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

June 12, 2017

SENT VIA EMAIL TO: [REDACTED]

This is in response to your December 25, 2014, Mandatory Declassification Review (MDR) request for the title, cover page and summary page of report No. 92-004. We received your request on January 27, 2015, and assigned it case number [REDACTED].

As a matter of policy, your request was processed in accordance with Executive Order 13526, and under the provisions of Department of Defense Regulation 5400.7-R (superseded by Department of Defense Manual 5400.07, DoD Freedom of Information Act (FOIA) Program, January 25, 2017) at 32 CFR § 286, and the FOIA, 5 U.S.C. § 552. The enclosed document is responsive to your request and is declassified in its entirety.

In reference to the unclassified information of the document, please be advised that Executive Order 13526, section 3.5(c), allows for the denial of information when withholding it is authorized and warranted under applicable law. Therefore, I determined that some redacted portions are exempt from release pursuant to the FOIA, specifically 5 U.S.C. § 552(b)(6), which pertains to information, the release of which would constitute a clearly unwarranted invasion of personal privacy. Additionally, the National Security Agency (NSA) determined that one redacted information is exempt from release in accordance with 5 U.S.C. § 552(b)(3), pertaining to information exempted from release by statute, in this instance 50 U.S.C. § 3605 (Pub. L. 86-36, § 6), disclosure of NSA organization, function, activities, or personnel.

Please note that the MDR process applies only to the denial of classified information, therefore, you do not have the right to appeal the decision to withhold unclassified information pursuant to the FOIA. If you wish to obtain this information, please submit an electronic FOIA request with our office at <https://foiaonline.regulations.gov/foia/action/public/home>. You may also mail your request to Department of Defense, DoD OIG FOIA Requester Service Center (RSC), ATTN: Suite 10B24, 4800 Mark Center Drive, Alexandria, VA 22350-1500.

June 12, 2017

Ref: [REDACTED]

If you have any questions regarding this matter, please contact the Department of Defense, Office of Inspector General FOIA Requester Service Center at 703-604-9775 or via email at foiarequests@dodig.mil.

Sincerely,

A handwritten signature in black ink, appearing to read "Mark Dorgan", with a long horizontal flourish extending to the right.

Mark Dorgan
Division Chief
FOIA, Privacy and Civil Liberties Office

Enclosure(s):

As stated

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INSPECTOR GENERAL
DEPARTMENT OF DEFENSE
400 ARMY NAVY DRIVE
ARLINGTON, VIRGINIA 22202-2884

REPORT
NO. 92-004

October 16, 1991

MEMORANDUM FOR DIRECTOR, DEFENSE INFORMATION SYSTEMS AGENCY
DIRECTOR, NATIONAL SECURITY AGENCY

SUBJECT: Final Quick-Reaction Report on the Defense Information
Systems Agency's Financial Support to the ISLAND SUN
Program (Project No. OAD-0065.01) (U)

INTRODUCTION (U)

(U) In November 1990, we started the "Audit of the Management of the ISLAND SUN Program." ISLAND SUN is an unclassified nickname for a special access program. The overall audit objective was to review program management, which included a review of financial controls. The Defense Information Systems Agency (DISA), formerly Defense Communications Agency, administered the FY 1985 through 1990 ISLAND SUN funds. The Comptroller, Joint Staff became responsible for administering the ISLAND SUN funds effective October 1, 1990. The National Security Agency (NSA), used the funds to provide program management and contracting support to the program. The Director for Operations, Joint Staff is the program sponsor and directs the use of the ISLAND SUN funds.

(e) In administering the FY 1990 Research, Development, Test and Evaluation (RDT&E) funds, DISA did not report the correct obligation status of the ISLAND SUN program. As a result, amounts that should have been available for obligation by the Joint Staff were not available. We found \$8.1 million in invalid obligations and \$7.6 million in unrecorded obligations. The unrecorded obligations may be used to offset the invalid obligations. We also found that DISA has recorded \$.2 million more in commitments than can be supported. Poor record keeping ties up funds that could be made available for other uses.

