



Office of Inspector General

Washington Metropolitan Area Transit Authority



Annual Audit and Special Projects Plan Fiscal Year 2023

Acting Inspector General's Message to the Board of Directors

I am pleased to present the Washington Metropolitan Area Transit Authority (WMATA) Office of Inspector General's (OIG) 2023 Annual Audit and Special Projects Plan. The plan is part of OIG's mission to combat fraud, waste and abuse, safeguard WMATA assets, and promote economy and efficiency.

OIG has a talented group of Auditors, Special Agents, Analysts and Administrative staff dedicated to OIG's mission. Through our Audits, Investigations and Evaluations, OIG is positioned to provide a fair, balanced, and independent view and make recommendations that affect change within WMATA.

This plan sets forth OIG's strategy for identifying priority issues and managing its workload and resources. Our planned work is organized around several focus areas:

- Safety, Reliability, and Customer Service
- Financial Management
- Information Technology
- Procurement
- Human Capital
- Asset Management

On November 5, 2021, Congress passed the Infrastructure Investment and Jobs Act¹ (IIJA) that strengthened OIG's independence by requiring that we obtain legal advice from a counsel reporting directly to the Inspector General, have our own contracting authority, and have the authority to select and appoint officers and employees.

We are currently in unprecedented times as WMATA continues to recover its ridership and revenue from the COVID-19 pandemic. In October 2021, WMATA suffered a derailment that further affected operations. We will continue to focus on high risk and high impact areas including safety, cybersecurity, procurement, and workforce issues. In addition, we will focus on the recently passed IIJA, which includes \$150 million of direct funding for WMATA in each of fiscal years 2022 to 2030. We plan to cover capital funding, asset management and cybersecurity issues as well as other topics outlined specifically in the IIJA.

The OIG sought input in developing the plan from the Interim General Manager/Chief Operating Officer, the Board of Directors, and the Executive Management team. Our plan also incorporates prior OIG work. We considered many suggestions, however due to limitations in staff, we focused on high impact areas.

Last year OIG completed 48 contract and 3 program audits with recommended savings totaling \$25.3 million. This year OIG hopes to conduct over 50 contract audits and at

¹ Pub. L. No. 117-58, 135 Stat. 429 (2021).

least 5 program audits. In FY 2022, OIG's overall return on investment was 2.5 to 1 which means for every dollar OIG spent in operations, we returned \$2.50 to the Authority.

Our plan aligns with WMATA's 2019-2028 strategic plan entitled "Keeping Metro Safe, Reliable & Affordable." Although the plan is a projection of what the OIG would like to accomplish in FY 2023, other issues may rise in importance and require our resources. The OIG Office of Investigations is a more reactive component of OIG and, therefore, not covered by this plan.

I look forward to continuing to work with the Board, WMATA management, and other stakeholders in meeting our goals, fulfilling our mission, and helping customers, employees and contractors travel safely through our system.

I would like to thank the Board and WMATA management for their collaborative efforts in developing this annual plan with the OIG.



Rene Febles
Acting Inspector General

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Summary of Audits for Fiscal Year 2023

This audit plan is linked with WMATA's 2019-2028 strategic plan entitled "Keeping Metro Safe, Reliable & Affordable." The strategic plan identifies the major challenges and critical risk areas facing WMATA and identifies opportunities for the region to work collaboratively to meet these challenges. OIG audit resources will be directed in these areas in an optimum fashion as well as to return funds to WMATA.

The process we used to select and prioritize proposed audits was disciplined and risk based. Regarding priorities, we considered:

1. Mandatory requirements;
2. Critical agency risk areas;
3. Emphasis by the Board, the Interim GM/CEO, or other senior WMATA officials;
4. A program's susceptibility to fraud, manipulation, or other irregularities;
5. Dollar magnitude or resources involved in the proposed audit area;
6. Newness, changed conditions, or sensitivity of an organization, program, function, or activities;
7. Prior audit experience, including the adequacy of internal controls; and
8. Availability of audit resources.

