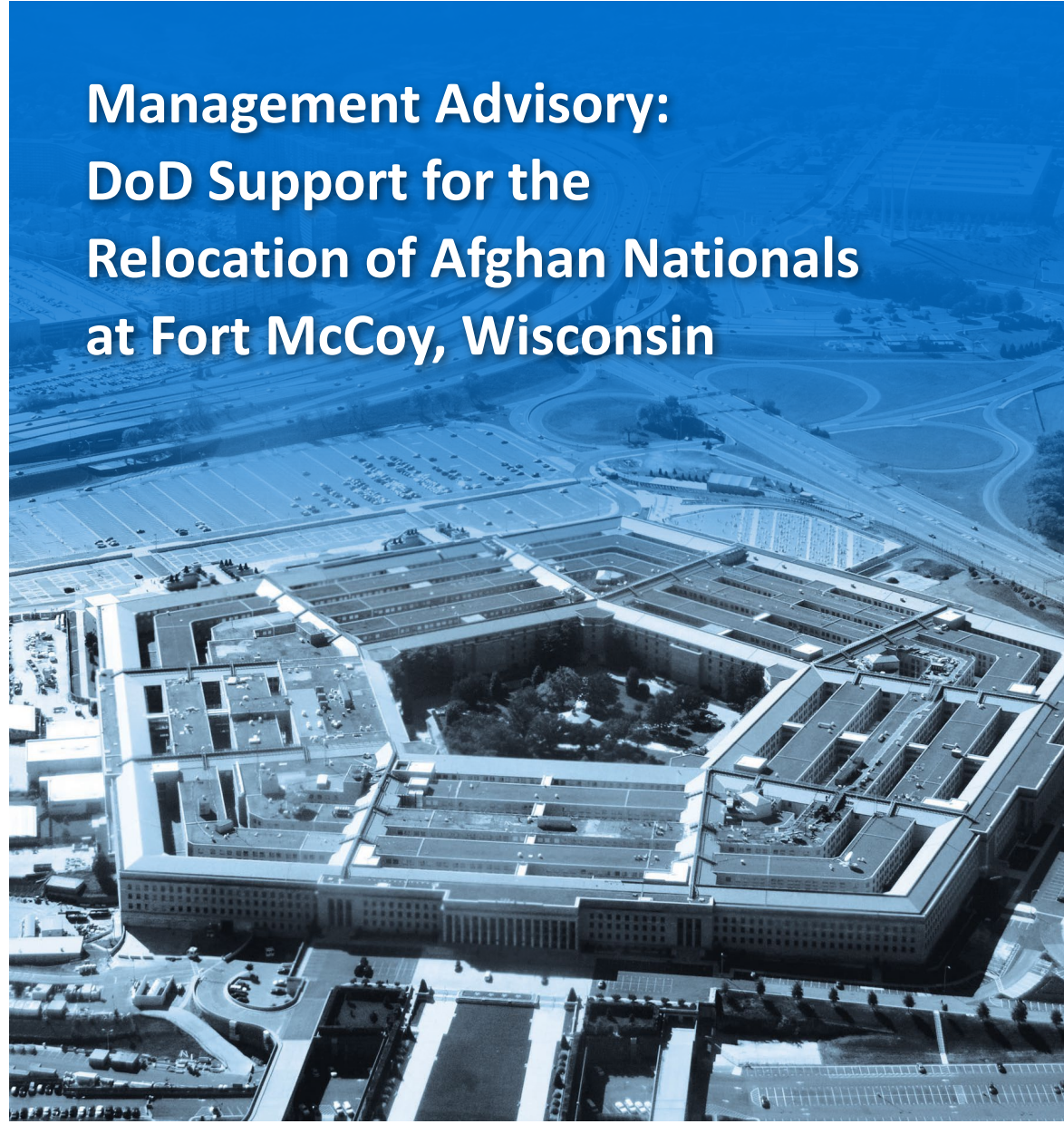




# INSPECTOR GENERAL

*U.S. Department of Defense*

FEBRUARY 15, 2022



## Management Advisory: DoD Support for the Relocation of Afghan Nationals at Fort McCoy, Wisconsin





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February 15, 2022

MEMORANDUM FOR COMMANDER, U.S. NORTHERN COMMAND  
COMMANDER, U.S. ARMY MATERIEL COMMAND  
COMMANDER, U.S. ARMY NORTH  
DIRECTOR, JOINT STAFF  
AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Management Advisory: DoD Support for the Relocation of Afghan Nationals  
at Fort McCoy, Wisconsin (Report No. DODIG-2022-063)

The purpose of this management advisory is to provide the officials responsible for receiving, housing, supporting, and preparing Afghan evacuees for movement to their final resettlement location with the results from our site visit to Task Force (TF) McCoy at Fort McCoy, Wisconsin. The audit team visited Fort McCoy from November 1 through 5, 2021. We conducted the work on this project with integrity, objectivity, and independence, as required by the Council of the Inspectors General on Integrity and Efficiency's Quality Standards for Federal Offices of Inspector General.

We conducted our review of TF McCoy operations at Fort McCoy as part of the "Audit of DoD Support for the Relocation of Afghan Nationals (Project No. D2021-D000RJ-0154.000)."<sup>1</sup> The objective of this audit is to determine whether the DoD adequately planned and provided support for the relocation of Afghan evacuees. The audit team visited Fort McCoy to review housing and other facilities, security, medical care, and costs associated with this effort. Despite limited time to plan for this massive effort, TF McCoy personnel housed and sustained Afghan evacuees.<sup>2</sup> However, TF McCoy personnel did experience challenges, such as maintaining dining facilities, identifying the required contracted medical skill sets, providing behavioral health services, and holding Afghan evacuees accountable for misdemeanor crimes.

