

INSPECTOR GENERAL

U.S. Department of Defense

JANUARY 31, 2018



Independent Auditor's Report on the FY 2017 DoD Performance **Summary Report for 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 31, 2018

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE (COMPTROLLER)/CHIEF FINANCIAL OFFICER, DOD DEPUTY ASSISTANT SECRETARY OF DEFENSE (COUNTERNARCOTICS AND GLOBAL THREATS)

SUBJECT: Independent Auditor's Report on the FY 2017 DoD Performance Summary Report for the Funds Obligated for National Drug Control Program Activities (Project No. D2018-D000FT-0037.000, Report No. D0DIG-2018-066)

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

The Circular outlines four performance-related components of the information that the Office of the Deputy Assistant Secretary of Defense, Counternarcotic & Global Threats (DASD[CN>]) must include in its 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 the DASD(CN>) to make four assertions about the information presented in the Report. The assertions are:

- an appropriate performance reporting system,
- reasonable explanations for not meeting performance targets,
- a consistent and reliable methodology for performance targets, and
- adequate performance measures for all significant drug activities.

The DASD(CN>) compiles and transmits the Report. We reviewed the Report in accordance with 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 review to obtain limited assurance

about whether any material modifications should be made to the Report to ensure compliance with the Circular. 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. We believe that our review provided a reasonable basis for our conclusions.

The DASD(CN>) provided us the Report, dated January 8, 2018, which we reviewed to determine compliance with the Circular. In FY 2017, DoD executed \$1.12 billion for the counternarcotics program. The Report described how the DoD executed these funds in accordance with the DoD Counternarcotics Global Threat Strategy. The DASD(CN>) reported on the DoD Drug Demand Reduction Program and the Counternarcotics and Global Threats activities for FY 2017. The DASD(CN>) also reported information pertaining to three strategic goals and performance measures related to those strategic goals. Please see the attachment for more information about the strategic goals and performance measures.

Based on our review, we are not aware of any material modifications that should be made to the Report in order for it to be in accordance with the Circular.

Lorin T. Venable, CPA

Louin T. Venable

Assistant Inspector General

Financial Management and Reporting

Attachment: As stated

Attachment

DoD FY 2017 Counternarcotics Performance Summary Report



ASSISTANT SECRETARY OF DEFENSE 2500 DEFENSE PENTAGON WASHINGTON, D.C. 20301-2500

Mr. Richard J. Baum Acting Director Office of National Drug Control Policy 750 17th Street, NW Washington, DC 20503

Dear Mr. Baum:

On behalf of the Department of Defense (DoD), I am pleased to submit the attached DoD FY2017 Counterdrug 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

> Thomas A. Alexander Deputy Assistant Secretary of Defense Counternarcotics and Global Threats

