

# INSPECTOR GENERAL

U.S. Department of Defense

SEPTEMBER 19, 2025



**Audit of the DoD's Management** of the Logistics Civil Augmentation **Program Contract for the Coordinator for Afghan Relocation** Efforts at Camp As Sayliyah





# Results in Brief

Audit of the DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator for Afghan Relocation Efforts at Camp As Sayliyah

#### **September 19, 2025**

# **Objective**

The objective of this audit was to assess the effectiveness of the DoD's management of the Logistics Civil Augmentation Program (LOGCAP) V contract in support of the Coordinator for Afghan Relocation Efforts (CARE) Doha at Camp As Sayliyah, Qatar.

# **Background**

The Department of State (State) established CARE Doha to support the ongoing Afghan relocation effort. The Army awarded the LOGCAP contract and State provided contracting officer's representatives (CORs).

# **Finding**

Army officials did not effectively manage the LOGCAP contract to support CARE Doha. An administrative contracting officer (ACO) from the 408th Contracting Support Brigade (CSB) did not designate 24 of 57 individuals as CORs because State personnel lacked access to the system that generates compliant designation forms, which documents COR roles and responsibilities, resulting in the use of a noncompliant form. Officials could not explain why an additional 4 of 57 individuals performed oversight without a designation letter. In August 2024, an ACO ensured that all CORs had valid designation letters.

Quality assurance specialists from the 408th CSB did not ensure that CORs completed 19 percent of required monthly quality assurance checklists because State did not provide enough CORs to oversee all LOGCAP services. Also, the Army Contracting Command–Rock Island (ACC-RI) procuring contracting officer (PCO) did not review \$293.4 million in interim vouchers

### Finding (cont'd)

before payment because the PCO relied on the Defense Contract Audit Agency's prepayment reviews and the ACC-RI has not fully implemented corrective actions to improve oversight of voucher reviews despite multiple DoD OIG reports identifying this problem.

As a result, the Army cannot be sure that the contractor complied with all contract requirements or that the \$293.4 million paid to the contractor was allowable, allocable, or reasonable. Without adequate voucher reviews, the ACC-RI PCO allowed the contractor to submit more vouchers than permitted under the terms of the contract and did not have assurance that the \$442,294 paid for telemedicine services over 18 months was allowable, allocable, or reasonable.

We also identified areas of concern related to State's responsibilities for the contract, which we referred to the State Acting Inspector General for their consideration during future reviews of the CARE Doha program.

# **Recommendations**

Among other recommendations, we recommended that the Commander of the 408th CSB review the ACO's failure to properly designate CORs and take administrative action, as appropriate. In addition, we recommended that the ACC-RI Executive Director direct the PCO to review all telemedicine services payments, including the \$442,294 identified in this report, and request a refund or arrange for payment, as appropriate.

# Management Comments and Our Response

The Chief of Staff of the Army Materiel Command, responding for the Commander; the ACC-RI Executive Director; and the Commander of the 408th CSB agreed with all eight recommendations. One recommendation is closed, five are resolved, and two recommendations are unresolved. We request additional comments on the two unresolved recommendations within 30 days. Please see the Recommendations Table on the next page for the status of recommendations.

# **Recommendations Table**

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Commanding General, Army Materiel Command	3	None	None
Executive Director, Army Contracting Command–Rock Island	2.e	2.a, 2.b, 2.d, 2.f	2.c
Commander, 408th Contracting Support Brigade	None	1	None

Please provide Management Comments by October 20, 2025.

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** The DoD OIG verified that the agreed upon corrective actions were implemented.



#### OFFICE OF INSPECTOR GENERAL **DEPARTMENT OF DEFENSE**

4800 MARK CENTER DRIVE ALEXANDRIA, VIRGINIA 22350-1500

September 19, 2025

#### MEMORANDUM FOR AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Audit of the DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator for Afghan Relocation Efforts at Camp As Sayliyah (Report No. DODIG-2025-163)

This final report provides the results of the DoD Office of Inspector General's audit. We previously provided copies of the draft report and requested written comments on the recommendations and the potential monetary benefits. We considered management's comments on the draft report when preparing the final report. These comments are included in the report.

This report contains eight recommendations, of which we consider one recommendation closed, five recommendations resolved and open, and two recommendations are unresolved. We will close the five resolved recommendations when Army Contracting Command-Rock Island and 408th Contracting Support Brigade officials provide us documentation showing that all agreed-upon actions to implement the recommendations are completed. Within 90 days please provide us your response concerning specific actions in process or completed on the resolved recommendations. Send your response to either unclassified or if classified SECRET.

This report contains two recommendations that we consider unresolved because Army Materiel Command and Army Contracting Command-Rock Island officials did not fully address them. Therefore, the recommendations remain open. We will track these recommendations until management has agreed to take actions that we determine to be sufficient to meet the intent of the recommendations and management officials submit adequate documentation showing that all agreed-upon actions are completed.

DoD Instruction 7650.03 requires that recommendations be resolved promptly. Please provide us within 30 days your response concerning specific actions in process or alternative corrective actions proposed on the unresolved recommendations. Send your response to either if unclassified or if classified SECRET.

If you have any questions or would like to meet to discuss the audit, please contact me

Richard B. Vasquez

Assistant Inspector General for Audit Readiness and Global Operations

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# Introduction

# **Objective**

The objective of this audit was to assess the effectiveness of the DoD's management of the Logistics Civil Augmentation Program (LOGCAP) V contract in support of the Coordinator for Afghan Relocation Efforts (CARE) Doha at Camp As Sayliyah (CAS), Qatar.1

# **Background**

On July 14, 2021, the White House announced Operation Allies Refuge, marking the first phase of a coordinated, interagency effort to support Afghan nationals who had assisted the U.S. Government, as well as their eligible family members. The Department of State (State) led Operation Allies Refuge, which aimed to expeditiously facilitate the relocation of these individuals amid deteriorating security conditions in Afghanistan. The DoD, in coordination with State, transported more than 120,000 individuals, primarily Afghan partners, U.S. citizens, and lawful permanent residents, through large-scale evacuation operations conducted by U.S. military and chartered aircraft.

On August 29, 2021, the President directed the Department of Homeland Security to lead and coordinate Operation Allies Welcome (OAW), the second phase of Afghan relocation support. Under OAW, the U.S. Government transitioned from large-scale emergency evacuation to structured resettlement processes. The Department of Homeland Security established a Unified Coordination Group to synchronize efforts across Federal agencies, intended to help evacuees arriving in the United States receive timely and comprehensive assistance. These services included immigration processing, health evaluations, and initial integration support at eight designated U.S. military installations nationwide.

By October 2022, the U.S. Government phased out OAW and advanced into the final stage of Afghan relocation support, known as Enduring Welcome. Enduring Welcome focused on using existing immigration pathways to resettle eligible Afghan nationals in the United States. State's CARE is the center of the U.S. Government's interagency effort to relocate Afghans under Enduring Welcome. CARE guides interagency partnerships and collaborates closely with U.S. embassies and consulates worldwide, foreign governments that host transit centers, and

<sup>&</sup>lt;sup>1</sup> Contract W52P1J-19-D-0045, task order W519TC-23-F-0076. For the remainder of this report, we will refer to the LOGCAP V contract task order supporting CARE Doha as the LOGCAP contract.

numerous nongovernmental organizations. As of November 2024, State had CARE operations in Doha, Qatar (CARE Doha); Kaiserslautern, Germany; and Tirana, Albania.

#### CARE Doha

State-established CARE Doha, located at CAS, is the largest of State's three CARE operations, with the ability to provide housing, dining, medical care, and educational opportunities for up to 4,200 Afghan refugees.<sup>2</sup> As of October 1, 2023, State was responsible for the operations and logistical support of CARE Doha, with the DoD providing support to the mission as outlined in an interagency agreement. Figures 1 and 2 are photos of the housing and dining facilities at CAS.



Figure 1. Vacant Room in Housing Facility at CAS Source: The DoD OIG.

<sup>&</sup>lt;sup>2</sup> State personnel refer to Afghans living on CAS as guests. Therefore, for the remainder of this report, we will use the term guests when discussing Afghans living on CAS.

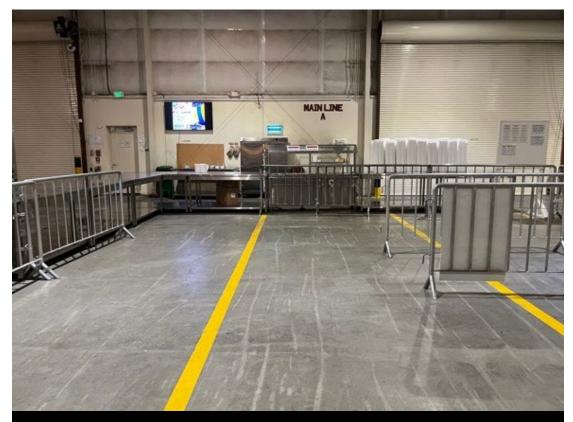


Figure 2. Serving Line in Dining Facility at CAS Source: The DoD OIG.

# **DoD and State Interagency Agreement in Support** of CARE Doha

On April 21, 2023, the Army Contracting Command-Rock Island (ACC-RI) and State entered into an interagency agreement to provide operations, maintenance, and life support services for guests and Government employees living and working at CAS. At the request of State, the ACC-RI agreed to issue a LOGCAP contract that, among other things, provided life support, operations and maintenance, public works, food services, waste disposal, and medical services that meet State's needs in support of the CARE mission.<sup>3</sup> In addition, the ACC-RI agreed to provide LOGCAP professionals, quality assurance specialists (QASs), a property administrator, and an administrative contracting officer (ACO) to support the execution and oversight of the LOGCAP contract.4 In return, State agreed to fund these positions upfront and to provide qualified personnel to serve as contracting

<sup>&</sup>lt;sup>3</sup> In April 2023, the ACC-RI had an existing LOGCAP contract, contract W52P1J-19-D-0045, task order W52P1J-19-F-0400, that supported OAW and Enduring Welcome operations at CAS. The period of performance for the services under task order W52P1J-19-F-0400 that supported OAW and Enduring Welcome operations at CAS ended on June 30, 2023.

<sup>&</sup>lt;sup>4</sup> LOGCAP professionals are DoD personnel that help define, plan, and execute LOGCAP requirements.

officer's representatives (CORs). The interagency agreement also outlines funding responsibilities, specifying that the DoD and State will both contribute funding to support the CARE Doha mission.

On June 2, 2023, the Deputy Secretary of Defense authorized the U.S. Central Command to continue providing DoD CORs to support the LOGCAP contract at CARE Doha until September 30, 2023, or until they were no longer needed. According to LOGCAP professionals, DoD CORs rotated off the task order in October 2023, except for two DoD CORs who stayed until November 2023 to help the transition from DoD to State CORs. The LOGCAP professionals stated that, as of November 2023, all CORs performing contract oversight were State personnel.

### **Logistics Civil Augmentation Program**

The Army uses the LOGCAP contract to support the CARE Doha mission at CAS. LOGCAP is an Army program established in 1985 that uses contractors to provide logistical and sustainment services to deployed forces at U.S. military installations around the world. The Army Sustainment Command's LOGCAP Program Management Office maintains overall responsibility for the direction and execution of the program. The Program Management Office, with assistance from the procuring contracting officer (PCO), develops, executes, monitors, and validates LOGCAP services to manage cost, schedule, and performance.

On May 15, 2023, the ACC-RI PCO awarded the cost-plus-fixed-fee LOGCAP contract, valued at \$162.1 million, to provide food, medical, and facilities sustainment services for CARE Doha. The contract period of performance was originally from July 1, 2023, through June 30, 2024, with the anticipation that State would award its own contracts to replace the LOGCAP contract in July 2024. Due to solicitation and award delays associated with State contracts intended to replace the LOGCAP contract at CAS, the ACC-RI PCO executed 35 modifications that increased the value of the contract and extended the LOGCAP contract until August 29, 2025. As of March 26, 2025, the LOGCAP contract was funded at \$411 million.

From May 15, 2023, through March 26, 2025, the DoD obligated \$170.1 million of Overseas Humanitarian, Disaster, and Civic Aid funding and \$3.1 million of Operations and Maintenance funding, and State obligated \$237.8 million of funding to support the LOGCAP contract. While the DoD is responsible for administering the LOGCAP contract, State began fully funding the LOGCAP contract on September 30, 2024. Table 1 details the LOGCAP contract funding amounts, separated by agency, as of March 2025.

