

ANNUAL REPORT

UNITED STATES CIVILIAN BOARD OF CONTRACT APPEALS



Fiscal Year 2025

October 1, 2024 - September 30, 2025

MESSAGE FROM THE CHAIR

In Fiscal Year (FY) 2025, the Civilian Board of Contract Appeals (CBCA or Board) continued to execute its mission of providing “just, informal, expeditious, and inexpensive” resolutions to government contract and other disputes.

The Board returned to the office five days a week in February, and in-person hearings have once again become a usual event. Nonetheless, virtual and hybrid hearings remain an enduring post-pandemic option for parties. This year, we converted one of our courtrooms and a conference room to allow for hybrid hearings and mediations. The newly installed technology allows the judges, the remote participants, and the participants in the courtroom to see and hear each other. This provides for a seamless integration of in-person and remote participation. The technology has received positive reviews from all participants.

In February 2025, we also launched the Board’s electronic docketing system (EDS) with very few issues. The Board is indebted to Art Hawkins, our IT specialist who built the EDS system for the Board, and Scott Sylke, our Clerk who spearheaded the EDS launch and transition, for their significant efforts in making EDS a huge success. The Board also appreciates the private sector and government employees who participated in the beta testing that helped the Board resolve issues prior to the official EDS launch. Their feedback was invaluable. The Board has received very positive feedback from users of EDS, and we look forward to increasing the functionality of EDS in the future as we continue to modernize the way the Board operates and to improve the services we provide to litigants.

The Board’s caseload grew in FY25 with 447 new cases docketed including 222 new Contract Disputes Act (CDA) appeals (up from 168 in FY24) and fifty-nine FEMA arbitration requests (consistent with FY24 numbers). With fourteen judges and a lean staff, the Board continues to provide parties with an opportunity to be heard, fair consideration, and timely decisions.

The Board has proposed rules to address its role in hearing and resolving disputes pursuant to the Administrative False Claims Act (AFCA) enacted in December 2024 and pursuant to amendments to the CDA made in conjunction with the passage of AFCA. The Board also has made limited changes to existing Board Rules to accommodate the filing requirements of EDS and other clerical revisions. These new and amended rules will be posted on our website and published in the Federal Register in the near future.

The Board is looking at the use of artificial intelligence (AI) by parties. This fast-moving technology is ripe for abuses but also opportunities. If using AI, parties retain full responsibility for the accuracy of all submissions to the Board.

I remain proud of the Board’s accomplishments. This year, we have made a significant effort to modernize the technology available to the Board’s litigants. These modernizations increase the litigant’s accessibility to the Board, provide easier access to the Board’s docket, and help to reduce the cost to litigants appearing before the Board. We are excited to address the opportunities and challenges that await us as we forge ahead into 2026.

Erica S. Beardsley, Chair

CBCA EMPLOYEE RECOGNITION

David Warren

Budget Management Analyst/Contracting Officer

The Board wishes to acknowledge David Warren, who serves as the Board's Budget Management Analyst and Contracting Officer. David joined the Board in 2022. Since joining the Board, David has modernized and streamlined the Board's budgeting system to allow the Board to better manage its funding. He also expertly manages the Board's interagency agreements and ensures that payment is timely made for all of the Board's obligations. This year, David earned his contracting officer's warrant and is now assisting the Board with purchasing goods and services in addition to his other responsibilities. David has become an invaluable member of the Board's staff, and we appreciate his many contributions.

Carolyn Carmody

Attorney Adviser

The Board recognizes Carolyn Carmody, an attorney adviser in the Board's legal department, for her dedicated service since joining the Board in 2023. In her role as an attorney adviser, Carolyn provides legal advice to the Board on varied matters – contracting, human resources, personnel issues – to name a few. Carolyn also provides careful and constructive editing of Board decisions pre-publication and drafts and edits internal policies and other documents. In FY25, Carolyn spearheaded the courtroom and conference room hybrid modernization project as well as revised and drafted the new Board rules. Carolyn is a valued member of our team, and we appreciate her many contributions to the Board.

Fire Wardens

The Board is grateful to the fire wardens who worked together in FY25 to create a clear and effective Emergency Action Plan (EAP) for responding to fire and other potential emergencies. Special thanks to Legal Administrative Specialists, Anthony Haskins and Dakota Miles, who have led the EAP project, coordinated with the building, and taken steps to ensure the safety of Board employees during an emergency. Additional thanks to Rochelle Achoe, Charity Barnett, Carolyn Carmody, Isabelle Leon, and David Warren for serving as the Board's fire wardens.