Attachment: As stated





FY 2017 Counterdrug Performance **Summary Report**

U.S. Department of Defense

UNCLASSIFIED January 8, 2018

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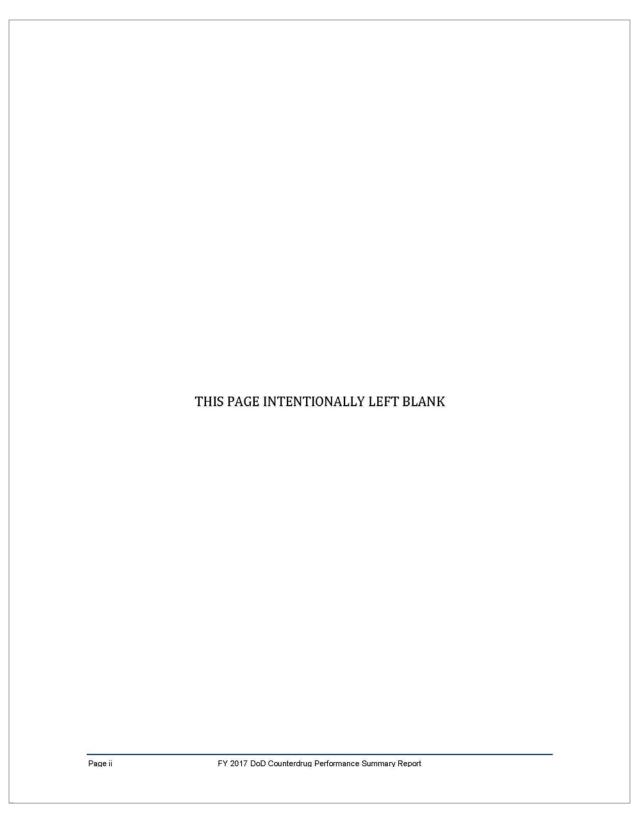
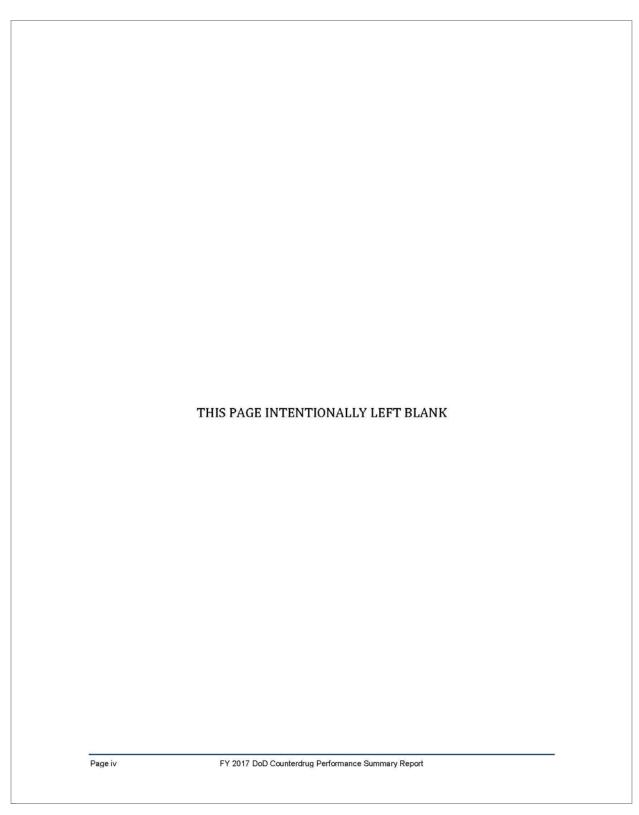


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EXECUTIVE SUMMARY

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 counterdrug program designed to combat drug trafficking and related forms of transnational organized crime. DoD's counterdrug program supports the National Drug Control Strategy and the National Strategy to Combat Transnational Organized Crime.

The international security environment has changed considerably since the DoD Counternarcotics and Global Threats Strategy was first published in 2011. DoD has been developing a follow-on strategy to guide the synchronization of military assets and civilian law enforcement for countering drug trafficking and illicit threat networks. It is anticipated that this new strategy will be issued in FY18, aligned with the new National Security Strategy released in December 2017, and having revised strategic goals and objectives that will be reflected in the FY18 Performance Summary Report.

During FY17, DoD executed its counterdrug program in accordance with the following established 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 detection and monitoring, capacity building, and operational and analytical support to U.S. and partner nation law enforcement entities. This performance summary of selected qualitative and quantitative program performance results is provided to communicate progress on these strategic goals and operational objectives.

MEASURING PERFORMANCE

The Department of Defense delivers global support to the nation's counterdrug and countering transnational organized crime efforts through detection and monitoring, information sharing, and building partner nation capacity. Performance metrics, in support of these efforts, are used to:

- Observe progress and measure actual results for comparison to expected results and operational objectives.
- Guide the allocation of counterdrug and countering transnational organized crime budgetary resources during the annual planning, programming, budgeting, and execution process.
- Provide management and oversight of DoD counterdrug and countering transnational organized crime programs.
- Facilitate communications and engagements with internal and external stakeholders.

DEFINING MEASURES OF SUCCESS

DoD's performance metrics program ensures component and subcomponent goals, objectives, programs, and activities align with and support this strategy as well as the following strategic and program management imperatives:

Align programs and initiatives with strategic goals and objectives: Geographic Combatant Commands, Military Departments, and Defense Agencies are responsible for developing, managing and reporting on their Counternarcotics Central Transfer Accountfunded programs through an established metrics program. These performance metrics capture and measure the major cause and effect linkages among existing and proposed activities and the objectives of this strategy.