We also developed an audit planning assessment process that considers the nature, scope, trends, special problems, vulnerabilities, and inherent risks of WMATA's programs and operations. We concentrated our assessment on the following strategic, operational, and financial criteria:

- Safety / Regulatory / Compliance
- Information Technology / Cybersecurity
- Financial Exposure
- Mission Critical Operations
- Audit Experience
- Reliability / Customer Service

Next, a score for each of the above was assigned, on a scale from 1 (low risk) to 3 (moderate risk) to 5 (high risk). Subjective judgment is also part of the process. We also considered WMATA's 12 management risks identified in the Enterprise Risk Management Program to ensure adequate risk coverage. Our assessment also factored in discussions on audit topics with the Board, the Interim GM/CEO, senior WMATA officials, and internal compliance groups. Audits that were proposed, prioritized, and ultimately selected were based on this assessment process.

Below is a summary of the audits/reviews to be conducted in FY 2023 along with the associated risk level. A more detailed description follows.

Audit	Organization	Overall Risk Rating
1. Advanced Information Management System	Safety, Operations	5
2. Train Control Components	Safety, Operations	5
3. Contract Audits	Procurement	4
4. Financial Oversight and Internal Controls over Union Activity	Finance	4
5. Accounts Payable Review	Accounting	4
6. Purchase Card Review	Procurement, Operations	5
7. Procurement Award Review	Procurement, Operations	5
8. Cloud Computing Strategy	Information Technology	4
9. Change Order Management Process	Procurement, Finance	5
10. Workforce Management	Human Capital, Operations	4
11. Accountable Property Management	Operations	4

The Audit Plan also includes the cyclical audits which are mandated by federal statute. These reviews include Financial Statement Audits, a Single Audit, and reporting requirements under the Infrastructure Investment and Job Act. Because these are required, they were not risk rated.

Safety, Reliability, and Customer Service

Safety takes priority at WMATA. Ensuring the safety of WMATA's passengers, employees, stakeholders, and infrastructure remains an ongoing challenge. We have three audits in this area.

1. Cybersecurity Program - Operations Technology (OT) (In Process)

The objective of the audit is to assess the adequacy of WMATA's OT cybersecurity program.

2. Advanced Information Management System

The objectives of this audit will be to evaluate the sustainable operation of the legacy AIM system and determine whether the current AIM system can provide a safe, reliable, and scalable solution as WMATA continues to modernize its rail operations.

3. Train Control Components

The audit objective is to determine the effectiveness of WMATA's capabilities to maintain a state-of-good-repair that provides a safe, cost-effective, and reliable means of public transportation.

Financial Management

WMATA's FY 2023 operating and capital budget totals \$4.8 billion and remains grounded in Metro's commitment to enhance system safety, reliability, and financial accountability. To improve controls and ensure expense and capital dollars are efficiently and effectively spent, we will continue to conduct contract audits in support of WMATA's contracting officers. We have eight audits in this area.

1. Contract Audits (Continuous)

OIG performs cost or pricing analysis at the request of contracting officers to assist the procurement department in contract negotiations. The objective of these audits is to determine whether the contractor's proposal is based upon current, accurate, and complete pricing data; the contractor complies with Buy America Act requirements; and prospective contractors on major contracts are in sound financial condition and have sufficient resources to perform the contract. In FY 22, OIG completed 48 contract audits and currently has over 50 others to complete with a growing list in the new FY.

2. Fiscal Year 2022 Financial Statements (In Process)

The WMATA Compact, Section 70, states that an audit shall be made of the financial accounts of the Authority, shall be prepared in accordance with generally accepted accounting principles, and shall be filed with the Chairman and other officers as the Board shall direct. The Board, through the adoption of Board Resolution #2006-18, vested in OIG the responsibility for oversight of WMATA's annual independent audit of financial statements. The objectives of this audit are to:

- Express opinions on WMATA's financial statements;
- Review compliance with applicable laws and regulations;
- Review the controls in WMATA's computer systems that are significant to the financial statements; and
- Assess WMATA's compliance with Office of Management and Budget's Uniform Guidance.

