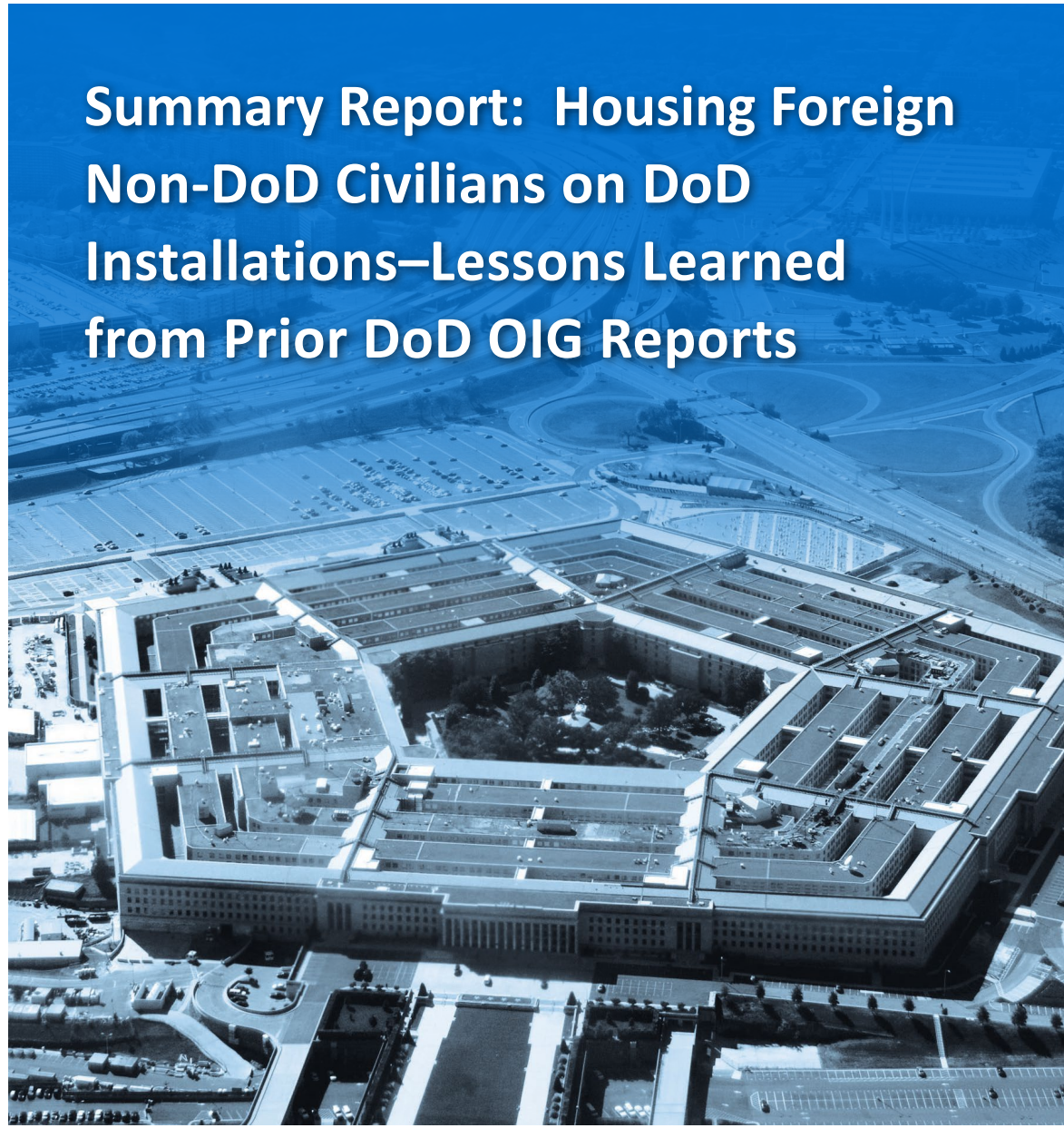




INSPECTOR GENERAL

U.S. Department of Defense

MAY 22, 2025



Summary Report: Housing Foreign Non-DoD Civilians on DoD Installations—Lessons Learned from Prior DoD OIG Reports

INDEPENDENCE ★ INTEGRITY ★ EXCELLENCE ★ TRANSPARENCY





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

May 22, 2025

MEMORANDUM FOR SECRETARIES OF THE MILITARY DEPARTMENTS
CHAIRMAN OF THE JOINT CHIEFS OF STAFF
UNDER SECRETARY OF DEFENSE FOR ACQUISITION AND SUSTAINMENT
UNDER SECRETARY OF DEFENSE FOR PERSONNEL AND READINESS
AUDITOR GENERAL, DEPARTMENT OF THE ARMY
AUDITOR GENERAL, DEPARTMENT OF THE NAVY
AUDITOR GENERAL, DEPARTMENT OF THE AIR FORCE

SUBJECT: Summary Report: Housing Foreign Non-DoD Civilians on DoD Installations—Lessons Learned from Prior DoD OIG Reports (Report No. DODIG-2025-098)

A January 20, 2025 executive order declared a national emergency at the southern border of the United States. The executive order directed the DoD to take all appropriate action to facilitate the operational needs of the Department of Homeland Security along the southern border, including the provision of appropriate detention space and other logistical services. It authorizes the DoD to immediately construct, operate, control, or establish contracts to detain migrants at or near the border with Mexico.