Table 1. LOGCAP Contract Funding as of March 2025 (in Millions)

Department	Funding Source	Amount Funded
DoD	Overseas Humanitarian, Disaster, and Civic Aid	\$170.1
DoD	Operations and Maintenance	3.1
State	Multiple Sources of Funding	237.8
Total		\$411.0

Source: The DoD OIG.

In March 2025, State began transitioning from the LOGCAP contract to three Diplomatic Platform Support Services contracts. According to State officials, as of March 1, 2025, State had transitioned from the outgoing LOGCAP contractor to the incoming Diplomatic Platform Support Services contractor for the operations and maintenance support services contract. In addition, the ACC-RI PCO stated that as of March 2025, State was transitioning medical support services from the LOGCAP contract to a Diplomatic Platform Support Services contract, but did not have a timeline for completing the transition. On March 13, 2025, the ACC-RI PCO stated that the medical and life support services provided under the LOGCAP contract would likely be extended through a series of contract modifications, with the potential for up to a 12-month extension, through March 2026.

### **LOGCAP Contract Administration Roles and Responsibilities**

The administration and Government surveillance of the LOGCAP contract is a collaborative effort involving the ACC-RI PCO; the 408th Contracting Support Brigade (CSB) ACO, QAS, and property administrator; the 401st Army Field Support Brigade (AFSB) LOGCAP professionals; and State CORs.

### Army Contracting Command-Rock Island

The ACC-RI PCO awarded the LOGCAP contract supporting CARE Doha.<sup>5</sup> The Federal Acquisition Regulation (FAR) states that the contracting officer is responsible for ensuring performance of all necessary actions for effective contracting, ensuring compliance with the terms of the contract, and for safeguarding the interests of the United States in its contractual relationships.<sup>6</sup> The ACC-RI PCO has the authority to delegate in writing post-award contract administration duties such as cost monitoring, invoice review, quality assurance surveillance, and property administration to a contract administration office.

<sup>&</sup>lt;sup>5</sup> The ACC-RI is one of six Army Contracting Command contracting centers providing worldwide procurement support to Soldiers, civilians, and contractors.

FAR Part 1, "Federal Acquisition Regulations System," Subpart 1.6, "Career Development, Contracting Authority, and Responsibilities," Section 1.602-2, "Responsibilities."

For the LOGCAP contract, the ACC-RI PCO delegated some contract administration responsibilities to the 408th CSB, including quality assurance surveillance and property administration.

### 408th Contracting Support Brigade

The 408th CSB provides operational contracting support to U.S. Army Central and serves as the contract administration office for the LOGCAP contract.<sup>7</sup> To fulfill its responsibilities for the LOGCAP contract, the 408th CSB provided ACOs, QASs, and property administrators. The ACOs are responsible for administering the contract, including enforcing the provisions of the contract and designating CORs to provide contract oversight. The QASs are responsible for monitoring and overseeing COR performance, including training CORs on performing contract oversight and reviewing the CORs' oversight documentation. In addition, property administrators are responsible for monitoring contract performance relating to government-furnished property (GFP) in possession of a contractor, including surveillance of the contractor's approved property management system and conducting property management system analyses.

### 401st Army Field Support Brigade

The 401st AFSB, located at Camp Arifjan, Kuwait, executes sustainment and property accountability in support of Army, joint and multinational forces, and other U.S. Government agencies across the U.S. Central Command area of responsibility. For the LOGCAP contract, 401st AFSB LOGCAP professionals are responsible for overseeing changes to contract requirements and advising State personnel, including State CORs, on which services the LOGCAP contract can and cannot support.

# Department of State

State is responsible for nominating qualified personnel to serve as CORs for the LOGCAP contract. State CORs, serving as the "eyes and ears" of the ACC-RI PCO and 408th CSB ACO, are responsible for providing technical contract oversight and ensuring proper government surveillance of the contractor's performance.8 The LOGCAP quality assurance surveillance plan states that CORs should complete their contract oversight and performance reports thoroughly, accurately, and in a timely manner so the PCO can properly assess the contractor's performance. In addition, State is required to maintain adequate inventory controls and

<sup>&</sup>lt;sup>7</sup> The 408th CSB, headquartered at Camp Arifjan, Kuwait, and Shaw Air Force Base, South Carolina, is one of eight active CSBs under the Army Contracting Command.

DoD CORs supported the oversight of the LOGCAP contract during the transition of operational responsibility from the DoD to State.

establish an accountable property system of record for GFP in accordance with the United States Code.9 The LOGCAP contract performance work statement requires that State account for GFP within a government accountable property system of record.10

### **Voucher Review Roles and Responsibilities**

The DoD COR Guidebook and the Defense Federal Acquisition Regulation Supplement (DFARS) detail the interim voucher review and approval responsibilities for contract administration personnel such as the PCO, ACO, COR, and the Defense Contract Audit Agency (DCAA) auditor.<sup>11</sup> According to the DoD COR Guidebook, for cost-reimbursement contracts, such as the LOGCAP contract, only contracting officers, including PCOs and ACOs, can approve final payment requests and CORs should assist with voucher reviews to ensure that the Government gets what it paid for.

The DCAA performs contract audits and provides accounting and financial advisory services regarding contracts and subcontracts for the DoD.<sup>12</sup> DFARS 242.803 assigns the DCAA the responsibility to perform prepayment review of interim vouchers on cost-reimbursement contracts. According to the DCAA Contract Audit Manual, during prepayment review, the DCAA auditor verifies that the contract number, voucher number, and dollar amount on the voucher agree with the attached supporting documentation and the voucher is free from mathematical errors.13

In addition to prepayment reviews, the DCAA performs incurred cost audits of the contractor's costs reimbursed or claimed for the fiscal year. The purpose of an incurred cost audit is to verify the allowability, allocability, and reasonableness

<sup>&</sup>lt;sup>9</sup> Section 524, title 40, United States Code.

<sup>&</sup>lt;sup>10</sup> An accountable property system of record is a government system used to control and manage accountable property records.

<sup>&</sup>lt;sup>11</sup> "Department of Defense Contracting Officer's Representative Guidebook," October 2022. DFARS Part 242, "Contract Administration," Subpart 242.8, "Disallowance of Costs," Section 242.803, "Disallowing costs after incurrence."

<sup>12</sup> The DCAA operates under the authority of the Under Secretary of Defense (Comptroller)/Chief Financial Officer.

<sup>&</sup>lt;sup>13</sup> DCAA Manual 7640.1, "DCAA Contract Audit Manual." The LOGCAP contract requires the contractor to submit vouchers in Wide Area Workflow. Wide Area Workflow is a web-based system for invoicing, receipt, and acceptance.

of the contractor's costs in accordance with the FAR and DFARS.<sup>14</sup> The scope of an incurred cost audit covers all the contractor's business operations as opposed to individual contracts, such as the LOGCAP contract.

# **Prior Oversight Review of LOGCAP Contracts Supporting Operation Allies Welcome**

On April 18, 2023, the DoD OIG issued an audit report related to the DoD's management of the LOGCAP contract in support of OAW at DoD installations.<sup>15</sup> The DoD OIG found that the PCO did not ensure invoices were reviewed before payment to verify contractor-reported costs.<sup>16</sup> This occurred because the PCO solely relied on the DCAA 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, and reasonable.

Among the three recommendations in the report, the DoD OIG recommended that the ACC-RI Executive Director issue guidance to reinforce the importance of the contracting officer and COR roles and involvement in reviewing invoices before payment. In their management comments to the report, ACC-RI officials stated that they would work with the Army Sustainment Command and DCAA to develop a process to review vouchers before payment. As of May 2025, the recommendation remains open because over the past 2 years, ACC-RI officials have not developed the process they said they would.

<sup>&</sup>lt;sup>14</sup> FAR Part 31, "Contract Cost Principles and Procedures," Subpart 31.2, "Contracts with Commercial Organizations," Section 31.201, "General," Subsection 31.201-2, "Determining allowability."

A cost is allowable only when it complies with reasonableness, allocability, relevant accounting standards, and contract terms among other requirements.

A cost is allocable when incurred specifically for the contract, benefit both the contract and other work and can be distributed in reasonable proportion to the benefits received, or necessary to the overall operation of business. A cost is reasonable if, in its nature and amount, it does not exceed that which would be incurred by a prudent person in the conduct of competitive business.

<sup>15</sup> Report No. DODIG-2023-064, "Audit of Operation Allies Welcome Contract Oversight at DoD Installations-Logistics Civil Augmentation Program V Contract," April 18, 2023.

<sup>&</sup>lt;sup>16</sup> Within Report No. DODIG-2023-064, the DoD OIG used the term "invoice" to refer to the contractor-submitted vouchers on cost-reimbursement contracts.

# **Finding**

# **Army Officials Did Not Effectively Manage the LOGCAP Contract to Support CARE Doha**

Army officials did not effectively manage the LOGCAP contract in support of CARE Doha at CAS.

- The 408th CSB ACOs did not properly designate 28 of 57 individuals as CORs in accordance with FAR and DoD requirements. A 408th CSB ACO stated that they used an alternative designation form, which did not document COR roles and responsibilities, because 24 State personnel lacked access to the Procurement Integrated Enterprise Environment (PIEE) system used to generate a compliant form. Additionally, the 408th CSB ACO could not explain why two State personnel and two personnel from unidentified agencies performed contract oversight without designation letters. In August 2024, a 408th CSB ACO took action to ensure that CORs had valid designation letters.
- The 408th CSB QASs did not ensure that 88 (19 percent) of 455 required monthly quality assurance checklists assessing contractor performance were completed for six LOGCAP services. A 408th CSB QAS stated that the checklists were not completed because State did not provide enough CORs to oversee all the services under the LOGCAP contract.
- The ACC-RI PCO did not review interim vouchers, totaling \$293.4 million, before payment to verify contractor-reported costs. This occurred because the ACC-RI PCO relied on DCAA prepayment reviews of interim vouchers, which did not address whether invoiced amounts were allowable, allocable, or reasonable. In addition, the ACC-RI Executive Director has not fully implemented corrective actions to improve COR oversight of voucher reviews despite multiple DoD OIG reports identifying gaps in the process.

The Army generally complied with GFP inventory requirements; however, it was a challenge for Army officials to provide evidence that a joint inventory occurred before transferring GFP to State.

As a result, the Army does not have reasonable assurance that the contractor complied with all contract requirements. In addition, because the ACC-RI PCO did not verify costs before payment, the Army does not have reasonable assurance that the \$293.4 million in payments made to the contractor were allowable, allocable, or reasonable. Specifically, without adequate reviews of vouchers, the ACC-RI PCO allowed the contractor to submit more vouchers than permitted under the terms

of the LOGCAP contract and did not have assurance that the \$442,294 paid for telemedicine services over 18 months, from July 2023 through December 2024, were allowable, allocable, or reasonable.

# **Army Contracting Officials Did Not Properly Designate Contracting Officer's Representatives**

The 408th CSB ACOs did not properly designate 28 of 57 individuals as CORs in accordance with FAR and DoD requirements. The FAR and DoD Instruction (DoDI) 5000.72 require contracting officers to designate a properly trained COR in writing for all service contracts.<sup>17</sup> The Instruction establishes 13 elements that are required for a valid COR designation letter, including:

- specifying the extent of the COR's authority to act on behalf of the contracting officer;
- documenting the limitations of the COR's authority;
- specifying that the COR's authority is not re-delegable and cannot be re-assigned or transferred; and
- certifying that the COR meets the COR qualifications outlined in DoDI 5000.72.

We identified that, as of February 2025, 22 DoD and 33 State personnel had either provided contract oversight or were designated as a COR for the LOGCAP contract supporting CARE Doha. We also identified two individuals without designation letters who provided oversight of the LOGCAP contract; however, 408th CSB officials could not confirm whether the two individuals were DoD or State personnel. Of the 57 individuals who provided oversight, 408th CSB ACOs properly designated all 22 DoD personnel and 7 of 33 State personnel as CORs.18 However, 24 of 33 State personnel had designation letters that did not include all 13 elements of a COR designation letter. In addition, 4 of 57 individuals, two from State and two from unidentified agencies, who performed oversight did not have any COR designation letters despite collectively completing a total of four quality assurance checklists, with the earliest checklist completed in September 2023

<sup>&</sup>lt;sup>17</sup> FAR Part 1, "Federal Acquisition Regulations System," Subpart 1.6, "Career Development, Contracting Authority, and Responsibilities," Section 1.602, "Contracting Officers," Subsection 1.602-2, "Responsibilities." DoD Instruction 5000.72, "DoD Standard for Contracting Officer's Representative (COR) Certification," March 26, 2015, (Incorporating Change 2, November 6, 2020).

