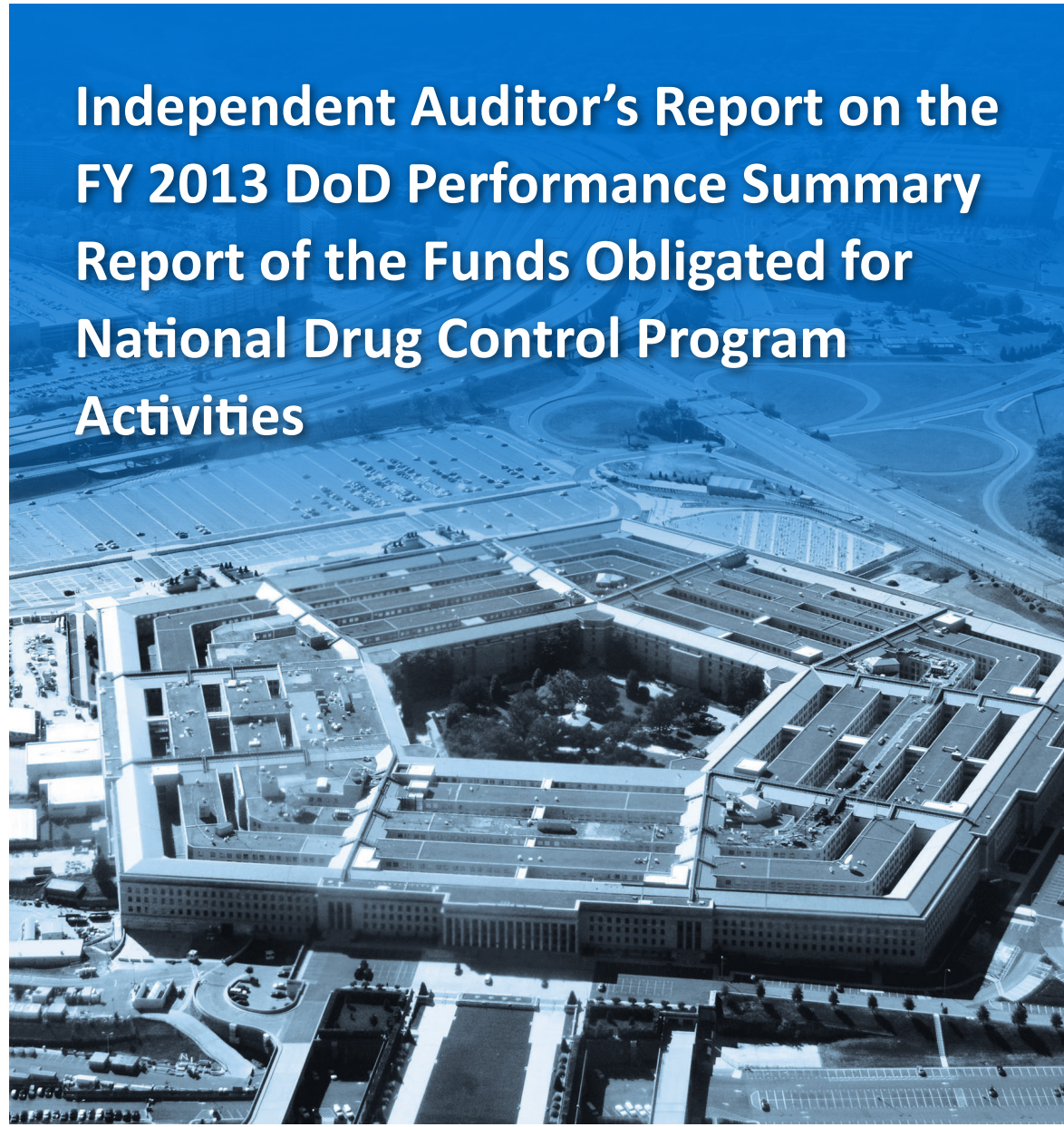




# INSPECTOR GENERAL

*U.S. Department of Defense*

JANUARY 31, 2014



## **Independent Auditor's Report on the FY 2013 DoD Performance Summary Report of the Funds Obligated for National Drug Control Program Activities**

INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

INTEGRITY ★ EFFICIENCY ★ ACCOUNTABILITY ★ EXCELLENCE

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

January 31, 2014

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (COMPTROLLER)/  
CHIEF FINANCIAL OFFICER, DOD  
DEPUTY ASSISTANT SECRETARY OF DEFENSE  
(COUNTERNARCOTICS AND GLOBAL THREATS)  
ASSISTANT SECRETARY OF THE AIR FORCE  
(FINANCIAL MANAGEMENT AND COMPTROLLER)  
NAVAL INSPECTOR GENERAL  
AUDITOR GENERAL, DEPARTMENT OF THE ARMY

SUBJECT: Independent Auditor's Report on the FY 2013 DoD Performance Summary Report  
of the Funds Obligated for National Drug Control Program Activities  
(Report No. DODIG-2014-036)

The "Office of National Drug Control Policy [ONDCP] Circular: Accounting of Drug Control Funding and Performance Summary," January 18, 2013, (the Circular), requires DoD to provide a performance summary report (Report) to the Director, Office of National Drug Control Policy, by February 1 of each year. The Circular requires that the DoD Office of the Inspector General review the report and express a conclusion on its reliability.

The Circular outlines the four required components of the information the Deputy Assistant Secretary of Defense, Counternarcotic and Global Threats (DASD [CN & GT]) must include in their Report. The components are:

- performance measures,
- prior-year performance targets and results,
- current-year performance targets, and
- quality of performance data.

The Circular also requires DASD (CN & GT) to make four assertions about the information presented in the Report.

The DASD (CN & GT) was responsible for compiling and transmitting the Report. We reviewed the Report in accordance with the attestation standards established by the American Institute of Certified Public Accountants and in compliance with generally accepted government auditing standards. Those standards require that we plan and perform the attestation to obtain enough evidence to provide a reasonable basis for our findings and conclusions based on our attestation objective. We believe the evidence provides a reasonable basis for our findings and conclusions and is in line with our attestation objective. We performed a



review-level attestation, which is substantially less in scope than an examination done to express an opinion on the subject matter. Accordingly, we do not express an opinion.

DASD (CN & GT) provided the Report in a letter dated December 13, 2013. We reviewed it to determine its compliance with the Circular. The Report described how DoD executed a \$1.31 billion counternarcotics program in accordance with the DoD Counternarcotics Global Threat Strategy. DoD compiled its own data, along with those of external sources from the DoD counternarcotics website.

DASD (CN & GT) reported on the DoD drug demand reduction activities and the counternarcotics and global threats activities for FY 2013. DASD (CN & GT) also reported information pertaining to three strategic goals and performance measures related to those strategic goals. Each strategic goal had at least one associated performance measure. See attachment for more information about the strategic goals and performance measures.

Based on our review, the Report did not conform in all material respects to the Circular. Specifically, the Report materially deviated from the requirements of the Circular because DASD (CN & GT) did not:

- adequately describe and explain DoD performance measures for Strategic Goal 2;
- adequately disclose the reasons for the lack of 4 years of data for DoD performance measures for Strategic Goals 1, 2, and 3;
- provide FY 2013 targets for DoD performance measures for Strategic Goal 3;
- adequately explain why DoD did not meet its FY 2013 performance targets or DoD's plans to meet the target in future years for Strategic Goals 1 and 2; or
- provide sufficient support for the data for the Drug Demand Reduction Program, the Counternarcotics and Global Threats section, Strategic Goal 2, and Strategic Goal 3. DoD only provided sufficient support for Strategic Goal 1 and training numbers for Africa Command, Pacific Command, and European Command.

Other than the deficiencies indicated in this report, we are not aware of any material modifications that should be included in the FY 2013 Performance Summary Report.



Amy J. Frontz, CPA  
Principal Assistant Inspector General  
for Auditing

Attachment:  
As stated





SPECIAL OPERATIONS/  
LOW-INTENSITY CONFLICT

OFFICE OF THE ASSISTANT SECRETARY OF DEFENSE

2500 DEFENSE PENTAGON  
WASHINGTON, D.C. 20301-2500

Mr. Jon Rice  
Associate Director  
Performance and Budget (Room 535)  
Office of National Drug Control Policy  
750 17<sup>th</sup> Street, NW  
Washington, DC 20503

DEC 13 2013

Dear Mr. Rice:

On behalf of the Department of Defense (DoD), I am pleased to submit the attached DoD FY2013 Counternarcotics Performance Summary Report. As required by the Office of National Drug Control Policy Circular: Drug Control Accounting dated January 18, 2013, I assert that:

- Our performance reporting system is appropriate and properly applied to generate performance data.
- Current performance results are reasonably explained and include plans for meeting future performance targets.
- The methodology used to establish performance targets is reasonable given past performance and available resources
- Acceptable performance measures exist for all of our significant drug control activities.