## Operation Allies Refuge

On July 14, 2021, the President announced Operation Allies Refuge, with the Department of State (DOS) as the lead Federal agency, to support the relocation of Afghan evacuees who previously supported the U.S. Government and were in the process of completing

<sup>1</sup> DoD OIG Project No. D2021-D000RJ-0154.000, "Audit of DoD Support for the Relocation of Afghan Nationals," announced August 23, 2021.

<sup>2</sup> DoD, interagency, and non-governmental organization personnel supported TF McCoy. However, for the purpose of this report, we refer to TF McCoy personnel as DoD personnel.

their Special Immigrant Visa applications.<sup>3</sup> Applicants' immediate family members were also included in the relocation effort. During Operation Enduring Freedom and Operation Freedom's Sentinel, the U.S. Government employed Afghans in supporting roles to assist in these operations. Due to that employment, some Afghans, their families, and close friends faced serious and ongoing threats. According to a statement by the President on August 30, 2021, the DoD executed the largest airlift in U.S. history, evacuating more than 120,000 people from Afghanistan in just 17 days. The DOS activated the Afghanistan Coordination Task Force and requested and received DoD support in the form of temporary housing, sustainment, and other support at suitable DoD facilities both within and outside the continental United States.<sup>4</sup>

## Operation Allies Welcome

On August 29, 2021, the President announced that the Department of Homeland Security (DHS) would serve as the lead Federal agency for Operation Allies Welcome, coordinating ongoing efforts across the U.S. Government to resettle vulnerable Afghans in the United States, including those who worked for the United States and Coalition forces since 2001.<sup>5</sup> The DHS processes, screens, and vets Afghans in coordination with the DoD, the DOS, and other Federal agencies. The DOS and the Department of Health and Human Services are responsible for the final resettlement and integration efforts.

### ***DoD Roles and Responsibilities Supporting Operation Allies Welcome***

On August 15, 2021, the Secretary of Defense directed the U.S. Northern Command to provide temporary housing, sustainment, and support inside the United States for Afghan evacuees, their families, and other individuals at risk from the Taliban. As the DoD's lead combatant command for Operation Allies Welcome, the U.S. Northern Command provides housing and security at U.S. military installations. As of February 2, 2022, there were two U.S.-based military installations, including Fort McCoy, supporting the relocation of Afghan evacuees under Operation Allies Welcome.<sup>6</sup>

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<sup>3</sup> In 2014, Congress amended the Special Immigrant Visa program to provide U.S. visas for translators and interpreters who performed "sensitive and trusted activities" for the U.S. Government in Afghanistan.

<sup>4</sup> The DOS leads the Afghanistan Coordination Task Force that includes experts from various U.S. Government agencies, including the DoD, the Department of Homeland Security, and the Department of Health and Human Services.

<sup>5</sup> Operation Allies Refuge was the operation to airlift at-risk Afghan evacuees, who supported the DoD, out of Afghanistan. Operation Allies Welcome is an ongoing effort across the U.S. Government to support these Afghan evacuees as they resettle in the United States.

<sup>6</sup> The two locations were Fort McCoy, Wisconsin and Joint Base McGuire-Dix-Lakehurst, New Jersey. Fort Lee, Virginia; Marine Corps Base Quantico, Virginia; Fort Bliss, Texas; Holloman Air Force Base, New Mexico; Camp Atterbury, Indiana; and Fort Pickett, Virginia processed their final evacuees between November 17, 2021, and February 1, 2022.

## ***Task Force McCoy's Roles and Responsibilities Supporting Operation Allies Welcome***

The U.S. Northern Command formed TF McCoy to support Operation Allies Welcome at Fort McCoy with the mission to safely receive, house, support, and prepare up to 13,000 Afghan evacuees for movement to their final resettlement locations. As of November 4, 2021, TF McCoy comprised 1,922 DoD personnel. The majority of DoD personnel came from the U.S. Army Reserve 88th Readiness Division from Fort McCoy, Wisconsin and Fort Snelling, Minnesota; the 181st Multi-Functional Training Brigade from Fort McCoy, Wisconsin; U.S. Army Garrison Fort McCoy, Wisconsin; the 1st Squadron, 32nd Cavalry Regiment from Fort Campbell, Kentucky; and the 720th Military Police Battalion from Fort Hood, Texas. Medical personnel came from the 10th Field Hospital from Fort Carson, Colorado, and the 546th Area Support Medical Company from Fort Hood, Texas.

As illustrated in the following timeline, TF McCoy personnel had minimal time to prepare for housing and sustaining Afghan evacuees.

- On August 16, 2021, the U.S. Northern Command notified U.S. Army Garrison Fort McCoy personnel to provide support for Operation Allies Welcome at Fort McCoy.
- TF McCoy personnel stated that on August 18, 2021, the Commanding General, 88th Readiness Division and Senior Commander Fort McCoy, was designated as the Senior Mission Commander for Operation Allies Welcome at Fort McCoy, standing up TF McCoy.
- By August 19, 2021, 3 days after receiving the official mission, TF McCoy personnel stated that Fort McCoy had the capacity to house 12,500 Afghan evacuees.
- On August 22, 2021, the first 132 Afghan evacuees arrived at Fort McCoy.
- By September 7, 2021, 16 days after the first Afghan evacuees arrived, TF McCoy had received 12,449 Afghan evacuees and had the capacity to house up to 13,000 Afghan evacuees.
- As of November 4, 2021, TF McCoy had received, housed, supported, and processed 13,043 Afghan evacuees.