Link program performance to management and resource decision-making: Performance metrics provide stakeholders with key output and outcome data which is used to evaluate the performance of programs and supporting organizations. By accurately

measuring performance, leaders and managers can make more informed program and resource decisions. **Identify opportunities for improvement:** Performance metrics help identify performance

gaps between program expectations and results. Frame stakeholder expectations: DoD counterdrug and related counter-illicit trafficking

programs often support and enable related missions performed by U.S. interagency and international partners. Performance metrics help DoD to frame expectations for the execution of programs and activities in support of common strategic objectives.

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SUPPORTING PROGRAM MANAGEMENT

When successfully implemented, the performance metrics program ensures component and subcomponent goals, objectives, programs, and activities align with and support DoD's strategy, while also giving insight and traceability to the following management imperatives:

Mission Execution: Effective metrics support mission execution by defining the parameters of mission success and by measuring progress toward objectives. Once programs reach the execution stage, properly developed output and outcome metrics will help keep programs on course to achieve desired end states.

Strategic Integration: In addition to supporting mission execution at the tactical and operation levels, performance metrics support the objectives of this strategy as well as objectives identified in component Theater Campaign Plans (TCP) and similar operationallevel documents.

Operational Efficiency: Metrics support program efficiency by helping identify initiatives and activities with the highest return on investment (most effective at achieving program objectives at lowest cost). Components employ metrics to inform program reviews, guide procurement decisions, and identify opportunities for process improvement.

Reporting: DoD employs metrics to catalogue and report component performance toward the achievement of strategic goals and objectives identified in this document.

PERFORMANCE TARGETS

Target setting is a DoD management process delegated to counterdrug 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 changing political leadership as well as new authorities and modifications of existing authorities.

PERFORMANCE RESULTS AND DISCUSSION

STRATEGIC GOAL 1

Measure 1: Heroin Removal in the Indian Ocean Transit Zone by Combined Task Force-150 [1]

Heroin Removal by Combined Task Force - 150	FY 2014	FY 2015	FY 2016	FY 2017T	FY 2017	FY 2018 T
Indian Ocean Transit Zone	4,687 kg	2,531 kg	2,165 kg	N/A	1,542 kg	2,000 kg

[1] Fiscal year Consolidated Counter Drug Database (CCDB) RNIFC case number data reported by Defense Intelligence Agency. (T = FY17/18 target).

Co-located with USCENTCOM's Navy component in Bahrain, the Regional Narcotics Interagency Fusion Cell (RNIFC) analyzes, fuses, develops and disseminates all-source military intelligence and law enforcement information to assist in targeting drug trafficking, transnational criminal organization networks, and other transnational threats emanating from the illicit drug trade in Afghanistan. The rapid development of the RNIFC as a trusted regional partner was recently demonstrated by the seizure of the fishing vessel (F/V) Ammaar by Tanzanian law enforcement officials.

The F/V Ammaar was developed as a contact of interest by RNIFC personnel, who then provided the information to Coalition Maritime Forces. On 21 October 2017, Her Majesty's Australian Ship (HMAS) Newcastle, operating as a member of Combined Task Force 150, conducted a flag verification boarding of the F/V Ammaar. The resulting search found no illicit goods aboard and the Ammaar was released to continue its journey. Based on historic movements of the F/V Ammaar, RNIFC analysts developed a series of predictive products on the likely destination of the fishing vessel and passed the information to the United Kingdom's National Crime Agency (NCA). With a likely landing in Tanzania, NCA contacted its vetted partner unit in Tanzania law enforcement and secured support from the Tanzanian Peoples Defense Force (TPDF) to use two offshore patrol vessels to intercept the F/V Ammaar once it entered Tanzanian territorial waters. NCA advisors with their Tanzanian law enforcement partners deployed aboard the TPDF vessels and on 24 October 2017, after being cued by information provided by RNIFC, intercepted the F/V Ammaar once again. This time, after using real-time information provided by RNIFC law enforcement partners, the Tanzanians found and seized more than 111 kilograms of heroin, arrested the 12 person crew, and confiscated the dhow. This marked the largest seizure of heroin by the Tanzanian Drug Control Enforcement Agency.