(U) We issued a draft quick-reaction report so that DISA could correct the ISLAND SUN program's obligation status and make FY 1990 RDT&E funds, expiring September 30, 1991, available to the Joint Staff.

BACKGROUND (U)

(e) During FY 1990, DISA sent three Military Interdepartmental Purchase Requests (MIPRs) to NSA to be used in support of developing a system. The three MIPRs represented 84 percent

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~~Declassify by: OADR~~

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(\$48.9 million) of the total ISLAND SUN funding (\$58.0 million). MIPRs are intragovernmental requisitions or orders for goods or services and must be considered commitments that reserve funds, until validly obligated by the accounting activity. The accounting activity records an obligation when it has been notified in writing that the DoD Component's contract or project order has been executed, or when it receives a copy of the contract. The purpose of the procedure is to ensure that funds are available for established purposes before they are expended. The contract award obligates the funds, thereby ensuring that they are not used for other purposes. The need to have documented support before funds are obligated is prescribed by 31 U.S.C 1501(a)(1) as implemented by DoD 7220.9-M, "Department of Defense Accounting Manual," Chapter 25.

DISCUSSION (U)

(e) Invalid and Unrecorded Obligations. On September 28, 1990, the DISA Chief, Financial Management Office, unnecessarily and improperly directed that a Miscellaneous Obligation Document (DCMO00036) for \$8.8 million of FY 1990 RDT&E funds be created. The Miscellaneous Obligation Document was used to record obligations that had been recorded as commitments under three MIPRs (DCMR00002, DCMR00003, and DCMR00005) provided to NSA. The obligation was recorded without written notification from NSA that it had executed a contract or without obtaining a copy of a contract. DISA had planned to reduce the miscellaneous obligation balance when the proper documentation was received from NSA. As of July 19, 1991, the obligation balance had been reduced to \$8.1 million; however, until the \$8.1 million is properly supported it is an "invalid" obligation.

(e) The entire \$8.1 million may not be available for deobligation, because unrecorded obligations offset invalid obligations. We found that DISA had not recorded as much as \$7.6 million in obligations. NSA provided DISA with a monthly transaction status report on each MIPR. The transactions were identified by date and listed the amounts "Accepted", "Contract Committed", "Purchase Request Committed", and "Obligated". From the report, we determined that NSA recorded \$46.5 million in obligations in support of MIPRs DCMR00002, DCMR00003, and DCMR00005. DISA's records supported \$38.9 million in obligations in support of the three MIPRs. Comparing this net figure with NSA's total obligations shows that DISA had unrecorded obligations totaling \$7.6 million (\$46.5 - \$38.9) that could offset its invalid obligations as detailed in Table 1.

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Table 1. Comparison of DISA and NSA Recorded Obligations (U)
(Dollars in Millions)

<u>MIPR No.</u>	<u>NSA Obligations</u>	<u>DISA Obligations</u>	<u>Unrecorded Difference</u>
DCMR00002	\$ 2.6	\$.3	\$2.3
DCMR00003	43.4	38.1	5.3
DCMR00005	<u>.5</u>	<u>.5</u>	<u>.0</u>
Totals	<u>\$46.5</u>	<u>\$38.9</u>	<u>\$7.6</u>

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(U) Neither DISA nor NSA have established internal control procedures that would ensure that DISA received obligation documents from NSA. NSA officials stated that they had provided the obligation documents to DISA, while DISA officials stated that they had not received all the obligation documents. Although DISA and NSA officials have been aware of this problem, they have not taken effective action to ensure documents are timely received at DISA for recording obligations.

(U) The problem of not recording obligations could have been avoided at DISA by reconciling NSA's monthly report to DISA's Detailed Transaction Report. Such a procedure would provide DISA with the means to determine if its financial records are complete and to provide it with a starting point in obtaining missing documentation that supported an obligation. NSA can also assist in eliminating the continuing problem by using sequentially numbered cover letters when its officials forward obligating documents to the MIPR issuer, which now include both DISA and the Comptroller, Joint Staff. Each cover letter should list the document numbers of each document attached.