## Afghan Evacuee In-Processing at Fort McCoy

TF McCoy personnel stated that due to lack of an established system of record, TF McCoy personnel documented Afghan evacuees' arrival on an Excel spreadsheet that captured each arrival's name and date of birth, and grouped evacuees by family unit. Next, TF McCoy personnel tested Afghan evacuees for the coronavirus disease-2019 (COVID-19) through rapid antigen testing and if they tested positive, they were immediately isolated from other Afghan evacuees.<sup>7</sup> TF McCoy personnel stated that once isolated, evacuees were immediately tested using a more accurate polymerase chain reaction test, also called a PCR test.<sup>8</sup> If this second test was also positive, TF McCoy personnel assigned the Afghan evacuee to housing in TF McCoy's isolation and quarantine area. TF McCoy personnel stated that once Afghan evacuees no longer required isolation or quarantine, task force personnel assigned the Afghan evacuees housing in the general population where they received a wristband and a meal card that correlated with their housing and dining facility assignments.

The Afghan evacuees who tested negative for COVID-19 received a wristband and a meal card that correlated with their housing and dining facility assignments. Next, Afghan evacuees received personal hygiene items, and task force personnel took them to their housing units. TF McCoy personnel stated that lastly, Afghan evacuees met with interagency partners who registered arrivals in the DOS-owned Hummingbird database, which started the relocation process for Afghan evacuees into permanent homes.<sup>9</sup> TF McCoy personnel estimated that about 5,000 Afghan evacuees arrived at Fort McCoy before Hummingbird was fully operational, resulting in about a 2-week delay in starting the evacuees' immigration process.

## Afghan Evacuee Sustainment Procedures and Observations

TF McCoy personnel established an encampment, divided into North and South neighborhoods, capable of housing and sustaining 13,000 Afghan evacuees on Fort McCoy grounds, using 215 barracks that traditionally house Soldiers training on the installation. The audit team observed the following TF McCoy housing operations and challenges.

### **Housing**

All 215 TF McCoy barracks were two-story buildings with electricity and heating systems. In addition, each barrack had bathrooms with six showers and six toilets on each floor of the building, with male bathrooms on one floor and female bathrooms on the other floor. TF McCoy's North neighborhood comprised 141 barracks with a capacity of about 8,500 beds, while the South neighborhood had 74 barracks with a capacity of about 4,500 beds. TF McCoy

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<sup>7</sup> Rapid antigen testing for COVID-19, which is inexpensive and provides results in 15 to 30 minutes, uses a nasal swab to detect infection.

<sup>8</sup> Polymerase chain reaction testing for COVID-19 uses a nasal swab to determine infection and is an accurate and reliable test for diagnosing COVID-19.

<sup>9</sup> The Hummingbird database is a DOS-owned database used to support Operation Allies Welcome. The system captures Afghan evacuee identification data, such as name, date of birth, and passport number; medical data, such as lab results, vaccinations, and medical exams; and biometric data, such as fingerprints and photos for immigrants seeking resettlement.

personnel stated that each barrack had a capacity of up to 60 beds and that the task force dedicated 5 barracks for single females, 33 barracks for single males, and the remaining 177 barracks for families. Figure 1 shows vacant barracks on the left and vacant showers on the right.



## ***Food and Water***

The TF McCoy encampment used four existing dining facilities at Fort McCoy, two in each neighborhood, to serve Afghan evacuees three hot and culturally appropriate meals a day. Outside the dining facilities, TF McCoy personnel built tents with heaters in the event Afghan evacuees had to wait outside in cold weather before entering the dining facility. TF McCoy personnel stated that because Afghan evacuees ate in their barracks and did not use the seating areas inside the dining facilities, in November 2021, TF McCoy personnel repurposed the seating areas to be inside waiting areas and removed the heated tents. Furthermore, TF McCoy personnel stated that they added bus services throughout the neighborhoods with stops at each dining facility to reduce the time Afghan evacuees were in cold weather. Afghan evacuees used the meal cards and colored wristbands received during in-processing to collect meals at their assigned dining facility.<sup>10</sup> In addition to the four dining facilities, TF McCoy established five cafes across both neighborhoods that provided evacuees access to food and beverages 24 hours per day, 7 days per week.

## ***Community Care Centers***

There were 10 community care centers located throughout the TF McCoy encampment. TF McCoy personnel stated that the community care centers served as central hubs for each neighborhood. Afghan evacuees had access to community care centers that served

<sup>10</sup> Afghan evacuees received new meal cards each week.

as distribution sites for personal items such as winter blankets, coats, and toiletries, and allowed evacuees to discuss any questions they had with DoD personnel. Military personnel and translators staffed the community care centers 24 hours per day, 7 days per week. The audit team observed military personnel at the community care centers providing Afghan evacuees with daily hygiene items, such as soap and shampoo, as well as diapers and formula to parents of young children and newborns.

### ***Donations Center***

TF McCoy personnel initially established one donation center, supported by non-governmental organizations, and arranged the center into areas by items intended for males, females, and children. The audit team observed that the donation center was stocked with shirts, shoes, pants, winter hats and gloves, socks, and undergarments. TF McCoy personnel stated that due to the large evacuee population at Fort McCoy, TF McCoy personnel bused evacuees by housing units to the donation center and each group of evacuees had 30 minutes to select items. TF McCoy personnel stated that on their first trip to the donation center, male Afghan evacuees could select up to six items and women and children could select up to eight items; however, this limit did not apply to undergarments or shoes. TF McCoy personnel stated that they ensured that all Afghan evacuees received shoes before they left the donation center. On a return trip to the donation center, Afghan evacuees received a grocery bag and could fill their bag with as many items that could fit inside the bag. Finally, TF McCoy personnel stated that they met with all Afghan evacuees at Fort McCoy to determine winter clothing sizes and quantity requirements, and that TF McCoy personnel worked with U.S. Army North to obtain the necessary winter clothing. As of November 5, 2021, TF McCoy personnel stated that all Afghan evacuees had winter coats. TF McCoy personnel stated to make donations more accessible to Afghan evacuees, the task force later established additional donations centers within each neighborhood.