FISCAL YEAR 2025 STATISTICS

FY25 was another busy year at the Board with 390 new cases (including remands and reconsiderations) docketed across twelve different case types. This number was up significantly over FY24 when the Board docketed 319 new cases. In summary, the Board received 222 new CDA appeals (not including remands and reconsiderations) and 138 other docketed cases including fifty-nine Federal Emergency Management Agency (FEMA) arbitrations, fifty-four travel and relocation cases, nine debt cases, two applications for recovery of litigation and other costs under the Equal Access to Justice Act, and fourteen Indian Self-Determination and Education Assistance Act cases.

The Board resolved 368 cases in FY25 which was consistent with 375 case resolutions in FY24. Of the cases resolved in FY25, 141 were decided on the merits. The net change in the Board's total docket count from the end of FY24 to the end of FY25 was plus eighty-three.

Of the decisions on the merits, the Board granted relief in twenty-four instances, granted relief in part thirty-two times, and denied relief in eighty-five instances, which resulted in a finding of merit in whole or in part approximately forty percent of the time. In FY25, the Board dismissed 175 cases - 156 of which were voluntarily dismissed and nineteen of which were dismissed by decision. The dismissal numbers were consistent with FY24 numbers.

The Board conducted twenty-two hearings in FY25. The Board also conducted fifty-two ADRs, twenty-eight of which resolved the dispute prior to a hearing and twenty-four of which did not resolve the dispute.

	ADR	Appeal	Debt	EAJA	FCJ	FEMA	FMCSA	ISDA	Other	Petition	Rate	RELO	TRAV	Total
On docket at start of fiscal year	20	318*	2	0	0	35	3	16	0	1	0	19	4	418
Docketed	57	222	9	2	0	59	11	14	18	1	0	40	14	447
Resolved	45	165	9	2	0	56	8	9	13	1	0	47	13	368
Decision on merits	0	36	5	2	0	47	2	0	5	0	0	35	9	141
Granted	0	7	1	0	0	5	0	0	0	0	0	8	3	24
Granted-In-Part	0	15	0	2	0	8	2	0	0	0	0	5	0	32
Denied	0	14	4	0	0	34	0	0	5	0	0	22	6	85
Dismissals	0	129	4	0	0	9	6	9	1	1	0	12	4	175
Dismissed (voluntary)	0	114	4	0	0	9	6	9	1	1	0	8	4	156
Dismissed by decision	0	15	0	0	0	0	0	0	0	0	0	4	0	19
ADR Outcome	45	0	0	0	0	0	0	0	7	0	0	0	0	52
Fully Resolved	27	0	0	0	0	0	0	0	1	0	0	0	0	28
Partially Resolved	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Not Resolved	18	0	0	0	0	0	0	0	6	0	0	0	0	24
Pending at close of fiscal year	32	375	2	0	0	38	6	21	5	1	0	12	5	497
Net change in docket	12	57	0	0	0	3	3	5	5	0	0	-7	1	79
Interlocutory Decisions	0	16	0	0	0	0	0	0	0	0	0	0	0	16

* This report corrects an FY24 reporting error in which 4 appeals were incorrectly reported as being resolved.