DoD CORs were assigned to the LOGCAP contract for 4 months, from July 2023 to October 2023, except for two DoD CORs who worked on the contract until December 2023, assisting the transition from DoD CORs to State CORs. State CORs were assigned to the LOGCAP contract beginning July 1, 2023.

and the latest in February 2024. The 408th CSB ACO could not explain why the four individuals performed oversight without COR designation letters. Table 2 summarizes the COR designations for the LOGCAP contract as of February 2025.

Table 2. Summary of COR Designations as of February 2025

Agency	Number of Individuals	Number of CORs with Adequate Designation Letters	Number of Individuals with Inadequate Designation Letters	Number of Individuals Without Designation Letters
DoD	22	22	0	0
State	33	7	24	2
Unknown	2	0	0	2
Total	57	29	24	4

Source: The DoD OIG.

DoDI 5000.72 requires DoD contracting officers to use the PIEE system to designate CORs, which generates a letter that includes the 13 requirements of a COR designation letter. Of the 33 State personnel who provided contract oversight or were designated as a COR, 408th CSB ACOs properly designated 7 individuals using letters generated from PIEE. However, from January 2024 through May 2024, a 408th CSB ACO designated 24 State personnel using "Form 190-16.02," which did not contain all the elements of a COR designation letter.<sup>19</sup> The Form 190-16.02 the ACO used to designate the 24 State personnel contained 2 of the 13 elements required for a COR designation letter; specifically, the individual's name and position, and period they were designated. Among other requirements, the forms did not include the extent of the COR's authority to act on behalf of the contracting officer; the limitations of the COR's authority; and certification that the COR met the COR qualifications outlined in DoDI 5000.72.

According to the 408th CSB ACO who signed all of the Forms 190-16.02, they did not properly designate the 24 State personnel as CORs because State personnel could not access PIEE to receive the COR designation letters required by DoDI 5000.72. Because of this, the ACO stated that Form 190-16.02 was used as an alternative COR designation letter for the State personnel. However, the ACO could not explain why the Form 190-16.02 did not contain all the requirements of a COR designation letter. While we understand that the ACO needed to use an alternative method when State personnel did not have access to PIEE, using the alternate COR designation form does not relieve the ACO from complying with DoD

<sup>&</sup>lt;sup>19</sup> Form 190-16.02 "Delegation of Authority," November 1, 2022. Officials from the 408th CSB could not explain the origin of "Form 190-16.02."

requirements for COR designation letters. Improper COR designations increase the risk of CORs not meeting all qualifications outlined in DODI 5000.72 and jeopardize oversight of the contract by creating ambiguity in COR responsibilities while also increasing the risk of fraud, waste, and abuse. Furthermore, DoDI 5000.72 is clear on the requirements of a COR designation letter. Therefore, the 408th CSB Commander should review the actions of the 408th CSB ACO who signed the Form 190-16.02 and take administrative action, including requiring additional training as necessary, to hold the ACO accountable for failing to properly designate CORs in accordance with DoDI 5000.72.

In August 2024, a 408th CSB ACO took action to ensure that CORs had valid designation letters. Specifically, State personnel obtained access to PIEE, and the ACO used PIEE to designate six individuals as CORs for the LOGCAP contract from August 2024 through February 2025. Because the ACO took action to correct COR delegations before we announced our audit, we are not making a recommendation for them to process new COR designation letters for individuals who were not properly designated.

# **Army Contracting Officials Did Not Effectively Oversee** the LOGCAP Contract

QASs from the 408th CSB did not ensure that 88 (19 percent) of 455 required monthly quality assurance checklists assessing contractor performance were completed for six LOGCAP services. The LOGCAP quality assurance surveillance plan states that CORs are responsible for providing technical contract oversight and ensuring proper Government surveillance of the contractor's performance by completing monthly quality assurance checklists for activated LOGCAP services. In addition, QASs are required to review checklists completed by CORs to ensure that the checklists are complete, accurate, and determine contract compliance. From July 2023 through February 2025, CORs were required to complete, and QASs were required to review, 455 checklists to validate contractor performance related to six LOGCAP services: (1) shelter and billeting, (2) environmental control, (3) custodial services, (4) food service operations, (5) facility maintenance, and (6) health services.

From July 2023 through February 2025, CORs completed 367 (81 percent) of 455 quality assurance checklists across the six service areas. However, we found that 88 of 455 checklists were not completed. Table 3 summarizes the completion of checklists for each LOGCAP service reviewed as of February 2025.

Table 3. Summary of Quality Assurance Checklists for LOGCAP Services Reviewed as of February 2025

LOGCAP Service	Number of Checklists Completed	Number of Checklists Not Completed	Total Required Checklists	
Shelter and Billeting	16	4	20	
Environmental Control	14 6		20	
Custodial Services	Services 16 4		20	
Food Service Operations	17 3		20	
Facility Maintenance	13 7		20	
Health Services	n Services 291 64		355	
Total	367	88	455	

Source: The DoD OIG.

According to a 408th CSB QAS, the quality assurance checklists were not completed because State did not provide enough CORs to oversee all the services under the LOGCAP contract. For example, in November 2024 one State COR was responsible for overseeing 28 of the 93 services provided under the LOGCAP contract, including oversight of food, housing, laundry, fire protection, and shuttle bus services. In addition, during our site visit to CAS in November 2024, a 408th CSB ACO and a State COR expressed concerns that State did not provide enough CORs to conduct contract oversight. A 408th CSB ACO and State officials stated that since August 2023, most of the State CORs were on 45-day rotations, had other responsibilities in addition to COR oversight, and were not in their roles long enough to fully understand their oversight responsibilities for the LOGCAP contract. Without CORs conducting or documenting appropriate contract oversight, DoD and State officials do not have reasonable assurance that the contractor complied with all contract requirements. Because of the anticipated transition from LOGCAP to State contracts, we referred the shortage of State CORs to the State Acting Inspector General (IG) for their consideration during future reviews of the CARE Doha program. See Appendix B for the referral letter to the State Acting IG and their response.

# **Army Contracting Officials Did Not Review Interim Vouchers Before Approving Payment**

The ACC-RI PCO did not review 72 vouchers, totaling \$293.4 million, that the LOGCAP contractor submitted for payment from July 2023 through December 2024 to verify that the contractor's costs were allowable, allocable, and reasonable

before payment. According to the FAR, the PCO retains any contract administration duties that the PCO does not delegate in writing. The DoD COR Guidebook states that the contracting officer is responsible for monitoring payments according to the terms and conditions of the contract as well as local policies and guidance. CORs can assist the contracting officer by performing detailed reviews of contractor vouchers to ensure that the work performed by the contractor was billed correctly and accepted by the Government in line with contract requirements, if so delegated.

According to the FAR, cost-plus-fixed-fee contracts, such as the LOGCAP contract, offer minimal incentive for the contractor to control costs.<sup>20</sup> Therefore, the FAR requires appropriate Government surveillance during performance to provide reasonable assurance that effective cost controls are used.<sup>21</sup> While the ACC-RI PCO delegated oversight responsibility to the State CORs, the PCO neither reviewed vouchers nor delegated voucher review responsibility to CORs.

### The ACC-RI Continues to Rely on the DCAA for Voucher Reviews

Voucher reviews did not occur on the LOGCAP contract because the ACC-RI PCO incorrectly relied on the DCAA to perform interim voucher reviews and ACC-RI personnel have not fully implemented corrective action to improve voucher oversight. The DCAA is responsible for conducting prepayment reviews, which are administrative in nature and do not determine whether the contractor's billed costs were allowable, allocable, and reasonable. The DCAA selects vouchers for prepayment review using sampling methodologies, which means not all vouchers may receive a prepayment review. Of the 72 paid vouchers on this contract, the DCAA conducted a prepayment review on 1 voucher. On top of performing prepayment reviews, to assist with validating contract payments, contracting personnel can request that the DCAA perform additional audit services, such as review of specific contractor vouchers, to determine whether costs were allowable, allocable, and reasonable.

Cost-plus-fixed-fee contracts require appropriate Government surveillance during performance to provide a reasonable assurance that effective cost controls are used. However, the ACC-RI PCO did not delegate these responsibilities to the CORs and did not personally perform invoice reviews. Without adequate Government surveillance over the LOGCAP contractor's vouchers, including allowing them to submit vouchers more frequently without evidence of a valid need, the Government is further reducing the contractor's incentive to control costs

<sup>&</sup>lt;sup>20</sup> FAR Part 16, "Types of Contracts," Subpart 16.3, "Cost-Reimbursement Contracts," Section 16.306, "Cost-plus-fixed-fee contracts."

<sup>&</sup>lt;sup>21</sup> FAR Part 16, "Types of Contracts," Subpart 16.3, "Cost-Reimbursement Contracts," Section 16.301, "General," Subsection 16.301-3, "Limitations."

and unnecessarily increasing the workload of personnel processing vouchers for payment. Furthermore, when CORs did find potential costs savings, such as when CORs identified that telemedicine services were not being used or used as intended, the CORs did not have access to vouchers to validate the costs. For example, in November 2024, the State COR overseeing medical services stated that they tried to determine the cost for telemedicine services at CARE Doha, but did not have access to the voucher data because voucher review responsibility was not delegated to them.

Because most of the ACOs and CORs who performed oversight of the LOGCAP contract may not be available now that they are no longer assigned to CARE Doha, the ACC-RI Executive Director should request that the DCAA review the allowability, allocability, and reasonableness of the \$293.4 million in payments identified in this report, and any subsequent payments made to the contractor for LOGCAP services in support of CARE Doha. Based on the results of DCAA's review, the ACC-RI Executive Director should request a refund for any excess payments made to the contractor or arrange payment to the contractor for any under-billed costs. See Appendix C for the potential monetary benefits.

Furthermore, the ACC-RI Executive Director has not fully implemented corrective actions to improve oversight of voucher reviews, despite multiple DoD OIG reports identifying gaps in the review process.<sup>22</sup> In Report No. DODIG-2023-064, the DoD OIG identified that the ACC-RI PCO did not ensure that vouchers, totaling \$1.6 billion, for LOGCAP V contract services supporting OAW, were reviewed before payment to verify the contractor's reported costs. In response to the 2023 report, the ACC-RI Power Projections & Base Readiness Director, responding for the ACC-RI Executive Director, stated that by February 2024, the ACC-RI would work with the Army Sustainment Command and DCAA to develop a process to review vouchers before payment; however, they did not believe that this review should fall solely on the PCO, ACO, or COR. In January 2025, we followed up with the ACC-RI to determine the status of this corrective action. The ACC-RI Power Projection & Base Readiness Division Chief disagreed with issuing guidance to reinforce the importance of the contracting officer and COR roles and involvement in review of vouchers before payment. The ACC-RI Power Projection & Base Readiness Division Chief further stated that CORs do not have the skill set to review LOGCAP vouchers and that the action should remain with the DCAA. In June 2025, the ACC-RI Executive Director reiterated the ACC-RI's position that CORs do not have the skills necessary to perform reviews of LOGCAP vouchers. Despite the ACC-RI Executive

<sup>&</sup>lt;sup>22</sup> Report No. DODIG-2023-064, "Audit of Operation Allies Welcome Contract Oversight at DoD Installations-Logistics Civil Augmentation Program V Contract," April 18, 2023.

Report No. DODIG-2024-083, "Audit of the Army's Management of Army Prepositioned Stock-5 Equipment," May 24, 2024.

Director's position on CORs performing voucher reviews, the DoD COR guidebook is clear that it is the contracting officer's responsibility to monitor payments according to the terms and conditions of the contract as well as local policies and guidance. Furthermore, ACC-RI personnel supporting the Army Prepositioned Stock-5 contract, a cost-plus-fixed-fee contract, have implemented a process in which contracting personnel review vouchers before payment.