The interdiction of the F/V Ammaar by law enforcement and security elements of the Government of Tanzania demonstrates the complex environment RNIFC operates in and the significant regional coordination required to affect an interdiction. It reveals the maturity of its regional partnerships and a level of trust that has developed through RNIFC's willingness to share timely information. Finally, this operation highlighted the value of fused intelligence and information gathered from multiple international civilian, military, and law enforcement organizations in a common location that provides improved opportunities to collaborate, coordinate, and share information.

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The FY18 target amount was developed in coordination with the U.S. Drug Enforcement Administration (DEA) law enforcement co-director. Of the four years of data (FY14 - FY17) considered, FY14 data was an anomaly based on a unique set of circumstances with the Coalition Maritime Forces that operate out of Manama, Bahrain and was not used in the calculations. An average of the FY15 through FY17 heroin removals equals 2,079 kilograms. Based on FY17 heroin removals (1,542 kilograms) and drug traffickers change in techniques, tactics, and procedures to offset the increased pressure by Coalition Maritime Forces and regional law enforcement partners, a target of 2,000 kilograms is set for FY18.

STRATEGIC GOAL 2

Measure 1: Percentage of total global illicit trafficking events, as estimated by interagency and international intelligence activities, detected and successfully handed-off to interdiction and apprehension assets by Joint Interagency Task Force South (JIATF-S).

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

JIATF-S Interdiction	FY	FY	FY	FY	FY	FY	FY	FY	FY
Continuum Data	2013	2014	2015 T	2015	2016 T	2016	2017 T	2017	2018T
Critical Movement Alerts (CMA) [1]	4,033	4,486	N/A	5,879	N/A	8,008	N/A	7,859	N/A
Drug Movement Alerts (DMA) [2]	2,999	3,453	N/A	4,294	N/A	6,489	N/A	7,646	N/A
CCDB Events [3]	1,482	1,397	N/A	2,218	N/A	4,575	N/A	4,251	N/A
Targeted CCDB Events [4]	340	383	N/A	526	N/A	1,186	N/A	1,071	N/A
Detected CCDB Events [5]	125	171	N/A	246	N/A	451	N/A	410	N/A
Seized or Disrupted CCDB Events	93	135	N/A	192	N/A	322	N/A	309	N/A
Percentage of Detected Events Successfully Handed-off to Interdiction and Apprehension Resources	74%	79%	90%	78%	80%	71%	80%	75%	80%

- [1] CMAs comprised of initial intelligence submissions through JIATF-S tactical analyst teams or liaison officers and include DMAs and other illicit trafficking events. [Data source: JIATF-S HELIOS]
- [2] DMAs capture impending or ongoing drug trafficking movements (conveyance, location, drug type, date and time). [Data source: JIATF-S HELIOS]
- [3] CCDB events are those JIATF-S DMAs that meet interagency agreed upon criteria in CCDB User's Manual. [Data source: CCDB]
- [4] Illicit trafficking events targeted by JIATF-S aviation and maritime resources. [Data source: CCDB]
- [5] Illicit trafficking events detected by JIATF-S aviation and maritime resources. [Data source: CCDB]

DoD is the single lead agency for detection and monitoring of aerial and maritime transit of illicit drugs into the United States. Through cued intelligence and other sources, JIATF-S detects, monitors, and hands-off illicit targets to U.S. and international law enforcement agencies that possess the authorities to conduct the interdiction and apprehension (I&A) phase of the interdiction continuum. Beginning in FY10, JIATF-S developed drug interdiction continuum indicators to assess its caseload, operational efficacy and utilization of detection and monitoring (D&M) resources. During FY 15, JIATF-S refined and realigned its drug interdiction continuum metrics to reflect updated Consolidated Counterdrug Database (CCDB) event criteria.

JIATF-S, interagency and international data entered into the CCDB is reviewed through a quarterly, interagency vetting process that validates each event. The CCDB event-based estimates are the best available authoritative source for estimating known illicit drug flow through the Transit Zone. All event data contained in the CCDB is deemed to be high confidence (accurate, complete and unbiased in presentation and substance as possible).

