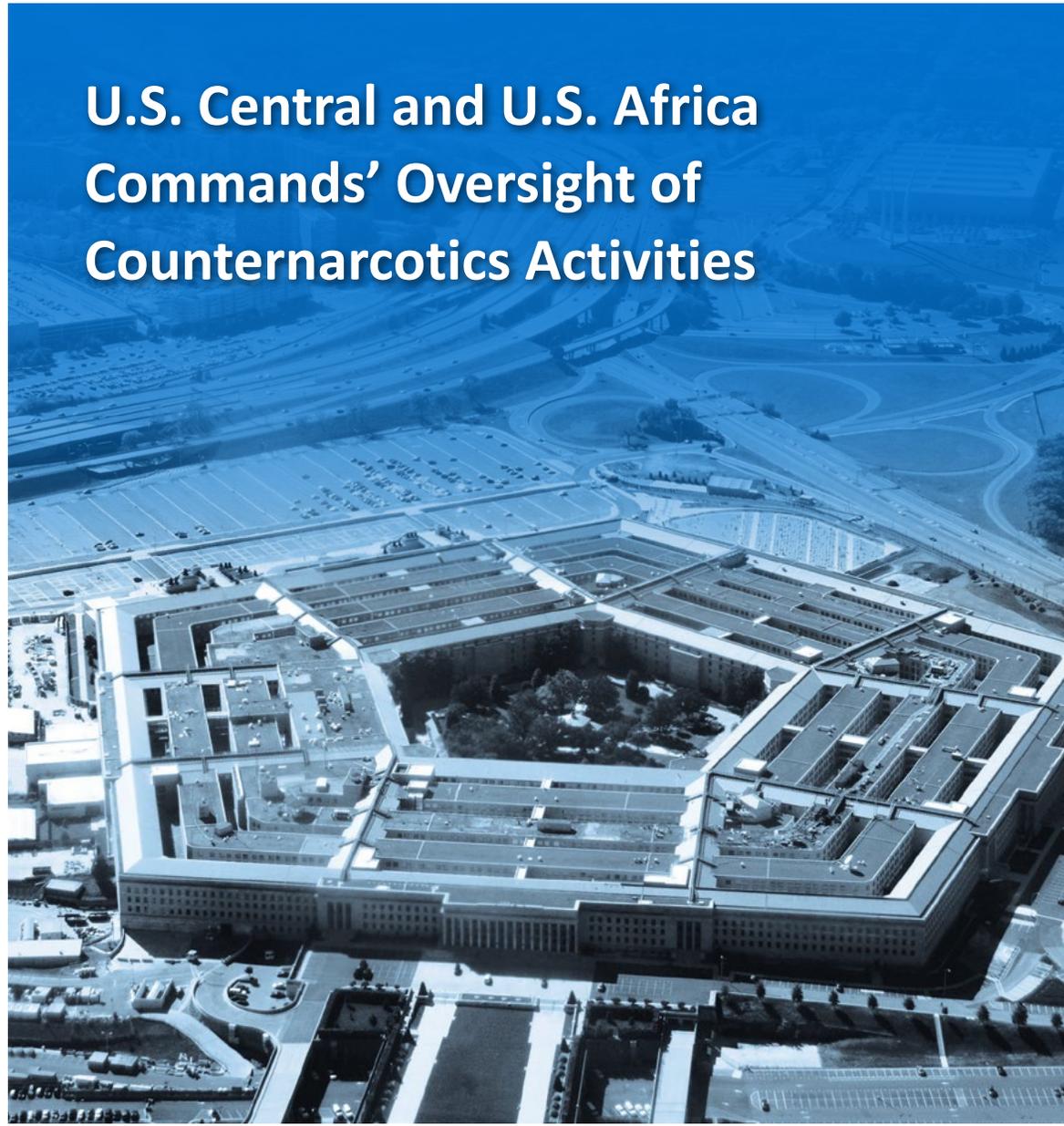




# INSPECTOR GENERAL

*U.S. Department of Defense*

DECEMBER 26, 2017



## U.S. Central and U.S. Africa Commands' Oversight of Counternarcotics Activities

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# Results in Brief

## *U.S. Central and U.S. Africa Commands' Oversight of Counternarcotics Activities*

December 26, 2017

### Objective

We determined whether U.S. Central Command (USCENTCOM) and U.S. Africa Command (USAFRICOM) effectively provided oversight of counternarcotics (CN) activities. A prior DoD OIG report, issued in September 2017, focused on the Office of the Deputy Assistant Secretary of Defense for CN and Global Threats' (ODASD CN&GT) oversight of CN activities.<sup>1</sup> In our prior audit, we found that the ODASD CN&GT did not provide effective oversight of CN activities, to include tracking funding after the funds were transferred to the Combatant Commands (COCOM) for implementation. Subsequently, we conducted this audit to review the oversight of CN activities at USCENTCOM and USAFRICOM to provide a broader understanding of how the DoD executes its CN program.

### Background

The DoD conducts CN activities, such as evidence collection training and border outpost construction, to help partner nations disrupt the transport and transfer of illegal drugs.

The ODASD CN&GT is responsible for ensuring that the DoD develops and implements a focused CN program with clear priorities and measured results. The ODASD CN&GT transfers CN funds in the DoD Central Transfer Account to the Military Services for execution of the COCOM's CN program. The USCENTCOM J3 Interagency Action Group-CN and the USAFRICOM J51 CN and Transnational

### Background (cont'd)

Threats Programs division are responsible for overseeing CN activities in their geographic areas of responsibility.

The DoD CN and Global Threats Strategy requires COCOMs to integrate the DoD strategic goals and objectives with the COCOM's respective strategic plans, such as the Theater Campaign Plan (TCP). A TCP provides objectives that are the foundation for the COCOM's CN strategy. Each COCOM is then responsible for planning and executing CN activities within its area of responsibility based on the specific drug-related threats and the objectives in the TCP.

### Finding

USCENTCOM and USAFRICOM did not provide effective oversight of CN activities in FYs 2014 through 2016. Specifically, neither USCENTCOM nor USAFRICOM maintained reliable data for the completion status and funding of training, equipping, and construction activities. In addition, USCENTCOM could have more effectively planned its CN activities by identifying the command's TCP objective to be achieved with each CN activity conducted.

This occurred because USCENTCOM and USAFRICOM did not establish procedures for tracking the completion status and funding of each CN activity. Instead, both USCENTCOM and USAFRICOM relied on the Military Service components and partner agencies to track CN activity funding. Additionally, USCENTCOM did not have a formal process for linking individual CN activities to a TCP objective.

As a result, USCENTCOM and USAFRICOM cannot determine whether their CN programs effectively used the \$496 million reported as transferred from ODASD CN&GT in FYs 2014 through 2016 to counter illicit drug trafficking. Specifically, the USCENTCOM and USAFRICOM CN programs lacked continuity in their program management resulting in incoming CN officials implementing inconsistent processes. In addition, without consistently tracking funding, USCENTCOM and USAFRICOM could be using inaccurate data when reporting

<sup>1</sup> DODIG-2017-119, "The Global Discovery Program and DoD Counternarcotics Agreements," September 11, 2017.



# Results in Brief

## *U.S. Central and U.S. Africa Commands' Oversight of Counternarcotics Activities*

### **Findings (cont'd)**

funding to the ODASD CN&GT, and may not know how much funding they have available for unfunded CN activities. For example, USAFRICOM CN officials missed an opportunity to use unspent funds because they were not aware that a law enforcement agency did not spend about \$805,000 of USAFRICOM CN funds obligated in FYs 2014 and 2015.