To improve voucher reviews, on March 5, 2025, the ACC Deputy Chief of Staff, G-3/5/7, issued an Operation Order requiring that ACC implement the Electronic Cost Reporting and Financial Tracking (eCRAFT) tool on cost and hybrid type service contracts no later than the end of 2025.23 The ACC-RI Executive Director stated that due to challenges with eCRAFT, the tool would be implemented only on new contract awards, which would not include the current LOGCAP contract supporting CARE Doha. Furthermore, the ACC-RI Executive Director stated that the Commanding General of the Army Materiel Command directed the ACC-RI to use the Labor Category (LCAT) tool to review youchers for LOGCAP contracts.<sup>24</sup> The Executive Director stated that the ACC-RI is working with DCAA and LOGCAP contractors to implement the tool, and is working to implement LCAT on all LOGCAP task orders starting in FY 2026. We acknowledge the ACC-RI's efforts to improve voucher reviews; however, until the systems are fully implemented and found to be effective in reviewing vouchers on the LOGCAP contract supporting CARE Doha, additional action is needed to ensure that contracting officers and CORs are reviewing LOGCAP vouchers. Therefore, the Commanding General of the Army Materiel Command should ensure that the ACC-RI Executive Director develops and implements procedures to ensure vouchers are reviewed before payment on the LOGCAP contract supporting CARE Doha. We will continue to track the ACC-RI's progress toward improving voucher reviews across all LOGCAP contracts through Recommendation 1.c of Report No. DODIG-2023-064.

# The Army Generally Complied with GFP Requirements

The 408th CSB property administrator complied with GFP inventory requirements before transferring GFP to State in June 2023 but was challenged to provide evidence that the inventory occurred. The LOGCAP contract performance work statement requires a final joint inventory between the contractor and a government representative at the completion of a contract unless waived or otherwise directed. In addition, Army Regulation 735-5 stated that a joint inventory by the contractor

<sup>&</sup>lt;sup>23</sup> eCRAFT, a web-based application, is the Navy's enterprise tool designed to enhance cost reporting and financial tracking using standardized labor categories, authoritative data, and automated reports.

<sup>&</sup>lt;sup>24</sup> LCAT is an excel spreadsheet tool that is designed to identify variations by comparing the contractor's labor costs reported on the voucher with the labor costs that the contractor proposed for that specific period.

and the property administrator will be performed at the end of a contract.<sup>25</sup> The 408th CSB property administrator and the LOGCAP contractor property representative jointly signed records that showed an inventory of GFP occurred from May 8, 2023, through May 22, 2023.

FAR 4.801 requires the head of each office performing contract administration to establish files containing the records of all contractual actions.<sup>26</sup> The FAR further requires that the contract administration office file document actions reflecting the basis for and the performance of contract administration responsibilities, including property administration records.<sup>27</sup> From November 5, 2024, through March 17, 2025, we made seven requests to the 401st AFSB, the 408th CSB, the ACC-RI, the LOGCAP Program Management Office, and U.S. Army Central to provide documentation that a joint inventory between the DoD and the LOGCAP contractor occurred before the equipment was transferred to State. It was not until March 21, 2025, 136 days after our initial request, that the ACC-RI PCO was able to provide the audit team with the records that a joint inventory occurred. The ACC-RI PCO stated that they received the records from the LOGCAP contractor, and not from the FAR-required official contract file, after a meeting with the LOGCAP contractor on March 19, 2025. Because the inventory records were not retained within the contract file, the ACC-RI Executive Director should direct the PCO to include the joint inventory records within the official contract file. On March 27, 2025, we verified that the ACC-RI PCO took corrective action to include the joint inventory records within the official contract file, as required by FAR 4.8. This corrective action addressed the intent of our recommendation; therefore, the recommendation is resolved and will be closed upon report issuance.

According to State officials, as of February 2025, State was not using an accountable property system of record to account for GFP on the LOGCAP contract. Section 524, title 40 of the United States Code states that "each executive agency shall maintain adequate inventory controls and accountability systems for property under its control." In addition, the LOGCAP contract performance work statement requires State to account for GFP within a government accountable property system of record. We referred this topic to the State Acting IG because these

<sup>&</sup>lt;sup>25</sup> Army Regulation 735-5, "Property Accountability Policies," November 9, 2016. Army Regulation 735-5 dated March 10, 2024, superseded Army Regulation 735-5, dated November 9, 2016.

<sup>&</sup>lt;sup>26</sup> FAR Part 4, "Administrative and Information Matters," Subpart 4.8, "Government Contract Files," Section 4.801. "General."

<sup>&</sup>lt;sup>27</sup> FAR Part 4, "Administrative and Information Matters," Subpart 4.8, "Government Contract Files," Section 4.802, Contract files."

FAR Part 4, "Administrative and Information Matters," Subpart 4.8, "Government Contract Files," Section 4.803, "Contents of contract files."

observations directly relate to State operations and are outside of the oversight authorities of the DoD OIG. See Appendix B for the referral letter to the State Acting IG and their response.

# The Army Does Not Have Reasonable Assurance of Contractor Compliance or That Costs Were Valid

As a result of not effectively managing the LOGCAP contract supporting CARE Doha, the Army does not have reasonable assurance \$293.4 million in payments made to the contractor were allowable, allocable, or reasonable or that the contractor complied with all contract requirements. We reviewed 72 vouchers, totaling \$293.4 million, and found that without adequate reviews of vouchers, the ACC-RI PCO allowed the contractor to submit more vouchers than permitted under the terms of the LOGCAP contract and did not have assurance that the \$442,294 paid for telemedicine services over 18 months from July 2023 through December 2024 were allowable, allocable, or reasonable.

In addition, because the 408th CSB ACO did not properly designate CORs and CORs did not complete 19 percent of required quality assurance checklists, the DoD has limited assurance that the contractor complied with all contract requirements. Both DoD and State officials stated that State CORs were unfamiliar with the oversight responsibilities on a LOGCAP contract and were often assigned as a COR for only a few months at a time, potentially limiting their ability to perform effective oversight. Furthermore, COR designation letters that do not clearly state COR responsibilities leave room for CORs to interpret their responsibilities and increase the risk of fraud, waste, and abuse. We referred issues related to the potential lack of CORs and potential issues with COR oversight to the State Acting IG for consideration in future reviews of CARE Doha. In response to our referral, the State Acting IG stated that due to the uncertainty regarding the CARE program, they do not plan to conduct a review of CARE Doha in 2025. The Acting IG stated that they would share the DoD OIG's concerns with CARE management for their awareness and to take appropriate action. See Appendix B for the referral letter to the State Acting IG and their response.

### The ACC-RI PCO Allowed the Contractor to Submit Vouchers at an Accelerated Rate

The ACC-RI PCO allowed the contractor to submit 72 vouchers between July 2023 and December 2024, of which 35 vouchers did not comply with the FAR and the terms of the LOGCAP contract. The LOGCAP contract contains the clause FAR 52.216-7, which states that the Government will make payments to the contractor when requested as work progresses, but not more often than

once every 2 weeks.<sup>28</sup> According to the LOGCAP contract, the DoD will make payments 1 day after receiving a valid voucher from the contractor. Furthermore, FAR 52.216-7 does not authorize the PCO to relieve the contractor from the FAR requirements. Therefore, by allowing the contractor to submit vouchers more frequently than every 2 weeks, the ACC-RI PCO, without proper authority to do so, initiated a chain of events that resulted in the contractor receiving payment more frequently than permitted. Table 4 presents the breakdown of vouchers submitted from July 17, 2023, through December 19, 2024, compared to what the contract allows according to FAR 52.216-7.

Table 4. Actual Number of Vouchers Submitted and Number of Vouchers Allowed

Year	Month Submitted	Number of Vouchers Submitted	Number of Vouchers Allowed Using FAR Schedule <sup>1</sup>	Number of Vouchers Not Compliant with the FAR
	July	1	2	0
	August	3	2	1
2022	September	3	2	1
2023	October	4	2	2
	November	5	2	3
	December	9	2	7
	January	3	3	0
	February	5	2	3
	March	4	2	2
	April	3	2	1
	May	2	2	0
2024	June	4	2	2
	July	2	3	0
	August	3	2	1
	September	4	2	2
	October	6	2	4
	November	7	2	5
	December	4	3	1
Total		72²	39	35

<sup>&</sup>lt;sup>1</sup> We determined the total number of vouchers that were allowed to be submitted per month by taking the date of the first voucher, July 17, 2023, and adding 14 days until we reached December 30, 2024.

Source: The DoD OIG.

<sup>&</sup>lt;sup>2</sup> For this analysis, we used the date that the voucher was initially submitted.

<sup>&</sup>lt;sup>28</sup> FAR Part 52, "Solicitation Provisions and Contract Clauses," Subpart 52.2, "Text of Provisions and Clauses," Section 52.216, "[Reserved]," Subsection 52.216-7, "Allowable Cost and Payment."

On six occasions the LOGCAP contractor requested to submit additional vouchers, stating that the additional vouchers were critical to meeting the contractor's quarter-end cash collection forecasts. DFARS 232.072-3 states that a contractor must be able to sustain a sufficient cash flow to perform the contract, and when there is doubt regarding the sufficiency of a contractor's cash flow, the contracting officer should require the contractor to submit a cash flow forecast covering the duration of the contract.<sup>29</sup> On all six occasions, the ACC-RI PCO approved the contractor to submit additional vouchers without citing what authority they had to waive the requirements of 52.216-7, requesting the LOGCAP contractor's cash flow forecasts, or any other proof that the contractor had a valid cash flow concern. Furthermore, without effective oversight of the vouchers, the contractor exceeded the ACC-RI-approved voucher schedule. For example, in December 2023, without evidence of a valid need or authority to waiver requirements of FAR 52.216-7, the ACC-RI PCO authorized the contractor to submit four vouchers from December 4 through 25, or a voucher every 7 days. During that same period, the LOGCAP contractor submitted nine vouchers, five of which the ACC-RI PCO did not authorize the contractor to submit, nor did anyone in the Government reject, totaling \$28.5 million that were submitted that month and subsequently paid.

In total, the ACC-RI PCO authorized the contractor to submit 22 vouchers at a rate of one voucher per week. While the contractor was authorized to submit 22 vouchers, we found that the contractor submitted an additional 7 vouchers without approval. Without adequate oversight of the voucher review process, the ACC-RI PCO allowed the contractor to receive \$130.6 million sooner than allowable under the FAR, without obtaining evidence and verifying that the contractor had a valid need. While the ACC-RI PCO acknowledged that the Government should not authorize additional payments to benefit the contractor, the PCO could not explain why they approved the contractor's request for additional payments without evidence of a valid need. The ACC-RI Executive Director should direct and verify that the ACC-RI PCO is monitoring the contractor's voucher submissions to ensure they do not exceed the payment requirements outlined in FAR 52.216-7. Furthermore, the ACC-RI Executive Director should review the ACC-RI PCO's actions for authorizing the contractor to submit additional vouchers without the authority to waive requirements of FAR 52.216-7 or obtaining proof that the contractor had a valid need for additional payments, and take administrative action, as appropriate.

<sup>&</sup>lt;sup>29</sup> DFARS Part 232, "Contract Financing," Subpart 232.072, "Financial responsibility of contractors," Section 232.072-3, "Cash flow forecasts."

### Telemedicine Services Payments

For 24 of the 72 vouchers submitted from July 2023 through December 2024, the LOGCAP contractor requested, and the Government subsequently paid \$442,294 for telemedicine services, despite State CORs reporting that the services were not used or not used as intended. The LOGCAP contract performance work statement requires the contractor to establish a telemedicine capability to complete remote diagnosis and treatment for guests. A State COR stated that the LOGCAP contractor had telemedicine capabilities, and the LOGCAP contractor stated that they bill for telemedicine services only when those services are provided. However, between March 2024 and September 2024, State CORs documented in the quality assurance checklists the inconsistent use of telemedicine services. According to a State COR, guests did not use telemedicine services at all from February 2024 through March 2025, despite the contractor billing for \$364,094 from February 2024 through December 2024. Furthermore, within the August 2024 quality assurance checklist that was reviewed by a 408th CSB QAS, a State COR reported that State should remove telemedicine services from the LOGCAP contract. As of April 28, 2025, telemedicine services were active on the LOGCAP contract and the contractor could bill for services provided.