### ***Prayer Rooms***

TF McCoy personnel established 14 prayer rooms throughout the encampment, with 10 prayer rooms in the North neighborhood and 4 prayer rooms in the South neighborhood. During their site visit, the audit team observed that TF McCoy had established gender-specific prayer rooms to accommodate Afghan evacuees' cultural and religious expectations.

### ***Education and Recreation***

TF McCoy established educational and recreational activities for Afghan evacuees. TF McCoy personnel stated that there were 20 classrooms on the encampment and that Afghan evacuees volunteered to teach general education classes. The audit team observed Afghan evacuees teaching men, women, and children. During the site visit, the audit team met with an Afghan evacuee teacher who stated that in his classroom, he had five volunteer teachers who taught basic English, math, and cultural classes to about 160 students of all ages and genders.



TF McCoy personnel also established seven recreational centers—four in the North, and three in the South neighborhoods. The audit team observed that the recreational centers offered musical instruments, televisions, basketball hoops, board games, and children’s toys. TF McCoy scheduled dedicated times in the recreational centers for women only, including times for women-only concerts and yoga classes. During the site visit, the audit team observed Afghan evacuees using all available sewing machines in the two sewing centers to make scarves, suits, and other clothing items. Additionally, the audit team observed TF McCoy’s center for women and children, supported and furnished with toys for young children by non-governmental organizations, that served as a dedicated place for women and young children to play.

### ***Established Lines of Communication***

TF McCoy personnel stated that they implemented multiple lines of communication with Afghan evacuees. For example, TF McCoy personnel stated that with the assistance of translators, DoD personnel overseeing the North and South neighborhoods held town halls to provide information on actions or changes to TF McCoy activities that had a significant impact on the Afghan evacuee population. The audit team attended multiple shuras (meetings) during the site visit to Fort McCoy and observed that TF McCoy personnel were working to address the needs and concerns of Afghan evacuees.<sup>11</sup>

Within each neighborhood, Afghan evacuees selected other Afghan evacuees to serve as block leaders, responsible for representing and sharing information to a smaller section of the neighborhood. TF McCoy personnel stated that they held weekly meetings with Afghan block leaders to share information and discuss evacuees’ needs and concerns. In addition, outside of each of the community centers and dining facilities, TF McCoy established message boards to share information with Afghan evacuees. Additionally, DOS and DHS personnel stated that they used text messages, sent directly to Afghan evacuees, to provide broader dissemination of messages relating to resettlement and upcoming activities. Figure 2 is a message board located outside of a dining facility at Fort McCoy.

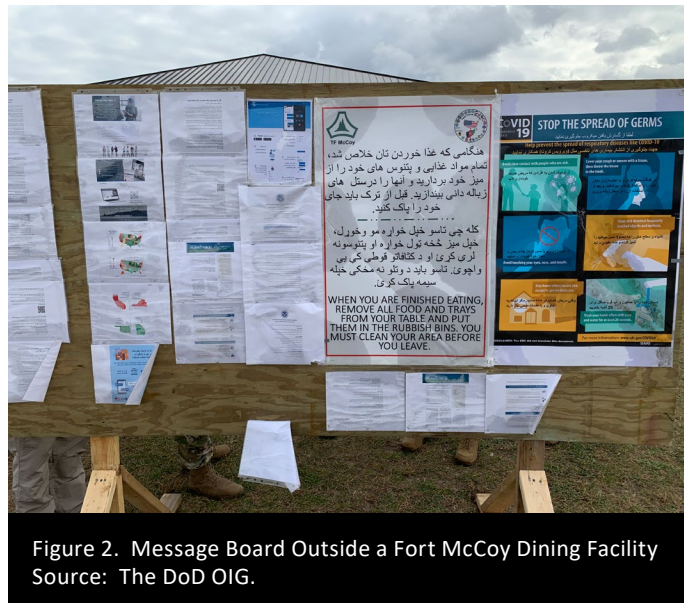


Figure 2. Message Board Outside a Fort McCoy Dining Facility  
Source: The DoD OIG.

<sup>11</sup> “Shura” is Arabic for “consultation.” During a shura, community leaders meet to discuss communal affairs and resolve disputes.

## ***Afghan Evacuee Sustainment Challenges***

TF McCoy personnel faced challenges operating four dining facilities to provide three hot and culturally appropriate meals daily for up to 13,000 Afghan evacuees. This production strained facilities designed to produce just 5,600 total meals, twice a day. Providing culturally appropriate food and ensuring contractor compliance with the contract requirements further challenged TF McCoy.

### ***Culturally Appropriate Food***

TF McCoy personnel stated that the task force did not initially provide Afghan evacuees with culturally appropriate meals. Specifically, TF McCoy personnel stated that even though all meals met religious and DoD food safety requirements—serving only halal food and cooking items to the required temperatures—the dining facility contractors struggled to provide culturally appropriate meals to Afghan evacuees.<sup>12</sup> For example, TF McCoy personnel stated that in one instance, a contractor served shrimp, which met the halal food requirement; however, some Afghan evacuees considered shrimp foreign and would not eat it. In response, TF McCoy personnel stated that they worked with the contractor to develop a better menu using on-hand food items while simultaneously coordinating with the Defense Logistics Agency to provide more appropriate food based on the traditional Afghan diet. During the site visit, the audit team spoke with a group of Afghan evacuees and they expressed that although meals could use further improvements, including additional meat and bread options, they appreciated TF McCoy’s efforts to adjust meals.