3. WMATA's Money Train (In Process)

The objective of the audit is to determine whether WMATA has controls for the Money Train revenue collection and deposit processes and the efficiency and effectiveness of the Money Train.

4. Fiscal Year 2023 Financial Statements

The WMATA Compact, Section 70, states that an audit shall be made of the financial accounts of the Authority, shall be prepared in accordance with generally accepted accounting principles, and shall be filed with the Chairman and other officers as the Board shall direct. The Board, through the adoption of Board Resolution #2006-18, vested in OIG the responsibility for oversight of WMATA's annual independent audit of financial statements. The objectives of this audit are to:

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5. WMATA's Fiscal Year 2022 Single Audit

The Single Audit Act, as amended, requires an independent external auditor to annually audit WMATA's federal awards in accordance with applicable standards. The objective of the audit is to ensure a recipient of federal funds is following the federal program's requirements. OIG has the responsibility for oversight of WMATA's Single Audit.

6. WMATA's SmarTrip Regional Partners Billing Statements

The Operations Funding Agreement between the participating jurisdictions requires an annual audit by an independent external auditor. The objective of the audit is to determine whether the audited entity's billing statements are free of material misstatements. OIG has the responsibility for oversight of WMATA's SmarTrip Regional Partner Comparative Billing Statements Audit.

7. Financial Oversight and Internal Controls over Union Activity

The objective of this audit is to determine if there is proper oversight over union financial transactions pertaining to payments made by WMATA and whether or not there are effective internal controls over financial transactions related to payments made by WMATA.

8. Accounts Payable Review

In FY 2021, accounts payable were over \$315 million, an increase of \$82.1 million or 26.0 percent, primarily due to an increase in capital related accruals. The accounts payable team is responsible for making sure payments to vendors, third parties, jurisdictions, and employees (as reimbursements) are processed timely, accurately, efficiently and in compliance with policies and regulations. The objective is to assess the adequacy of controls over such payments.

Information Technology and Procurement

Information security concerns make it paramount that IT assets are effectively and efficiently managed across WMATA. Likewise, IT procurements are also critical to WMATA's programs and operations. We have six audits in these areas.

1. Purchase Card Review (Continuous)

Purchase cards are becoming a more common method of simplifying the purchasing process. As a result of this growth, there is potential for more fraud and increased inappropriate use of these cards. Data mining is the process that discovers correlations, patterns, and trends by sifting through large repositories of data using pattern recognition technologies and statistical techniques. Data mining is useful for identifying transactions that have a higher risk of being inappropriate. The objective of this review is to assess the use of purchase card against established fraud indicators.

2. Cloud Computing Strategy (In Process)

The objective of the audit is to assess the strategy and plan for migrating applications to the cloud.

3. Cybersecurity Program – Information Technology (IT) (In Process)

The objective of the audit is to assess the adequacy of WMATA's IT cybersecurity program.

4. Procurement Pre-award Life-cycle (In Process)

Procurement cycles have major impacts on business strategies, operational costs, and service deliveries. Streamlined procurement cycles facilitate efficient approaches to reduce operational costs and provide competitive advantages in the market. The audit objective is to assess the timeliness of the procurement process.

5. Procurement Award Process

Procurement fraud includes unlawful manipulation of the procurement process to acquire contracts, goods, and services, or to obtain an unfair advantage during the bidding process. The audit objective is to determine whether the procurement process is efficient and effective. The audit will also assess whether WMATA complied with competitive bidding requirements and other applicable procurement guidelines. Lastly, OIG will assess barriers to the competitive procurement bidding process and best practices.

