Division:

- a. Ensure a program manager is designated at least at the Director level for the Deployable Air Base Kits program so that a single organization maintains responsibility for coordinating with the multiple organizations supporting the program, requesting progress reports on individual storage facility construction and equipment category procurement, and tracking overall program execution.**
- b. Direct the program manager to review and update the Deployable Air Base Kits program plan at least semi-annually, which includes the construction of storage facilities, procurement of all seven equipment categories, and pre-positioning to ensure that all 24 kits are on track to be procured and pre-positioned by the U.S. European Command end date.**

Recommendation 2

We recommend that the Director, U.S. European Command J5-8 Policy, Strategy, Partnering, and Capabilities Division, in coordination with the Director, U.S. Air Forces in Europe A4 Logistics Division, establish an end date for the pre-positioning of the 24 Deployable Air Base Kits in the U.S. European Command area of responsibility.

Management Actions Taken

During the audit, we notified officials from Headquarters Air Force A4, USEUCOM J5-8, and USAFE A4 that, as a result of the lack of a program manager and established end date, we were concerned that the organizations did not have an achievable plan for executing the Deployable Air Base Kits program. Headquarters Air Force A4, USEUCOM J5-8, and USAFE A4 officials agreed with our recommendations and initiated corrective actions

Specifically, USAFE A4 and supporting organizations' officials met in October 2018, and agreed on the need for an overall program manager with tasking authority over the Deployable Air Base Kits program. The discussion focused on whether the program manager should be at the Deployable Air Base Kits level, at the European Contingency Air Operations Sets program level, or possibly higher. Meeting attendees did not decide which organization should be designated as the program manager during the October 2018 meeting; however, USAFE A4 officials stated that they plan to continue the discussion at the next meeting, scheduled for February 2019. Additionally, Headquarters Air Force A4LX officials stated that they are updating Air Force Instruction 25-101 to include a requirement to designate a program manager over U.S. Air Force pre-positioned equipment. Also, Headquarters Air Force A4LX officials stated that they could provide a signed memorandum documenting the roles and responsibilities of all organizations associated with the Deployable Air Base Kits program. The management actions taken by Headquarters Air Force A4 and the USAFE A4 addressed the specifics of the recommendations.

Therefore, Recommendations 1.a and 1.b are resolved but will remain open. We will close these recommendations when we receive the updated Air Force Instruction 25-101 with the requirement for a program manager for U.S. Air Force pre-positioned equipment, and a copy of a program manager appointment memorandum identifying the individual responsible for the Deployable Air Base Kits program and detailed roles and responsibilities of all organizations associated with the program.

Furthermore, USEUCOM J5-8 officials agreed with our recommendation to establish an end date for pre-positioning the 24 Deployable Air Base Kits in the USEUCOM area of responsibility. Specifically, USEUCOM J5-8 officials provided a classified implementation plan with an end date to pre-position the 24 Deployable Air Base Kits. In addition, USAFE A4 officials stated that they had established an interim goal of 10 kits by FY 2021. The management actions taken by the USEUCOM J5-8 and USAFE A4 addressed the specifics of the recommendation; therefore, Recommendation 2 is closed.

Appendix

Scope and Methodology

We conducted this performance audit from June 2018 through December 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 objective.

Within the European Contingency Air Operations Sets program, there are three initiatives: Deployable Air Base Kits, Air Operations Enablers, and Infrastructure. This audit focused on Deployable Air Base Kits and a small portion of the Infrastructure initiative as it relates to the storage facilities being built to store the equipment.

We reviewed criteria related to U.S. Air Force pre-positioned equipment, including the following.

- Chairman of the Joint Chiefs of Staff Instruction 4310.01D¹⁰
- Air Force Policy Directive 25-1¹¹
- Air Force Instruction 25-101

We conducted a site visit to USEUCOM in Stuttgart, Germany, and to USAFE in Kaiserslautern, Germany, from July to August 2018 to determine whether a plan had been developed or implemented for procuring and pre-positioning Deployable Air Base Kits. We met with officials from the USEUCOM J4 Logistics Division, USEUCOM J5-8, USAFE A4RI International Logistics Division, USAFE A4C Civil Engineering Division, and the 86th Materiel Maintenance Squadron.

We also conducted site visits in August and September 2018 to the Air Force Sustainment Center at Tinker Air Force Base, Oklahoma, and the 635th Supply Chain Operations Wing at Scott Air Force Base, Illinois, to obtain additional information about Deployable Air Base Kit procurement and management. On each of the site visits, we collected relevant documentation, including program briefing slides, planning documents, and procurement schedules.

¹⁰ Chairman of the Joint Chiefs of Staff Instruction 4310.01D, "Logistics Planning Guidance for Pre-Positioned War Reserve Materiel," December 30, 2016.

¹¹ Air Force Policy Directive 25-1, "War Reserve Materiel," April 4, 2018.

Use of Computer-Processed Data

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

Prior Coverage

During the last 5 years, the Government Accountability Office (GAO) and the DoD Office of Inspector General (DoD OIG) issued two reports discussing the European Reassurance Initiative. 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/>.

GAO

Report No. GAO-18-128, “European Reassurance Initiative - DoD Needs to Prioritize Posture Initiatives and Plan For and Report Their Future Cost,” December 2017

Since 2014, the DoD has expanded the European Reassurance Initiative’s objectives, increased its funding, and planned enhancements to European posture. The DoD expanded European Reassurance Initiative’s objectives from the short-term reassurance of allies and partners to include deterring Russian aggression in the long term and developing the capacity to field a credible combined force should deterrence fail. With respect to funding, the DoD will have requested approximately \$4.5 billion for European Reassurance Initiative’s posture enhancements through the end of FY 2017 (about \$3.2 billion for FY 2017 alone), and in July 2016 USEUCOM identified funding needs for future posture initiatives. This report found several weaknesses, including a lack of prioritization, lack of sustainment costs, and not communicating future costs.

DoD OIG

Report No. DODIG-2017-111, “Evaluation of the European Reassurance Initiative,” August 22, 2017

This report found that European Reassurance Initiative funds, which are Overseas Contingency Operations appropriations, are normally planned for only 1 year, versus the DoD’s 5-year Future Years Defense Program planning cycle, which identifies the immediate base budget priorities and the future projections for the next 4 fiscal years. As a result, USEUCOM and Operation Atlantic Resolve countries may be unable to sustain European Reassurance Initiative’s contribution to allied and partner military capabilities. This report also found that Operation Atlantic Resolve countries do not yet have procedures or transportation infrastructure in place to allow timely U.S., allied, and partner-nation military deployments. In addition, U.S. agreements with Operation Atlantic Resolve countries governing infrastructure use do not sufficiently clarify facility access, sustainment, and development plans.

Acronyms and Abbreviations

USAFE U.S. Air Forces in Europe
USEUCOM U.S. European Command



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For more information about DoD OIG reports or activities, please contact us:

Congressional Liaison

703.604.8324

Media Contact

public.affairs@dodig.mil; 703.604.8324

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4800 Mark Center Drive
Alexandria, Virginia 22350-1500
www.dodig.mil
Defense Hotline 1.800.424.9098