### ***Contractor Compliance***

Contractors operating Fort McCoy dining facilities did not comply with all contract requirements. As a result, the TF McCoy contracting officer’s representative issued two non-compliance reports to the contractor on September 20 and October 12, 2021. The first non-compliance report issued on September 20, 2021, captured observations by TF McCoy contracting personnel from September 9 to September 17, 2021. TF McCoy contracting personnel identified that the contractor was not serving food according to the approved menu, including serving rice for breakfast because the contractor was out of eggs. In addition, the contractor did not meet serving hour requirements and did not consistently meet food storage safety requirements. In response to the September 20, 2021, non-compliance report, the contractor submitted a corrective action plan on September 27, 2021, to address these challenges. While TF McCoy contracting personnel initially agreed that the contractor’s actions would correct the problems, on October 14, 2021, TF McCoy contracting personnel ultimately rejected the corrective action plan because the contractor did not execute the corrective actions to rectify the non-compliances. The contractor resubmitted a corrective action plan, and after TF McCoy contracting personnel conducted inspections, the corrective action plan was accepted and closed on November 17, 2021.

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<sup>12</sup> Halal is Arabic for “permissible” and indicates the food was prepared in accordance with Islamic law.

TF McCoy personnel issued a second non-compliance report on October 12, 2021, identifying minor non-compliances related to a dining facility and a grab-and-go facility. TF McCoy personnel stated that the contractor immediately corrected the problems and, although not required, on October 23, 2021, the contractor submitted a corrective action plan.

## Afghan Evacuee Medical Procedures and Observations

TF McCoy medical personnel performed medical exams and administered immunizations required by the DHS in support of the U.S. Citizenship and Immigration Services and provided acute care to preserve the health and well-being of Afghan evacuees. TF McCoy’s medical mission was supported by 128 DoD medical personnel from the 10th Field Hospital from Fort Carson, Colorado, and the 546th Area Support Medical Company from Fort Hood, Texas; 47 contracted medical personnel; and 60 translators. Specialized medical personnel included pediatricians, obstetricians, dentists, and behavioral health professionals. The audit team observed the following TF McCoy medical operations and challenges.

### ***Immigration Exams and Vaccinations***

To satisfy immigration requirements, each Afghan evacuee received a medical exam that included a routine physical and a screening for five communicable diseases—COVID-19, tuberculosis, chlamydia, gonorrhea, and syphilis. In addition, TF McCoy medical personnel provided evacuees with each of the 13 age-appropriate vaccinations and screened the evacuees for behavioral health and substance abuse problems. On September 16 and October 24, 2021, TF McCoy personnel hosted two mass vaccination events, each lasting four to five days, to ensure all Afghan evacuees received the 13 age-appropriate vaccinations required by DHS. TF McCoy medical personnel stated that as of November 4, 2021, they had administered over 87,000 individual vaccines. According to the U.S. Northern Command, as of November 5, 2021, 100 percent of Afghan evacuees at TF McCoy were vaccinated for measles, mumps, and rubella; varicella; COVID-19; and polio. Table 1 lists the 13 age-appropriate immunizations, required by the DHS, in support of the U.S. Citizenship and Immigration Services.

*Table 1. Required Immunizations for U.S. Immigration*

Required Immunizations	
1. Measles, Mumps, and Rubella	8. Influenza
2. Polio	9. Pneumococcal pneumonia
3. Tetanus and diphtheria toxoids	10. Rotavirus
4. Pertussis	11. Hepatitis A
5. Haemophilus influenza type B	12. Meningococcal
6. Hepatitis B	13. COVID-19
7. Varicella	

Source: The DoD OIG.

TF McCoy personnel documented Afghan evacuee medical immigration exams and vaccinations on U.S. Citizenship and Immigration Form I-693, "Report of Medical Examination and Vaccination." TF McCoy personnel stated that each Afghan evacuee received a copy of their medical record, including their immunization record, at the completion of their customs and immigration process. As of November 4, 2021, 11,512 Afghan evacuees completed the medical portion of the immigration process. Figure 3 shows the TF McCoy medical center for immigration processing.



Figure 3. Task Force McCoy Medical Center for Immigration Processing  
Source: The DoD OIG.

### ***Health and Wellness Medical Services***

TF McCoy established one medical clinic, open 24 hours per day, 7 days per week, to provide Afghan evacuees with immediate medical support for illness and injuries. In addition, TF McCoy offered limited acute medical specialty services like pediatrics, obstetrics and gynecology, dental, and behavioral health care.

### ***Emergency and Off-Base Medical Care***

In addition to providing routine and acute medical care, TF McCoy arranged for Afghan evacuee transport to off-base hospitals for medical emergencies that TF McCoy medical personnel could not treat at Fort McCoy. TF McCoy's medical unit was equipped with 5 ambulances, staffed with 10 emergency medical technicians, and assigned 1 landing zone for medical airlift. TF McCoy personnel reported that as of November 4, 2021, 581 Afghan evacuees had been transported from Fort McCoy for medical care and 116 of those evacuees were hospitalized. In addition, TF McCoy personnel reported that there were 155 medically fragile Afghan evacuees and 392 pregnant evacuees on the installation, including 80 in their third trimesters.<sup>13</sup>

### ***Medical Quarantine Capabilities***

TF McCoy established Camp Liberty to quarantine Afghan evacuees; however, on October 24, 2021, TF McCoy medical personnel closed the camp because it was no longer suitable for housing evacuees during Wisconsin's winter conditions. Therefore, TF McCoy medical personnel designated 10 barracks in the North neighborhood for isolation and quarantine for communicable diseases such as measles, chickenpox, tuberculosis, scabies, and COVID-19.