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In FY17, JIATF-S logged 7,859 Critical Movement Alerts (CMAs) comprised of initial intelligence submissions, of which 7,646 were Drug Movement Alerts (DMAs), a subset of CMAs that capture an impending or ongoing illicit drug movement. During the quarterly CCDB vetting conferences, this vetting process led to the designation of 4,251 JIATF-S CCDB validated events for FY17.

Of the 4,251 JIATF-S CCDB events, JIATF-S was able to target 1,071 events (25%) with JIATF-S controlled resources such as aircraft, ships, helicopters, etc. The remaining 3,180 events (75%) were not targeted primarily due to the lack of allocated air and maritime resources.

Of the 1,071 targeted events, 410 (38%) were detected (eyes on the illicit conveyance) by U.S. or partner nation D&M assets. Of the 410 detected cases, 309 were successfully handed-off to U.S. or partner nation (PN) law enforcement Interdiction and Apprehension (I&A) assets achieving a success rate of 75% for seizures or disruptions. This overall hand-off rate of 75% falls short of the FY17 target of 80%. The ultimate hand-off percentage is driven by many factors, to include a lack of JIATF-S air and maritime resources (only 20% of JIATF-S flight hour requirement and 31% of JIATF-S ship day requirement were sourced by U.S. and PNs in FY17). The FY18 target of 80% of Detected Events Successfully Handed-off to Interdiction and Apprehension Resources was set as an incremental increase towards the goal of 100%. There are many variables that effect the actual hand-off percentage, but each year U.S. Government and PNs strive to become more efficient and effective by increasing capabilities, capacities and competencies with assets and resources, command and control, information sharing, and technological advancements to enable better "detection" to "hand-off" successes.

JIATF-S is a critical force multiplier for U.S. and PN law enforcement agencies for evidence collection, grand jury proceedings, indictments, extraditions leading to the interdiction or arrests of key Drug Trafficking Organizations (DTO) members, Consolidated Priority Organization Targets (CPOT) and ultimately the dismantlement of drug trafficking networks. Below are JIATF-S FY17 seizure statistics compared to previous year:

- Arrests/Detainees: 894, increased by 14%
- Conveyances (vessels and aircraft): 252, increased by 1%
- Cocaine: 283MT, increased by 1MT (\$5.7B loss to traffickers)
- Marijuana: 12MT, decreased by 60% (\$25.4M loss to traffickers)
- Heroin: 5KG, decreased by 75% (\$440K loss to traffickers)

STRATEGIC GOAL 3

Measure 1: Total U.S. dollar currency scizures by U.S. local, state, and federal law enforcement agencies where DoD counterdrug funded National Guard Programs provided support (Western Hemisphere). (T = FY17/FY18 target)

National Guard data derived from its Full Time Support Management Control System (FTSMCS) for all Project Codes.

FY 2013	FY 2014	FY 2015	FY 2016	FY 2017T	FY 2017	FY 2018 T
\$227.5M	\$275M	\$221M	\$234M	\$230M	\$844M	\$247M

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In FY17, National Guard Counterdrug Programs supported law enforcement interdiction of greater than \$11 billion in illicit assets. \$844 million of the \$11 billion were U.S. dollar seizures.

The National Guard Counterdrug Program supported 260 Federal, State, Local, Tribal, and Territorial law enforcement agencies across all 54 states and territories. Support categories included: Linguist and Translation Support, Investigative Case Support, Criminal Analysis Support, Counter Threat Finance Analysis Support, Transportation Support, and Ground and Aerial Reconnaissance Support.

DoD counterdrug funded National Guard Criminal Analysts and Counter Threat Finance Analysts produced more than 175,000 analytical products in support of 20,000 U.S. law enforcement agency counterdrug investigations. National Guard support directly contributed to disruption or dismantlement of over 1,000 CPOT-linked DTOs, and the dismantlement of five money laundering targets in excess of \$5 Million.

FY18 target methodology is based on a four-year moving average of past seizures and assumes constant resourcing and threat interdiction processes. One FY 2017 currency seizure within the South Florida High Intensity Drug Trafficking Area in the amount of \$586M is considered an anomaly and therefore is excluded from the calculation for the FY 2018 target.