In February 2025, the LOGCAP contractor reported that the \$442,294 in telemedicine charges were for teleradiology services, which the LOGCAP contractor considered a form of telemedicine.<sup>30</sup> The LOGCAP contract performance work statement includes radiology services, which requires the LOGCAP contractor to create, interpret, and provide the final readings for all radiology services. If a COR reviewed the vouchers, they could have identified that the LOGCAP contractor either incorrectly billed radiology services as telemedicine services or incorrectly billed telemedicine services that were not received, ultimately leading to the COR rejecting the voucher until the error was corrected or avoiding the costs completely. Because the ACC-RI PCO did not delegate responsibility for or review any of the 72 vouchers, the ACC-RI Executive Director should direct the PCO to conduct a review of all payments related to telemedicine services, including the \$442,294 identified in this report, and determine whether those charges were allowable, allocable, and reasonable. Based on the results of the PCO's review, the ACC-RI Executive Director should request a refund for any excess payments made to the contractor or arrange payment to the contractor for any under-billed costs. See Appendix C for the potential monetary benefits.

<sup>&</sup>lt;sup>30</sup> Teleradiology is the interpretation of radiology images at a location different from where the images were taken.

As the requiring activity, State is responsible for requesting the deactivation of services. The DoD does not have the authority to remove telemedicine services from the LOGCAP contract without a formal request from State. According to the LOGCAP professional supporting CARE Doha, State has not requested that telemedicine services be removed from the contract. Furthermore, until we informed them, neither the ACC-RI PCO nor the LOGCAP Program Management Office were aware of the CORs' quality assurance checklists regarding the use of telemedicine and the recommendation to remove this service from the LOGCAP contract. On March 13, 2025, the ACC-RI PCO stated that State awarded a medical services contract to replace the medical services provided under the LOGCAP contract, with all medical services fully transitioning to the State contract by August 29, 2025. Because State must formally request that the DoD remove LOGCAP services and State has awarded a contract to replace medical services under the LOGCAP contract, we are not making a recommendation in this report for the DoD to take action to remove telemedicine services from the LOGCAP contract. On March 21, 2025, we referred this topic to the State Acting IG for their consideration during future reviews of the CARE Doha program. The State Acting IG stated that they would share the DoD OIG's concerns with CARE management for their awareness and to take appropriate action. See Appendix B for the referral letter to the State Acting IG and their response.

# **Recommendations, Management Comments,** and Our Response

#### **Recommendation 1**

We recommend that the Commander of the 408th Contracting Support Brigade review the actions of the administrative contracting officer who signed the Form 190-16.02 and take administrative action, including requiring additional training as necessary, to hold the administrative contracting officer accountable for failing to properly designate contracting officer's representatives in accordance with DoD Instruction 5000.72, "DoD Standard for Contracting Officer's Representative (COR) Certification," March 26, 2015, (Incorporating Change 2, November 6, 2020).

### 408th Contracting Support Brigade Comments

The Commander of the 408th CSB agreed with the recommendation and stated that the 408th CSB will ensure all ACOs are trained on the manual appointment of CORs who are unable to access PIEE. The Commander stated that on April 10, 2025, the 408th CSB Quality Assurance Supervisor executed brigade-wide COR program training, which included training on the proper appointment of CORs. In addition, the Commander stated that the 408th CSB will continue to provide quality assurance and COR training as part of its procurement training program.

### **Our Response**

Comments from the Commander of the 408th CSB met the intent of the recommendation; therefore, it is resolved but will remain open. Although the 408th CSB Commander did not address the actions of the ACO who improperly designated CORs, the actions the Commander took to strengthen the manual COR designation process satisfied the intent of the recommendation. We will close the recommendation after we verify that the ACO who used Form 190-16.02 to designate the State CORs received training on the manual appointment of CORs when access to PIEE is unavailable.

### **Army Materiel Command**

Although not required to comment, the Executive Deputy to the Commanding General of the Army Materiel Command reviewed and endorsed the draft report and responses from the Chief of Staff of the Army Materiel Command and the Army Contracting Command.

Although not required to comment, the Chief of Staff of the Army Materiel Command stated that they estimate the recommendation will be implemented by October 10, 2025.

### **Army Contracting Command Comments**

Although not required to comment, the Commanding General of the Army Contracting Command reviewed and endorsed the draft report and the responses from the Commander of the 408th CSB, stating that the recommendation will be implemented by October 10, 2025.

#### **Recommendation 2**

We recommend that the Executive Director of the Army Contracting Command-Rock Island:

a. Request that the Defense Contract Audit Agency review the allowability, allocability, and reasonableness of the \$293.4 million in payments identified in this report, and any subsequent payments made to the contractor for the Logistics Civil Augmentation Program services in support of the Coordinator for Afghan Relocation Efforts Doha.

### Army Contracting Command-Rock Island Comments

The ACC-RI Executive Director agreed with the recommendation and stated that the DCAA has already committed to auditing the costs of this contract for allowability, allocability, and reasonableness as part of its incurred cost audit. According to the ACC-RI Executive Director, the DCAA included the

LOGCAP contract supporting CARE Doha in its FY 2023 incurred cost audit and checked direct labor, materials, and other expenses and they have not found any problems so far. The ACC-RI Executive Director stated that the DCAA plans to audit the LOGCAP contract supporting CARE Doha in its incurred cost audits for FYs 2024 and 2025, including examining the telemedicine costs. The ACC-RI Executive Director stated that the recommendation will be implemented on or before July 2026.

#### Our Response

Comments from the ACC-RI Executive Director addressed the specifics of the recommendation; therefore, it is resolved but will remain open. We will close the recommendation when we verify that the DCAA completed its incurred cost audits of the LOGCAP contract supporting CARE Doha for FYs 2024 and 2025.

b. Request a refund from the contractor for any excess payment or arrange for payment to the contractor for any under-billed costs identified by the **Defense Contract Audit Agency.** 

### **Army Contracting Command-Rock Island Comments**

The ACC-RI Executive Director agreed with the recommendation and stated that the Army Contracting Command will request a refund from the contractor for any excess payment or arrange for payment to the contractor for any under-billed costs identified by the DCAA. The ACC-RI Executive Director stated that the recommendation will be implemented on or before July 2026.

# Our Response

Comments from the ACC-RI Executive Director addressed the specifics of the recommendation; therefore, it is resolved but will remain open. We will close the recommendation when ACC-RI personnel provide us with documentation to support that the ACC-RI requested a refund from the contractor for any excess payment or arranged for payment to the contractor for any under-billed costs.

c. Direct the procuring contracting officer to include the joint inventory records within the official contract file.

# Management Actions Taken and Our Response

As discussed earlier in this report, ACC-RI officials took corrective action during the audit. Specifically, on March 27, 2025, we verified that the ACC-RI PCO took corrective action to include the joint inventory records within the official contract file, as required by FAR 4.8. Therefore, the recommendation is closed.

d. Direct and verify that the procuring contracting officer is monitoring the contractor's voucher submissions to ensure that they do not exceed the payment requirements outlined in Federal Acquisition Regulation 52.216-7.

### Army Contracting Command-Rock Island Comments

The ACC-RI Executive Director agreed with the recommendation and stated that the PCO is monitoring the voucher submissions, and the contractor will provide email notification when they submit vouchers. The ACC-RI Executive Director stated that in months in which accelerated submissions were not requested, additional vouchers were submitted for trailing costs on previous periods of performance. The ACC-RI Executive Director stated that the recommendation will be implemented on or before July 2026.

### Our Response

Comments from the ACC-RI Executive Director addressed the specifics of the recommendation; therefore, it is resolved but will remain open. We will close the recommendation when we receive documentation to verify that the PCO is monitoring the contractor's voucher submissions to ensure that they do not exceed the payment requirements outlined in FAR 52.216-7.

e. Review the procuring contracting officer's actions for authorizing the contractor to submit additional vouchers without the authority to waive requirements of Federal Acquisition Regulation 52.216-7 or obtaining proof that the contractor had a valid need for additional payments, and take administrative action, as appropriate.

# Army Contracting Command-Rock Island Comments

The ACC-RI Executive Director agreed with the recommendation, stating that the ACC-RI will refrain from authorizing any request for quarterly accelerated voucher submissions without an approval to waive the FAR 52.216-7 requirement. The ACC-RI Executive Director stated that there were benefits to approving quarterly deviations, such as more timely and accurate budget management and the ability to ask invoicing questions in real time. The ACC-RI Executive Director stated that the recommendation will be implemented on or before July 2026.

# Our Response

Comments from the ACC-RI Executive Director did not address the specifics of the recommendation; therefore, it is unresolved. We acknowledge the Executive Director's comments that the ACC-RI will refrain from authorizing requests for accelerated voucher submissions. The intent of the recommendation was for the

Executive Director to review the PCO's actions in allowing the contractor to submit more vouchers than permitted by FAR 52.216-7 and to take administrative actions to improve the PCO's management of voucher submissions. Those administrative actions could include providing the PCO with additional training on the procedures for monitoring voucher submissions and the authorities and circumstances for approving deviations from FAR 52.216-7. Therefore, we request that the ACC-RI Executive Director reconsider their position and provide a response to the final report within 30 days that addresses the intent of our recommendation.

f. Direct the procuring contracting officer to conduct a review of all payments related to telemedicine services, including the \$442,294 identified in this report, and determine whether those charges were allowable, allocable, and reasonable. Based on the results of the review, request a refund from the contractor for any excess payment or arrange for payment to the contractor for any under-billed costs identified by the procuring contracting officer and the Defense Contract Audit Agency.

### Army Contracting Command-Rock Island Comments

The ACC-RI Executive Director agreed with the recommendation and stated that they met with DCAA personnel and DCAA will include the LOGCAP contract supporting CARE Doha in the scope of their future incurred cost audits for FYs 2024 and 2025, including the telemedicine costs. Based on the results of the review, the Army Contracting Command will request a refund from the contractor for any excess payment or arrange for payment to the contractor for any under-billed costs identified by the DCAA. The Executive Director stated that the recommendation will be implemented on or before July 2026.

# Our Response

Comments from the ACC-RI Executive Director met the intent of the recommendation; therefore, it is resolved but will remain open. Although the Executive Director did not direct the PCO to review all payments related to telemedicine services, the DCAA's plans to review the telemedicine costs as part of its incurred cost audits for the LOGCAP Contract supporting CARE Doha meet the intent of the recommendation. We will close the recommendation when we receive documentation to verify that payments for the telemedicine services were reviewed by the DCAA and that ACC-RI personnel requested a refund for any excess payments made to the contractor or arranged payment to the contractor for any under-billed costs. We consider the commitment to request a refund from the contractor or reimbursement to the contractor for any excess payments as concurrence with the \$442,294 in potential monetary benefits identified in this report.

### **Army Materiel Command**

Although not required to comment, the Executive Deputy to the Commanding General of the Army Materiel Command reviewed and endorsed the draft report and responses from the Chief of Staff of the Army Materiel Command and the Army Contracting Command.

Although not required to comment, the Chief of Staff of the Army Materiel Command stated that they estimate Recommendations 2.a, 2.b, 2.d, 2.e, and 2.f will be implemented by July 31, 2026.

### **Army Contracting Command Comments**

Although not required to comment, the Commanding General of the Army Contracting Command reviewed and endorsed the draft report and the responses from the ACC-RI Executive Director, stating that the recommendation will be implemented by July 31, 2026.

#### Recommendation 3

We recommend that the Commanding General of the Army Materiel Command ensure that the Executive Director of the Army Contracting Command-Rock Island develops and implements procedures to ensure vouchers are reviewed before payment on the Logistics Civil Augmentation Program contract in support of the Coordinator for Afghan Relocation Efforts Doha.

### **Army Materiel Command Comments**

The Chief of Staff of the Army Materiel Command, responding for the Commanding General of the Army Materiel Command, agreed with the recommendation and stated that they concurred with the response provided by the Commanding General of the Army Contracting Command for the ACC-RI Executive Director; to develop and implement procedures that will ensure vouchers are reviewed before payment on the LOGCAP contract. Although not required to comment, the Executive Deputy to the Commanding General of the Army Materiel Command reviewed and endorsed the draft report and response from the Chief of Staff of the Army Materiel Command.

# Our Response

Comments from the Chief of Staff did not address the specifics of the recommendation; therefore, it is unresolved. The Chief of Staff concurred with the response provided by the Commanding General of the Army Contracting Command on behalf of the ACC-RI Executive Director related to implementing procedures to review vouchers before payment on the LOGCAP contract. However, comments

from the Commanding General and the Executive Director did not address this recommendation or a process for reviewing vouchers before payment to determine whether costs were allowable, allocable, and reasonable. Therefore, we request that the Commanding General of the Army Materiel Command provide additional comments to the final report within 30 days to clarify what actions they will take to ensure the ACC-RI Executive Director develops and implements procedures to ensure vouchers are reviewed before payment on the LOGCAP contract supporting CARE Doha.