The ODASD CN&GT's and COCOMs' lack of effective program management that was identified in DODIG-2017-119 and again in this report raises the larger concern of the DoD's inability to manage its CN program and maximize opportunities to assist its partner nations in their CN efforts. Without effective program management at the DoD's strategic and operational levels, the DoD lacks the ability to make informed decisions and hold agency officials accountable for mismanaged funds.

### **Management Actions Taken**

In April and July 2017, we advised USCENTCOM J3 Interagency Action Group-CN and USAFRICOM J51 CN and Transnational Threats Programs division officials of the deficiencies related to the oversight of CN activities. Specifically, we addressed the lack of reliable data related to the completion status and funding of CN activities in FYs 2014 through 2016, as well as the lack of established procedures for maintaining oversight of CN activities. In addition, we advised USCENTCOM J3 Interagency Action Group-CN officials regarding the lack of procedures linking CN activities to the USCENTCOM TCP objectives.

The USCENTCOM J3 Interagency Action Group-CN Division Chief agreed with our findings and initiated corrective actions. Specifically, USCENTCOM CN officials agreed to update and consolidate their draft business rules to

address the lack of documented procedures to track the funding of CN activities. The updated business rules also require a self-audit of at least two activities each fiscal year to verify that information received from the Military Services is correct.

The USAFRICOM J51 Division Chief agreed with our findings and initiated corrective actions. Specifically, the USAFRICOM J51 developed and formalized standard operating procedures for maintaining oversight of CN activities. A USAFRICOM CN official stated that in the long-term, a newly-implemented web-based tracking system, the Integrated USAFRICOM Theater Synchronization System, would be used to track completion status and funding data for all CN activities. The USAFRICOM J51 standard operating procedures also require an annual self-audit to verify that USAFRICOM CN officials are adequately tracking CN activities.

### **Recommendations**

We recommend that, as part of the processes and procedures recommended in DODIG-2017-119, the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats define the COCOMs' and Military Services' roles and responsibilities for oversight of CN activities, to include tracking the completion status and funding of individual CN activities.

We recommend the Directors, USCENTCOM J3 and USAFRICOM J5 develop and formalize procedures to track the completion status and funding of CN activities. We further recommend that the Director, USCENTCOM J3, develop and formalize procedures to link each CN activity to the TCP objectives.



# Results in Brief

## *U.S. Central and U.S. Africa Commands' Oversight of Counternarcotics Activities*

### Management Comments and Our Response

The Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats agreed with the recommendation, stating that the ODASD CN&GT will develop a DoD Instruction that will outline the roles and responsibilities of various DoD components, including the COCOMs and Military Services, that carry out the DoD's CN program. The Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats comments addressed all specifics of the recommendation and no further comments are required. The Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats did not provide a proposed completion date for the issuance of this DoD Instruction. We will close this recommendation once we receive the signed DoD Instruction and verify the information fully addresses the recommendation.

The USCENTCOM J3 Interagency Action Group-CN Division Chief, responding for the Director, USCENTCOM J3, agreed with our recommendations, stating that USCENTCOM has developed processes, documented in the Command's CN program consolidated business rules, for the monthly reconciliation of obligation data and for the completion of a budget reconciliation at the end of the fiscal year. The Division Chief's comments partially addressed the recommendation; therefore, the recommendation is unresolved. USCENTCOM CN officials have not established procedures for tracking the completion

status and the approximate expended and unused funding for CN activities. We request that the USCENTCOM J3 describe the specific actions it will take to track the completion status and the approximate expended and unused funding for CN activities during the fiscal year and not just at year's end during a budget reconciliation.

The Division Chief also stated that the USCENTCOM J3 Interagency Action Group-CN follows USCENTCOM's security cooperation lead, CCJ5, for processes to develop activities and programs in support of the USCENTCOM TCP. USCENTCOM security cooperation program guidance also details the process for developing, prioritizing, and synchronizing USCENTCOM security cooperation activities to achieve the intermediate military objectives in the TCP. The Division Chief's comments partially addressed the recommendation; therefore, the recommendation is unresolved. During the audit, USCENTCOM CN officials provided a spreadsheet documenting the link between FY 2018 CN activities and the USCENTCOM TCP objectives. The process that USCENTCOM references for developing USCENTCOM security cooperation activities illustrates that USCENTCOM does consider the TCP objectives during its annual planning process; however, the linkage is not documented at the individual activity level. We request that the USCENTCOM J3 describe the specific actions it will take to continue documenting the link between CN activities and the USCENTCOM TCP beyond FY 2018. Please see the Recommendations Table on the next page.

## Recommendations Table

Management	Recommendations Unresolved	Recommendations Resolved	Recommendations Closed
Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats	None	1	None
Director, U.S. Central Command J3	2.a, 2.b	None	None
Director, U.S. Africa Command J5	None	None	3

Please provide Management Comments by January 26, 2018.

The following categories are used to describe agency management’s comments to individual recommendations:

- **Unresolved** – Management has not agreed to implement the recommendation or has not proposed actions that will address the recommendation.
- **Resolved** – Management agreed to implement the recommendation or has proposed actions that will address the underlying finding that generated the recommendation.
- **Closed** – OIG verified that the agreed upon corrective actions were implemented.



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

December 26, 2017

MEMORANDUM FOR UNDER SECRETARY OF DEFENSE FOR ACQUISITION,  
TECHNOLOGY, AND LOGISTICS  
UNDER SECRETARY OF DEFENSE FOR POLICY  
COMMANDER, U.S. CENTRAL COMMAND  
COMMANDER, U.S. AFRICA COMMAND  
DIRECTOR, JOINT STAFF

SUBJECT: U.S. Central and U.S. Africa Commands' Oversight of Counternarcotics Activities  
(Report No. DODIG-2018-059)

We are providing this report for your review and comment. U.S. Central and U.S. Africa Commands did not provide effective oversight of FYs 2014 through 2016 counternarcotics activities. Specifically, neither U.S. Central nor U.S. Africa Command maintained reliable data for the completion status and funding of counternarcotics training, equipping, and construction activities. In addition, U.S. Central Command did not identify the command's Theater Campaign Plan objective that should be achieved with each counternarcotics activity conducted. We conducted this audit in accordance with generally accepted government auditing standards.

We considered management comments on a draft of this report when preparing the final report. DoD Instruction 7650.03 requires that recommendations be resolved promptly. Comments from the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats addressed the recommendation. U.S. Africa Command was not required to comment on the draft report because the recommendation was closed. Comments from U.S. Central Command partially addressed the recommendations. Therefore, we request U.S. Central Command provide additional comments on Recommendations 2.a and 2.b by January 26, 2018.

Please send a PDF file containing your comments to [audcmp@dodig.mil](mailto:audcmp@dodig.mil). Copies of your comments must have the actual signature of the authorizing official for your organization. We cannot accept the /Signed/ symbol in place of the actual signature. If you arrange to send classified comments electronically, you must send them over the SECRET Internet Protocol Router Network (SIPRNET).

We appreciate the courtesies extended to the staff. Please direct questions to me at (703) 604-9187 (DSN 664-9187).

A handwritten signature in blue ink, appearing to read "M. Roark", is positioned above the typed name.

Michael J. Roark  
Assistant Inspector General  
Contract Management and Payments

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## Acronyms and Abbreviations

# Introduction

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## Objective

We determined whether U.S. Central Command (USCENTCOM) and U.S. Africa Command (USAFRICOM) effectively provided oversight of counternarcotics (CN) activities.<sup>2</sup> Specifically, we reviewed four areas of oversight: operational planning, requirements development and approval, individual activity oversight, and performance measures and after action reports. This report discusses the weaknesses identified during our review. A prior DoD OIG report focused on the Office of the Deputy Assistant Secretary of Defense for CN and Global Threats' (ODASD CN&GT) oversight of CN activities.<sup>3</sup> See the Appendix for our scope, methodology, and prior coverage.