I anticipate that your office will provide valuable feedback regarding our performance accounting, and your inputs will help us improve the effectiveness of our contributions to the President's National Drug Control Strategy. My point of contact for this action is Mr. Trace Crider, 703-614-8805, (tracey.e.crider.ctr@mail.mil).

A handwritten signature in black ink, reading "Caryn C. Hollis", is positioned above the typed name.

Caryn C. Hollis  
Deputy Assistant Secretary of Defense  
Counternarcotics and Global Threats

Attachment:  
As stated



# FY 2013 Counternarcotics Performance Summary Report

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U.S. Department of Defense

UNCLASSIFIED

December 06, 2013

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TABLE OF CONTENTS

Executive Summary .....5

Quality of Performance Data .....6

Performance Results and Discussion .....8

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## EXECUTIVE SUMMARY

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In accordance with the Department of Defense (DoD) Counternarcotics and Global Threats Strategy, dated April 27, 2011, DoD commits resources in support of an integrated military and civilian counternarcotics program designed to combat drug trafficking and related forms of transnational organized crime. DoD's counternarcotics program, through its above referenced strategy, supports the National Drug Control Strategy and the National Strategy to Combat Transnational Organized Crime.

In FY 2013, DoD executed its counternarcotics program in accordance with the following strategic goals:

- *Strategic Goal 1.* To disrupt and, to the degree possible disable, not only the nexus of actors and activities but also the individual activities of trafficking, insurgency, corruption, threat finance, terrorism, and distribution of precursor chemicals in Afghanistan/Pakistan such that material support for the insurgency and terrorists is significantly reduced, the Afghan National Police and other law enforcement agencies are strengthened, and the governments of Afghanistan and Pakistan are reinforced.
- *Strategic Goal 2.* Illicit drug and drug precursor trafficking and related transnational organized criminal threats to U.S. national security interests in the Western Hemisphere – particularly in Mexico, Central America, Colombia, and Peru – are reduced sharply in a manner sustained by partner nations.
- *Strategic Goal 3.* The size, scope, and influence of targeted Transnational Criminal Organizations (TCOs) and trafficking networks are mitigated such that these groups pose only limited, isolated threats to U.S. national security and international security. The United States and partner nations have developed layered and coordinated approaches that regularly disrupt the operations of these organizations and networks, limit their access to funding, reduce their assets, and raise their costs of doing business.

Through these strategic goals, DoD continued to provide significant support to U.S. and partner nation drug law enforcement agencies in the areas of training, communications support, infrastructure, intelligence, transportation, equipment, command and control, and detection and monitoring. Additionally, the Department remains committed to keeping drug use low among its active duty and civilian personnel. This summary includes performance measures, targets, and achievements for the latest year in which data were available.

## QUALITY OF PERFORMANCE DATA

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### ALIGNMENT AND ARCHITECTURE

DoD's counternarcotics strategic goals contain a series of comprehensive and complementary objectives that provide the insight and direction necessary for all DoD counternarcotics components to prioritize programs and activities they implement. Using counternarcotics Central Transfer Account funding, these programs and activities support other government departments and agencies under a whole-of-government framework. DoD uses performance data to gauge effectiveness, observe progress, and to measure actual results for comparison to expected results. Data used for monitoring varies among Components and reporting reflects the unique result being measured. Since DoD counternarcotics activities primarily focus on detection and monitoring, information sharing, and partner nation capacity building, data that best describe DoD's contribution to its strategic enabling role are suitable.

### FRAMEWORK AND LIFECYCLE

DoD uses performance results frameworks to explicitly link and index strategic goals to underlying intermediate objectives and activities. Linking discrete inputs to outputs and outcomes provides a logical and meaningful structure for aggregating performance data to provide information that is both useful and informative to strategic decision making and operational tactics.