# Appendix A

# **Scope and Methodology**

We conducted this audit from November 2024 through June 2025 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objectives.

We reviewed the following Federal and DoD criteria to assess the effectiveness of the DoD's management of the LOGCAP contract.

- Section 524, title 40, United States Code, "Duties of Executive Agencies"
- FAR Part 1, "Federal Acquisition Regulations System"
- FAR Part 4, "Administrative and Information Matters"
- FAR Part 16, "Types of Contracts"
- FAR Part 31, "Contract Cost Principles and Procedures"
- FAR Part 52, "Solicitation Provisions and Contract Clauses"
- DCAA Manual 7640.1, "DCAA Contract Audit Manual"
- DFARS 232.072-3, "Cash Flow Forecasts"
- DFARS 242.803, "Disallowing Costs After Incurrence"
- "DoD Contracting Officer's Representatives Guidebook," October 2022
- DoDI 5000.72, "DoD Standard for Contracting Officer's Representative (COR) Certification," March 26, 2015 (Incorporating Change 2, November 6, 2020)
- Army Regulation 735-5, "Property Accountability Policies," November 9, 2016

In addition, we reviewed the LOGCAP contract and performance work statement to determine the contractor's requirements for GFP, shelter and billeting, health services, food service operations, facility maintenance, custodial services, and environmental control. We reviewed the LOGCAP quality assurance surveillance plan to determine the ACO, QAS, and COR oversight responsibilities. We also reviewed interagency agreements between the DoD and State to determine each agency's roles and responsibilities related to the LOGCAP contract's support for CARE Doha.

We conducted site visits to CAS, Qatar, and Rock Island, Illinois, in November 2024 and January 2025, respectively, to interview DoD and State personnel responsible for managing the LOGCAP contract supporting CARE Doha. In addition, at CAS, we observed contractor performance and Government oversight on the LOGCAP contract. We visited housing, dining, and health care facilities used to support CARE Doha guests.

To assess the effectiveness of the DoD's management of the LOGCAP contract, we interviewed officials from the Office of the Under Secretary of Defense for Policy Office of the Special Coordinator for Afghanistan, the ACC-RI PCO, 401st AFSB LOGCAP professionals, 408th CSB ACOs, 408th CSB QASs, 408th CSB property administrators, the U.S. Army Central G-47 Requirements Validation Chief, State CORs, and CARE Doha officials. We obtained COR designation letters in PIEE to determine whether personnel performing COR oversight from July 2023 through February 2025 on the LOGCAP contract were properly designated in accordance with DODI 5000.72. Furthermore, we obtained all quality assurance checklists in PIEE and from the 408th CSB QAS that were completed from July 2023 through February 2025 to validate the surveillance of six LOGCAP contract performance work statement services, including facilities maintenance, food service operations, health care services, shelter and billeting, custodial services, and environmental control.

To assess whether Army officials implemented proper accountability controls when transferring GFP to State, we obtained property accountability documentation, such as property transfer records, joint inventory documentation, and contractor reports of GFP on the LOGCAP contract.

To assess the effectiveness of the Army's processes for reviewing and approving vouchers, we obtained all vouchers that the contractor submitted from July 2023 through December 2024 from Wide Area Workflow. We identified 72 vouchers, totaling \$293.4 million paid, and reviewed the vouchers to identify the payment status, submission dates, period of performance, and payment date. For the 72 paid vouchers, we obtained the supporting transactional data that the contractor provided as part of the voucher submission and reviewed the supporting data to identify costs that may not have been allowable, allocable, or reasonable.

To determine the number of vouchers that the LOGCAP contractor submitted earlier than permitted by the LOGCAP contract, we calculated the number of days between voucher submissions for the 72 vouchers and created a voucher submission schedule, based on FAR 52.216-7, using the date the initial voucher was submitted, July 17, 2023, and added 14 days for each submission, stopping at December 30, 2024.

We provided the LOGCAP contractor sections of the draft report to review and comment on. The LOGCAP contractor did not provide comments.

### **Internal Control Assessment and Compliance**

We assessed internal controls and compliance with laws and regulations necessary to satisfy the audit objective. In particular, we assessed the internal control components related to control environment, control activities, and monitoring. Our assessment identified several internal control weaknesses at CAS related to the DoD's management of the LOGCAP contract for CARE Doha. Specifically, 408th CSB ACOs did not designate 28 CORs in accordance with Federal and DoD requirements. The 408th CSB QASs did not ensure that CORs properly conducted contract surveillance for six LOGCAP contract performance work statement services reviewed, resulting in 88 of 455 required quality assurance checklists not being completed and reviewed. Furthermore, the ACC-RI PCO did not review vouchers totaling \$293.4 million, nor did they delegate voucher review responsibilities to CORs. However, because our review was limited to these internal control components and underlying principles, it may not have disclosed all internal control deficiencies that may have existed at the time of this audit.

### **Use of Computer-Processed Data**

We did not rely on computer-processed data to materially support our audit findings. To obtain and review contract documentation we used the DoD's PIEE system, which contains the Wide Area Workflow, Electronic Data Access, and Surveillance and Performance Monitoring modules. We used data from Wide Area Workflow to identify all vouchers the LOGCAP contractor submitted from July 2023 through December 2024. Because the scope of our review was limited to whether the Army effectively managed the LOGCAP contract, including reviewing and approving vouchers in accordance with Federal and DoD requirements, we did not test the reliability of data within the vouchers. However, when we determined that an ACC-RI PCO did not review the vouchers, we reviewed them to assess whether the costs were allowable, allocable, or reasonable and documented our findings in this report.

The Electronic Data Access and the Surveillance and Performance Monitoring modules provide secure online access, storage, and retrieval of contract award and administration documents. Based on this review, these modules serve as data repositories and do not perform data manipulation; therefore, we concluded that we did not rely on computer-processed data to perform this audit.

#### **Prior Coverage**

During the last 5 years, the DoD Office of Inspector General (DoD OIG) issued six reports discussing the Army's oversight of contractor payments, LOGCAP contract services, GFP in the U.S. Central Command area of responsibility, and lessons learned on the relocation of Afghan refugees to the United States. Unrestricted DoD OIG reports can be accessed at http://www.dodig.mil/reports.html/.

#### DoD OIG

Report No. DODIG-2024-083, "Audit of the Army's Management of Army Prepositioned Stock-5 Equipment," May 24, 2024

The DoD OIG determined that the Army did not effectively manage contractor execution of the storage maintenance, and accountability of Army Prepositioned Stock-5 equipment. In addition, Army officials did not review invoices before payment to verify contractor-reported costs because the officials misinterpreted invoice review requirements and only reviewed the Army Prepositioned Stock-5 contractor's purchase requests. Additionally, the contracting officer never verified that the invoice reviews occurred. As a result, the Army does not have assurance that the \$133.4 million paid to the Army Prepositioned Stock-5 contractor resulted in receipt of contracted services.

Report No. DODIG-2023-117, "Audit of Army's Oversight for Ukraine-Specific Logistics Civil Augmentation Program V Services in the U.S. European Command Area of Responsibility," September 18, 2023

The DoD OIG found that Army contracting officials did not provide effective oversight of Ukraine-specific LOGCAP V services in southeast Poland. Specifically, 409th CSB officials did not designate a COR to perform oversight of high-risk airfield operations or ensure that assigned CORs conducted consistent surveillance of the LOGCAP V services because 409th CSB did not conduct surveillance in accordance with the quality assurance plan or standard operating procedures. In addition, 405th AFSB did not conduct timely quarterly reviews to address contractor performance concerns. The DoD OIG identified similar oversight issues and concerns with LOGCAP V services in other parts of Europe for the Enduring Missions task order.

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

The DoD OIG concluded that Army contracting personnel complied with Federal and DoD guidance for contract oversight by ensuring that CORs were officially appointed, completed required COR training, performed contract oversight procedures, and ensured the contractor took corrective actions to address deficiencies. However, the PCO did not ensure invoices were reviewed before payment to verify contractor-reported costs. This occurred because the PCO solely relied on DCAA prepayment reviews, which did not address whether invoiced amounts were allowable, allocable, or reasonable. While the LOGCAP V contractor provided adequate dining, medical, and facilities sustainment services to Afghan evacuees, the Army does not have assurance that the \$1.6 billion paid to the contractor was allowable, allocable, and reasonable.

Report No. DODIG-2023-040, "Management Advisory: DoD Restoration Costs to Repair Facilities After Supporting Operation Allies Refuge and Operation Allies Welcome," December 19, 2022

The DoD OIG reported that DoD Components dedicated significant resources and infrastructure to support the OAW mission; however, DoD Components encountered challenges in obtaining funds to restore damaged facilities, equipment, and resupply consumables. DoD installations sustained millions of dollars in damages and depleted supplies that affected their normal operations and military readiness. DoD personnel coordinated and approved \$259.5 million in Overseas Humanitarian, Disaster, and Civic Aid funds to repair facilities and equipment. However, based on initial estimates compared to the final estimates, the DoD OIG concluded that DoD Components involved with OAW will need to pay \$103.1 million from their own operation and maintenance or military construction appropriations to cover OAW damages.

Report No. DODIG-2022-114, "Special Report: Lessons Learned From the Audit of DoD Support for the Relocation of Afghan Nationals," August 5, 2022

The DoD OIG found that the DoD did not establish a comprehensive memorandum of agreement with the lead Federal agencies overseeing Operation Allies Refuge or OAW, and none of the individual task forces established a memorandum of agreement with the Department of State or the Department of Homeland Security. The DoD OIG concluded that the DoD successfully provided housing, sustainment, medical care, and security for that 34,900 Afghans traveling through two installations in Germany and more 73,500 Afghan evacuees temporarily staying at eight U.S. installations. The DoD OIG identified eight lessons learned, including to establish agreements between Federal agencies to define roles and responsibilities, as ways to improve in the event a similar operation occurs in the future.

Report No. DODIG-2022-106, "Audit of U.S. Army Base Operations and Security Support Services Contract Government-Furnished Property in Kuwait," June 22, 2022

The DoD OIG reported that the Army did not properly account for GFP provided to the base operations and security support services contractor in Kuwait. Specifically, the Area Support Group-Kuwait property book officer did not ensure that the Kuwait accountable property records included: at least 23,374 out 147,362 GFP items recorded by the contractor, all required GFP data elements for the 123,988 GFP items, or accurate costs for all items sampled. In addition, the Kuwait accountable property records were incomplete because Area Support Group-Kuwait did not initially record property transferred to the contractor or establish written procedures for the property book officer to conduct a reconciliation. The contract GFP attachment did not include at least 13,842 out of 147,362 GFP items recorded by the contractor and 838 contractor-acquired property items costing \$4.7 million. As a result of the Army's lack of accountability of GFP items provided to the contractor in Kuwait, the Kuwait and contractor's accountable property records differed by 23,374 GFP items, which increased the risk of loss or theft of these items.

# Appendix B

## Referral Letter to the State Acting IG and **Their Response**

#### UNCLASSIFIED//SBU



#### **INSPECTOR GENERAL**

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

March 21, 2025

Sandra J. Lewis Acting Inspector General Department of State Arlington, VA 22209

Dear Ms. Lewis:

On November 6, 2024, we announced the Audit of the DoD's Management of the Logistics Civil Augmentation Program (LOGCAP) Contract for the Coordinator for Afghan Relocation Efforts (CARE) at Camp As Sayliyah (CAS) (Project No. D2025-D000RJ-0029.000). The objective of our audit is to assess the effectiveness of the DoD's management of the LOGCAP contract in support of CARE Doha at CAS.

During our audit, we identified areas of concern related to the Department of State's (State) responsibilities related to the LOGCAP contract supporting CARE Doha, including the provision of contracting officer's representatives, oversight of food service operations, payments for health care services, and accountability of government-furnished property. These areas of concern directly relate to State operations and are outside of the DoD's responsibility, as well as the oversight authorities of the DoD OIG. Within its FY 2025 Work Plan, the State Office of Inspector General included plans to conduct a review of CARE Doha operations at CAS. Therefore, we are communicating these areas of concern to you for your consideration. We believe that including these areas of concern in your upcoming review of CARE Doha could result in taxpayer dollars saved and improved oversight of the LOGCAP contract and future State contracts.