## Background

The DoD conducts CN activities to help partner nations disrupt the transport and transfer of illegal drugs. Illicit drug trafficking and the regional and global movement of violent extremists are closely linked financially, politically, and operationally.<sup>4</sup>

## ***Authorities to Conduct Counternarcotics Activities***

Section 1004 of the FY 1991 National Defense Authorization Act (NDAA), as amended, authorized the DoD to provide support for CN activities of any Federal department or agency.<sup>5</sup> The types of support include:

- transportation of U.S. and foreign national personnel, supplies, and equipment necessary to facilitate CN activities within or outside the United States;
- establishment, including an unspecified minor military construction project, of operating bases or training facilities to facilitate CN activities within or outside the United States; and
- conduct of CN-related training of foreign law enforcement personnel, including associated support expenses for trainees and the provision of materials necessary to carry out such training.

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<sup>2</sup> For the purposes of this report, we will use the term CN to also represent counterdrug activities.

<sup>3</sup> DODIG-2017-119, "The Global Discovery Program and DoD Counternarcotics Agreements," September 11, 2017.

<sup>4</sup> Joint Publication 3-07.4, "Counterdrug Operations," August 14, 2013.

<sup>5</sup> Public Law 101-510, "National Defense Authorization Act for Fiscal Year 1991," section 1004, "Additional Support for Counter-Drug Activities," November 5, 1990.

Section 1033 of the FY 1998 NDAA, as amended, authorized the DoD to provide support for CN activities to foreign governments.<sup>6</sup> The types of support include transferring nonlethal protective and utility personnel equipment; specialized equipment, such as navigation and communications equipment; and repair parts.

### ***Key DoD Organizations with Counternarcotics Responsibilities***

The Under Secretary of Defense for Policy, ODASD CN&GT, Joint Staff J3 Operations Directorate and J5 Plans Directorate, USCENTCOM, and USAFRICOM are responsible for USCENTCOM and USAFRICOM-related CN activities.

#### *Under Secretary of Defense for Policy*

The Under Secretary of Defense for Policy is responsible for developing, coordinating, and overseeing the implementation of DoD drug control policy. The Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict reports to the Under Secretary of Defense for Policy and serves as the DoD Coordinator for Drug Enforcement Policy and Support.

#### *Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats*

The ODASD CN&GT reports to the Assistant Secretary of Defense for Special Operations and Low-Intensity Conflict. The ODASD CN&GT serves as the “focal point for most of the DoD’s CN activities, ensuring that the DoD develops and implements a focused CN program with clear priorities and measured results.”<sup>7</sup> The ODASD CN&GT provides oversight and guidance and transfers CN funds in the DoD Central Transfer Account to the Military Services and Defense Agencies for execution of the Combatant Command’s (COCOM) CN program.<sup>8</sup>

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<sup>6</sup> Public Law 105-85, “National Defense Authorization Act for Fiscal Year 1998,” section 1033, “Authority to Provide Additional Support for Counter-Drug Activities of Peru and Columbia,” November 18, 1997. The authorities in Public Law 101-510, section 1004, and Public Law 105-85, section 1033, were modified in Public Law 114-328, “National Defense Authorization Act for Fiscal Year 2017,” December 23, 2016. However, the scope of this audit was FYs 2014 through 2016 so we do not discuss the updated authorities in this report.

<sup>7</sup> Office of the Under Secretary of Defense (Comptroller)/Chief Financial Officer, “Operation and Maintenance Overview Fiscal Year 2017 Budget Estimates,” February 2016.

<sup>8</sup> The DoD Central Transfer Account is a single budget line item that funds CN activities in the DoD. Although the funding for each COCOM’s CN program is transferred to a Military Service, serving as the COCOM’s Executive Agent, in this report we will refer to the funds transferred to the Military Services for a specific COCOM’s CN program as USCENTCOM or USAFRICOM CN funds because the funds are used to execute the COCOM’s CN activities and COCOM personnel oversee those activities. In addition, USCENTCOM receives overseas contingency operations funding but USAFRICOM does not, so for this report, we will not specify the type of funding.

### *Joint Staff*

The Joint Staff has two directorates, Joint Staff J3 and J5, which perform key CN functions. These functions include serving as the coordinator for all law enforcement agency requests for military support as well as preparing CN strategy, planning guidance, and policy for operations in coordination with the COCOMs, Military Services, and other Federal agencies.

### *U.S. Central Command J3 Interagency Action Group–Counternarcotics*

The USCENTCOM J3 Interagency Action Group (IAG)-CN coordinates, synchronizes, and develops USCENTCOM CN funding priorities to build regional partner capacity. The group's primary functions are to execute the COCOM's CN authorities and to develop and coordinate budget and program support requirements for CN activities. The USCENTCOM J3 IAG-CN consists of four desk officers who are responsible for coordinating requirements and overseeing CN activities in different countries within USCENTCOM's geographic area of responsibility.

### *U.S. Africa Command J51 Counternarcotics and Transnational Threats Programs Division*

To counter transnational threats, such as illicit drug trafficking, the USAFRICOM J51 CN and Transnational Threats Programs division assists security forces from partner nations that have a CN mission.<sup>9</sup> The J51 division consists of six project officers who are responsible for generating and validating CN requirements and overseeing CN activities conducted in different regions within the USAFRICOM area of responsibility. In addition, a seventh project officer is responsible for overseeing all CN construction activities throughout Africa.

### **DoD Counternarcotics Criteria**

In 2011, the ODASD CN&GT developed the DoD CN and Global Threats Strategy that identified a mission and vision for the DoD CN program derived from national guidance.<sup>10</sup> The strategy established an integrated set of strategic goals and objectives that would enable the DoD to limit the impact of illegal drugs and other illicit trafficking organization and networks. The DoD CN and Global Threats Strategy established an agenda for CN activities across all DoD components, supported Federal agencies, and partner nations that focuses on specific, measurable, and attainable outcomes. The ODASD CN&GT also issues an annual memorandum detailing the reporting requirements for DoD agencies, Military Services, and COCOMs that receive CN funding. Specifically, the Military Services and COCOMs are responsible for reporting CN funding obligated each

<sup>9</sup> In July 2017, USAFRICOM reorganized the CN and Transnational Threats Programs division under the J59.

<sup>10</sup> ODASD CN&GT, "DoD Counternarcotics and Global Threats Strategy," April 27, 2011.

quarter during the fiscal year to the ODASD CN&GT.<sup>11</sup> ODASD CN&GT officials stated that they use this funding information to maintain oversight of the COCOMs' CN programs and to respond to any congressional inquiries.

### ***Integration of Counternarcotics into Combatant Command Theater Objectives***

The DoD CN and Global Threats Strategy requires COCOMs to integrate the DoD strategic goals and objectives with the COCOM's respective strategic plans, such as the Theater Campaign Plan (TCP). A TCP provides objectives that are the foundation for the COCOM's CN strategy. Each COCOM is then responsible for planning and executing CN activities within its area of responsibility based on the specific drug-related threats and the objectives in the TCP.

### ***Types of Counternarcotics Activities***

USCENTCOM and USAFRICOM are responsible for conducting CN training, construction, and equipment procurement in accordance with the authorities granted in the NDAAs. USCENTCOM and USAFRICOM provided examples of training activities, to include crime scene management, evidence collection, and airport interdiction; equipment procurements, which include vehicles, patrol boats and spare parts, and communications equipment; and construction, which includes inspection station and border outpost construction and base electrical upgrades.<sup>12</sup> According to the ODASD CN&GT, officials transferred \$496 million to USCENTCOM and USAFRICOM in FYs 2014 through 2016 to fund CN activities.