(U) Overstated Gross Commitments. In addition to the problem of invalid obligations, DISA overstated its gross commitments for NSA support by about \$.2 million. An overstatement of commitments, as shown in Table 2, precludes creating valid commitments.

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Table 2. Comparison of Gross Commitments as of July 19, 1991 (U)
(Dollars in Millions)

<u>MIPR No.</u>	<u>DISA Records</u>	<u>MIPR Document</u>	<u>Over (Under) Commitment</u>
DCMR00002	\$ 2.3	\$ 4.4	(\$2.1)
DCMR00003	38.2	43.8	(5.6)
DCMR00005	.5	.7	(.2)
DCMO00036	<u>8.1</u>	<u>0.0</u>	<u>8.1</u>
Totals	<u>\$49.1</u>	<u>\$48.9</u>	<u>\$.2</u>

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(U) Repeat Audit Finding. Neither the General Accounting Office nor the DoD Inspector General have previously audited the financial support provided to the ISLAND SUN program. However, DoD Inspector General Report No. 88-160, "Comptroller Support Functions at the Defense Communications Agency," June 2, 1988, concluded that DISA had not properly accounted for direct citation MIPRs. The report disclosed that, at the end of FY 1986, DISA recorded obligations against MIPRs without the proper documentation to support the obligation. The audit report recommended that the Director, DISA establish and implement Standard Operating Procedures and controls for the reimbursable programs that comply with the DoD Comptroller, formerly the Assistant Secretary of Defense (Comptroller), guidance. The Director concurred with the finding and recommendation and stated that Standard Operating Procedures were being established. It appears that the actions taken were insufficient because the reported condition has persisted or reappeared in the accounting for the ISLAND SUN program. However, our audit scope was limited to the ISLAND SUN program so we did not determine if the condition persists for other funds for which DISA accounts.

(U) Conclusion. DISA's invalid obligations and commitments could preclude the Joint Staff from using up to \$8.1 million for new obligations before the expiration of the FY 1990 RDT&E appropriation. However, DISA must identify its invalid obligations and commitments in time for the Joint Staff to use the resulting available funds. After September 30, 1991, the appropriation is no longer available for new obligations and commitments are canceled. Monetary benefits, resulting from properly accounting for MIPRs, range from about \$.2 million to \$8.1 million. DISA, by deobligating or decommitting these amounts, will make these funds available for a better use.

RECOMMENDATIONS (U)

1. (U) We recommend that the Comptroller, Defense Information Systems Agency:

a. (U) Deobligate Miscellaneous Obligation Document DCM000036; create obligations in accordance with the DoD Accounting Manual, DoD 7220.9-M; and, if warranted, obligate the \$7.6 million in unrecorded obligations.

b. (U) Reconcile the National Security Agency's Consolidated Detailed Activity Reports to the Defense Information Systems Agency's Detailed Transaction Reports on a monthly basis, resolve differences, and obtain missing obligation documentation.

c. (U) Immediately notify the Director of Operations, Joint Staff of fiscal year 1990 funding available for new obligations and commitments as a result of correcting and reconciling its financial records.

2. (U) We recommend that the Director, National Security Agency send ISLAND SUN obligation documentation to the Defense Information Systems Agency and the Joint Staff with consecutively numbered cover letters, each with a list of attached documents.

Management Comments (U)

(U) The Comptroller, DISA responded to the draft report on September 25, 1991. The Comptroller agreed to implement Recommendations 1.a., 1.b., and 1.c., indicating that actions have been completed. The Comptroller nonconcurred with the Recommendation 1.d. to report and track the material control weaknesses identified in the report, as required by DoD Directive 5010.38, "Internal Management Control Program." He did not agree that the problems addressed in the report represented material control weaknesses, but isolated noncompliance with existing controls. The Comptroller also noted that \$829,608 had been made available for obligation to the ISLAND SUN program; however, he did not specifically address the potential monetary benefits of up to \$8.1 million identified in the draft report. The complete text of the Comptroller's comments is contained at Enclosure 2.