The enclosure includes background information and additional details related to the areas of concern we identified. If you have any specific questions concerning the referral, please contact

Sincerely,

Steven A. Stebbins Acting

Enclosure: As stated

(UNCLASSIFIED when separated from the enclosure) UNCLASSIFIED//SBU

<sup>\*</sup> As of November 2024, the Department of State had CARE operations in Doha, Qatar; Kaiserslautern, Germany; and Tirana, Albania.

#### UNCLASSIFIED//SBU

#### (U) Enclosure: Referral of Areas of Concern Related to CARE Doha

#### (U) Background

(U//SBU) In October 2022, the Department of State (State) established the Coordinator for Afghan Relocation Efforts (CARE), including CARE Doha at Camp As Sayliyah (CAS), Qatar, to support the Afghan relocation effort known as Enduring Welcome. CARE Doha provides housing, dining, medical care, and educational opportunities to Afghan refugees. Before CARE Doha, Afghan relocation efforts at CAS were a joint effort between State, Department of Homeland Security, and DoD. The DoD led the operations and logistical support for Afghan relocation efforts at CAS until State took over in October 2023.2

(U//SBU) On April 21, 2023, Army Contracting Command-Rock Island and State entered into an interagency agreement that includes providing operations, maintenance, and life support services for guests and U.S. Government employees living and working at CAS. As part of the agreement, the DoD agreed to provide support through the Logistics Civil Augmentation Program (LOGCAP) contract, including food services and medical support, as well as personnel to assist in monitoring contractor performance.<sup>3</sup> State agreed to provide qualified personnel to serve as contracting officer's representatives (CORs). On October 1, 2023, State assumed full responsibility for the operations and logistical support of CARE Doha, with the DoD providing support through the LOGCAP contract. 4 The period of performance for the LOGCAP contract supporting CARE Doha is set to end on March 29, 2025, with the expectation that State will award its own contracts to replace the LOGCAP contract.5

#### (U) Areas of Concern

(U) During our audit, we identified areas of concern that may be of interest to the State Office of Inspector General. These concerns are specific to State responsibilities related to the LOGCAP contract, including the provision of CORs, oversight of food service operations, payments for health care services, and accountability of government-furnished property (GFP).

<sup>&</sup>lt;sup>1</sup> (U) State personnel refer to Afghans living on CAS as guests. Therefore, for the remainder of this enclosure, we will use the term guests when discussing Afghans living on CAS.

<sup>&</sup>lt;sup>2</sup> (U) On April 12, 2019, Army Contracting Command-Rock Island awarded LOGCAP contract W52P1J-19-D-0045, task order W52P1J-19-F-0400, which supported the CARE Doha mission at CAS.

<sup>3 (</sup>U) On May 15, 2023, Army Contracting Command-Rock Island awarded contract W52P1J-19-D-0045, task order W519TC-23-F-0076, to replace the previous LOGCAP task order supporting the CARE Doha mission at CAS.

<sup>(</sup>U) For the remainder of this enclosure, we will refer to the LOGCAP task order supporting the CARE Doha mission at CAS as the LOGCAP contract.

<sup>4 (</sup>U) At this time, State maintained the responsibility for providing qualified personnel to serve as CORs on the LOGCAP contract.

<sup>(</sup>BU) In December 2024, State requested an extension of the period of performance for the LOGCAP contract for CARE Doha. As of March 5, 2025, Army Contracting Command-Rock Island has not modified the LOGCAP contract for CARE Doha to extend the period of performance

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#### (U) Number of Contracting Officer's Representatives

(U) State may not be providing enough CORs to monitor contractor performance for the LOGCAP contract. The LOGCAP quality assurance surveillance plan states that CORs are responsible for providing technical oversight of the contract and ensuring proper Government surveillance of the contractor's performance by completing quality assurance checklists and participating in performance management reviews. According to DoD officials, the DoD conducted a quality assurance review for the LOGCAP contract supporting CARE Doha and recommended that State provide 17 CORs to oversee the LOGCAP contract. In addition, according to a State acquisition analyst with direct knowledge of the DoD's support for CARE Doha, there were at least 26 DoD CORs monitoring contractor performance for the previous LOGCAP contract when the DoD had full responsibility for the operations and logistical support for CARE Doha.

(U) During our site visit to CAS in November 2024, State had five CORs in place to monitor contractor performance of 93 activated LOGCAP services. In addition, a DoD administrative contracting officer, two State CORs, and a State acquisition analyst all shared their view that five CORs were insufficient to properly monitor contractor performance. As of February 2025, State had six CORs in place to monitor contractor performance. State may not be providing effective monitoring of the LOGCAP contract services provided, such as the oversight of food service operations discussed below, which could result in waste of U.S. Government funds.

#### (U) Oversight of Food Service Operations

(U) State CORs may not be providing adequate oversight of the food service operations provided through the LOGCAP contract. A State COR stated that State is spending approximately \$2.5 million per month on food. According to the LOGCAP contract technical data package, the contractor must be able to accommodate up to 5,000 guests per day, with each guest receiving three daily meals, which translates to up to 150,000 meals for each dining period each month. Both the State COR and the LOGCAP contractor acknowledged that the contractor reported preparing meals for 120 percent of CARE Doha guests. However, State personnel have allowed the contractor to over-prepare and serve more meals than contractually required. For example, in November 2024, the contractor reported serving 184,029 lunches for the entire month, exceeding the contractual requirement of up to 150,000 by 34,029 meals. To further this point, an average of approximately 4,183 guests lived on CAS in November 2024, which means that the contractor reported preparing and serving lunches for at least 46 percent more guests than were on CAS that month. The following table summarizes the number of lunches allowed, required, and served to guests at CAS in November 2024.

<sup>&</sup>lt;sup>6</sup> (U) The LOGCAP contract technical data package requires the contractor to serve meals during three dining periods—breakfast, lunch, and

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(U) Table. Number of Lunches Allowed, Required, and Served to Guests at CAS in November 2024

(U) Maximum Number of Lunches Allowed Per the LOGCAP Contract	Number of Lunches Required*	Number of Lunches Served
150,000	125,484	184,029 <b>(U)</b>

<sup>\* (</sup>U) The number of lunches required is based on the average number of approximately 4,183 guests living on CAS in November 2024

(U) Source: The DoD OIG.

(U) In addition, the State COR for food service operations was unaware of the contractor's process for counting the number of meals served. In November 2024, we observed the CARE Doha food service operations and determined that the LOGCAP contractor calculated the number of meals served by manually counting how many takeout food containers remained unused at the end of each meal period. This method is inefficient and susceptible to miscounting, potentially increasing labor and food costs. The lack of an effective tracking mechanism and inadequate cost control monitoring could result in unnecessary costs paid by the U.S. Government and increases the risk for fraud, waste, and abuse.

#### (U) Payments for Health Care Services

(U//SBU) State potentially overpaid for telemedicine services provided through the LOGCAP contract. The LOGCAP contract performance work statement requires the contractor to establish a telemedicine capability to complete remote diagnosis and treatment of guests. From September 13, 2023, through January 4, 2025, the contractor charged \$442,294.21 for telemedicine services, of which State paid \$69,135.64 and the DoD paid \$373,158.57. However, during the same period, State CORs reported the inconsistent use of telemedicine services within monthly quality assurance checklists. According to a State COR, guests did not use telemedicine services at all from February 2024 through January 2025. Furthermore, within the August 2024 checklist, a State COR reported that State should remove telemedicine services from the LOGCAP contract.

(U) The DoD does not have the authority to remove telemedicine services from the LOGCAP contract without State approval. In accordance with Army Technical Publication 4-10.1, State, as the requiring activity for the LOGCAP contract, is responsible for requesting the removal of active services. According to DoD officials, as of January 2025, State has not formally requested the removal of telemedicine services from the LOGCAP contract. Without a formal request from State and the removal of telemedicine services from the LOGCAP contract, State

<sup>&</sup>lt;sup>7</sup> (U) Army Technical Publication 4-10.1, "Logistics Civil Augmentation Program Support to Operations," November 28, 2023

#### **UNCLASSIFIED//SBU**

(U) could potentially continue to spend money on services not received, resulting in a waste of

#### (U) Accountability of Government-Furnished Property

(U) As of February 2025, State was not using an accountable property system of record to account for the GFP on the LOGCAP contract. According to section 524, title 40, United States Code, "each executive agency shall maintain adequate inventory controls and accountability systems for property under its control." In addition, the LOGCAP contract performance work statement requires State to account for GFP within a government accountable property system of record. However, State personnel relied on the contractor's system of record and the contractor's monthly property reports to account for GFP issued under the LOGCAP contract. As of October 31, 2024, the LOGCAP contractor reported having approximately \$8.6 million in GFP on the LOGCAP contract. In addition to relying on the contractor's system and property reports, according to State officials, State does not have a government-owned accountable property system of record to account for GFP, which impacts not only this current contract but potentially future State contracts supporting CARE Doha. Without adequate oversight and accountability of GFP, there is an increased risk that the GFP supporting CARE Doha could be lost or stolen without identification and misstated on State financial statements.



UNCLASSIFIED

March 31, 2025

Steven A. Stebbins Acting Inspector General Department of Defense 4800 Mark Center Drive Alexandria, VA 22350-1500

Dear Mr. Stebbins:

The Department of State (State) Office of Inspector General (State OIG) acknowledges receipt of your referral letter dated March 21, 2025, regarding the Department of Defense (DoD) Office of Inspector General's (DoD OIG) Audit of the DoD's Management of the Logistics Civil Augmentation Program (LOGCAP) Contract for the Coordinator for Afghan Relocation Efforts (CARE) at Camp As Sayliyah (CAS) (Project No. D2025-D000RJ-0029.000). State OIG has been closely following the work of DoD OIG through various interagency oversight working groups and appreciates this communication on cross-agency oversight concerns.

The areas of concern that the DoD OIG audit team identified relating to State's responsibilities for the contract—such as the assignment of contracting officer's representatives, oversight of food service operations, payments for health care services, and accountability of governmentfurnished equipment—are similar to findings that prior State OIG audits have reported at other locations. Although State OIG's Work Plan for FY 2025 included Review of CARE Operations, in February 2025, due to the uncertainty of the future of CARE operations at CAS, State OIG suspended its plan for that review. Regardless, State OIG will share the LOGCAP contract concerns raised by DoD OIG with CARE management officials for their awareness and so they may take appropriate actions in response.

If you have any specific questions concerning the actions planned, please contact Deputy Assistant Inspector General

Sincerely

Acting Inspector General

Office of Inspector General | U.S. Department of State | 1700 North Moore Street | Arlington, Virginia 22209 www.stateoig.gov

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<sup>&</sup>lt;sup>1</sup> State OIG, Management Assistance Report: Cost Controls for Food Services Supporting Department of State Operations in Iraq Require Attention (AUD-MERO-18-31); Audit of Cost Controls Within the Baahdad Life Support Services Contract Food Services Task Order SAQMMA14F0721 (AUD-MERO-18-55); Audit of the Bureau of Near Eastern Affairs Selection and Management of Contract Oversight Personnel in Iraq (AUD-MERO-19-10).

# **Appendix C**

# **Potential Monetary Benefits**

Recommendation	Type of Benefit	Amount of Benefit	Account
2.a	Questioned Costs- Recoverable. Request a voluntary refund from the contractor.	Undeterminable. Amount is subject to the results of DCAA audit.	Task Order W519TC-23-F-0076
2.f	Questioned Costs- Recoverable. Request a voluntary refund from the contractor.	\$442,294 in costs related to unsupported telemedicine services payments.	Task Order W519TC-23-F-0076

Note: Potential monetary benefits are funds put to better use or questioned costs.

Source: The DoD OIG.