### ***Sample of Counternarcotics Activities Reviewed***

We nonstatistically selected a sample of three CN activities that each COCOM executed in FYs 2014 through 2016 to review.<sup>13</sup> We selected the sample CN activities by the fiscal year executed, the type of activity, the country, and expended funding, as shown in the following table.

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<sup>11</sup> Although the ODASD CN&GT memorandum requires the Military Services to submit the obligation reports, USCENTCOM and USAFRICOM CN officials stated that the COCOM will coordinate with the Military Services to verify the accuracy of the reported data.

<sup>12</sup> Interdiction includes a variety of events focused on interrupting illegal drugs smuggled by air, sea, or land.

<sup>13</sup> See the Appendix for a discussion on the universe of CN activities used to select the sample activities.

*Table. USCENTCOM and USAFRICOM FYs 2014 through 2016 Sample Activities*

COCOM	FY	Activity Type	Activity Name	Country	Expended Funding
USCENTCOM	2015	Construction	Border Post Facility	Uzbekistan	\$3,542,989
USCENTCOM	2015	Equipment	Boats, Vehicles and Equipment	Pakistan	\$18,332,926
USCENTCOM	2016	Training	Border Interdiction	Tajikistan	Not Provided
USAFRICOM	2014	Equipment	Radio Equipment	Senegal	\$1,000,000
USAFRICOM	2016	Training	Advanced Border Security and Smuggling	Kenya	\$268,742
USAFRICOM	2016	Training	Evidence Collection	Cameroon	\$165,078

Note: USCENTCOM and USAFRICOM, in response to our initial data request in March 2017, provided the dollar values shown in the table.

Source: The DoD OIG.

## Review of Internal Controls

DoD Instruction 5010.40 requires DoD organizations to implement a comprehensive system of internal controls that provides reasonable assurance that programs are operating as intended and to evaluate the effectiveness of the controls.<sup>14</sup>

We identified internal control weaknesses with USCENTCOM and USAFRICOM's oversight of CN activities. Specifically, neither COCOM established procedures for tracking activity completion status and funding. In addition, USCENTCOM did not identify the command's TCP objective that should be achieved with each activity conducted. We will provide a copy of the report to the senior official responsible for internal controls in ODASD CN&GT, USCENTCOM, and USAFRICOM.

<sup>14</sup> DoD Instruction 5010.40, "Managers' Internal Control Program Procedures," May 30, 2013.

## Finding

### **USCENTCOM and USAFRICOM Did Not Provide Effective Oversight of Counternarcotics Activities**

DoD OIG report DODIG-2017-119, issued on September 11, 2017, found that the ODASD CN&GT did not provide effective oversight of CN activities, to include tracking funding transferred to the COCOMs for implementation. Subsequently, we conducted this audit to review the oversight of CN activities at USCENTCOM and USAFRICOM to provide a broader understanding of how the DoD executes its CN program.

USCENTCOM and USAFRICOM did not provide effective oversight at the COCOM level of CN activities in FYs 2014 through 2016. Specifically, neither USCENTCOM nor USAFRICOM maintained reliable data for the completion status and funding of training, equipping, and construction activities. In addition, USCENTCOM could have more effectively planned its CN activities by identifying the command's TCP objective to be achieved with each CN activity conducted.

This occurred because USCENTCOM and USAFRICOM did not establish procedures for tracking the completion status and funding of each CN activity. Instead, both USCENTCOM and USAFRICOM relied on the Military Service components and partner agencies to track CN activity funding. Additionally, USCENTCOM did not have a formal process for linking individual activities to the TCP objective.

As a result, USCENTCOM and USAFRICOM cannot determine whether their CN programs effectively used the \$496 million reported as transferred from ODASD CN&GT in FYs 2014 through 2016 to counter illicit drug trafficking. Specifically, the USCENTCOM and USAFRICOM CN programs lacked continuity in their program management resulting in incoming CN officials implementing inconsistent processes. Consequently, without consistently tracking funding, USCENTCOM and USAFRICOM could be using inaccurate data when reporting funding to ODASD CN&GT and may not know how much funding they have available for unfunded CN activities. For example, USAFRICOM CN officials missed an opportunity to use unspent funds because they were not aware that a law enforcement agency did not spend about \$805,000 of USAFRICOM CN funds obligated in FYs 2014 and 2015.

## USCENTCOM and USAFRICOM Did Not Provide Effective Oversight of Counternarcotics Activities

USCENTCOM and USAFRICOM did not provide effective oversight of CN activities in FYs 2014 through 2016. Specifically, neither COCOM maintained reliable data for the completion status—whether activities were planned, executed, or canceled—or for the funding of training, equipping, and construction activities. In addition, USCENTCOM did not effectively plan its CN activities by identifying the command’s TCP objective to be achieved with each CN activity conducted.

### ***USCENTCOM Did Not Maintain Reliable Data for the Completion Status and Funding of Counternarcotics Activities***

In March 2017, we requested that USCENTCOM CN officials provide a list of all CN activities from FYs 2014 through 2016 from which to select our sample activities. USCENTCOM CN officials provided two spreadsheets for each fiscal year. However, none of the spreadsheets tracked whether the CN activities were planned, executed, or canceled, and USCENTCOM CN officials could not confirm which activities had been executed.



USCENTCOM CN officials could not confirm which activities had been executed.

USCENTCOM CN officials later provided two additional spreadsheets for activities executed in FYs 2014 through 2016. However, USCENTCOM did not link the activities in the two additional spreadsheets to those in the initial spreadsheets provided, which USCENTCOM CN officials used to track the overall CN program. For example, from the additional data, we selected an FY 2016 Border Interdiction training in Tajikistan; yet, the same training activity was not included on the spreadsheets USCENTCOM used to track its overall CN program.

USCENTCOM CN officials were also unable to provide complete and reliable funding data for CN activities from FYs 2014 through 2016. Specifically, we requested a universe of activities, to include the amount of CN funding provided for each activity executed. USCENTCOM CN officials could not provide a complete list of executed training activities and the associated funding data for each activity. In April 2017, USCENTCOM CN officials responded to our March 2017 request with a list of 154 training activities executed in FYs 2014 through 2016.<sup>15</sup> Yet, USCENTCOM CN officials did not provide any funding data associated with the activities listed, such as the amounts budgeted, obligated, expended, and unused.

<sup>15</sup> For the purpose of this audit, we only reviewed contracted trainings and did not review trainings conducted by military personnel. Therefore, the number of trainings conducted is not inclusive of all training conducted on behalf of USCENTCOM.

We requested that USCENTCOM provide supporting documentation for the budgeted, obligated, expended, and unused amounts for the FY 2016 Border Interdiction training activity in Tajikistan. In response, USCENTCOM CN officials provided inconsistent expended amounts and supporting documentation for this activity. For example, in May 2017, USCENTCOM CN officials stated in an e-mail that the budgeted and expended amount for the activity was \$74,560. However, in June 2017, USCENTCOM CN officials provided a document showing that the expended amount was \$87,230 for the training. USCENTCOM did not reconcile the Military Service's data for expended funding amounts for individual trainings with its spreadsheets used to track its overall program.

We also selected an FY 2015 Border Post Facility construction activity in Uzbekistan and, from March through June 2017, USCENTCOM CN officials provided seven different sources of funding data. For example, the budgeted funding for the Border Post Facility varied between \$3 and \$3.55 million. In addition, only one of the seven sources indicated that \$37,000 was unused.