This summary report is one in a series of reports that summarizes key themes and lessons learned from our body of oversight work in several key areas. We offer these summaries to provide helpful and timely information relevant to DoD priorities. After the fall of Afghanistan to the Taliban, the DoD housed and cared for tens of thousands of Afghan evacuees on DoD installations. Consideration of lessons learned identified in 17 DoD OIG reports and management advisories that we issued in relation to Operation Allies Refuge and Operation Allies Welcome can inform the DoD's actions to provide similar support related to the national emergency on the southern border, thereby avoiding the challenges noted in our previous reports. We did not make any recommendations; therefore, no management comments are required.

If you have any questions, please contact me at [REDACTED]

A handwritten signature in black ink, reading "Richard B. Vasquez".

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



Introduction

Since 2021, multiple operations supported the U.S. Government's effort to evacuate and resettle Afghan evacuees within the United States: Operation Allies Refuge, Operation Allies Welcome, and Operation Enduring Welcome.

- **Operation Allies Refuge** airlifted at-risk Afghan evacuees who supported the U.S. and Coalition forces to U.S. installations overseas.
- **Operation Allies Welcome** was an effort of the U.S. Government to support Afghan evacuees as they resettled in the United States.
- **Operation Enduring Welcome** focuses on establishing sustainable immigration solutions to ensure long-term stability for eligible Afghan nationals.

As part of the DoD's support during these operations, the DoD used base operations and support services (BOSS) contracts to provide temporary housing, sustainment, medical care, and security at DoD facilities both within and outside the continental United States.

We prepared this summary report based on common themes reported in DoD OIG reports to highlight lessons learned related to DoD BOSS contracts that supported Afghan relocation. DoD officials should consider these lessons learned in their planning and implementation of operations where the DoD is responsible for housing foreign non-DoD civilians on DoD installations.

Lessons Learned from Previous DoD OIG Reports

We identified 10 lessons learned from our review of 17 DoD OIG reports and management advisories related to DoD support for Afghan evacuees to identify trends and recurring challenges for future efforts. We identified lessons learned related to interagency agreements, BOSS contracts, and funding for base restoration at the conclusion of the operations. The reports and management advisories included 13 recommendations, of which 7 are closed and 6 are open, meaning DoD management has not yet completed corrective actions. See the appendix for a list of reports reviewed, categorized by lessons learned. In addition to past reports, the DoD OIG is conducting ongoing oversight work related to DoD's use of BOSS contracting support for Afghan relocation.¹

Establish Agreements Among Federal Agencies to Define Roles and Responsibilities

For future missions or operations involving interagency partners, the DoD should consider developing a comprehensive agreement as soon as feasible to establish and document the specific terms and conditions of support, including any terms for reimbursement, law enforcement authority, and accountability of foreign non-DoD civilians on U.S. installations.

¹ Project No. D2025-D000RJ-0029.000, "Audit of the DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator for Afghan Relocation Efforts at Camp As Sayliyah," November 6, 2024.

Establishing these agreements early will eliminate confusion regarding responsibilities and authorities and allow for timely reimbursement. Federal law and DoD guidance require Federal entities to establish documented terms and conditions of support for interagency operations, to include any terms for reimbursement. The lack of agreements between the DoD and the Departments of State and Homeland Security resulted in unclear expectations of individual roles and responsibilities.

Base Operations and Support Services Contracts Considerations

We identified three lessons learned associated with the DoD's use of BOSS contracts. To support the Afghan resettlement effort, the DoD used existing BOSS contracts, such as the Logistics Civil Augmentation Program (LOGCAP), to provide essential supplies and services.

Review Contractor Invoices Before Payment

The procuring contracting officer (PCO) and contracting officer's representative should review contractor invoices before payment. Our audit of the installations supported by the LOGCAP contract determined that the PCO did not review invoices before payment to verify contractor-reported costs.² Instead, the PCO solely relied on the Defense Contract Audit Agency prepayment reviews, which did not address whether invoiced amounts were allowable, allocable, or reasonable. As a result, the Army did not have assurance that the \$1.6 billion paid to the contractor was allowable, allocable, or reasonable.