# **Management Comments**

### **Army Materiel Command**



DEPARTMENT OF THE ARMY HEADQUARTERS, U.S. ARMY MATERIEL COMMAND 4400 MARTIN ROAD REDSTONE ARSENAL, AL 35898-5000

05 August 2025 **AMCS** 

MEMORANDUM THRU Director, Internal Review and Audit Compliance Office, Headquarters, U.S. Army Materiel Command, 4400 Martin Road, Redstone Arsenal, AL 35898-5000

FOR Department of Defense Office of the Inspector General (DoD OIG. Program Director for Audit Readiness and Global Operations, 4800 Mark Center Drive, Alexandria, Virginia, 22350-1500

SUBJECT: Command Comments, DoD OIG Draft Report: DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator of Afghan Relocation Efforts at Camp As Sayliyah (Project D2025-D000RJ-0029.000)

- 1. Headquarters, U.S. Army Materiel Command HQ AMC CoS, has reviewed the DoD OIG draft report and agrees with the audit findings. HQAMC provides the enclosed response.
- 2. The AMC point of contact is Compliance Office (IRACO)

AMC Internal Review and Audit

Encl

KEVIN F. MEISLER Major General, USA Chief of Staff

### **Army Materiel Command (cont'd)**

DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator of Afghan Relocation Efforts at Camp As Sayliyah (Project D2025-D000RJ-0029.000)

#### **EXECUTIVE SUMMARY**

Purpose: To provide the U.S. Army Materiel Command's comments to the DoD OIG Draft Report: DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator of Afghan Relocation Efforts at Camp As Sayliyah (Project D2025-D000RJ-0029.000).

Recommendation 3: DoD OIG recommends that the Commanding General of the Army Materiel Command direct the Executive Director of the Army Contracting Command-Rock Island to develop and implement procedures to ensure vouchers are reviewed before payment on the Logistics Civil Augmentation Program contract in support of the Coordinator for Afghan Relocation Efforts Doha.

AMC Response: HQAMC CoS CONCURS with DoD OIGs recommendation and response provided by ACC Commanding General in his response dated 16 July 2025 on behalf of Executive Director of the Army Contracting Command-Rock Island; to develop and implement procedures that will ensure vouchers are reviewed before payment on the Logistics Civil Augmentation Program contract.

AMC estimates the following: recommendation 1 will be implemented by 10 October 2025 and recommendations 2a, 2b, 2d, 2e, and 2f to be implemented by 31 July 2026.

# **Army Materiel Command (cont'd)**



**DEPARTMENT OF THE ARMY** HEADQUARTERS, U.S. ARMY MATERIEL COMMAND 4400 MARTIN ROAD REDSTONE ARSENAL, AL 35898-5000

**AMIR** 

MEMORANDUM FOR Department of Defense Office of Inspector General (DoD OIG/ ), Program Director for Audit Readiness and Global Operations, 4800 Mark Center Drive, Alexandria, VA 22350-1500

SUBJECT: Command Comments to Department of Defense Office of Inspector General Draft Report: DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator of Afghan Relocation Efforts at Camp As Sayliyah, Project: D2025-D000RJ-0029.000

1. The U.S. Army Materiel Command has reviewed the subject draft report and endorses the enclosed responses from the U.S. Army Materiel Commands Chief of Staff and the U.S. Army Contracting Command. Specific comments are included in the enclosure.

Commanding General

2. The U.S. Army Materiel Command point of contact is

or email: **MIRANDA** .LIZ.S. Encl LIZ S. MIRANDA Executive Deputy to the

### **Army Contracting Command**



DEPARTMENT OF THE ARMY U.S. ARMY CONTRACTING COMMAND 4505 MARTIN ROAD REDSTONE ARSENAL, AL 35898-5000

AMCC-IR (RN 11-7a)

1 6 JUL 2025

, Contracting

MEMORANDUM FOR Internal Review and Audit Compliance Office, Headquarters, U.S. Army Materiel Command, 4400 Martin Road, Redstone Arsenal, AL 35898-5000

SUBJECT: U.S. Department of Defense Inspector General (DoDIG) Audit Draft Report Project No. D2025-D000RJ-0029.000 (CUI) Audit of the DoDs Management of the Logistics Civil Augmentation Program Contract for the Coordination for Afghan Relocation Efforts at Camp As Sayliyah

- 1. Reference. DoDIG Audit Draft Report (CUI) "Audit of the DoDs Management of the Logistics Civil Augmentation Program Contract for the Coordination for Afghan Relocation Efforts at Camp As Sayliyah" (Project No. D2025-D000RJ-0029.000).
- 2. I have reviewed and endorsed the subject draft report and the responses as written. Recommendation 1 will be implemented by 10 October 2025 and recommendations 2a, 2b, 2d, 2e, and 2f will be implemented by 31 July 2026.

Operations, at	or
	Douglas S. Loury
Encl	DOUGLAS S. LOWREY Major General, USA Commanding

3. The ACC point of contact for this memorandum is

### **Army Contracting Command–Rock Island**



**DEPARTMENT OF THE ARMY** ARMY CONTRACTING COMMAND - ROCK ISLAND 3055 RODMAN AVENUE ROCK ISLAND, IL 61299-8000

9 July 2025

MEMORANDUM FOR Commander, U.S. Army Contracting Command, 4505 Martin Road, Redstone Arsenal, AL 35898

SUBJECT: Response to DoD IG Draft Report - Audit of the DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator for Afghan Relocation Efforts at Camp As Sayliyah (Project No. D2025-D000RJ-0029.000)

- 1. Reference DoD OIG Draft Report, "Audit of the DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator for Afghan Relocation Efforts at Camp As Sayliyah" (Project No. D2025-D000RJ-0029.000) dated 30 June 2025.
- 2. The Draft DoD IG Report cited several recommendations to the Army Contracting Command - Rock Island (ACC-RI). This memorandum outlines all recommendations and the ACC-RI response to each.
- 3. ACC-RI directed recommendations and responses:

Recommendation 2a: Request that the Defense Contract Audit Agency review the allowability, allocability, and reasonableness of the \$293.4 million in payments identified in this report, and any subsequent payments made to the contractor for the Logistics Civil Augmentation Program services in support of the Coordinator for Afghan Relocation Efforts Doha.

ACC-RI Response 2a: CONCUR. DCAA has already committed to auditing the costs on this contract for allowability, allocability and reasonableness as part of its incurred cost audit.

Each year, government contractors are required to submit incurred cost submissions within six months of the end of their fiscal year. DCAA then performs incurred cost audits of those submissions to determine the allowability, allocability and reasonableness of costs on flexibly priced contracts. The FAO provided information pertaining to the efforts that DCAA has already performed with respect to Contract W52P1J-19-D-0045, Task Order W519TC-23-F-0076 as summarized below:

We included Contract W52P1J-19-D-0045, Task Order W519TC-23-F-0076 in the scope of our FY 2023 incurred cost audit that is currently in progress (\$103M). This task order was included in our testing for the Direct Labor, Direct Materials, ODCs, Direct Travel, and Subcontracts cost elements. We are finalizing the testing in this audit, but so far, there have been no findings associated with this task order.

### **Army Contracting Command–Rock Island (cont'd)**

We plan to include Contract W52P1J-19-D-0045, Task Order W519TC-23-F-0076 in the scope of our future incurred cost audits for FY 2024 and FY 2025 (since the Period of Performance runs through August 2025), including the "telemedicine" costs of approx. \$400K).

Recommendation 2b: Request a refund from the contractor for any excess payment or arrange for payment to the contractor for any under-billed costs identified by the Defense Contract Audit Agency.

ACC-RI Response 2b: CONCUR. ACC will request refund from the contractor for any excess payment or arrange for payment to the contractor for any under-billed costs identified by the Defense Contract Audit Agency.

Recommendation 2c: Direct the procuring contracting officer to include the joint inventory records within the official contract file.

Army Contracting Command-Rock Island officials took corrective action during the audit; therefore, the recommendation has been resolved and will be closed upon report issuance.

Recommendation 2d: Direct and verify that the procuring contracting officer is monitoring the contractor's voucher submissions to ensure that they do not exceed the payment requirements outlined in Federal Acquisition Regulation 52.216-7.

ACC-RI Response 2d: CONCUR. PIEE does not provide notifications when there are additional submissions and there is not a feature to enable it to do so; however, the PCO is monitoring manually and the contractor will provide e-mail notification as well. In months when accelerated submissions were not requested, typically additional vouchers were submitted for trailing costs on previous periods of performance/options years. ACC will monitor PIEE voucher submissions for adherence to FAR 52.216-7.

Recommendation 2e: Review the procuring contracting officer's actions for authorizing the contractor to submit additional vouchers without the authority to waive requirements of Federal Acquisition Regulation 52.216-7 or obtaining (U) proof that the contractor had a valid need for additional payments, and take administrative action, as appropriate.

ACC-RI Response 2e: CONCUR. ACC-RI will refrain from authorizing any request for quarterly accelerated voucher submissions without an approved Determination and Findings to waive the FAR 52.216-7 requirement. Note: there are benefits of approving Quarterly deviations for both the Government and Contractor which include but are not limited to:

- Increased timeliness of costs reflected in MOCAS
- Reporting matches closer to actuals on a quarterly basis
- Helps increase incurred costs per quarter to help in justifying funding needs
- Helps reduce funding sweeps if costs are not converting to incurred
- Helps manage budgets with cost incurred being more timely/accurate

### **Army Contracting Command-Rock Island (cont'd)**

- Able to ask invoicing questions in real time
- More funds will be dispersed

Recommendation 2f: Direct the procuring contracting officer to conduct a review of all payments related to telemedicine services, including the \$442,294 identified in this report, and determine whether those charges were allowable, allocable, and reasonable. Based on the results of the review, request a refund from the contractor for any excess payment or arrange for payment to the contractor for any under-billed costs identified by the procuring contracting officer and the Defense Contract Audit Agency.

ACC-RI Response 2f: CONCUR. Met with DCAA and they will plan to include Contract W52P1J-19-D-0045, Task Order W519TC-23-F-0076 in the scope of their future incurred cost audits for FY 2024 and FY 2025 (since the PoP runs through August 2025), including the "telemedicine" costs of approx. \$400K. Based on the results of the review, ACC will request a refund from the contractor for any excess payment or arrange for payment to the contractor for any under-billed costs identified by DCAA.

4. The implementation of the above recommendations will occur on or before July 2026. The point of contact is at , E-mail:



# **408th Contracting Support Brigade**



**DEPARTMENT OF THE ARMY** 408<sup>TH</sup> CONTRACTING SUPPORT BRIGADE CAMP ARIFJAN, KUWAIT APO AE 09366

CCSB-SW

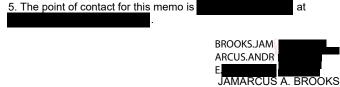
08 July 2025

#### MEMORANDUM FOR RECORD

SUBJECT: Audit of the DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator for Afghan Relocation Efforts at Camp As Sayliyah

- 1. To address Recommendation 1 of the Inspector General Audit of the DoD's Management of the Logistics Civil Augmentation Program Contract for the Coordinator for Afghan Relocation Efforts at Camp As Sayliyah.
- 2. The 408th does concur with the recommendation of the IG that "Commander of the 408th Contracting Support Brigade review the actions of the administrative contracting officer who signed the Form 190-16.02 and take administrative action, including requiring additional training as necessary, to hold the administrative contracting officer accountable for failing to properly designate contracting officer's representatives in accordance with DoD Instruction 5000.72."
- 3. The 408th does stipulate that the incorrect appointment of the CORs was a situation created by the Department of State failing to take over the contracts within the agreed upon timeframes as listed in the report. The ACOs were operating in good faith to attempt to rectify a situation that was not in their control, and forced them to operate outside of the normal systems used specifically to avoid these errors.
- 4. Going forward the 408th will ensure all ACO's are trained on manual appointment of CORs who do not have the ability to access PIEE. The 408th Quality Assurance Supervisor executed brigade-wide COR program training "Train and Manage Contracting Officer Representatives" on 10 April 2025, which included specific training on the proper appointment of CORs. 408th will continue to provide QA and COR training as part of our procurement training program.

COL, AG Commanding



# **Acronyms and Abbreviations**

ACC-RI	Army Contracting Command–Rock Island
ACO	Administrative Contracting Officer
AFSB	Army Field Support Brigade
CARE	Coordinator for Afghan Relocation Efforts
CAS	Camp As Sayliyah
COR	Contracting Officer's Representative
CSB	Contracting Support Brigade
DCAA	Defense Contract Audit Agency
DoDI	DoD Instruction
DFARS	Defense Federal Acquisition Regulation Supplement
eCRAFT	Electronic Cost Reporting and Financial Tracking
FAR	Federal Acquisition Regulation
GFP	Government-Furnished Property
LCAT	Labor Category
LOGCAP	Logistics Civil Augmentation Program
OAW	Operation Allies Welcome
PCO	Procuring Contracting Officer
PIEE	Procurement Integrated Enterprise Environment
QAS	Quality Assurance Specialist

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**Legislative Affairs Division** 703.604.8324

#### **Public Affairs Division**

public.affairs@dodig.mil; 703.604.8324



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