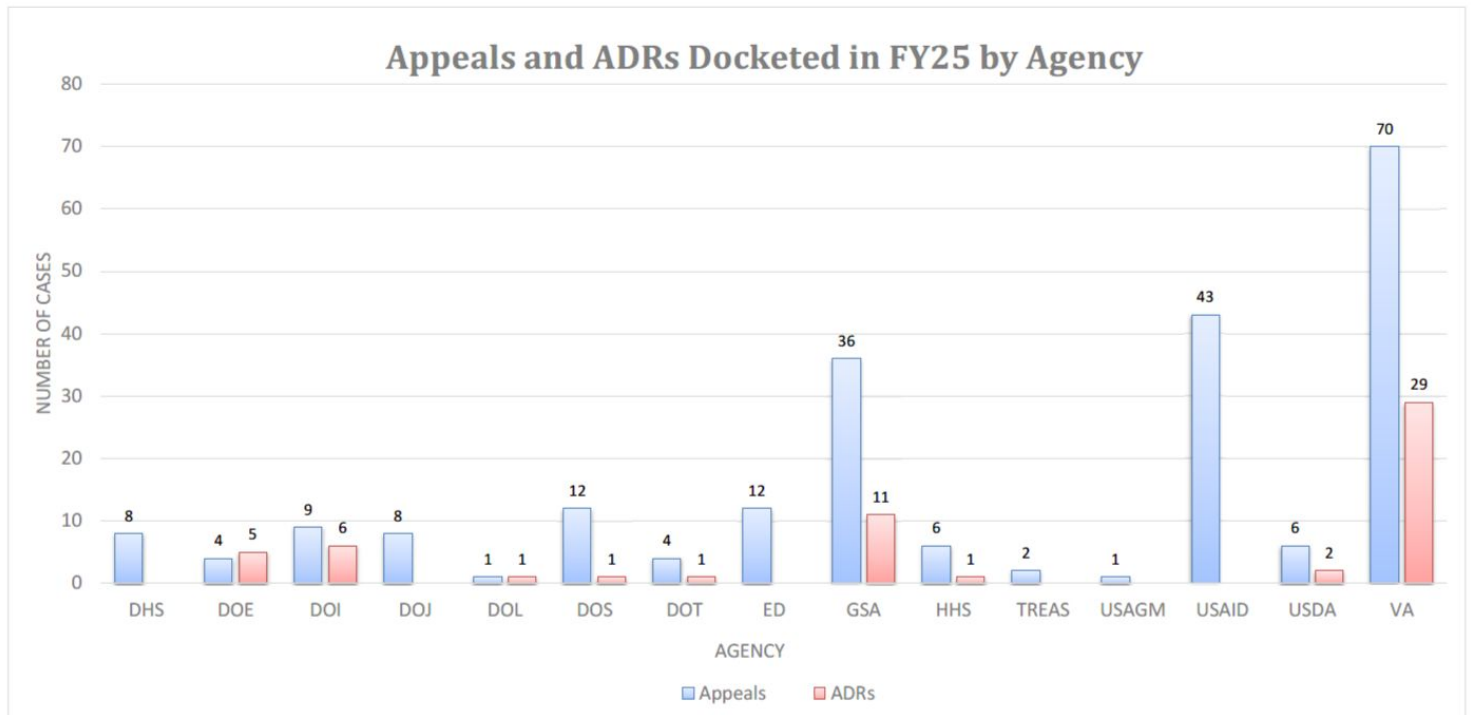
FISCAL YEAR 2025 STATISTICS

The chart below shows all new cases docketed by the CBCA during FY25 by case type.

	Oct.	Nov.	Dec.	1st QTR.	Jan.	Feb.	Mar.	2nd QTR.	Apr.	May	Jun.	3rd QTR.	Jul.	Aug.	Sep.	4th QTR.	FY TOTAL
ADR	3	2	3	8	2	1	2	5	14	3	7	24	3	8	9	20	57
CDA Appeal	17	22	13	52	14	14	19	47	14	16	19	49	33	20	20	73	221
CDA Appeal Recon	0	0	0	0	0	0	0	0	1	1	1	3	0	0	0	0	3
CDA Appeal Remand	0	0	0	0	0	0	0	0	0	1	0	1	0	0	0	0	1
DBT	1	1	2	4	2	1	0	3	2	0	0	2	0	0	0	0	9
EAJA	0	1	0	1	0	0	0	0	0	0	0	0	0	1	0	1	2
FCIC	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
FCIC Recon	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
FEMA	0	3	2	5	3	9	5	17	3	3	5	11	12	11	3	26	59
FMCSA	0	0	3	3	1	0	0	1	0	0	1	1	5	0	1	6	11
ISDA	1	0	3	4	2	0	0	2	1	1	0	2	2	3	1	6	14
ISDA Recon	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
Other	0	2	0	2	2	1	2	5	0	3	0	3	0	3	0	3	13
Petition	0	0	0	0	0	0	0	0	0	0	1	1	0	0	0	0	1
RATE	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
RATE Recon	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0
RELO	4	3	4	11	2	3	4	9	5	2	6	13	1	2	4	7	40
RELO Recon	0	0	0	0	0	0	0	0	1	0	0	1	0	0	0	0	1
TRAV	2	2	1	5	2	1	3	6	0	0	0	0	1	0	2	3	14
TRAV Recon	0	0	0	0	0	0	1	1	0	0	0	0	0	0	0	0	1
TOTAL	28	36	31	95	30	30	36	96	41	30	40	111	57	48	40	145	447

ADR - Alternative Dispute Resolution (includes those with an underlying appeal)	ISDA - Indian Self-Determination and Education Assistance Act case
CDA Appeal - Contract Disputes Act appeal	Other - Miscellaneous including claims resolved pursuant to interagency agreement
DBT - Debt collection case	Petition - Requesting a Contracting Officer's Final Decision
EAJA - Equal Access to Justice Act case	RATE - GSA transportation audit case
FCIC - Federal Crop Insurance Corporation case	Recon - Reconsideration of any type of case
FEMA - Federal Emergency Management Agency arbitration	RELO - Relocation expenses case
FMCSA - Federal Motor Carrier Safety Administration case	TRAV - Travel expenses case

FISCAL YEAR 2025 STATISTICS



DHS - Department of Homeland Security	GSA - General Services Administration
DOE - Department of Energy	HHS - Department of Health & Human Services
DOI - Department of the Interior	TREAS - Treasury Department
DOJ - Department of Justice	USAGM - Agency for Global Media
DOL - Department of Labor	USAID - Agency for International Development
DOS - Department of State	USDA - Department of Agriculture
DOT - Department of Transportation	VA - Department of Veterans Affairs
ED - Department of Education	