



OIG

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Information Report: Kabul Embassy Security Force Inquiry

~~INFORMATION REPORT~~

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Summary of Review

The Office of Inspector General (OIG) received reports in August 2014 alleging serious staffing shortfalls in the Kabul Embassy Security Force (KESF). These allegations contend that staffing shortfalls—medics, emergency response team members, and regular guards—are having a negative impact on security at the embassy. After receiving the allegations, OIG conducted a review of KESF staffing levels and did not find a staffing shortfall. OIG found that KESF staffing levels were higher than the contractually required staffing level. OIG also found that the embassy had amended the contract to add more guards in the event of a security contingency.

BACKGROUND

Awarded in September 2010, the Worldwide Protective Service (WPS) contract provides the Department of State (Department) with protective movement security, specialized emergency services, and static guard services for diplomatic missions in high-threat areas. In conjunction with the WPS contract, the Department awarded Aegis Defense Services (Aegis) Task Order 10 with a contract to provide static security services for Embassy Kabul and other U.S. diplomatic facilities within Kabul, Afghanistan. The task order was for 1 year, with the base period of performance beginning June 15, 2012, and had four option years. Task Order 10 is currently in its second option year. As of August 2014, the authorized core staffing level for Task Order 10 was 1,042 contractor personnel, of which 855 were conducting static security. The remaining 187 contractor personnel included emergency response team members and management and support personnel. Overall staffing requirements include 481 third-country national positions, 247 local national positions, and 314 U.S. positions. Verifying guard staffing levels and monitoring contractor performance is conducted by an on-site contracting officer representative (COR) in Kabul—a deputy regional security officer (RSO)—and several alternate CORs (ACORs) and full-time government technical monitors (GTMs).

KESF Staffing Exceeds Contractually Required Levels

OIG examined Aegis weekly KESF staffing data for all pay periods from July 1, 2014, to August 28, 2014, and found 1) no significant staff category shortages and 2) the overall number of security personnel (boots-on-the-ground) exceeded the 1,042 core authorized staffing levels for each of the weekly reporting periods. In addition, OIG conducted an earlier planned audit of KESF and did not find significant staffing shortages.¹ Oversight of Task Order 10 included 4 ACORs and 4 GTMs in Kabul at the time of the audit. To determine whether there was security staffing shortfalls by Aegis, OIG examined the contract requirements for July and August 2014 as set

¹ Also see OIG's *Audit of Bureau of Diplomatic Security Worldwide Protective Services Contract Task Order 10 Kabul Embassy Security Force*, AUD-MERO-15-03, October 2014, which covered the period from July 2012 to December 2013. The audit did not find any significant staffing shortages but did find cases of missing sign-in sheets, log books, and signed guard schedules. OIG's testing found approximately \$140,000 in unsupported labor costs, the majority of which occurred in the first six months of the task order (June-December 2012). The report noted that documentation supporting the labor invoices improved significantly thereafter.

forth in Amendment 11 to the Task Order 10 Statement of Work. July and August 2014 are in Option Year Two of the KESF Task Order, and the most recent months where complete invoice and muster sheet documentation was available for review.

OIG identified each Contract Line Item Number (CLIN) per labor category, the number of days being invoiced, the amount being invoiced, the cumulative number of days billed, and the cumulative amount invoiced for the performance period.² OIG then compared the Statement of Work's staffing requirements and invoice data against the contractor muster sheets on which the COR, who is the Deputy RSO, validated the contractor's staffing levels.³ As shown in the table below, the number of security personnel reflected on the validated muster sheets exceeded the authorized contract amount by 38 to 186 staff per week (104 to 118 percent of core authorized staffing levels). OIG's examination also demonstrated that specialized labor categories, such as medical officers, protective security specialists/marksmen, and canine handlers, were staffed to their authorized levels.

Use of Contingency Personnel

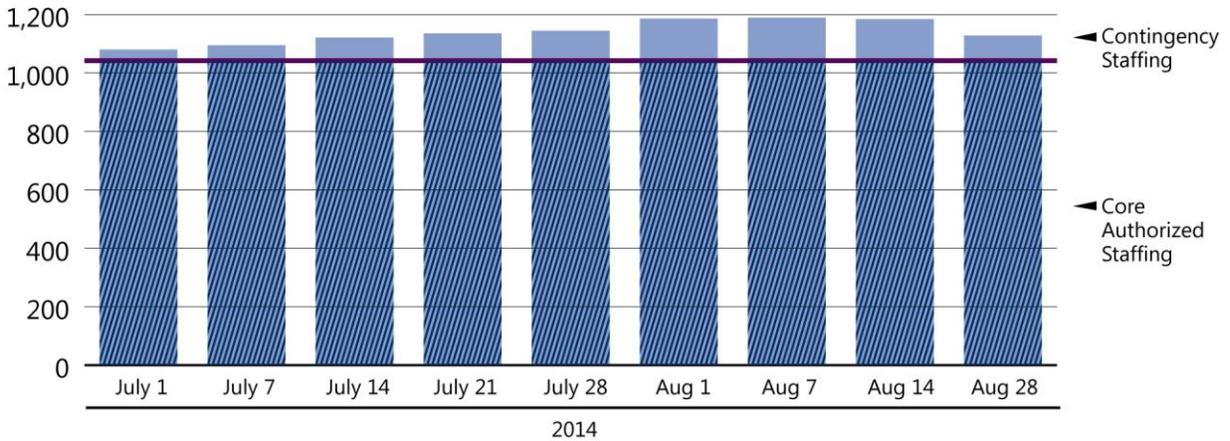
According to officials from the Bureau of Diplomatic Security, the Department funds the cost of additional contingency personnel above the number of core authorized personnel levels⁴ required under Task Order 10 to provide the embassy's RSO the flexibility to respond immediately to staff unforeseen requirements that may arise in Afghanistan's high-risk/high-threat environment. Contingency personnel are an additional pool of personnel above and beyond the core personnel and are defined as Additional and Emergency (A&E) personnel under the contract and are billable staff by Aegis. The number of contingency personnel required to meet the requirements of KESF is determined independently for each labor category and is subject to change based upon the needs of the RSO.

² Invoices are submitted on a monthly basis as total number of days per labor category and type.

³ Muster sheets are WPS contract-required deliverables that report contractor staffing for labor billing. Muster sheets contain names, labor category, days worked, rest and recuperation, and other daily presence status for contractor staff. The contractor is required to submit monthly muster sheets signed by the RSO, the Deputy RSO, or the designee responsible for the location, along with the applicable invoice for payment.

⁴ Core personnel are defined as the minimum number of personnel required to staff and perform the critical duties required by the contract. Core duties are primarily guarding the assigned posts, providing break and relief, and training.

Figure 2: Task Order 10, Kabul Embassy Security Force, Authorized and Contingency Staffing



Source: OIG analysis of Bureau of Diplomatic Security Task Order 10 staffing data.

CONCLUSION

OIG's review found that KESF staffing levels were higher than contractually required, and that Embassy Kabul had amended the contract to add more guards in the event of a security contingency.



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