(U) The Vice Director, Joint Special Studies Group, NSA responded to the draft audit report on September 24, 1991. The Vice Director concurred with Recommendation 2., and plans to immediately implement a common numbering system for the ISLAND SUN obligation documents. The complete text of the Vice Director's response is contained in Enclosure 3.

Audit Response to Management Comments (U)

(U) The Comptroller, DISA was responsive to Recommendations 1.a, 1.b, and 1.c. in the draft report. In response to the concerns raised that the problems identified in the report could have been isolated instances of noncompliance

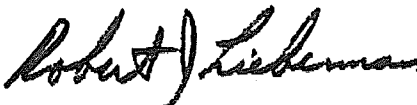
with existing controls, we reevaluated Recommendation 1.d.. We deleted the recommendation because our audit scope was limited to the transactions associated with the ISLAND SUN program. However, since there are issues identified in this report that are similar to those reported in 1988, further Office of the Inspector General, DoD, coverage will be planned. Additional auditor comments on the Comptroller's response are contained at Enclosure 2.

(U) The Comptroller neither concurred or nonconcurred with the potential monetary benefits identified in the draft report. Although he stated that \$829,608 became available for obligation, we found that this amount was associated only with MIPR DCMR00003. DISA has not finished its review of the remaining two MIPRs, DCMR00002 and DCMR00005. We also found that the program office had no FY 1990 requirements that needed funding, therefore the \$829,608 will revert to the U.S. Treasury. Until the review is completed, DISA will not know how much more will revert to the U.S. Treasury.

(U) DoD Directive 7650.3 requires concurrence or nonconcurrence with the estimated monetary benefits identified in audit reports. If you nonconcur with the estimated monetary benefits identified in Enclosure 1, or any part thereof, you must state the amount you nonconcur with and the basis for your nonconcurrence. Potential monetary benefits are subject to resolution in accordance with DoD Directive 7650.3 in the event of nonconcurrence or failure to comment

(U) No additional comments are needed on the recommendations and the Director, National Security Agency does not need to comment on the estimated monetary benefits. The DISA comments on monetary benefits are due by December 13, 1991.

(U) The cooperation and courtesies provided to the audit staff are appreciated. Please contact DoD OIG (b) (6) at (703) 693-DoD OIG (b) (6) (DSN 223-DoD OIG (b) (6)) or DoD OIG (b) (6) at (703) 693-DoD OIG (b) (6) (DSN 223-DoD OIG (b) (6)) if you have questions on the report. Report distribution is shown in Enclosure 4.



Robert J. Lieberman
Assistant Inspector General
for Auditing

Enclosures

cc: Director, Joint Staff

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SUMMARY OF POTENTIAL MONETARY AND OTHER
BENEFITS RESULTING FROM AUDIT

<u>Recommendation Reference</u>	<u>Description of Benefit</u>	<u>Amount and/or Type of Benefit</u>
1.a. & 1.c.	Compliance with law and DoD regulation	Funds put to better use up to \$8.1 million FY 1990 RDT&E, DA Program Element: 0603734K
1.b. & 2.	Internal Controls	Nonmonetary

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MANAGEMENT COMMENTS FROM DEFENSE INFORMATION SYSTEMS AGENCY (U)

AUDITOR
RESPONSE



IN REPLY
REFER TO CPA

DEFENSE COMMUNICATIONS AGENCY WASHINGTON DC 20305 2000

25 SEP 1991

MEMORANDUM FOR INSPECTOR GENERAL, DEPARTMENT OF DEFENSE

SUBJECT: Draft Quick-Reaction Report on the Defense Information Systems Agency's Financial Support to the ISLAND SUN Program (Project No. OAD-0065.01)

Reference: IG Memo, subject as above, 17 Sep 91

1. After review of reference draft audit, we generally agree with audit findings and recommendations. Specific non-concurrences are identified below.