The evolution of performance information over the lifecycle of a counternarcotics activity guides DoD's selection of performance data. Early in the lifecycle, milestones are relevant for informed decision making. As mission requirements begin to be executed and sustained, outputs become more meaningful for decision-making and resource allocation. As the counternarcotics activity matures, outcome and impact indicators become the relevant focal point for assessing progress towards strategic goals.

### MANAGEABLE INTEREST

Through memorandums of agreement and memorandums of understanding, DoD provides assistance to the interagency and to our partner nations as required to help achieve the objectives of the Office of the National Drug Control Strategy. DoD believes that its assistance contributes significantly to those objectives and is willing to assume the risk that performance information may, in some cases, not be forthcoming from interagency or our international partners. In situations where DoD is unable to obtain performance information from sources outside of DoD control, DoD counternarcotics program managers may choose to rely upon output indicators as proxies for outcome and impact indicators.

As many programs, partnerships, and capabilities mature, DoD components are building rating systems and progress reports that aggregate many input and output indicators to gauge a milestone status, readiness capability, or operating capability. Both qualitative and quantitative data make up these rating systems.

## **DATA SOURCES AND COLLECTION METHODS**

DoD counternarcotics performance data are either primary data or secondary data. Primary data are collected directly by DoD, and secondary data are collected by external sources such as open source data, partner nation data, and data collected by other services or agencies. DoD recognizes that performance data are only as reliable as the underlying data source. Consequently, DoD considers the relevance, reliability, availability, and verifiability of the data source in selecting performance data. DoD performs appropriate data validation and verification and discloses any performance data limitations related to data sources, data completeness, or data validity.

During FY 2013, DoD continued to leverage technology systems to facilitate collection of performance data for management decisions at the operational and strategic level. For example, DoD collected FY 2013 performance data through its counternarcotics website, in order to enable contemporaneous analysis of strategic goals, budgetary resources, program activities, and performance metrics. These systems allow DoD to more efficiently push and pull performance data as required for stakeholder reporting and various programmatic functions.

## **PERFORMANCE TARGETS**

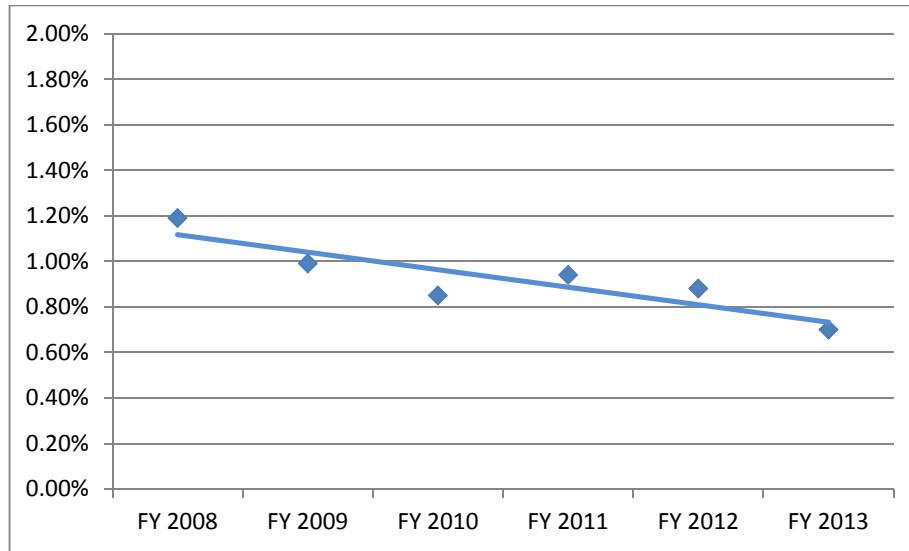
Target setting is a DoD management process delegated to counternarcotics program managers who are knowledgeable about specific counternarcotics activities and associated performance information. Obtaining performance targets from those who are most closely involved with the counternarcotics activity leads to more informed and realistic targets. Once targets are set, they are not changed for a period of time but remain flexible as more information is received and as circumstances change. When setting performance targets, DoD reviews trends and history and considers variations in performance, peaks, troughs, and seasonal, economic, and political factors. Other factors considered include new authorities, changes in existing authorities, and new political leadership.