### ***USCENTCOM Did Not Link Activities to Command Objectives***

USCENTCOM did not identify the TCP objective that the DoD should achieve with each activity conducted. Specifically, USCENTCOM did not provide documentation to link each activity we reviewed to a TCP objective. For example, USCENTCOM provided documentation identifying three objectives for a training course in Tajikistan, but none of the objectives were developed by USCENTCOM CN officials and none linked the activity to the USCENTCOM TCP. The contractor that administered the training developed one of the objectives provided by USCENTCOM CN officials for the Tajikistan training activity. USCENTCOM cannot determine whether CN activities contributed to accomplishing its overall command objectives without clearly identifying the USCENTCOM objective to be achieved.

### ***USAFRICOM Did Not Maintain Reliable Data for the Completion Status and Funding of Counternarcotics Activities***

USAFRICOM CN officials did not maintain reliable data to track the completion status of training, equipping, and construction activities. We requested that USAFRICOM provide a universe of all CN activities from FYs 2014 through 2016 from which to select our sample activities. USAFRICOM CN officials provided individual spreadsheets for FYs 2014 through 2016 that they used to track training, equipping, and construction activities. However, the type of information tracked for each activity varied over the three-year period indicating an inconsistent level of oversight of CN activities. For example, in FY 2016, USAFRICOM CN officials

tracked each activity by a specific identification code, the budgeted and expended costs, and the completion status of the activity. Yet, this data was not consistently tracked in other fiscal years. For example, in FY 2015, USAFRICOM officials tracked four separate training activities using the same name, making it difficult to track the status of each activity.

USAFRICOM CN officials also provided an additional spreadsheet specifically for construction activities that was organized into sections for planned, executed, and canceled. However, the activity data on the construction spreadsheet was not consistent with the construction activities listed in the other spreadsheets USAFRICOM provided. For example, we selected an FY 2015 classroom construction activity in Niger. When we requested documentation for the activity, USAFRICOM CN officials stated that the activity was canceled, although none of the spreadsheets previously provided listed the activity as canceled.

### *USAFRICOM Also Did Not Consistently Track Funding of Counternarcotics Activities*

USAFRICOM CN officials did not consistently track the funding of individual CN activities from FYs 2014 through 2016. Upon request, USAFRICOM CN officials provided two different spreadsheets representing CN activities for the same fiscal year, FY 2014. One spreadsheet listed 55 activities with a total of \$15 million of funds budgeted. The other spreadsheet listed 134 activities with different funding data totaling \$24 million of funds budgeted, obligated, and expended. In addition, the budgeted, obligated, and expended amounts on the second spreadsheet were identical for each activity, causing the team to question the reliability of the data. USAFRICOM CN officials could not verify which set of data was complete and accurate. We selected an FY 2014 Radio Equipment procurement for Senegal, which USAFRICOM listed as budgeted for \$1.1 million on one spreadsheet, and listed the total budgeted, obligated, and expended for the radios as \$3.1 million on the other.



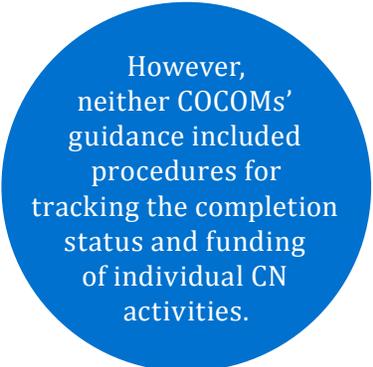
USAFRICOM CN officials could not verify which set of data was complete and accurate.

USAFRICOM CN officials also provided inconsistent data for an FY 2016 Evidence Collection training activity in Cameroon. USAFRICOM officials stated that \$143,493 was budgeted for the activity; however, the spreadsheet used to track all FY 2016 activities indicated that \$94,620 was budgeted and \$165,078 was obligated for the training activity. In addition, USAFRICOM CN officials stated that they could not provide the amount expended because of a law enforcement agency error in tracking funding.

## USCENTCOM and USAFRICOM Did Not Establish Procedures for Tracking Counternarcotics Activities

USCENTCOM and USAFRICOM did not provide effective oversight of CN activities in FYs 2014 through 2016 primarily because they did not establish procedures for tracking CN activities. ODASD CN&GT officials stated that they relied on the COCOMs to provide oversight of CN activities. However, USCENTCOM and USAFRICOM did not establish procedures to track whether an activity was planned, executed, or canceled. USCENTCOM and USAFRICOM also did not establish procedures to track the budgeted, obligated, expended, and unused funding for individual CN activities. Instead, both USCENTCOM and USAFRICOM relied on the Military Service components and partner agencies to track CN activity funding. In June 2017, ODASD CN&GT officials confirmed that USCENTCOM and USAFRICOM are responsible for tracking the budgeted and obligated funding data for individual CN activities. ODASD CN&GT officials also stated that USCENTCOM and USAFRICOM should track the approximate expended and unused funds for CN activities to verify how much has been executed to date and what other activities can be executed during the remainder of the fiscal year. However, the ODASD CN&GT has not established formal guidance on the level of oversight required by USCENTCOM and USAFRICOM. As part of the procedures recommended in DODIG-2017-119, the ODASD CN&GT should define the COCOMs' and Military Services' roles and responsibilities for oversight of CN activities, to include tracking the completion status and funding of individual CN activities.

USAFRICOM issued guidance that discussed only the development of training and construction requirements and high-level roles and responsibilities for the USAFRICOM J51. USCENTCOM issued three separate draft guidances that established business rules for submitting funding reprogramming requests to the ODASD CN&GT, the use of CN funds at U.S. Embassies, and creation of a database, which is pending implementation. However, neither COCOMs' guidance included procedures for tracking the completion status and funding of individual CN activities. USCENTCOM and USAFRICOM should develop procedures to track the completion status and the budgeted, obligated, expended, and unused funding for individual CN activities.



However, neither COCOMs' guidance included procedures for tracking the completion status and funding of individual CN activities.

In addition, USCENTCOM did not have a formal process directly linking individual CN activities to the USCENTCOM TCP objectives, which focus on the specific drug- and trafficking-related threats in the USCENTCOM area of responsibility. USAFRICOM had a process in place to link its individual CN activities to the

USAFRICOM TCP CN program objectives to identify how each activity would achieve the USAFRICOM's Commander's objectives in its area of responsibility. Specifically, USAFRICOM CN officials identified and documented the specific TCP objective related to each CN activity during the command's annual internal requirements approval process before submitting activities to ODASD CN&GT for approval. The ODASD CN&GT DoD CN and Global Threats Strategy required each COCOM to integrate the DoD CN objectives into its respective TCP. Although USCENTCOM included its CN program in their TCP, linking each CN activity to the TCP objectives can ensure each CN activity is planned and executed to achieve the Commander's goals. USCENTCOM should develop procedures to link CN activities to the command's TCP objectives prior to command approval to execute the activity.

### **Lack of Continuity for Overseeing Counternarcotics Activities Could Lead to Misreported or Unused Funds**

As a result, USCENTCOM and USAFRICOM cannot determine whether their CN programs effectively used the \$496 million reported as transferred from ODASD CN&GT in FYs 2014 through 2016 to counter illicit trafficking. Specifically, USCENTCOM and USAFRICOM CN programs lacked continuity resulting in incoming CN officials implementing inconsistent processes. For example, USCENTCOM CN officials stated that a vacant financial analyst position resulted in unreconciled funding sources for an FY 2015 Border Post Facility construction activity. In another case, the USAFRICOM J51 Deputy Division Chief and financial analyst were unable to explain existing CN fund tracking to a new USAFRICOM CN financial analyst, resulting in the incoming analyst implementing her own unique processes for tracking individual activity funding. Until USCENTCOM and USAFRICOM develop and document procedures for various CN personnel positions, such as the financial analyst, to ensure continuity, successive personnel may continue to track CN activities differently, and the level of completion status and funding data tracked will likely remain inconsistent.

