



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

REPORT
NO. 91-040

JAN 31 1991

MEMORANDUM FOR DIRECTOR, ADMINISTRATION AND MANAGEMENT,
WASHINGTON HEADQUARTERS SERVICES, DEPARTMENT
OF DEFENSE

SUBJECT: Report on the Audit of the Joint Civilian Orientation
Conference Fund (Project No. OFH-5014)

Introduction

This is our final report on the audit of the Joint Civilian Orientation Conference (JCOC) Fund (the Fund). We performed the audit from June to July 1990. The Director, Budget and Finance, Washington Headquarters Services, requested the audit because a new Treasurer had been appointed. The overall audit objective was to determine whether the JCOC Fund had been administered in accordance with Office of the Secretary of Defense (OSD) Administrative Instruction No. 48, "Joint Civilian Orientation Conference Fund," May 31, 1983, and with DoD policy and guidelines. In addition, the audit evaluated internal controls and management's implementation of the Internal Management Control Program required by the Federal Managers' Financial Integrity Act.

Scope of Audit

This audit included elements of a financial-related audit and was made in accordance with auditing standards issued by the Comptroller General of the United States as implemented by the Inspector General, DoD, and accordingly included such tests of internal controls as were considered necessary. We visited or contacted personnel in the Office of the Assistant Secretary of Defense (Public Affairs) and the Office of the Director, Washington Headquarters Services (Enclosure 3).

The audit included a review of OSD Administrative Instruction No. 48 and applicable changes, the system of internal controls, and established policies and accounting procedures. We audited all available financial transactions of JCOC Nos. 49, 50, 51, 52, 53, and 54 (FY's 1984 through 1989). Some records of JCOC No. 49 were missing; however, we were able to reconstruct the transactions based on bank statements. JCOC No. 48 was not audited because all records were missing. Because the JCOC took

place during our audit, we reviewed but did not audit records of the most recent conference, JCOC No. 55 (FY 1990).

Internal Controls

The audit disclosed internal control weaknesses. No risk assessments or internal control reviews were performed by the Washington Headquarters Services for the JCOC Fund. However, management is correcting the internal control weaknesses discussed in this audit report. Further, Washington Headquarters Services has agreed that internal control reviews of the JCOC Fund will be performed as required by Office of Management and Budget Circular A-123, "Internal Control Systems."

Background

The first JCOC was held in 1948 to give the Secretary of Defense a means of exchanging information on DoD policies and programs with a diverse group of Americans. OSD Administrative Instruction No. 48 stated that the overall objective of the JCOC was to foster community relations by acquainting the public with the problems, workings, and accomplishments of the Department of Defense. The JCOC consists of an annual visit to various DoD installations by approximately 60 representatives of the civic, business, professional, industrial, and educational communities of the United States. The conferees observe demonstrations and shows arranged by the Services. Transportation to the military installations is furnished by military air carrier. Attendees are charged on a pro rata basis for expenses such as meals, refreshments, receptions, lodging, and mementos. The Director for Community Relations, Office of the Assistant Secretary of Defense (Public Affairs) originates the JCOC plan and designates the Director. The Director, Budget and Finance, Washington Headquarters Services (WHS) appoints the Treasurer, who maintains financial records of the JCOC's.

Prior Audit Coverage

The Office of the Assistant Inspector General for Auditing Report No. 83-047, "Joint Civilian Orientation Conference Fund," December 3, 1982, reported on the audit of JCOC No. 47 (FY 1982). The audit found that the Fund was not operated in accordance with OSD Administrative Instruction No. 48 in that the Fund's checking account were not reconciled during the previous 5 years, financial statements were not prepared, the Registrar and the Treasurer were the same person, and disbursements were made without supporting documentation. The audit also disclosed that \$8,800 was rebated to the conferees in violation of the OSD Administrative Instruction. Additionally, funds were advanced to persons other than the JCOC Director. The report recommended

that the Assistant Secretary of Defense (Public Affairs) (OASD [PA]) direct the Director, Community Relations, and that the Director, Washington Headquarters Services, direct the Treasurer of the JCOC Fund to comply with OSD Administrative Instruction No. 48. We noted that during the JCOC's after JCOC No. 47, disbursements were still being made without supporting documentation. Actions were taken to correct the other deficiencies outlined in the prior audit report.

Discussion

We verified total fund income by reviewing receipts for member contributions, bank statements, and deposits. Bank reconciliations and bank balances were verified. We requested and received bank balance confirmation directly from the bank as of the close of business on March 20, 1990. Additionally, we audited disbursements, canceled and returned checks (front and back), endorsements on the checks, signature authorizations with the bank, vouchers for payments, bills from vendors, financial reports, and all other documentation.