<sup>13</sup> Medically fragile individuals are Afghan evacuees currently in a medically fragile condition or third trimester of pregnancy. TF McCoy personnel prioritized medically fragile Afghan evacuees and their families for resettlement.

TF McCoy personnel stated that at the peak of the COVID-19 and measles outbreaks, TF McCoy had 1,270 Afghan evacuees in isolation or quarantine between Camp Liberty and isolation barracks. TF McCoy personnel stated that due to the multiple types of communicable diseases found at Fort McCoy, the medical unit also incorporated public health nurses who were responsible for tracking communicable disease data for educational purposes. TF McCoy medical personnel reported that from August 22, 2021, to November 1, 2021, they had treated 377 Afghan evacuees for communicable diseases at Fort McCoy. Table 2 shows a breakdown of the 377 communicable disease cases treated at Fort McCoy.

*Table 2. Communicable Diseases Treated at Fort McCoy*

Communicable Disease	Cases Reported	Communicable Disease	Cases Reported
COVID-19	53	Rotavirus	3
Chickenpox	18	Respiratory Syncytial Virus	2
Influenza	3	Scabies	250
Hepatitis A	3	Shigella	3
Malaria	5	Shingles	2
Measles	22	Tuberculosis	11
Norovirus	2		

Source: The DoD OIG.

## **Medical Challenges**

TF McCoy medical personnel stated that they were challenged with establishing medical care for 13,000 Afghan evacuees. Specifically, the TF McCoy medical challenges included:

- identifying and obtaining the appropriate contracted medical personnel licensed to work in Wisconsin;
- complying with COVID-19 safety measures; and
- providing behavioral health services.

## **Contracted Medical Care**

TF McCoy personnel did not initially identify and obtain the appropriate contracted medical skillsets needed to preserve the health and well-being of Afghan evacuees. TF McCoy contracting personnel stated that the performance work statement for the medical services contract supporting TF McCoy, dated June 8, 2018, was designed to support the medical needs of Soldiers in a contingency environment, not evacuees going through an immigration process.<sup>14</sup> In addition, TF McCoy medical personnel stated that they were told that Afghan evacuees would be staying 14 to 21 days at Fort McCoy before resettling in the United States. As a result, TF McCoy personnel stated that there were several medical specialties not included in

<sup>14</sup> The performance work statement is a statement of work that clearly describes the performance objectives and standards expected of the contractor. The performance work statement is legally binding upon the contractor and the Government.

the original contract, such as behavioral health specialists and dentists. TF McCoy eliminated this challenge by adding contracted behavioral health specialists on September 11, 2021, and dentists on October 19, 2021, to support Afghan evacuees.

Additionally, TF McCoy contracting personnel stated that military medical personnel were able to work on any military installation in the United States as long as they had a valid medical license. However, TF McCoy contracting personnel stated that contracted medical professionals first required a license issued by the state before they could work on a military installation in that state. TF McCoy personnel stated that as of November 2, 2021, approximately 70 percent of the contracted medical staff working for TF McCoy was not licensed to practice in Wisconsin. As a result, TF McCoy medical personnel stated that they had been working with the State of Wisconsin to obtain a state licensure waiver for contracted medical personnel supporting Operation Allies Welcome at Fort McCoy. TF McCoy contracting personnel stated that the U.S. Northern Command was aware of this challenge and was working with all Operation Allies Welcome task forces to remedy the issue. On November 15, 2021, the State of Wisconsin confirmed that all medical personnel licensed to practice medicine in another U.S. state were exempt from obtaining a Wisconsin medical license while practicing at Fort McCoy.

### ***COVID-19 Testing Requirements***

On September 3, 2021, the U.S. Army North Commander ordered rapid antigen testing every 72 hours for Afghan evacuees to prevent the spread of COVID-19 and ensure the health and safety of all personnel supporting Operation Allies Welcome. To accomplish this task, TF McCoy personnel stated that they received help from the Wisconsin National Guard troops to administer rapid antigen testing for COVID-19. While TF McCoy did not fully comply with the U.S. Army North requirement, TF McCoy personnel stated that due to the size of the Afghan population, the task force's goal was to test 10 percent of the Afghan population for COVID-19 each day. However, TF McCoy medical personnel stated that, in practice, they administered COVID-19 tests to 5 to 6 percent of the evacuee population daily. On October 28, 2021, the U.S. Army North removed the requirement to test Afghan evacuees for COVID-19 through rapid antigen testing every 72 hours and required task force personnel to test Afghan evacuees for COVID-19 if evacuees presented symptoms of the disease or had close contact with a COVID-19 positive individual. As of November 1, 2021, of the 36,226 COVID-19 tests administered, 53 Afghan evacuees had tested positive for COVID-19.

### ***Behavioral Health Services***

TF McCoy personnel acknowledged that the mental well-being of Afghan evacuees was a concern, especially given the cold Wisconsin winters forcing people indoors more, leaving people with less time to play or exercise outside. During the audit team's site visit to

Fort McCoy, Afghan evacuees communicated to the audit team multiple accounts in which behavioral health providers could assist Afghan evacuees, as in the following examples.