In addition, without consistently tracking the funding of CN activities, USCENTCOM and USAFRICOM could be using inaccurate data to report the amount of funding obligated for CN activities to the ODASD CN&GT. For example, the ODASD CN&GT relied on USCENTCOM spreadsheets to respond to congressional inquiries about USCENTCOM's CN program; however, as previously discussed, the USCENTCOM spreadsheet provided to the ODASD CN&GT understated funding for an FY 2015 construction activity by about \$550,000. In addition, the spreadsheet USCENTCOM used to track obligations did not track funding by individual activities.

Without reliable funding data, USCENTCOM and USAFRICOM also cannot track unused funds that could be used for other CN activities, leaving potential activities unexecuted. Based on data provided by the ODASD CN&GT as of June 2017, at least \$128 million of USCENTCOM and USAFRICOM CN funds were unused in FYs 2014 through 2016 that could have been used to execute other CN activities.<sup>16</sup> Because of the weaknesses identified in tracking CN funding, we believe that the unused amount could be higher if a portion of the funding that was reported as obligated was then not expended. For example, USAFRICOM CN officials were unaware that a law enforcement agency did not expend about \$805,000 of USAFRICOM CN funds obligated in FYs 2014 and 2015.<sup>17</sup>

Furthermore, USCENTCOM CN officials were unable to determine whether the outcome of individual CN activities achieved the Commander's intended purpose. The COCOM cannot measure the effectiveness of its CN program to further the Commander's goals and objectives in the USCENTCOM area of responsibility without linking CN activities to a TCP objective.

## **Oversight Weaknesses Identified in Prior DoD OIG Report on Counternarcotics Activities**

DoD OIG report DODIG-2017-119, issued on September 11, 2017, found that the ODASD CN&GT did not provide effective oversight of CN activities, to include tracking funding after the funds were transferred to the COCOMs for implementation. ODASD CN&GT officials stated that they relied on COCOM personnel to provide oversight. However, the COCOMs could not consistently provide evidence of oversight or relied on other agencies to provide supporting documentation when requested. As a result, report DODIG-2017-119 recommended that the ODASD CN&GT develop procedures that defined roles and responsibilities for tracking CN funding and maintaining oversight of CN programs. ODASD CN&GT agreed with the recommendation and stated the office will perform a procedural review to clearly define roles and responsibilities.

During this audit, we also observed a lack of defined roles and responsibilities for conducting oversight of CN activities at USCENTCOM and USAFRICOM. For example, USAFRICOM stated it has primary responsibility for tracking its CN funding, while USCENTCOM stated that it relied primarily on the Military Services to track CN activity funding. The ODASD CN&GT and the COCOMs'

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<sup>16</sup> The total includes only funding that was unused for training, construction, and equipment related CN activities.

<sup>17</sup> USAFRICOM CN officials stated that the law enforcement agency comingled CN funds with other funds and could not accurately report to USAFRICOM the amount of funds expended to execute CN trainings in the two fiscal years. USAFRICOM CN officials stated that the law enforcement agency executed 20 training classes, and based on the budgeted cost of the trainings, that left \$805,000 unused. However, the amount unused could be higher or lower because USAFRICOM does not know how much was actually expended for the trainings executed.

lack of effective program management identified in DODIG-2017-119 and this report raises the larger concern of the DoD's inability to manage its CN program and maximize opportunities to assist its partner nations in their CN efforts. Additionally, without effective program management at the DoD's strategic and operational levels, the DoD lacks the ability to make informed decisions and hold agencies and officials accountable for mismanaged funds.

## **Management Actions Taken**

In April and July 2017, we advised USCENTCOM J3 IAG-CN and USAFRICOM J51 CN and Transnational Threats Programs division officials of the deficiencies related to the oversight of CN activities. Specifically, we addressed the lack of reliable data related to the completion status and funding of CN activities in FYs 2014 through 2016, as well as the lack of established procedures for maintaining oversight of CN activities. In addition, we advised USCENTCOM J3 IAG-CN officials regarding the lack of procedures for linking CN activities to the USCENTCOM TCP objectives.

### ***USCENTCOM Actions to Address Oversight Deficiencies***

The USCENTCOM J3 IAG-CN Division Chief agreed with our findings and initiated corrective actions. USCENTCOM CN officials agreed to update and consolidate their draft business rules to address the lack of documented procedures to track the funding of CN activities. The updated business rules provided to us in August 2017 included instructions for tracking, managing, and reconciling, on a monthly and fiscal year-end basis, the budgeted and obligated funding for individual CN activities. USCENTCOM's updated business rules also require CN officials to conduct a self-audit of at least two activities each fiscal year to ensure that information received from the Military Services is correct.

### ***USAFRICOM Actions to Address Oversight Deficiencies***

The USAFRICOM J51 Division Chief agreed with our findings and initiated corrective actions. Because of DODIG-2017-119, USAFRICOM officials had taken several steps prior to our site visit to increase the oversight of CN activities. Specifically, USAFRICOM officials developed a Spend Plan spreadsheet that included data to track the completion status and funding of each CN activity during the fiscal year. In addition, USAFRICOM implemented the Integrated USAFRICOM Theater Synchronization System as the program of record for all security cooperation activities, including CN.<sup>18</sup> USAFRICOM also instituted a requirement validation and approval process, which ensured a clear link between each activity and the USAFRICOM TCP objectives related to CN.

<sup>18</sup> The Integrated USAFRICOM Theater Synchronization System is a web-based system that tracks data for individual CN activities, such as the activity's identification code, the TCP objective related to the activity, the type of activity, a description of the activity, applicable funding data, and the completion status of the activity.

In addition, in response to our finding, the USAFRICOM J51 developed formalized standard operating procedures for maintaining oversight of CN activities.<sup>19</sup> The procedures include documenting the roles and responsibilities for key personnel, such as the J51 Deputy Division Chief and financial analyst; requiring use of the Spend Plan to track individual CN activities; and implementing a process for weekly reconciliation between the Spend Plan and the financial analyst's funding data. This reconciliation process allows the USAFRICOM J51 to track expended and unused funds and identify activities available to execute. A USAFRICOM CN official stated that, in the long-term, the web-based Integrated USAFRICOM Theater Synchronization System would be used to track completion status and funding data for all CN activities. To further test the reliability of USAFRICOM's oversight, the USAFRICOM J51 standard operating procedures also require CN officials to conduct an annual self-audit to ensure that CN activities are adequately tracked.

## Recommendations, Management Comments, and Our Response

### ***Recommendation 1***

**We recommend that, as part of the processes and procedures recommended in DODIG-2017-119, the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats define the Combatant Commands' and Military Services' roles and responsibilities for oversight of counternarcotics activities, to include tracking the completion status and funding of individual counternarcotics activities.**

### *Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats Comments*

The Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats agreed with the recommendation, stating that as the policy lead for the DoD CN program, the ODASD CN&GT will develop a DoD Instruction that will outline the roles and responsibilities of various DoD components, including the COCOMs and Military Services, that carry out the DoD's CN program. This DoD Instruction will reflect recent changes to longstanding DoD CN authorities made in the FY 2017 NDAA and will be coordinated with the Director of the Defense Security Cooperation Agency, who is now responsible for the implementation of training and equipping programs of foreign security forces under Chapter 16 of Title 10.

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<sup>19</sup> USAFRICOM ACJ59-CTTP 0900-03-N.01B, "Counternarcotics and Transnational Threats Program (CTTP) Division," Standard Operating Procedure, August 4, 2017.