6. Change Order Management Process

The audit objective is to determine the adequacy of the controls over change orders. The audit will assess whether change orders were in accordance with contract terms and conditions. Audit objectives will also include verifying cumulative change order amounts as a percentage of original contract amounts and benchmark to available industry standards.

Human Capital and Asset Management

The most significant operating cost drivers are personnel costs, primarily wages and benefits, which account for approximately 67 percent of WMATA expenditures. Controls over assets are also critical to WMATA's programs and activities. WMATA needs to ensure human capital and assets are managed appropriately, and programs run efficiently and effectively. We have four audits in this area.

1. Infrastructure Investment and Jobs Act (Continuous)

On November 6, 2021, Congress passed the Infrastructure Investment and Jobs Act (IIJA), a once-in-a-generation investment in our nation's infrastructure and competitiveness. The legislation, in part, will improve transportation options for millions of Americans and reduce greenhouse emissions; build a national network of electric chargers and upgraded power infrastructure; and make our infrastructure resilient to cyber attacks.

The funding provided by the Act will help address capital needs across WMATA to support a continued state of good repair of the system's priority assets and prevent a backlog of repairs from growing. The objective of the review is to assess WMATA's implementation of the Act. This would include whether (1) specific Act requirements have been met including reforms and deadlines, (2) projects outlined in the Act were appropriately prioritized, and (3) funds were being applied and used in accordance with the Act.

2. WMATA Defined Benefit Pension Plans (In Process)

Reducing pension costs and maximizing pension fund investment returns continue to be a huge challenge facing WMATA. This audit will assess whether the pension plan program oversight and risk-reward strategies are optimal.

3. Workforce Management

Of all the pieces required to transform WMATA into a premier transit agency, nothing is as critical as the people who operate, maintain, and manage the system every day. The staffing requirement for FY 2023 is over 12,900, which represents an increase of some 590 positions over FY 2022. Continued growth and development at WMATA require an organization that is capable of recruiting, developing, motivating, and retaining a diverse, high-performance workforce. The objective of the audit is to determine the effectiveness of WMATA's management of workforce gaps.

4. Accountable Property Management

WMATA's accountable property consists of capital assets that meet WMATA's current capitalization criteria; all furniture exceeding \$500; and sensitive items costing \$100 or more that are susceptible to theft or loss. WMATA performs a physical inventory of equipment every year. Without an accurate inventory, WMATA property is subject to losses from pilferage, waste, obsolescence, and damage. The

audit objective will be to assess the effectiveness of controls over WMATA's accountable property.

Summary of Special Projects for Fiscal Year 2023

This Special Projects FY 2023 Plan reacts to the changing transit environment and includes projects to assist in formulating opportunities for improvements as WMATA recalibrates and adapts to the “new normal” following the COVID pandemic. The plan focuses on the following challenges.

- Transit industry – funding, fare evasion, infrastructure
- Safety and security – operations safety and human capital security.
- Future of the industry – succession planning and electric bus purchases.
- Stewardship – procurement and inventory practices.

In developing this Plan, the Office of Special Projects focused on reviews that will promote economy and effectiveness, and detect fraud, waste, abuse, and mismanagement in WMATA’s programs and operations. In developing the FY 2023 Plan, the Special Projects team also factored in discussions with the Board, the Interim GM/CEO, senior WMATA officials, and internal compliance groups. Special projects that were proposed, prioritized, and ultimately selected were based on this collaborative process.

