

INSPECTOR GENERAL

U.S. Department of Defense

JANUARY 30, 2015



Independent Auditor's Report on the FY 2014 DoD **Performance Summary** Report of the Funds Obligated for National Drug Control **Program Activities**

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INSPECTOR GENERAL DEPARTMENT OF DEFENSE

4800 MARK CENTER DRIVE ALEXANDRIA, VIRGINIA 22350-1500

January 30, 2015

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 2014 DoD Performance Summary Report of the Funds Obligated for National Drug Control Program Activities (Report No. DODIG-2015-074)

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 the reliability of the report.

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

- performance measures,
- prior year's 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 performance-related 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 required 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.

In a letter dated December 11, 2014, DASD (CN & GT) provided the Report. We reviewed the Report to determine compliance with the Circular. The FY 2014 Performance Summary Report described how DoD executed a \$1.41 billion counternarcotics program in accordance with the DoD Counternarcotics Global Threat Strategy. DoD compiled its own data along with that of external sources from the DoD counternarcotics website.

DASD (CN & GT) reported on the DoD Drug Demand Reduction Activity and the Counternarcotics and Global Threats activities for FY 2014. DASD (CN & GT) also reported information pertaining to three strategic goals and performance measures related to those strategic goals. Each strategic goal had 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 provide sufficient support for the data presented in Strategic Goal 1.

Other than the deficiency indicated in this report, we are not aware of any material modifications that should be included in the FY 2014 Performance Summary Report.

Lorin T. Venable, CPA Assistant Inspector General

Louin T Venable

Financial Management and Reporting

Attachment: As stated

Attachment

Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats



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 17th Street, NW Washington, DC 20503

Dear Mr. Rice:

On behalf of the Department of Defense (DoD), I am pleased to submit the attached DoD FY2014 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 for each strategic goal 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, 703-693-7379, (tracey.e.crider.ctr@mail.mil).

> Deputy Assistant Secretary of Defense Counternarcotics and Global Threats

DEC 1 1 2014

Attachment: As stated



FY 2014 Counternarcotics Performance Summary Report

U.S. Department of Defense

UNCLASSIFIED January 14, 2015

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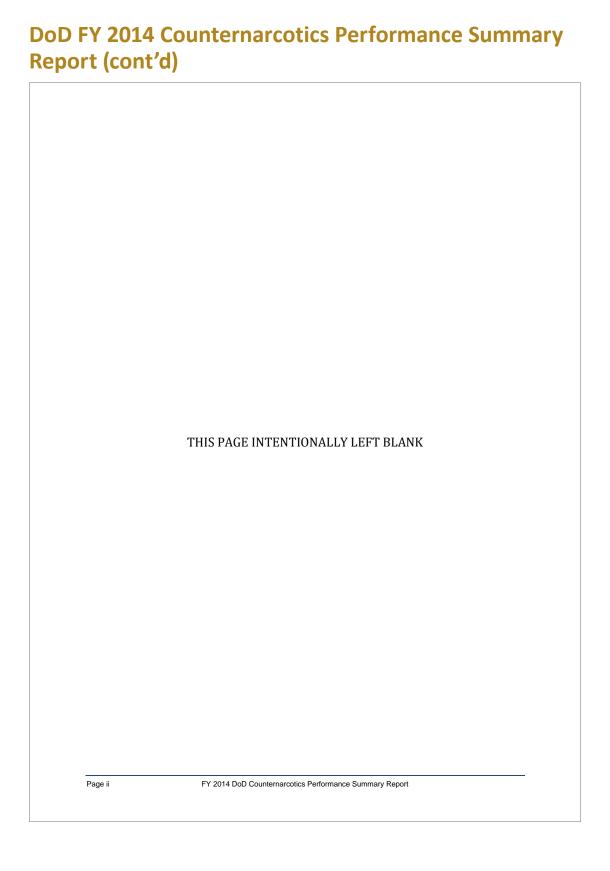


TABLE OF CONTENTS

Executive Summary	5
Quality of Performance Data	
Performance Results and Discussion	8

FY 2014 DoD Counternarcotics Performance Summary Report

Page iii



EXECUTIVE SUMMARY

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 2014, 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

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

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 amongst 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 to 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

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 in accordance with the objectives of the National Drug Control Strategy. 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.

Page 6

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

During FY14, DoD continued to leverage technology systems to facilitate collection of performance data for management decisions at the operational and strategic level. DoD collected FY14 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

DoD provides the following Table of Deviations for its FY 2014 Performance Summary Report submission. This table addresses deviations from requirements of the Office of National Drug Control Policy Circular: Drug Control Accounting, dated January 18, 2013.