2. General comments:

a. The draft report indicates that DISA "...unnecessarily and improperly directed that a Miscellaneous Obligor Document...be created." We agree that creation of such MOD was unnecessary, since the period of availability for new obligations on RDT&E funds had not passed. However, such MOD is proper. The Defense Information Systems Agency is an Air Force Accounting Station. As such, the Agency follows Air Force regulations. The regulation titled Commercial Transactions at Base Level, AFR 177-102, Chapter 10, paragraph 10-9 describes use of Miscellaneous Obligor Reimbursement Document. A MORD "is used to record known obligations when the required documents to support the obligations are not immediately available. The MORD must contain sufficient information to enable the AFO to determine the validity of the obligation and that the amount is reasonable." We therefore believe that the use of MOD DCM00036 was proper.

b. We agree that by 19 Jul 91, supporting written documentation should have been received and recorded in place of DCM00036. Specific requirements are contained in DISA Standard Operating Procedures calling for continual follow-up on missing obligator documents. As discussed with members of the audit team, we have experienced continuing problems with NSA in receiving obligator and expenditure documentation. Unfortunately, prior efforts to correct these problems were accomplished telephonically, and no follow-up letters were sent, so no written documentation to support such claims is available. Based on discussions between DISA, NSA, and the IG Audit staff, documentation has now been provided.

c. Based on removal of DCM00036 from the DISA accounting records, balancing of documentation to summary reports provided by NSA, and recording of actual obligator documents, \$829,608.44 is currently available for obligation at NSA. This total is due to a deobligation of \$860,000 which occurred on 18 Sep 91, and adjustments of travel, shipping, and blanket purchase agreement items. Program office personnel have been notified of availability of funds and they are currently taking obligator actions.

See Note
Page 4 of
Enclosure

See Note 2

DCAJ 159 91

Effective 25 June 1991, DCA was redesignated the Defense Information Systems Agency (DISA)

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ENCLOSURE 2
Page 1 of 4

MANAGEMENT COMMENTS FROM DEFENSE INFORMATION SYSTEMS AGENCY (U)
(continued)

AUDITOR
RESPONSE

DISA Memo, CPA, Draft Quick-Reaction Report on the Defense Information Systems Agency's Financial Support to the ISLAND SUN Program (Project No. OAD-0065.01).

d. We disagree with the statement in your draft report that DISA "... (does not) have established internal controls that would provide accountability for not recording obligations at DISA but shown in NSA's monthly transaction report." Each month, reports received from NSA are compared to DISA accounting records, and missing documents are requested. Our 20 Sep 91 letter to the Comptroller, NSA, Subject: Audit of Prior Year MIPRS, addresses the documentation problem. We believe that these actions, in addition to procedures in place, are sufficient to ensure proper control of government funds.

e. The draft audit report paragraph entitled Repeat Audit Finding, questions the effectiveness of actions taken as a result of DoDIG Report No. 88-160. We believe that standard operating procedures and controls in place are sufficient to ensure compliance with DoD Comptroller guidance. The Island Sun program presented a case of National Security Agency and DISA personnel not performing the established control procedures as expeditiously as required. This is not a systemic problem, but rather a single isolated case of non-compliance. The control procedures are normally sufficient. Any control that is 100% effective could also be too expensive or could impair normal operations.

3. Specific comments addressing Recommendations:

a. Concur. Action has been taken to deobligate DCM00036, and actual obligating documents entered in its place.

b. Concur. The NSA monthly Consolidated Detailed Activity Reports must be validated monthly, and any missing documents requested. We have been assured by NSA Comptroller personnel that actions will be taken to improve responsiveness on requests for documentation.

c. Concur. Appropriate program personnel have been notified telephonically of the progress on this review. If possible, actions will be taken before 30 Sep 91 to obligate available funds on an appropriate contract vehicle.

d. Nonconcur. The problem identified in this report represents an isolated noncompliance with existing controls, not a material weakness as defined by DoD Directive 5010.38. As stated in paragraph 2a above, as an Air Force Station, the DISA Accounting and Finance Division utilizes AFR 177-102. Miscellaneous Obligor Documents are an appropriate source document for temporarily recording obligations. Data recorded on the MOD by the DISA Financial Manager was as provided by appropriate contracting officials at NSA. Once the MOD was recorded, DISA employees reviewed and reconciled the NSA monthly transaction status reports, making adjustments as necessary and requesting missing documents. The only failure of procedures was DISA employees' failure to follow telephone requests with written requests to NSA for documents as evidence that follow-up actions were in progress.