Summary of Planned Special Projects and Associated Risks

Review	Organization	Overall Risk Rating
1. Fare Evasion	Safety, Operations	5
2. WMATA Funding	Finance, Operations	5
3. Infrastructure Investment and Jobs Act-Capital Asset, Transit and Communication	Safety, Operations	4
4. Track Maintenance and Improvement Activities	Safety, Operations	4
5. Workforce Development/Succession	Operations	5
6. Inventory Practices Follow up	Operations	4
7. Suspension and Debarment	Procurement, Operations	4
8. Controls over Monitoring Employee Driver's Licenses	Safety, Operations	5
9. Overtime Management	Safety, Operations	5

Challenges

1. Fare Evasion Throughout WMATA's Bus and Rail Systems (In Process)

Fare evasion on WMATA's bus and rail systems reduces the Authority's revenues. In addition to the financial impact, MTPD believes fare evasion creates a significant safety risk suggesting a strong correlation between the increase in fare evasion and an increase in crime throughout the transit system. The objective of the review is to (1) assess current regulations, policies, and procedures impacting WMATA's ability to enforce fare payment, (2) review WMATA's procedures for determining the financial impact of fare evasion, (3) identify the effect fare evasion has on the safety of ridership and whether a correlation exists between fare evasion and reported crime in the transit system, and (4) compare WMATA's efforts to combat fare evasion with other transit agencies.

2. WMATA Funding

WMATA's most recent public forecast shows a \$356 million deficit because only 53 percent of the trips taken pre-pandemic have returned. While ridership has increased, WMATA is still a long way from closing this gap as the COVID-19 relief money begins to run out in FY 2024. The objective of the review is to examine WMATA's strategies and actions planned to address possible budget shortfalls.

3. Infrastructure Investment and Jobs Act – Capital Asset, Transit and Communication

On November 6, 2021, Congress passed the Infrastructure Investment and Jobs Act (IIJA). WMATA's portion of the IIJA funding totals \$150 million annually over 8 years. The objective of the review is to assess WMATA's implementation of the IIJA with respect to (1) the effective spending of funds provided by each jurisdiction, and (2) the prioritization of integrating emergency communication networks and new wireless services.

Safety and Security

1. Review of Automated Train Control Safety Concerns (In Process)

OIG is reviewing safety regarding the activation of ATC upgrades at the Alexandria Rail Yard.

2. WMATA's Relationship with Washington Metrorail Safety Commission (WMSC) (In Process)

In response to a Congressional request OIG is reviewing the circumstances regarding WMATA's failure to report a history of defective wheelsets on the 7000-series rail cars to WMSC. OIG is also evaluating WMATA's relationship with WMSC pertaining to communications, notifications, and granting WMSC access to WMATA records, systems, and personnel.

3. WMATA's AED Program (In Process)

WMATA's Office of Emergency Planning oversees the Authority's Automated External Defibrillator (AED) Program. WMATA currently maintains an inventory of AEDs installed throughout its office buildings, facilities, and in all metro stations. The utilization of an AED by trained personnel can greatly increase the survivability for an employee or customer in sudden cardiac arrest. The objective of this review is to evaluate the administration and oversight of AED units installed throughout the Authority.

4. WMATA's Background Screening/Investigations Program (In Process)

Background screenings help safeguard the integrity and trustworthiness of current and prospective employees of WMATA. The objective of this review is to evaluate the management and oversight of WMATA's Background Screening Program including its compliance with applicable regulations, policies, and procedures.

5. Track Maintenance and Improvement Activities

WMATA has a backlog of work on aging and broken tracks that needs to be addressed. One of the biggest challenges in addressing this problem is the relatively short window for track repair. Because of this time constraint, strong internal controls need to be strictly adhered to, including proper scheduling as well as optimal work processes and practices. The objective of this review is to assess the effectiveness of the track maintenance program's process for meeting work requirements, and the efficiency of the program's productivity measures.

Innovation

1. Electric Bus Program (In Process)

WMATA estimates the Zero Emission Vehicle (ZEV) Program will cost \$1-2 billion over the 20-25 year expected program life. The ZEV Program faces considerable challenges and unknowns as the electric bus technology is still evolving. The review objective is to assess the status of the ZEV Program, including following up on previous recommendations, to determine whether WMATA is on track to meet its projected timeline, and to identify any emergent risks that may impact the program.