DEVIATION FROM CIRCULAR	EXPLANATION
Strategic Goal 1, Measure 1 is missing historical data for FY10 and target data for FY15.	With the transition of U.S. and Coalition forces from Afghanistan by the end of 2014, capacity building programs for the Counter Narcotics Police – Afghanistan have been transferred to the Afghan National Police and Ministry of Interior. Therefore, FY14 will be the last year the CNPA Capability Milestone Rating will be reported by USCENTCOM. Additionally, due to the creation of the milestone rating system in 2010, there is no historical data for that year.
Strategic Goal 3, Measure 1 is missing data for FY10 and FY11, and there is no target data for FY14.	This measure reflects National Guard Counterdrug and CTF programs. National Guard established its CTF program in FY12. There are no data for prior years and no previous trending information to help establish targets. However, based on insight gained from the last 3 years of actual data, NGB has set a target for FY15.
One acceptable performance measure for each Drug Control Budget Decision Unit, as defined in 6a(1)(A).	Although the annual Drug Interdiction and Counterdrug Activities, Defense appropriation is apportioned along budget decision unit lines (i.e., military personnel; operation and maintenance; procurement; and research, development, test and evaluation), DoD's counternarcotics program is measured based on the strategic goals outlined in the DoD Counternarcotics and Global Threats Strategy dated April 27, 2011. DoD presents at least one acceptable performance measure per strategic goals 1-3.

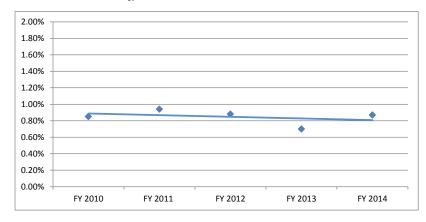
Page 8

DRUG DEMAND REDUCTION

Measure 1: Active duty military personnel testing positive for drug use. (T = FY15 target)

	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014 T	FY 2014	FY 2015 T
	0.85%	0.94%	0.88%	.70%	<2%	.87%	< 2%
FY14 Unique military members testing positive						15,445	
FY14 Unique military members tested						1,782,964	

Source: Defense Manpower Data Center FY14 drug testing metrics; U.S. Army Medical Information Technology Center



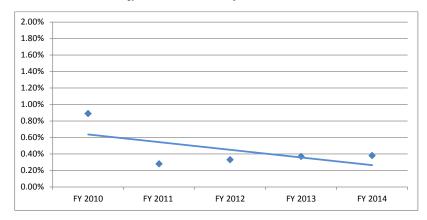
FY 2014 DoD Counternarcotics Performance Summary Report

Page 9

Measure 2: DoD civilian personnel testing positive for drug use. (T = FY15 target)

	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014 T	FY 2014	FY 2015 T
	0.89%	0.28%	0.33%	0.37%	<1%	0.38%	<1%
FY14 Unique civilian members testing positive						440	
FY14 Unique civilian members tested					116,629		

Source: Defense Manpower Data Center FY14 drug testing metrics; U.S. Army Medical Information Technology Center; Pembrooke Occupational Health, Inc.



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.

Page 10

COUNTERNARCOTICS AND GLOBAL THREATS

In Africa, DoD works to build the capability, capacity and competency of our partner nations with a focus on the countries of Senegal, Ghana, Nigeria, Kenya, and Tanzania, to include an expanded focus in the trans-Sahara region. In FY14, AFRICOM trained 2,300 partner nation students through CN funded training events. Courses of instruction included interdiction and apprehension, border control, and intelligence and information sharing.

DoD focuses building partnership capacity in the Pacific in the Philippines, Indonesia, Thailand, Vietnam, and Cambodia. In these partner nations, PACOM trains personnel in the disruption and degradation of transnational criminal organizations, illicit drug trafficking, foreign terrorist organizations, and militant movements. In FY14, DoD engaged with partner nation law enforcement and special operations forces resulting in 829 students trained in CN operational skill sets.

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 illgotten proceeds. In FY14, DoD provided counternarcotics training to 282 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 FY14, 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

FY 2011	FY 2012	FY 2013	FY 2013	FY 2014T	FY 2014A *
CM-3	CM-2B	CM-2A	CM-2B	CM-2A	CM-1B

^{*}FY14 will be the last year this metric will be reported.

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.

FY 2014 DoD Counternarcotics Performance Summary Report

Page 11

Source for paragraph: Official communication with CN> Policy Action Officer for Kingpin designations.