Obtain Contracted Medical Personnel with a Medical License in the State of Operation

The DoD must ensure that contractors use providers licensed in the state where care is provided or the DoD needs to obtain waivers. We found that at two installations contracted medical personnel did not possess licenses in the states where care was being provided. For example, Task Force Bliss contracted medical personnel did not have the required state licenses to practice in New Mexico.

Provide Specialty Medical Care

For future missions or operations in which the DoD is required to provide medical care of foreign non-DoD civilians at U.S. installations, the DoD should consider including specialty medical care, such as behavioral health and dental services as an option in the contract at the time of award. At seven installations, the BOSS contract did not initially include needed specialty medical care. DoD officials stated that they initially anticipated that Afghan evacuees would only spend 21 days at an installation before resettlement; therefore, DoD officials did not foresee the need for specialty medical services.

² Report No. DODIG-2023-064, "Audit of Operation Allies Welcome Contract Oversight at DoD Installations—Logistics Civil Augmentation Program V Contract," April 18, 2023.

Use Military Civil Affairs Advisors to Support the Mission

For future missions or operations where the DoD provides humanitarian support to foreign non-DoD civilians at U.S. installations, the DoD should consider including military civil affairs advisors. These advisors provide assistance to meet the life-sustaining needs of the civilian population and provide expertise in civilian sector functions that are normally the responsibility of civilian authorities. At five installations, we found that the DoD did not use military civil affairs advisors. This challenged installation personnel to determine how to best disseminate information to Afghan evacuees in culturally appropriate ways.

Establish Standard Accountability Procedures

For future missions or operations where the DoD is responsible for the safety of foreign non-DoD civilians temporarily housed on its installations, the DoD should consider outlining accountability procedures. These procedures can include establishing the frequency of accountability checks, reporting requirements, and badging expectations. We found that two installations did not establish direct methods to ensure the accountability of Afghan evacuees under their supervision.

Select Installations with Perimeter and Access Controls

For future missions or operations, the DoD should consider selecting installations with existing perimeter and access controls to house foreign non-DoD civilians. Personnel at five installations had challenges limiting access to the housing areas for the Afghan evacuees. Personnel at two installations encountered security challenges with installation perimeter fencing. For example, employees at one installation stated that several teenage Afghan evacuees left the base through a gap in the perimeter fence and walked to a nearby campground where they took bikes from campers to explore the area.

Establish Agreements with Law Enforcement Organizations and Develop Procedures for Responding to Alleged Criminal Activity

For future missions or operations, the DoD should consider establishing agreements with local, state, or Federal law enforcement organizations to ensure alleged criminal activity is addressed appropriately. In addition, the DoD should establish procedures to ensure alleged criminal activity is appropriately referred to law enforcement. We found that personnel at three installations encountered challenges holding Afghan evacuees accountable for alleged crimes committed on their installations. For example, one installation was a National Guard installation; therefore, the Commonwealth of Virginia had jurisdiction over the installation and was responsible for conducting all law enforcement functions in response to allegations of misconduct by Afghan evacuees.

Additionally, we found personnel at two installations did not always refer alleged criminal incidents, such as spousal and child abuse, assault, theft, and prostitution, to appropriate law enforcement. For example, installation personnel stated that instead of referring alleged

criminal incidents to the County Sheriff's Department and the Department of Homeland Security, they often diffused situations and counseled Afghan evacuees after alleged crimes were committed. Dealing with these alleged criminal incidents internally resulted in no consequences for the alleged perpetrators and did little to deter future offenses or protect victims of these crimes.

Identify Funding Limitations and Reprogram Funds When Possible to Resource Mission-Essential Requirements

Before the start of missions or operations in which the DoD provides humanitarian support at U.S. installations, the DoD should identify mission-essential requirements that cannot be funded due to restrictions on the funding sources designated for the operation and if possible reprogram other funds to resource those requirements. The DoD used Overseas Humanitarian, Disaster, and Civic Aid (OHDACA) funding to provide a range of services and products in support of Afghan evacuees at the installations, including temporary shelters (tents), medicines and immunizations, and winter clothing. However, OHDACA funding had specific limitations for its usage and installation personnel could not use it for much of the needed activities; such as non-humanitarian goods and services, support for administration or enforcement of immigration laws, and support to law enforcement, detention, or security functions.

Plan for Facility Repairs at the Conclusion of the Operation

For future missions or operations, DoD officials should have risk assessment procedures in place to identify and plan for the return of the facilities to normal operations in a timely manner. DoD installations sustained millions of dollars in damages and depleted supplies that hindered their ability to conduct training, prepare for future events, and maintain normal operations and military readiness levels. As a result of the influx of thousands of Afghan evacuees, DoD installations reported that facilities and equipment were overused and damaged and remained in various degrees of disrepair, resulting in a costly maintenance effort. DoD personnel coordinated and approved \$259.5 million in OHDACA funds to repair facilities and equipment and replace consumables to pre-Operation Allies Welcome conditions. However, because of the limitations on the use of OHDACA funds, the DoD had to use other funding sources to complete all needed repairs.