Washington Headquarters Services could not provide the financial records for JCOC No. 48, so we did not have adequate support for the beginning balance of JCOC No. 49. In our opinion, with this exception, the Status of Funds Report of JCOC No. 54 (Enclosure 1) presents fairly the financial position of the Fund as of September 30, 1989. The Status of Funds Report was prepared by the former Treasurer. Financial summaries of JCOC Nos. 49 through 53 can be found at Enclosure 2.

Except as noted below, the controls over the JCOC Fund were adequate, and no improprieties were disclosed. We found no evidence of fraud, nor has any been reported to the Inspector General, DoD. We identified the following weaknesses:

- The JCOC Director did not sign receipts for member contributions for JCOC Nos. 53 and 54. Checks for JCOC Nos. 50 through 53 were signed only by the Treasurer, and were not countersigned by responsible personnel from OASD(PA) as required by OSD Administrative Instruction No. 48.

- Cash advances were made to the JCOC Director in accordance with OSD Administrative Instruction No. 48; however, unexpended monies were not promptly returned to the Fund. For example, in JCOC No. 51, unexpended funds were held by the JCOC Director for 1 year before being returned to the Fund.

- Supporting documentation was not maintained for cash advances made from JCOC No. 51.

- JCOC Directors issued personal checks to pay for JCOC expenses and were subsequently reimbursed by the Fund from JCOC No. 53 and 54.

- The financial report from JCOC No. 53 was not prepared within 30 days of the last transaction, as required by OSD Administrative Instruction No. 48.

- Bank reconciliations were not performed from August 30, 1985, to February 28, 1986.

Inadequate internal controls resulted in the deficiencies identified in this audit. No risk assessments or internal control reviews were performed by the Washington Headquarters Services for the JCOC Fund, as required by the Internal Management Control Program and the Federal Managers' Financial Integrity Act. Although no evidence of fraud was found, lack of adequate internal controls could result in fraud. Internal control reviews and risk assessments are designed to help identify and correct internal control deficiencies.

Conclusion

We discussed the deficiencies listed above with the Deputy Director, Budget and Finance, Washington Headquarters Services, and with the present Treasurer of the JCOC Fund. They agreed with the results of our audit. For the most recent JCOC, the Treasurer has been taking corrective actions. The JCOC Director has signed receipts for member contributions, and checks issued for payment have contained two signatures as required by OSD Administrative Instruction No. 48. In addition, we notified the bank that it had processed checks requiring two signatures when only one signature was presented. The bank's management informed us that they will monitor the JCOC account closely to ensure that checks have the required signatures before being processed. The Treasurer had not authorized any cash advances, and no advances from prior years were outstanding. The Treasurer has advised the JCOC Director not to issue personal checks to pay for JCOC expenses and expect the Fund to reimburse him. The Treasurer had performed bank reconciliations for each month's statement. Further, Washington Headquarters Services agreed that internal control reviews of the JCOC Fund will be performed as required by Office of Management and Budget Circular A-123, "Internal Control Systems." As an additional control, Washington Headquarters Services will request audits at least once every 3 years and whenever a new Treasurer is appointed.

We provided a draft of this report to the addressee on October 31, 1990. Because there were no recommendations, no management comments were required, and none were received. Therefore, we are publishing this report in final form. Any comments on this final report should be provided within 60 days of the date of this memorandum.

The courtesies extended to the audit staff are appreciated. Should you have any questions about this report, please contact Mr. Raymond D. Kidd at (703) 614-1682 or Mr. Richard A. Levine at (703) 693-0461. Distribution of this report is shown at Enclosure 4.



Robert J. Lieberman
Assistant Inspector General
for Auditing

Enclosures

**JOINT CIVILIAN ORIENTATION CONFERENCE FUND
STATUS OF FUNDS REPORT AND
INCOME AND EXPENSES OF CONFERENCE NO. 54**

Deposit Date (1989)	Receipts			Disbursements			Fund Balance
	Source of Funds	Member Contributions	Other Income	Check No.	Meals and Lodging	Other Expenses Nature	
May 15	Balance from JCOC 53*						
May 15	Conferees	\$15,000.00					
May 15	Conferees	19,000.00					
May 15	Conferees	17,000.00					
Apr 19	J.M. Taggart		\$ 47.54				
Apr 20	CPT D. McCurrach		52.08				
Apr 21	Dr. J.H. Sammons		18.33				
Jun 23	LTC M.A. Bowman		87.60				
Sep 29	M. Francis		87.60				
	Total Receipts:	<u>\$51,000.00</u>	<u>\$293.15</u>				\$5,178.70