## PERFORMANCE RESULTS AND DISCUSSION

### DRUG DEMAND REDUCTION

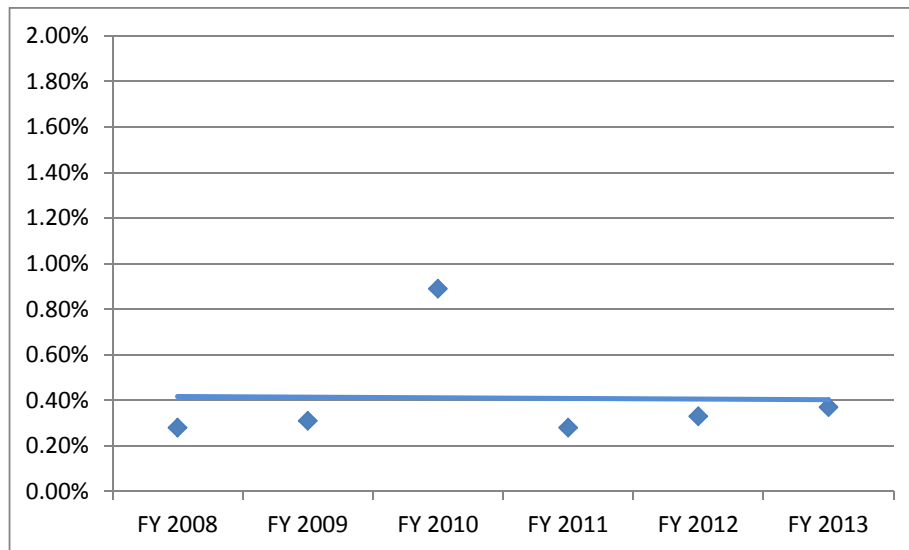
*Measure 1:* Active duty military personnel testing positive for drug use. (T = FY13/14 targets)

FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013 T	FY 2013	FY 2014 T
1.19%	0.99%	0.85%	0.94%	0.88%	< 2%	.7%	< 2%



*Measure 2:* DoD civilian personnel testing positive for drug use. (T = FY13/14 targets)

FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013 T	FY 2013	FY 2014 T
0.28%	0.31%	.89%	.28%	0.33%	< 1%	0.37%	< 1%





The DoD Drug Demand Reduction Program (DDRP) was mandated in 1981 and was given the mission to deter DoD personnel from abusing illicit drugs or misusing prescription drugs. The Program components include compulsory random drug testing with punitive consequences and anti-drug education and outreach programs. The effectiveness of this program is measured by monitoring the prevalence of drug use from drug testing statistics published annually with a 2% or less urine drug positive rate for military personnel, and a 1% urine drug positive rate for DoD civilians in Testing Designated Positions. An additional source of determining the effectiveness of the DDRP is the DoD Survey of Health Related Behaviors. The DoD survey is conducted every three years as an additional measure of effectiveness because it is independent from the drug testing program. The specific metric from the survey monitored is self-reported use of illicit drugs and misuse of prescription drugs within the past 30 days.

DoD is on track to keep the illicit drug positive rate below 2% showing a downward trend for both active duty personnel and DoD civilian personnel. Defense policy is to ensure 100% random urine drug testing for all active, reserve, and National Guard. Given the success of the Defense civilian drug testing program, the DoD random testing rate for civilians in testing designated positions will be 100% over a two year period, or 50% of the workforce per year.

#### **COUNTERNARCOTICS AND GLOBAL THREATS**

In Afghanistan, the Afghanistan Threat Finance Cell (ATFC) supports military and interagency operations by disrupting financial flows and material support for the insurgency. In FY 2013, the ATFC supported Afghanistan's recovery of Kabul Bank assets embezzled by shareholders and identified transfers to financial institutions under U.S. jurisdiction. The ATFC also investigated a kidnapping-for-ransom gang that supported the insurgency resulting in the arrest of 15 kidnappers. ATFC began a training program for district and provincial Afghanistan law enforcement personnel on how to disrupt illicit finance networks such as those operated by unlicensed money service providers.

In Africa, DoD builds the capacity of our partners, with a focus on Senegal, Ghana, Liberia, Benin, Sierra Leone, and Cape Verde, to protect country borders from illicit trafficking. In FY 2013, AFRICOM executed 106 training events instructing 905 partner nation students on interdiction and apprehension, border control, and intelligence and information sharing.