Conclusion

A January 20, 2025 executive order declared a national emergency at the southern border of the United States. The executive order authorizes the DoD to immediately construct, operate, control, or establish contracts to detain migrants at or near the land border with Mexico. The lessons learned identified in our reports may be relevant to ensure that the DoD provides effective and efficient support to the Department of Homeland Security at the southern border.

Appendix

Reports Reviewed and Lessons Learned

We reviewed DoD OIG audit and evaluation reports from the previous 10 years to identify lessons learned related to the DoD's relocation of Afghan evacuees. Table 1 lists the DoD OIG reports we reviewed to prepare this summary report, and Table 2 lists the reports we reviewed and associated lessons learned. The reports listed in each table contain additional details related to the lessons learned and past challenges the DoD OIG identified. Unrestricted DoD OIG reports can be accessed at <http://www.dodig.mil/reports.html/>.

Table 1. Comprehensive List of DoD OIG Reports Reviewed

Report No.	Title	Issue Date
DODIG-2023-066	Audit of the Oversight of Operation Allies Welcome Global Contingency Services Contract at Marine Corps Base Quantico	April 25, 2023
DODIG-2023-064	Audit of Operation Allies Welcome Contract Oversight at DoD Installations—Logistics Civil Augmentation Program V Contract	April 18, 2023
DODIG-2023-056	Audit of the Air Force Contract Augmentation Program's Oversight of Operation Allies Welcome Contracts at DoD Installations	March 17, 2023
DODIG-2023-040	Management Advisory: DoD Restoration Costs to Repair Facilities After Supporting Operation Allies Refuge and Operation Allies Welcome	December 19, 2022
DODIG-2023-008	Evaluation of DoD Security and Life Support for Afghan Evacuees at Camp Bondsteel	October 25, 2022
DODIG-2022-070	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Camp Atterbury, Indiana	March 9, 2022
DODIG-2022-067	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Holloman Air Force Base, New Mexico	March 3, 2022
DODIG-2022-066	Management Advisory on the Lack of Memorandums of Agreement for DoD Support for the Relocation of Afghan Nationals	March 1, 2022
DODIG-2022-065	Evaluation of the Screening of Displaced Persons from Afghanistan	February 15, 2022
DODIG-2022-064	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Fort Bliss, Texas	February 16, 2022
DODIG-2022-063	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Fort McCoy, Wisconsin	February 15, 2022
DODIG-2022-059	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Joint Base McGuire-Dix-Lakehurst, New Jersey	February 2, 2022
DODIG-2022-055	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Fort Pickett, Virginia	January 20, 2022
DODIG-2022-051	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Fort Lee, Virginia	January 5, 2022
DODIG-2022-050	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Marine Corps Base Quantico, Virginia	January 5, 2022

Table 1. Comprehensive List of DoD OIG Reports Reviewed, (cont'd)

Report No.	Title	Issue Date
DODIG-2022-045	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Rhine Ordnance Barracks	December 17, 2021
DODIG-2022-040	Management Advisory: DoD Support for the Relocation of Afghan Nationals at Ramstein Air Base	November 29, 2021

Source: The DoD OIG.

Table 2. Lessons Learned

Report No.	Lessons Learned									
	Establish Agreements Among Federal Agencies for Roles and Responsibilities	Review Contractor Invoices Before Payment	Obtain Contracted Medical Personnel with a Medical License in the State of Operation	Provide Specialty Medical Care	Use Military Civil Affairs Advisors	Establish Standard Accountability Procedures	Select Installations with Perimeter and Access Controls	Establish Agreements with Law Enforcement Organizations and Develop Procedures	Identify Funding Limitations and Reprogram Funds	Plan for Facility Repairs
DODIG-2023-066		X								
DODIG-2023-064		X								
DODIG-2023-040										X
DODIG-2022-070	X			X	X		X	X		
DODIG-2022-067	X		X	X						
DODIG-2022-066	X									
DODIG-2022-064	X		X	X	X		X			
DODIG-2022-063	X		X	X	X				X	
DODIG-2022-059	X			X			X	X		
DODIG-2022-055	X			X	X	X	X	X	X	
DODIG-2022-051	X			X	X					
DODIG-2022-050	X			X		X	X		X	
DODIG-2022-045							X			
DODIG-2022-040							X			

Source: The DoD OIG.



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

Legislative Affairs Division
703.604.8324

Public Affairs Division
public.affairs@dodig.mil; 703.604.8324



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4800 Mark Center Drive
Alexandria, VA 22350-1500
www.dodig.mil
DoD Hotline 1.800.424.9098