Invoice Date (1989)	Check No.	Meals and Lodging	Other Expenses Nature	Amount
May 14	1445	\$ 5,130.58		
May 15	1446	1,032.10		
May 15	1447	854.61		
May 15	1448	54.20		
	1449		Check voided	
May 16	1450	99.00		
May 16	1451	937.00		
May 16	1452		Mementos \$ 805.00	
May 17	1453	5,800.67		
May 17	1454	215.35		
May 18	1455	183.00		
May 18	1456		Pins and hats 252.00	
May 18	1457	1,886.52		
May 19	1458	5,375.19		
	1459		Check voided	
May 19	1460	229.45		
May 19	1461	2,102.95		
May 19	1462	2,143.58		
May 23	1463		Photos 299.97	
May 18	1464	1,305.64		
	1465		Check voided	

JOINT CIVILIAN ORIENTATION CONFERENCE FUND
STATUS OF FUNDS REPORT AND
INCOME AND EXPENSES OF CONFERENCE NO. 54 (continued)

Invoice Date (1989)	Receipts			Disbursements			Fund Balance
	Source of Funds	Member Contributions	Other Income	Check No.	Meals and Lodging	Nature	
May 19				1466		Mementos	\$ 900.00
May 25				1467		Mementos	600.00
				1468		Check voided	
May 14				1469	\$ 4,840.80		
Mar 28				1470		Plaques	2,189.27
May 11				1471		Badges	41.80
				1472		Check voided	
Jun 3				1473		Picture assembly	8,455.72
May 12				1474		Stamp, film	263.95
May 11				1475		Plaques	1,050.00
May 15				1476		Paperweights	646.74
Aug 21				1477	140.00		
Sep 18				1478		Picture assembly	223.24
Sep 19				1479		Color prints	3,000.00
Sep 19				1480		Boxes	18.55
Dec 11				1481		Mailing	226.69
Total Expenses:					<u>\$32,330.64</u>		<u>\$18,972.93</u>
Ending Balance:							<u>\$5,168.28</u>

Financial Summary of JCOC No. 54*

Beginning Balance	\$ 5,178.70
Plus Total Deposits	51,293.15
Subtotal	\$56,471.85
Less Expenditures	(51,303.57)
Ending Balance	<u>\$ 5,168.28</u>

*JCOC - Joint Civilian Orientation Conference

**FINANCIAL SUMMARIES OF THE JOINT CIVILIAN
ORIENTATION CONFERENCE FUND**

	JCOC Nos. 49 to 53 1/				
	No. 49	No. 50	No. 51	No. 52	No. 53
Beginning Balance ^{2/}	\$ 5,533.14	\$ 5,925.13	\$ 5,923.54	\$ 5,807.82	\$ 6,335.89
Plus Total Deposits	<u>41,622.78</u>	<u>49,012.60</u>	<u>51,109.21</u>	<u>50,596.08</u>	<u>59,663.18</u>
Subtotal	\$47,155.92	\$54,937.73	\$57,032.75	\$56,403.90	\$65,999.07
Less Expenditures	<u>(41,230.79)</u>	<u>(49,014.19)</u>	<u>(51,224.93)</u>	<u>(50,068.01)</u>	<u>(60,820.37)</u>
Ending Balance ^{3/}	<u>\$ 5,925.13</u>	<u>\$ 5,923.54</u>	<u>\$ 5,807.82</u>	<u>\$ 6,335.89</u>	<u>\$ 5,178.70</u>

^{1/} JCOC -- Joint Civilian Orientation Conference.

^{2/} All records of JCOC No. 48 (FY 1983) were missing; therefore, we could not be assured that the beginning balance for JCOC No. 49 was accurate.

^{3/} Some records of JCOC No. 49 (FY 1984) were missing; records were reconstructed by the auditors.

ACTIVITIES VISITED OR CONTACTED

Office of the Secretary of Defense

Assistant Secretary of Defense (Public Affairs), Washington, DC
Washington Headquarters Services, Washington, DC

FINAL REPORT DISTRIBUTION

Office of the Secretary of Defense

Comptroller of the Department of Defense
Assistant Secretary of Defense (Public Affairs)
Director, Administration and Management, Washington Headquarters
Services, Department of Defense

Non-DoD Activities

Office of Management and Budget
U.S. General Accounting Office,
NSIAD Technical Information Center

Congressional Committees:

Senate Subcommittee on Defense, Committee on Appropriations
Senate Committee on Armed Services
Senate Committee on Governmental Affairs
Senate Ranking Minority Member, Committee on Armed Services
House Committee on Appropriations
House Subcommittee on Defense, Committee on Appropriations
House Ranking Minority Member, Committee on Appropriations
House Committee on Armed Services
House Committee on Government Operations
House Subcommittee on Legislation and National Security,
Committee on Government Operations