- Two female Afghan evacuees stated that they knew of at least two women who were likely suffering from depression. They stated that these two women were the sole caregivers for their children and therefore remained inside their barracks almost all day.
- One Afghan evacuee, who volunteered as a teacher, stated that he was concerned for the mental health of the children living at Fort McCoy. He explained that one student missed several days of school because the student suffered from depression and did not leave her room.
- Multiple Afghan evacuees stated that they were constantly worrying about the safety and financial well-being of their family and friends living in Afghanistan. They stated that this concern, combined with the uncertainty about when or where they would resettle in the United States, weighed heavily on many Afghan evacuees' minds.

To address this challenge, TF McCoy established a behavioral health clinic, and TF McCoy medical personnel stated that behavioral health specialists walked through the encampments each day, checking on Afghan evacuees and identifying individuals who needed assistance. The TF McCoy medical staff included 15 contracted licensed clinical social workers and 7 members of the U.S. Committee for Refugees and Immigration behavioral health team.<sup>15</sup> In addition, TF McCoy personnel stated that they implemented Wi-Fi in 69 indoor facilities, giving adults the ability to connect with friends and family off base as well as providing a place where Afghan evacuees could socialize together indoors without remaining in their rooms. While TF McCoy took actions to address the behavioral health concerns of Afghan evacuees at Fort McCoy, the traumatic effects of leaving Afghanistan and the resettlement process could have an impact on the mental well-being of Afghan evacuees after they leave Fort McCoy.

## **Afghan Evacuee Accountability and Security Procedures and Observations**

TF McCoy personnel executed physical security procedures and incorporated the Fort McCoy police department and Federal law enforcement officers to establish the security posture on the TF McCoy encampment. The audit team observed the following physical security procedures and challenges at the TF McCoy encampment.

### ***Accountability of Afghan Evacuees***

On a weekly basis, TF McCoy used two accountability methods to confirm the number of Afghan evacuees at Fort McCoy. For the South neighborhood, TF McCoy personnel provided Afghan leaders a roster of all Afghan evacuees in their housing units at the start of the week.

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<sup>15</sup> The U.S. Committee for Refugees and Immigration is a non-governmental organization established to protect the rights and address the needs of persons in forced or voluntary migration worldwide and support their transition to a dignified life.

The Afghan leaders used the roster to verify whether the individuals were still living in their assigned housing units and reported any updates to TF McCoy personnel. For the North neighborhood, TF McCoy personnel used meal cards as the weekly accountability method. TF McCoy personnel stated that they provided each Afghan evacuee with a meal card every week that matched evacuees to their assigned barracks and dining facility. This allowed the task force to account for the Afghan evacuees living in the North encampment while simultaneously verifying the barracks assignments. With these accountability methods, TF McCoy officials stated that they were able to maintain accountability of Afghan evacuees living on Fort McCoy and ensure barracks were not exceeding the maximum capacity. In addition, to maintain accountability of Afghan evacuees, TF McCoy personnel stated that each week DHS personnel provided TF McCoy personnel with a list of names of the Afghan evacuees scheduled to depart Fort McCoy, or names of those who had resettled voluntarily.

### ***Encampment Security***

TF McCoy security personnel implemented a layered approach to security within the encampment. The audit team observed several layers of this security, including entry control points, badging for DoD personnel through DoD common access cards and non-DoD personnel supporting Operation Allies Welcome through operation-specific identification cards, and roaming patrols by Fort McCoy police. According to TF McCoy personnel, 40 additional military police supplemented the Fort McCoy police to provide the primary security for the TF McCoy encampment. In addition, personnel from the Federal Bureau of Investigation (FBI), the DHS, and the Army Criminal Investigation Division augmented TF McCoy security personnel by providing biometrics collection, fingerprinting, and installation counterintelligence capabilities, as well as assisting with the vetting of Afghan evacuees at Fort McCoy. When an Afghan evacuee committed felony-level crimes on Fort McCoy, TF McCoy personnel turned the investigation over to the FBI.

### ***Perimeter Security***

TF McCoy used the perimeter security controls already in place at Fort McCoy. The audit team observed orange snow fencing, approximately 4 feet tall, surrounding the TF McCoy neighborhoods. TF McCoy personnel stated that the installed fencing was for the safety of Afghan evacuees as there were many children in the encampment and a high volume of military vehicle traffic throughout Fort McCoy. TF McCoy personnel stated that the fence was not intended to restrict Afghan evacuee movement but helped keep Afghan evacuees safe from active live-fire ranges. TF McCoy personnel stated that Afghan evacuees were free to move around Fort McCoy unrestricted.

### ***Installation Access***

TF McCoy personnel stated that Fort McCoy security personnel verified all interagency, non-governmental organization, and contractor personnel using the standard Fort McCoy installation access procedures for non-DoD personnel. The Fort McCoy security office



performed background checks on non-DoD personnel before their arrival to Fort McCoy. Once cleared, the Fort McCoy security office issued non-DoD personnel an Operation Allies Welcome identification card, indicating the individual was authorized entry to Fort McCoy in support of the Operation Allies Welcome mission. The audit team observed non-DoD personnel supporting Operation Allies Welcome at Fort McCoy displaying the Operation Allies Welcome identification cards.

### ***Crime Monitoring***

TF McCoy personnel tracked and monitored non-violent criminal incidents, suspicious activity, protests, non-emergency incidents such as noise complaints or misbehaving children, and serious criminal incidents such as assaults and threats. TF McCoy personnel stated that through tracking and monitoring, the task force was able to apply appropriate security measures throughout the encampment. For example, in early September 2021, TF McCoy security personnel identified dining facilities as high-friction locations and a security risk to Afghan evacuees and DoD personnel. According to TF McCoy officials, they identified dining facilities as high risk because of frequent reports of arguments and physical disturbances between Afghan evacuees. As a result, TF McCoy security personnel assigned several unarmed military police to the dining facilities to organize and control crowds as well as to eliminate or reduce any potential incidents. The audit team observed a dining facility with unarmed military police presence and Afghan evacuees receiving meals in a safe and controlled environment.