In the Pacific, DoD builds the capacity of our partners, with a focus on the Philippines, Indonesia, Thailand, Vietnam, and Cambodia, to disrupt and degrade the nexus among transnational criminal organizations, illicit drug trafficking, foreign terrorist organizations, and militant movements. In FY 2013, DoD's engagement with partner nation law enforcement resulted in 1,006 students trained in CN operational skill sets. This successfully trained student cohort is reduced from prior years' graduation rate due to a reduction of resources.

In Europe, DoD engages our European partners in collaborative interagency partnerships at the state and local levels, with a focus on Turkey, Bulgaria, the Balkans, and other Mediterranean countries, to secure borders, deny use of air, land, and coastal waters for illicit drug trafficking and transnational organized crime, and control the flow of illicit drugs and ill-gotten proceeds. In FY 2013, DoD provided counternarcotics training to 672 partner nation personnel.

In support of countering global threats, DoD counter threat finance (CTF) programs synchronize Combatant Command and federal law enforcement missions to target financial flows tied to drug trafficking and related forms of transnational organized crime. These CTF programs regularly support the U.S. Department of the Treasury's enforcement of the Foreign Narcotics Kingpin Designation Act. In FY 2013, DoD proposed 12 targets for inclusion in the President's Tier I Drug Kingpin List. Two of DoD's nominations made the President's final list of six targets. These designations enable the U.S. to disrupt foreign drug traffickers, their related businesses, and their operatives by denying access to the U.S. financial system and prohibiting all trade and transactions between the traffickers and U.S. companies and individuals.

## STRATEGIC GOAL 1

*Measure 1: Counter Narcotics Police of Afghanistan (CNPA) Capability Milestone Rating.*  
(T = FY13/14 targets)

FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013 T	FY 2013	FY 2014 T
*	*	*	CM-3	CM-2B	CM-2A	CM-2B	*

\*No data/Not Set

The primary performance method used by the Counter Narcotics Police of Afghanistan (CNPA) operational effectiveness program is the Capability Milestones (CM) Rating System. The CM Rating System uses a numeric rating (1 through 4) to determine level of capability based upon a combination of qualitative and quantitative output and outcome indicators reflecting progress towards end-state capabilities related to strategic leadership, operational planning, personnel and training, finance and logistics management, and information management.

CM-1A	Ability to accomplish mission or task autonomously with no Coalition involvement
CM-1B	Ability to accomplish mission or task with Coalition oversight only, meets all requirements for CM-2A, and filled to 90% of total authorizations
CM-2A	Ability to accomplish mission with minimal Coalition assistance limited to critical ministerial functions and meet all requirements for CM-2B
CM-2B	Ability to accomplish mission with some Coalition assistance for all tasks after all key personnel have required training, meet all requirements for CM-3, 75% of total authorizations filled, 90% of leadership positions filled, and 90% of required equipment is on hand and operational
CM-3	Ability to accomplish mission with significant coalition assistance, meets all requirements for CM-4, at least 50% of total authorizations filled, at least 75% of leadership positions filled, and sufficient equipment for assigned personnel is on hand and operational
CM-4	Cannot accomplish mission or task, basic requirements exist, 25% of total authorizations filled, personnel training is ongoing, and equipment is still being acquired

The objective of the CNPA program is to create and transition to the Government of the Islamic Republic of Afghanistan accountable, effective, and self-reliant Afghan counternarcotics security forces capable of containing the illicit drugs trade, including by strengthening U.S. and foreign law enforcement support capabilities (through the provision of training, equipment, infrastructure, intelligence support, and command, control, communications, computers, and intelligence systems) to sustain counternarcotics efforts as U.S. military forces draw down. Organizational challenges in the CNPA program delayed achievement of CM-2A performance in

FY 2013. These challenges have been addressed in the Afghanistan Ministerial Development Plan, and CNPA is on course to achieve CM-2A performance by the end of calendar year 2013.

DoD counterdrug activities have had a significant impact on Operation Enduring Freedom in 2013. Corruption tied to the illicit drug industry in Afghanistan has been identified by the International Security Assistance Force (ISAF) as one of the largest strategic threats to the Afghan Government's legitimacy following transition. The United States Central Command (USCENTCOM) counterdrug program has partnered with U.S. government law enforcement to enhance security and stability in Afghanistan by funding capacity building initiatives in the region. These initiatives serve to foster improvements in Afghanistan's counternarcotics capability and improve the overall security situation. USCENTCOM, in partnership with the U.S. Department of Justice (DoJ), has been instrumental in building the capacity of the CNPA.