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,
CM-1D	and filled to 90% of total authorizations
CM-2A	Ability to accomplish mission with minimal Coalition assistance limited to critical ministerial functions
CM-ZA	and meet all requirements for CM-2B
	Ability to accomplish mission with some Coalition assistance for all tasks after all key personnel have
CM-2B	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
	Ability to accomplish mission with significant coalition assistance, meets all requirements for CM-4, at
CM-3	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
CIVI-4	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.

Beginning in 2010, U.S. and Coalition efforts focused on the eventual transition of security responsibility to the Government of the Islamic Republic of Afghanistan (GIRoA). Afghan Army and police training activities were led and managed by the NATO Training Mission-Afghanistan (NTM-A) and Combined Security Transition Command-Afghanistan (CSTC-A). In September 2011, NTM-A/CSTC-A directed the development of Ministerial Development Plans (MDP) for each of the respective Afghan National Police and Ministry of Interior components, including the Counternarcotics Police of Afghanistan (CNPA). The purpose of these plans was to provide NTM-A/CSTC-A with a means to periodically assess organizational development and operational capability.

The DoD, in conjunction with the Department of Justice's International Criminal Investigative Training Assistance Program (DoJ/ICITAP), stood up the CNPA Development Unit (CDU). The CDU's mission was to manage the institutional development and progress of the CNPA and transition to the Government of the Islamic Republic of Afghanistan an accountable, effective, and self-reliant Afghan counternarcotics security force capable of containing the illicit drugs trade. CDU leadership was adamant this would be an Afghan-led process and in late October 2011, the CDU facilitated a strategic review of the CNPA organization to identify the most important and pressing problems within the organization according to the CNPA leadership. The review eventually identified seventy-two strategic tasks that would become the focus of the CNPA MDP. As of 30 June 2014, when the MDP came to a conclusion, a total of 51 MDP projects involving more than 260 activities had been successfully completed. This equals a measurable success rate of 70 percent and a transitional CM Rating of 1B and indicates the CNPA is capable of executing functions with coalition oversight only.

Page 12

² Source for paragraph: Ministerial Development Plan's concluding report on CNPA dated June 30, 2014.

While the MDP provided the means to ensure the CNPA was ready for transition, the CNPA is still in the early stages of a longer-term institutional development path towards enhanced capability and operational performance in combating the illicit narcotics trafficking in Afghanistan. In response to requests from within the Afghan Government to ensure that from 2015 onwards, the sustainability, capability and performance of the CNPA organization will be measured by adherence to the Afghan National Drug Control Strategy and National Police Plan, the CNPA Deputy Minister and senior CNPA leadership have requested continued CDU assistance for future strategic programming and oversight. DoD and DoJ/ICITAP agreed to continue to provide this support and are creating a proposal to transition from the MDP to post-2014 support for the CNPA. The formal transition plan is being finalized by Office of the Secretary of Defense, USCENTCOM and DoJ/ICITAP.

STRATEGIC GOAL 2

Measure 1: Percentage of total trafficking cases/events in the Western Hemisphere transit zone, as estimated by DoD intelligence activities, targeted and successfully handed-off to disruption and interdiction assets by Joint Interagency Task Force South (T = FY14 or FY15 target).

JIATF-S Caseload Cueing³ JIAFT-S data derived from a combination of JIATF-S HELIOS database and the Consolidated Counter Drug Database (CCDB).

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	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014 T	FY 2014	FY 2015 T
Total Cases	2,449	2,102	2,621	2,324	N/A	2,477	N/A
Activated Cases *	1,127	877	1,512	452	N/A	1,540	N/A
Targeted Cases **	353	628	1,005	273	N/A	507	N/A
Detected Cases ***		60	191	128	N/A	261	N/A
Disrupted Cases		49	166	110	N/A	229	N/A
Percentage of Illicit							
Trafficking Cases/Events	NA	82%	87%	86%	89%	88%	90%
Successfully Handed-off	INA	82%	8/70	80%	89%	88%	90%
to Interdiction Resources							

^{*} Activated cases are those with confirmation or high confidence that "drugs are on the water"

DoD contributes to the National Drug Control Strategy goal by providing DoD maritime and aerial detection and monitoring assets that enable disruption of illicit drugs flowing through the Western Hemisphere transit zone and into the United States. These assets contribute to U.S. government, allied, and partner nation interdiction efforts by reducing the quantity of illicit drugs entering the U.S. from Mexico and Central and South America. Defense CN 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.