### *Our Response*

The Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats' comments addressed all specifics of the recommendation and no further comments are required. The Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats did not provide a proposed completion date for the issuance of this DoD Instruction. We will close this recommendation once we receive the signed DoD Instruction and verify that the information fully addresses the recommendation.

## **Recommendation 2**

**We recommend the Director, U.S. Central Command J3, develop and formalize procedures to:**

- a. Track the completion status and funding of counternarcotics activities to improve the overall management and execution of counternarcotics activities and ensure that unused funds are used to execute other activities throughout the fiscal year.**

### *U.S. Central Command J3 Comments*

The USCENTCOM J3 IAG-CN Division Chief, responding for the Director, USCENTCOM J3, agreed with the recommendation. He stated that USCENTCOM has developed processes to obtain obligation data from the Military Services and partner agencies that execute USCENTCOM CN activities, to include monthly reconciliation and completion of a budget reconciliation at the end of the fiscal year. These processes have been formalized in the command's CN program consolidated business rules. In addition, USCENTCOM participated in the annual Financial Program Management Review in December 2017 to review the CN funding. Specifically, USCENTCOM reviewed planned obligations, recognized programmatic shortfalls and excesses, and identified potential unfunded requirements. Lastly, USCENTCOM initiated audits of two CN activities, as required by the command's CN program consolidated business rules.

### *Our Response*

The USCENTCOM J3 IAG-CN Division Chief's comments partially addressed the recommendation; therefore, the recommendation is unresolved. The actions taken address tracking budgeted and obligated CN funding amounts. However, based on our review of the comments received and the consolidated business rules, USCENTCOM CN officials have not established procedures for tracking the completion status and the approximate expended and unused funding for CN activities. We request that the USCENTCOM J3 describe the specific actions it will take to track the completion status and the approximate expended and unused

funding for CN activities during the fiscal year and not just at year's end during a budget reconciliation. In addition, we request that USCENTCOM provide the approved business rules, the results of the Financial Program Management Review, and the results of the two audits, when completed.

- b. Link each counternarcotics activity to the Theater Campaign Plan to ensure that counternarcotics activities approved by the command are conducted in support of the command's overall counternarcotics objectives.**

### *U.S. Central Command J3 Comments*

The USCENTCOM J3 IAG-CN Division Chief, responding for the Director, USCENTCOM J3, agreed with the recommendation, stating that they follow USCENTCOM's security cooperation lead, CCJ5, for processes to develop activities and programs in support of the USCENTCOM TCP. He further stated that USCENTCOM perceived that the audit team focused on budget tracking mechanisms to the exclusion of the larger command security cooperation enterprise. However, USCENTCOM does not plan, budget for, and execute a CN program unilaterally. USCENTCOM security cooperation program guidance also details the process for developing, prioritizing, and synchronizing USCENTCOM security cooperation activities to achieve the intermediate military objectives in the TCP. In addition, USCENTCOM follows the command's process for developing Country Security Cooperation Plans that support the TCP.

### *Our Response*

The USCENTCOM J3 IAG-CN Division Chief's comments partially addressed the recommendation; therefore, the recommendation is unresolved. While we agree that the security cooperation enterprise, including the command's CN program, is a collaborative effort between several USCENTCOM components, the USCENTCOM J3 IAG-CN is a key player in the planning, budgeting, and execution of individual CN activities. During the audit, USCENTCOM CN officials provided a spreadsheet documenting the link between FY 2018 CN activities and the USCENTCOM TCP objectives. The process that USCENTCOM references for developing USCENTCOM security cooperation activities and the Country Security Cooperation Plans illustrates that USCENTCOM does consider the TCP objectives during its annual planning process; however, the linkage is not documented at the individual activity level. USCENTCOM J3 should develop and document a process to link individual activities to the TCP, as done with the FY 2018 activities. We request that the USCENTCOM J3 describe the specific actions it will take to continue documenting the link between CN activities and the USCENTCOM TCP beyond FY 2018.

***Recommendation 3***

**We recommend that the Director, U.S. Africa Command J5, develop and formalize procedures to track the completion status and funding of counternarcotics activities to improve the overall management and execution of counternarcotics activities and ensure that unused funds are used to execute other activities throughout the fiscal year.**

***USAFRICOM Management Actions Taken and Our Response***

The USAFRICOM J51 Division Chief agreed with our findings and initiated corrective actions. The actions taken addressed our recommendation; therefore, we consider this recommendation closed.

## Appendix

### Scope and Methodology

We conducted this performance audit from February 2017 through November 2017 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our findings and conclusions based on our audit objectives. We believe that the evidence obtained provides a reasonable basis for our findings and conclusions based on our audit objective.

To gain an understanding of the authority to conduct CN activities in the USCENTCOM and USAFRICOM areas of responsibility, we reviewed the following criteria.

- FYs 1991, 1998, and 2017 NDAAs
- Joint Publication 3-07.4, “Counterdrug Operations”
- ODASD CN&GT, “Performance Metrics System Standard Operating Procedures”
- USAFRICOM Instruction 3900.04, “USAFRICOM Counterdrug Program”

We developed four focus areas to evaluate USCENTCOM and USAFRICOM’s oversight of CN activities.

- Operational planning
- Requirements development and approval
- Individual activity oversight
- Performance measures and after action reports

We conducted interviews with officials from the ODASD CN&GT and Joint Staff. We conducted a site visit to USCENTCOM Headquarters in Tampa, Florida, in March 2017, and USAFRICOM Headquarters in Stuttgart, Germany, in April 2017, to determine whether USCENTCOM and USAFRICOM had effective processes in place to provide oversight of CN activities. We met with officials from the USCENTCOM J3 IAG-CN Directorate and USAFRICOM J51 CN and Transnational Threats Programs division. To discuss roles, responsibilities, and procedures for oversight of CN activities, we interviewed, among others, the:

- USCENTCOM J3 IAG-CN:
  - Division Chief,
  - Regional Programs Branch Chief,
  - Policy and Budget Branch Chief, and
  - Desk Officer for Kazakhstan;

- USAFRICOM J51 CN and Transnational Threats Programs:
  - Division Chief,
  - Deputy Division Chief,
  - Financial Analyst, and
  - Project Officers.

We evaluated USCENTCOM and USAFRICOM processes to plan CN activities each fiscal year, develop and approve CN requirements, and gather performance metrics for the CN program. To evaluate oversight of individual activities, we requested that USCENTCOM and USAFRICOM CN officials provide a list of all CN activities from FYs 2014 through 2016, to include funding data. We received multiple spreadsheets; however, the documentation provided had incomplete funding data. In addition, we received multiple sets of data for one fiscal year. We nonstatistically selected a sample of activities; however, due to the problems identified with USCENTCOM and USAFRICOM's tracking of CN activities, the universe we received may not be complete or accurate. Specifically, we nonstatistically selected a sample of three CN activities from each COCOM that were executed from FYs 2014 through 2016. See the background of the report for more information on the sample activities selected.

We analyzed documentation for each sample activity to determine if USCENTCOM and USAFRICOM:

- completed the required documentation during the requirements approval process;
- demonstrated oversight of each activity, to include tracking the completion status and funding of the activity; and
- completed an after action report to ensure the activity achieved its intended purpose.

For this report, we only discuss the areas where weaknesses were identified, primarily those areas involving activity oversight and tracking.

## **Use of Computer-Processed Data**

We did not use computer-processed data to perform this audit.