The CNPA Development Unit (CDU), an organization of law enforcement professionals from the DoJ's International Criminal Investigative Training Program (ICITAP), is embedded in ISAF's Police Training Directorate and is responsible for institutional development of the CNPA. The CDU continues to guide the CNPA in executing the CNPA Ministerial Development Program. As a result, CNPA is on-track to transition into a reliable and independent counterdrug law enforcement partner in 2014.

DoD counterdrug funding was also critical in developing Afghan rotary wing airlift to support the CNPA's counterdrug, counter-terror, and counter-insurgency activities. One significant milestone was met in October 2012 when contractors began transitioning out of operational missions. The last U.S. contractor-only CN operation was conducted 5-10 October 2012. Since then, missions and support operations have been conducted primarily by Special Mission Wing (SMW) Afghan crews with minimal augmentation by the U.S. Army Embedded Training Team (ETT). In November 2012, the SMW validated the Green Platoon training concept by segregating pilots and crew chiefs into training platoons for intensive skills development. Three Green Platoon classes occurred from January - November 2013 with the final class participating in actual counterdrug missions.

## STRATEGIC GOAL 2

*Measure 1:* Percentage of illicit trafficking cases/events detected by Joint Interagency Task Force South (JIATF-S) resources. (T = FY13/14 targets)

FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013 T	FY 2013	FY 2014 T
*	*	32	28	37	100	43	100

\*No data

*Measure 2:* Percentage of illicit trafficking cases/events monitored by JIATF-S resources. (T = FY13/14 targets)

FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013 T	FY 2013	FY 2014 T
*	*	90	92	90	100	95	100

\*No data

*Measure 3:* Percentage of illicit trafficking cases/events successfully handed-off to interdiction resources. (T = FY13/14 targets)

FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013 T	FY 2013	FY 2014 T
*	*	68	89	80	100	94	100

\*No data

Based on internal review, the measure used to track progress towards strategic goal 2 was changed to reflect Joint Interagency Task Force South (JIATF-S) contributions to the objectives of the National Drug Control Strategy goal by helping to disrupt movement of cocaine through the Western Hemisphere transit zone and into the United States. This is done through the provision of DoD maritime and aerial detection and monitoring assets. These assets contribute to U.S. Government and partner nation interdiction efforts by reducing the quantity of illicit drugs entering the U.S. from Mexico and Central and South America.

Through cued intelligence and other sources, JIATF-S detects, monitors, and hands-off illicit trafficking cases/events to U.S. and international law enforcement agencies for disruption and interdiction. Beginning in FY 2010, JIATF-S employs a drug interdiction framework and corresponding indicators to assess its operational efficacy and targeting of detection and monitoring resources. JIATF-S assumes 100% indicator targets based on fully resourced ship and air asset requirements. However, DoD's past and current asset allocation and prioritization underachieves this target.

DoD's detection and monitoring activities are informed by and contribute to intelligence awareness in order to counter illicit drug and drug precursor trafficking and related transnational organized criminal threats to U.S. national security interests in the Western Hemisphere. These activities facilitate the interdiction of highly mobile, asymmetric, non-communicative targets involved in illicit drugs and other transnational organized crime within the Western Hemisphere transit zone.

### STRATEGIC GOAL 3

*Measure 1:* Total value in U.S. dollars interdicted through DoD counternarcotics funded National Guard Programs (Western Hemisphere). (T = FY13/14 targets)

FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013 T	FY 2013 A	FY 2014 T
*	*	*	*	\$359M	*	\$227.5M	*

\*No data/Not Set

Based on internal review, the measure used to track progress towards strategic goal 3 was changed to reflect National Guard Counterdrug and CTF programs. In FY 2013, DoD counternarcotics funded National Guard programs supported U.S. law enforcement agencies in over 566 counternarcotics-related money laundering investigations. Investigations included outlaw motorcycle gangs on the northern border, transnational criminal organizations on the southwest border, and financial institutions and front companies with links to narco-terrorism, precursor chemical diversion, drug trafficking, and money laundering. These investigations

resulted in identification of over 1,373 suspects and 639 money laundering methods previously unknown to federal law enforcement agencies and in the dismantling of seven and disruption of 45 drug trafficking organizations.

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## **U.S. DEPARTMENT OF DEFENSE**

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