See Note 3

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MANAGEMENT COMMENTS FROM DEFENSE INFORMATION SYSTEMS AGENCY (U)
(continued)

DISA Memo, CPA, Draft Quick-Reaction Report on the Defense Information Systems Agency's Financial Support to the ISLAND SUN Program (Project No. OAD-0065.01),

4. Any further questions regarding this audit action may be directed to DoD OIG: (b) (6) or DoD OIG: (b) (6) in the DISA Accounting and Finance Division at DoD OIG: (b) (6).

FOR THE DIRECTOR:


GEORGE J. HOFFMAN
Comptroller

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ENCLOSURE 2
Page 7 of 8

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AUDITOR COMMENTS TO DISA'S RESPONSE (U)

1. (U) The DISA Comptroller stated that although creating Miscellaneous Obligation Document might have been unnecessary it was not improper. He suggested that Air Force Regulation 177-102, Chapter 10, allows for a Miscellaneous Obligation Reimbursement Document to be established to record known obligations when the required documents to support the obligations are not immediately available.

(U) The DISA Comptroller cited the Air Force Regulation accurately. However, in the situation noted on page 2 of the audit report, the Miscellaneous Obligation Document was created without reference to any valid obligating document such as a contract. In fact, some of the contracting actions that reduced the Miscellaneous Obligation Document obligations did not occur until after September 28, 1990. Air Force Regulation 177-102 explicitly states that the Miscellaneous Obligation Reimbursement Document will not be used to set aside or reserve funds in the accounting records before the incurrence of an obligation.

2. (U) The DISA Comptroller suggests that his staff had made repeated attempts to obtain missing obligation documents; however, there was no documentary evidence to show that they had pursued the problem. Furthermore, the auditors raised the issue of the lack of support for the Miscellaneous Obligation Document as early as January 1991. There was no evidence in July 1991 that DISA had taken any effective action to correct the situation. Action only started as a result of the pending audit report.

3. (U) The DISA Comptroller stated that his staff reviews and reconciles NSA's monthly transaction status reports. However, there was no evidence of monthly reconciliations sufficient to identify missing obligation documents. Furthermore, DISA is still uncertain of the specific contractual documents that "supported" the Miscellaneous Obligation Document.

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MANAGEMENT COMMENTS FROM NATIONAL SECURITY AGENCY (U)



NATIONAL SECURITY AGENCY
CENTRAL SECURITY SERVICE
FORT GEORGE G. MEADE, MARYLAND 20785-6000



Serial: K-065-91
24 September 1991

MEMORANDUM FOR DEPUTY DIRECTOR, ACQUISITION MANAGEMENT, OFFICE
OF THE INSPECTOR GENERAL

Subject: Response to Quick-Reaction Report on the Defense
Information Systems Agency's Financial Support to the
ISLAND SUN Program (Project No. OAD-0065.01)

1. A number of discussions have recently been held to address the findings cited in paragraph 2 in the subject draft report. It is my understanding that the discrepancies in recorded obligations have been resolved between DISA and NSA. In order to improve efficiency, there will be increased interaction with DISA and a common numbering system, as you recommended, will be used to forward obligating documents to the MIPR issuer for ISLAND SUN actions.

2. While I will be the primary NSA representative/spokesman for all ISLAND SUN relevant matters, my POC remains [redacted] who can be reached on [redacted].
DoD OIG (b) (6) NSA/CSS (b) (3) 50 USC § 3605 (P.L. 86-36, § 6)

William A. Thayer

WILLIAM A. THAYER
Vice Director
Joint Special Studies Group

cc: Director, Joint Staff
Director, DISA

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ENCLOSURE 3

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REPORT DISTRIBUTION

Office of the Secretary of Defense

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Comptroller, DoD

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Senate Appropriations Committee, Defense Subcommittee
Senate Armed Services Committee
Senate Select Committee on Intelligence
House Appropriations Committee
House Appropriations Committee, Defense Subcommittee
House Armed Services Committee
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ENCLOSURE 4