DRUG DEMAND REDUCTION

The DoD Drug Demand Reduction Program (DDRP) was mandated in 1981 and 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. These goals were established as Well-Being of the Force Indicators in 2008¹. 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, in spite of expanding the drug testing panel to include commonly-abused prescription drugs and synthetic marijuana (aka Spice). DoD 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 50% of the workforce per year.

¹ Established in response to OUSD (P&R) Memorandum, "Well-Being of the Force Indicators," dated 3 March 2008. Goals were set at values substantially lower than what was reported in DoD Surveys of Health Related Behavior Among Military Personnel.

Measure 1: Total DoD military personnel testing positive for drug use. (T = FY17/FY18 target)

FY 2013	FY 2014	FY 2015	FY 2016	FY 2017 T	FY 2017	FY 2018 T
0.93%	0.90%	0.84%	0.85%	<2%	0.94 %	< 2%
FY17 Unique n	16,070					
FY17 Unique n	1,715,745					

Source: Defense Manpower Data Center FY17 Drug Testing Metrics; U.S. Army Medical Information Technology Center. [1] FY17 annual estimate based on increased 4th quarter testing. FY 2013-2016 data is based on finalized annual data.

Measure 2: DoD civilian personnel testing positive for drug use. (T = FY17/FY18 target)

	FY 2013	FY 2014	FY 2015	FY 2016	FY 2017 T	FY 2017	FY 2018 T
	0.38%	0.36%	0.34%	0.30%	<1%	0.33%	<1%
FY1	7 Unique c	391					
FY1	7 Unique c		120,119				

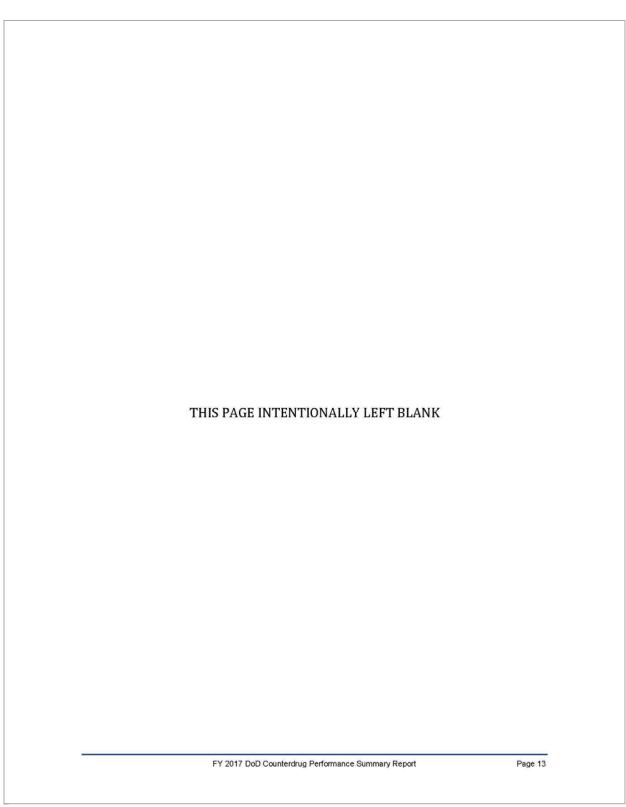
Source: Defense Manpower Data Center FY17 Drug Testing Metrics; U.S. Army Medical Information Technology Center; Pembrooke Occupational Health, Inc. [2] FY17 DoD Civilian Drug Positive Rate Actual. FY 2013-2016 data is based on finalized annual data.

TABLE OF DEVIATIONS

DoD provides the following Table of Deviations for its FY 2017 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
One acceptable performance measure for each Drug Control Budget Decision Unit, as defined in 7b (4).	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 counterdrug program metrics are 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.
Strategic Goal 1: Lack of target data as defined in Section 7a (3).	With the Regional Narcotics Interagency Fusion Cell's (RNIFC) newly designated status as a formal program of record and the absence of four years of CCDB RNIFC case event data, there was neither sufficient conveyance trend, nor interdiction cucing and interdiction data to substantiate a FY17 performance target.

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Whistleblower Protection

U.S. DEPARTMENT OF DEFENSE

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For more information about DoD OIG reports or activities, please contact us:

Congressional Liaison 703.604.8324

Media Contact

public.affairs@dodig.mil; 703.604.8324

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