### ***Security Challenges***

Holding evacuees accountable for crimes committed on Fort McCoy challenged TF McCoy personnel. TF McCoy personnel reported that the majority of incidents were simple assaults, but also reported serious criminal incidents. For example, TF McCoy personnel discussed two instances where Federal law enforcement personnel assisted Fort McCoy's military police in arresting Afghan evacuees who TF McCoy personnel suspected of committing felonies. In one of those two instances, TF McCoy personnel stated that Fort McCoy military police were the first to respond to a reported instance of domestic violence. Fort McCoy military police identified the suspected male perpetrator, an Afghan evacuee, and the victim, his wife. Fort McCoy military police then detained the suspected perpetrator and notified FBI agents who arrived within 30 minutes and arrested the Afghan evacuee. TF McCoy personnel stated that the FBI agents referred the case to the U.S. Attorney's Office for the Western District of Wisconsin, which filed charges against the individual and detained the Afghan evacuee in the Dane County Jail in Madison, Wisconsin.

While TF McCoy security personnel worked with FBI agents when handling felony-level crimes, TF McCoy personnel stated that they had limited options in the event of misdemeanor crimes committed by Afghan evacuees. In the event of a misdemeanor, such as theft from the installation's shoppette, TF McCoy personnel reported the incident to the Fort McCoy police

department, which collected evidence and requested the appropriate prosecutorial action. However, TF McCoy personnel stated that they had limited recourse for addressing a criminal allegation if the U.S. Attorney's Office for the Western District of Wisconsin declined to charge the Afghan evacuee. TF McCoy personnel stated that if the U.S. Attorney's Office for the Western District of Wisconsin chose not to charge the evacuee, the TF McCoy Commander had the option to restrict the evacuee's access to the installation, just as the Commander would for anyone who committed a misdemeanor crime at Fort McCoy. However, TF McCoy personnel stated that restricting an Afghan evacuee's access to the installation would go against the Operation Allies Welcome mission.

Instead of immediately restricting an evacuee's access to the installation, TF McCoy personnel drafted a warning letter to inform the evacuee of potential repercussions for similar future acts. TF McCoy personnel stated that, in the event of a suspected misdemeanor, the TF McCoy Commander signed and issued the Afghan evacuee a warning letter, stating that there was credible evidence that the evacuee had committed an act of misconduct, with a description of the act committed. The letter also stated that if the suspected perpetrator committed any further acts of misconduct, task force personnel would report them to the FBI for investigation and the TF McCoy Commander could bar them from Fort McCoy. TF McCoy personnel stated that as of November 3, 2021, they had issued 12 warning letters and have had no repeat offenders.

## Financial Costs of Task Force McCoy Operations

In an August 19, 2021 memorandum, the DoD Deputy Comptroller established cost reporting requirements and procedures for DoD Components supporting the relocation effort.<sup>16</sup> The Deputy Comptroller required DoD Components to submit weekly flash reports of all direct and reimbursable costs associated with the relocation of Afghan evacuees and directed the Defense Finance and Accounting Service to provide additional reporting instructions to DoD Components. The Deputy Comptroller also stated that the DoD Financial Management Regulation provided instruction on reporting the cost of contingency operations.<sup>17</sup>

According to TF McCoy personnel, as of January 28, 2022, the DoD had spent \$278.2 million to support Operation Allies Welcome at Fort McCoy. TF McCoy personnel used \$7 million from the 88th Readiness Division, 181st Infantry Brigade, U.S. Army Garrison Fort McCoy, and Overseas Humanitarian, Disaster, and Civic Aid funding to support Operation Allies Welcome. In addition, TF McCoy spent \$271.2 million on a base operations and support services contract through the Logistics Civil Augmentation Program, which had estimated

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<sup>16</sup> Office of Under Secretary of Defense, Comptroller, "DoD Support to the Department of State for Afghan Special Immigration Visa (SIV) Applicants," August 19, 2021.

<sup>17</sup> DoD Financial Management Regulation 7000.14-R, volume 12, chapter 23.

costs of \$403.8 million through February 2022.<sup>18</sup> According to TF McCoy personnel, as of January 11, 2021, the estimated cost to restore Fort McCoy to its condition before supporting Operation Allies Welcome is \$151.6 million. The \$151.6 million includes the restoration of 212 barracks, including plumbing, flooring, and wall repairs, and the replacement of mattresses, laundry equipment, and kitchen equipment.

We are providing this management advisory for information and use. This advisory identifies challenges and successes observed during our site visit to TF McCoy, located at Fort McCoy, Wisconsin. We provided this information to TF McCoy officials during an exit conference at Fort McCoy on November 5, 2021.

The interagency partners, as well as the commands directly and indirectly responsible for the relocation of Afghan evacuees, should read this advisory to be aware of the challenges and opportunities for improvement regarding the in-processing, sustainment, and physical security for the relocation of Afghan evacuees. The DoD OIG will issue additional advisories for each site visited to the appropriate organizations responsible for the Afghan relocation effort for their review and use.

We considered management's comments on a discussion draft copy of this management advisory when preparing this final memorandum. A written response is not required. If you have any questions, please contact me at [REDACTED]



Richard B. Vasquez  
Assistant Inspector General for Audit  
Readiness and Global Operations

cc:  
Commander, Task Force McCoy

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<sup>18</sup> The Logistics Civil Augmentation Program actual costs are through January 15, 2021.



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