Through cued intelligence and other sources, JIATF-S detects, monitors, and hands-off to U.S. and international law enforcement agencies for the disruption and interdiction of targeted cases of illicit trafficking. Beginning in FY10, JIATF-S employs a drug interdiction framework and corresponding indicators to assess its caseload, operational efficacy and targeting of detection and monitoring resources. In FY14, from a total event log of 2,477 possible cases, the intelligence process cued JIATF-S to 1,540 tactically actionable cases. The remaining 937 cases

FY 2014 DoD Counternarcotics Performance Summary Report

Page 13

^{**} Targeted cases: illicit trafficking cases/events targeted by JIATF-S aviation and maritime resources

^{***} Detected cases: illicit trafficking cases/events detected by JIATF-S aviation and maritime resources

³ Source for table data: Email communication with JIATF South Commander's Action Group (CAG).

were not able to be targeted primarily due to the positioning or timely availability of U.S. or partner nation assets.

Of the 1,540 tactically actionable cases, intelligence assets provided high confidence information in 507 instances where illegal drugs were reported to be in transit (primarily noncommercial maritime and air) such that JIATF-S assets could target them to hand-off to U.S. and partner national disruption and interdiction assets. Of the 507 targeted cases handed-off, 261 were detected in the target zone by U.S. and partner nation interdiction assets. Of the 261 detected cases, 229 were successfully disrupted, achieving a successful hand-off to interdiction resources achievement rate of 88%. This overall hand-off rate of 88% falls short of the FY14 target of 89%, and although the ultimate case hand-off percentage is driven by many factors, in FY14 this can be best attributed to a lower than expected number of organic U.S. and partner nation interdiction assets available for tasking.

STRATEGIC GOAL 3

Measure 1: Total value in U.S. dollars interdicted through DoD counternarcotics funded National Guard Programs (Western Hemisphere). (T = FY15 target)

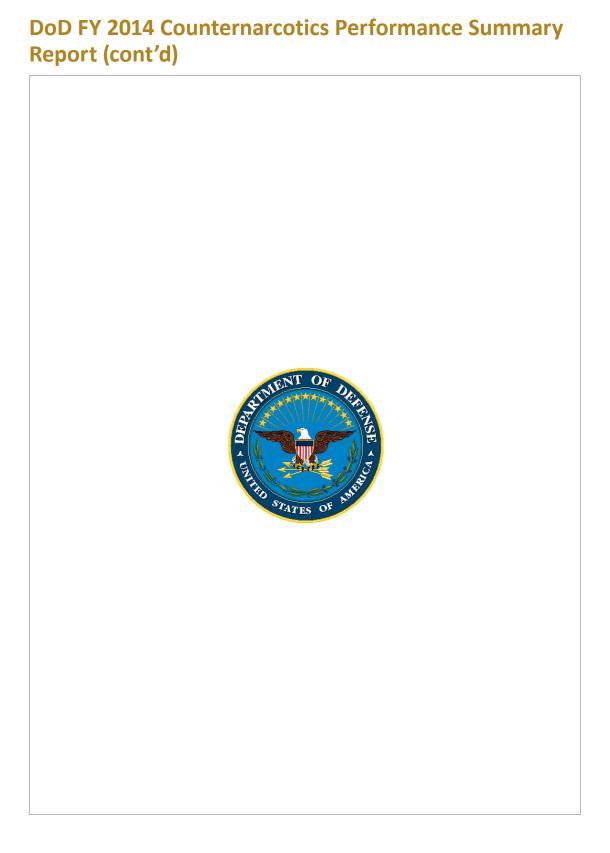
National Guard data is derived from its Full Time Support Management Control System (FTSMCS) FY 2011 FY 2012 FY 2013 FY 2014 \$227.5M \$330M *No data/Not Set

In FY14, DoD counternarcotics funded National Guard program Counter Threat Finance analysts supported U.S. law enforcement agencies in counternarcotics-related money laundering investigations by analyzing more than 90,000 financial documents and producing 1,181 analytical reports. These investigations helped identify 713 suspects and 730 money laundering methods, and resulted in the dismantling of 537 and disruption of 1,342 drug trafficking

NGB CTF program results are an illustrative example of the activities and outcomes undertaken by other CTA funded components with counter threat finance programs. Taken together, these DoD funded operations enable U.S. and partner nation entities to effectively mitigate TCO trafficking activities.

Page 14

DoD FY 2014 Counternarcotics Performance Summary Report (cont'd)				
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	FY 2014 DoD Counternarcotics Performance Summary Report Pa	age 15		





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U.S. DEPARTMENT OF DEFENSE

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