2. Workforce Development/Succession Planning

Metro will need to ensure that employees with the right skill sets are in the right jobs to satisfy future workforce needs. This means working proactively to identify future human capital needs and executing a strategy to recruit personnel as well as train personnel for increased responsibilities. Unless WMATA invests in identifying and developing potential leaders with the right skill sets, it risks loss of historical/corporate and operational knowledge, continuity of operations, and potential operational disruption. The objective is to assess WMATA's workforce development/succession planning program and implementation strategy to determine whether it is sufficient to meet the future needs of the Authority.

Operations

1. WMATA's Overtime Spending (In Process)

Overtime compensation makes up a significant portion of WMATA's personnel expenses. In Calendar Year 2020, WMATA spent over \$100 million on overtime compensation alone. In some instances, overtime compensation increases WMATA's future liabilities as overtime earnings are included in the calculation of future pension payments for certain categories of personnel. The objective of this review is to evaluate the management and oversight of overtime compensation to identify weaknesses and flaws that may result in unnecessary and/or inequitable overtime compensation, and to evaluate overtime expenses to identify possible cost-saving measures.

2. WMATA's Non-Revenue Vehicle Program (In Process)

The Non-Revenue Vehicle (NRV) program is an integral part of WMATA's operational functions, supporting administrative and operational areas including maintenance, construction, and law enforcement. The objective of this review is to evaluate the management and oversight of WMATA's NRV Program including its compliance with applicable regulations, policies, and procedures, and the program's ability to meet the Authority's current and future vehicle needs.

3. Inventory Practices (Follow up)

In January of 2020, OIG performed a review of WMATA's Inventory Practices. At the time of the review, the inventory was valued at \$144 million. The report contained five recommendations including strengthening access controls and surveillance capabilities, fully accounting for Capital inventory, and establishing barcoding. WMATA has been implementing some recommendations, but others are still outstanding until January 2024. The objective is to follow up on the prior inventory review recommendations to determine the status of corrective actions and to identify any emergent risks that may impact project completion.

4. Suspension and Debarment

The procurement debarment and suspension program is intended to ensure the integrity of the WMATA procurement actions and the contractors with whom WMATA conducts business. Suspension is an action taken by WMATA to temporarily exclude a contractor from WMATA contracting and subcontracting. Debarment is an action taken by WMATA to exclude a contractor from contracting or subcontracting with WMATA for a reasonable period of time. The objective is to review WMATA's suspension and debarment program to determine the effectiveness of the program.

5. Controls Over Monitoring Employee Driver's Licenses

When operating WMATA vehicles, employees must comply with all jurisdictional motor vehicle laws, rules, and regulations. The safety of our customers and the public may be at risk when WMATA employees/contractors

do not have valid driver's licenses while operating revenue and non-revenue vehicles. The purpose of this review is to assess WMATA's process for ensuring WMATA personnel do not have any encumbrances that would prohibit them, by law or policy, from operation of WMATA vehicles.

Authority, Mission, and Contact Information

The WMATA OIG was created by Board of Directors Resolution 2006-18, approved April 20, 2006, and codified by the WMATA Compact, Section 9(d), in 2009. The Office of Inspector General, as an independent and objective unit of the Authority, conducts and supervises audits, program evaluations, and investigations relating to agency activities; promotes economy, efficiency, and effectiveness in agency activities; detects and prevents fraud and abuse in agency activities; and keeps the Board fully and currently informed about deficiencies in agency activities as well as the necessity for and progress of corrective action.

Hotline

The OIG Hotline provides WMATA employees, contract employees, and the public with a confidential means of reporting to the OIG instances of fraud, waste, and abuse relating to agency programs and operations.

E-mail: hotline@wmataoig.gov

Telephone: 1-888-234-2374

Facsimile: 1-800-867-0649

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