## Prior Coverage

During the last five years, the the Government Accountability Office (GAO) and the Department of Defense Office of the Inspector General (DoD OIG) issued two reports discussing U.S.-provided support for conducting CN activities. Unrestricted GAO reports can be accessed at <http://www.gao.gov>. Unrestricted DoD OIG reports can be accessed at <http://www.dodig.mil/reports.html/>.

### **GAO**

Report No. GAO-12-824, “Counternarcotics Assistance: U.S. Agencies Have Allotted Billions in Andean Countries, but DoD Should Improve Its Reporting of Results,” July 10, 2012

The DoD reported tracking several performance measures of CN activities, but the DoD’s IG was unable to attest to the reliability of the DoD’s reporting to the Office of National Drug Control Policy. As a result, the Office of National Drug Control Policy lacks assurance of the accuracy of information it receives from the DoD and, in turn, reports to Congress.

### **DoD OIG**

Report No. DODIG-2017-119, “The Global Discovery Program and DoD Counternarcotics Agreements,” September 11, 2017

The ODASD CN&GT did not effectively manage the Global Discovery Program for the ATR 42-500 aircraft that was intended to be used for CN missions in Afghanistan. This significantly contributed to the program’s failure. Additionally, ODASD CN&GT personnel did not effectively manage 13 Department of Justice and DoD CN agreements, valued at \$41.5 million.

## Management Comments

### Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats



SPECIAL OPERATIONS /  
LOW-INTENSITY CONFLICT

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

DEC 15 2017

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

SUBJECT: U.S Central Command and U.S. Africa Commands' Oversight of Counternarcotics  
Activities (Project No. D2017-D000JB-0082.000)

The Office of the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats (DASD (CNGT)) has reviewed the subject report and concurs with Recommendation 1: *We recommend that, as part of the process and procedures recommended in DoDIG-2017-119, the Office of the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats define the Combatant Commands' and Military Services' roles and responsibilities for the oversight of counternarcotics activities, to include tracking the completion status and funding of individual counternarcotics activities.*

As the policy lead for Department of Defense counterdrug programs, my office is drafting a DoD Instruction that will outline the roles and responsibilities of various Defense components, including the Combatant Commands and Military Services, that carry out DoD's counterdrug program. This instruction will reflect recent changes to longstanding DoD counterdrug authorities through the National Defense Authorization Act for FY 2017 and will be coordinated with the Director of the Defense Security Cooperation Agency who is now responsible for the implementation of training and equipping programs of foreign security forces under Chapter 16 of Title 10.

My point of contact for this action is Mr. Robert Vierkant [REDACTED].

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

## U.S. Central Command



UNITED STATES CENTRAL COMMAND  
7115 SOUTH BOUNDARY BOULEVARD  
MACDILL AIR FORCE BASE, FLORIDA 33621-5101

11 December 2017

MEMORANDUM FOR UNITED STATES CENTRAL COMMAND INSPECTOR  
GENERAL (CCIG)

SUBJECT: Response to DODIG Draft Report, "U.S. Central and U.S. Africa  
Commands' Oversight of Counternarcotics Activities," Project No. D2017-  
D000JB-0082.000 (USCENTCOM Tasker USCC1733458209)

1. DODIG requested U.S. Central Command (USCENTCOM) review the draft audit report and concur or non-concur with the report's recommendations. CCJ3-IAG-CN Division concurs with the recommendations and provides additional information in this response on our progress to resolve the two DODIG's recommended actions for USCENTCOM. The following information is provided for consideration.

2. Actions USCENTCOM has taken to resolve DODIG's recommendations:

- a. Recommendation 2.a.: DODIG recommends USCENTCOM track the completion status and funding of counternarcotics activities to improve the overall management and execution of counternarcotics activities and ensure unused funds can be used to execute other activities throughout the fiscal year. In response, USCENTCOM has:
  - 1) Developed processes to obtain obligation data from the Services and agencies executing DoD funded counterdrug activities in support of USCENTCOM. This includes monthly reconciliation and completing a budget reconciliation at the completion of the fiscal year. These processes have been formalized in the program's consolidated business rules which were previously provided to DODIG.
  - 2) Conducted an annual financial program management review (FPMR). The FPMR is held annually in December and is USCENTCOM's counterdrug financial community's opportunity to review the counterdrug financial program supporting the Central Region. USCENTCOM conducted its most recent FPMR from 6 – 7 December 2017 at MacDill Air Force Base, Florida. Thirty-eight personnel from fourteen agencies were represented including the Office of the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats, U.S. Africa Command, Department of

## U.S. Central Command (cont'd)

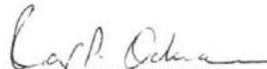
the Army, Secretary of the Air Force, Department of the Navy, Service contracting agencies, program action arms, and Base and USCENTCOM budget offices. During the FPMR USCENTCOM reviewed planned obligations; recognized programmatic shortfalls and excesses; and identified potential unfunded requirements.

- 3) Initiated annual audits of select program activities. During the FPMR on 7 December 2017, USCENTCOM identified two activities to audit for 2017 fiscal year. The activities audited for 2017 are "USCENTCOM Support to the Joint Narcotics Analysis Center," and "Regional Narcotics Interagency Fusion Cell." The audit will be conducted in accordance with USCENTCOM's established business rule for annual audits. The audit validates funding data provided to these agencies and provides clarity and confidence in USCENTCOM's ability to accurately track funding outside this headquarters.
- b. Recommendation 2.b.: DODIG recommends USCENTCOM link each counternarcotics activity to the Theater Campaign Plan to ensure that counternarcotics activities approved by the command are conducted in support of the command's overall counternarcotics objectives. In response, USCENTCOM:
- 1) Follows the Command's security cooperation lead, CCJ5, for processes to develop activities and programs in support of the Command's Theater Campaign Plan (TCP). USCENTCOM's perception is that DoDIG auditors focused on budget tracking mechanisms to the exclusion of the larger Command security cooperation enterprise. However, USCENTCOM does not plan, budget for, and execute a counterdrug program unilaterally.
  - 2) Participates in the security cooperation program as defined by USCENTCOM's TCP "*Annex O to USCENTCOM CONPLAN 1000-17: Security Cooperation (U)*." This annex provides guidance for the development, prioritization and synchronization of USCENTCOM security cooperation activities to achieve the intermediate military objectives (IMOs) and end states provided in the TCP. A copy of the classified annex is provided.
  - 3) Follows the Command's business rules outlining the development of Country Security Cooperation Plans (CSCP) that support the TCP. The business rules are found in, "*Appendix 1 to Annex O to USCENTCOM CONPLAN 1000-17: Country Security Cooperation Plan Business Rules and Instructions (U)*." The appendix details the process to develop CSCPs

## U.S. Central Command (cont'd)

that support USCENTCOM TCP IMOs theater objective and end states. A copy of the classified annex is provided.

3. We sincerely appreciate the efforts of the DODIG to review our counterdrug program and believe that as a result of the audit we have strengthened our internal controls and significantly improved our management and oversight of Department of Defense (DoD) counternarcotics funding. My technical expert for your questions or concerns is Mr. Scott Funk [REDACTED].

  
RANDY P. OCKMAN  
GS-15, DAFC  
Division Chief

## Acronyms and Abbreviations

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<b>CN</b>	Counternarcotics
<b>COCOM</b>	Combatant Command
<b>IAG</b>	Interagency Action Group
<b>NDAA</b>	National Defense Authorization Act
<b>ODASD CN&amp;GT</b>	Office of the Deputy Assistant Secretary of Defense for Counternarcotics and Global Threats
<b>TCP</b>	Theater Campaign Plan
<b>USAFRICOM</b>	U.S. Africa Command
<b>USCENTCOM</b>	U.S. Central Command



# **Whistleblower Protection**

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

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