Office of Inspector General

Semiannual Report to the Congress

April 1 through September 30, 2011

Number 45

October 26, 2011
October 26, 2011

The Honorable Leland A. Strom, Chairman and Chief Executive Officer
The Honorable Kenneth A. Spearman, Board Member
The Honorable Jill Long Thompson, Board Member
Farm Credit Administration
1501 Farm Credit Drive
McLean, Virginia  22102-5090

Dear Chairman Strom and FCA Board Members Spearman and Long Thompson:

Enclosed is the semiannual report on the activities of the Farm Credit Administration’s (FCA or Agency) Office of Inspector General (OIG) for the period April 1 through September 30, 2011. This is the forty-fifth report since the establishment of the OIG on January 22, 1989.

I am submitting this report in accordance with the Inspector General Act of 1978, as amended (IG Act). Section 5(b) of the IG Act requires that the FCA Board send this report to the appropriate Congressional committees and subcommittees within 30 days after the date of this transmittal, accompanied by management’s report on the status of audit, inspection, and/or evaluation action items.

On September 12, 2011, the OIG issued a final report on an audit of the Agency’s Approval Process of Funding Corporation Debt Issuances. The audit found the approval process in compliance with all guidelines and no action items resulted.

The audit on the Agency’s contracting activities remained ongoing at the end of this period. The objective of this audit is to determine whether the FCA’s contracting environment is efficient and effective in acquiring products and services that provide the best value to FCA. Please refer to page 3 for further information.

The OIG contracted with the Bureau of the Public Debt for Brown & Company CPAs, PLLC, to perform the audit of FCA’s financial statements for fiscal year 2011. This audit was ongoing at the end of this reporting period. Please refer to page 3 for further information.

Also initiated and ongoing during this period is the OIG’s annual evaluation of the Agency’s compliance with the Federal Information Security Management Act. This annual evaluation is conducted by the OIG’s Senior Information Technology Auditor. Please refer to page 3 for further information.
Ten agreed-upon actions were closed in this reporting period resulting from two reports issued in fiscal year 2010. First, the OIG issued a final report on July 26, 2010, of an inspection of FCA’s compliance with the Government in the Sunshine Act. While the inspection found the Agency adheres to the Sunshine Act, there was one agreed-upon action that resulted, which was closed by management on May 2, 2011. Second, the OIG issued a final report on September 16, 2010, of an inspection of FCA’s process for reviewing, tracking, and responding to Farm Credit System borrowers’ complaints. While the process for handling borrower complaints was determined to be functioning satisfactorily, ten agreed-upon actions resulted from the inspection. Nine were closed during this reporting period.

At the end of this period, there was one open agreed-upon action from the inspection of the Agency’s borrower complaint handling process. Please refer to page 4 for further information.

During this reporting period we concluded a peer review of the Consumer Product Safety Commission’s Office of Inspector General’s audit function, a required periodic review. Please refer to page 14 for further information.

If you have any questions, please call me at 4241 or 4030. I look forward to continuing a positive relationship between the OIG and the FCA Board, which I view as a partnership striving to strengthen FCA operations.

Respectfully,

Carl A. Clinefelter
Inspector General

Enclosure
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EXECUTIVE SUMMARY

This Semiannual Report to the Congress summarizes the activities and accomplishments of the Farm Credit Administration’s (FCA or Agency) Office of Inspector General (OIG) for the period April 1 through September 30, 2011. The OIG’s efforts were directed toward implementing the OIG’s fiscal year (FY) 2011 strategic and operational plan and budget; performing audits, inspections, and evaluations of FCA programs and operations; conducting investigations, as necessary; independently and confidentially surveying Farm Credit System (FCS or System) institutions regarding the effectiveness of the Agency’s examination function and examiners; and providing objective, independent reporting and counsel to the FCA Board on FCA programs and operations.

During this reporting period, the OIG issued one audit report. On September 12, a final audit report on the Agency’s Approval Process of Funding Corporation Debt Issuances was issued. The audit found the approval process in compliance with all guidelines and no action items resulted.

There is one open agreed-upon action at the end of this reporting period from a report issued during a previous semiannual reporting period. See page 4 for further information.

The audit of the FCA’s contracting activities is ongoing as is the independent financial statement audit of FCA for FY 2011. The OIG contracted with the Bureau of the Public Debt (BPD) for Brown and Company CPAs, PLLC (Brown & Co.) to perform the audit of FCA’s financial statements for FY 2011.

Also initiated and ongoing during this period is the OIG’s annual evaluation of the Agency’s compliance with the Federal Information Security Management Act (FISMA). This annual evaluation is conducted by the OIG’s Senior Information Technology (IT) Auditor.

Additionally, the OIG issued two quarterly reports to the Chief Examiner and FCA Board on results of OIG surveys of System institutions regarding the examination function and the examiners. These reports were for the quarters ended March 31 and June 30, 2011.

During the period, the OIG updated and issued its Strategic and Operating Performance Plan and Budgets for FYs 2012-2013 (SOPP). The SOPP is on the OIG’s website at http://www.fca.gov/Download/InspectorGeneral/Strategic&PerformancePlans/S&OPP12-13.pdf. Included in the SOPP is the OIG’s Audit Plan covering FYs 2012-2013 and beyond.
The OIG maintains five positions: the Inspector General (IG), a Deputy Inspector General (DIG) and Counsel, a Senior Auditor, a Senior IT Auditor, and an Administrative Assistant. Appendix G and Appendix H reflect the organizational structure of FCA and the OIG, respectively.

BACKGROUND

Farm Credit Administration

The FCA is an independent Federal agency of the United States government responsible for the regulation and examination of FCS institutions chartered under the Farm Credit Act of 1971, as amended (Farm Credit Act). The FCA is also a “designated Federal entity” within the meaning of the Inspector General Act of 1978, as amended (IG Act).

As a non-appropriated agency, FCA funds its expenses primarily through assessments to the institutions it regulates. The Agency’s FY 2011 budget is $54,832,588. Assessments by FCA to FCS institutions for FY 2011 were $49,100,000, with other sources of funding totaling $5,732,588. The OIG’s FY 2011 budget is $1,109,149.

At the end of this reporting period, FCA had 288 employees, about half of which are examiners located in five field offices. At the end of the prior semiannual reporting period, the Agency had 290 employees.

Farm Credit System

The FCS is a Government-sponsored enterprise comprised of 5 Farm Credit banks and 84 lending associations, as of September 30, 2011, in all 50 states and Puerto Rico that primarily make loans to agriculture. The System raises funds by selling securities in the national and international money markets through its special purpose entity, the Federal Farm Credit Banks Funding Corporation. These securities are not guaranteed by the U.S. Government.

The Federal Agricultural Mortgage Corporation (Farmer Mac), also a part of the FCS, is chartered by the Federal government to provide a secondary market for agricultural mortgage loans. Farmer Mac is publicly traded and issues its own debt securities.

Additionally, there are four active service corporations organized under the Farm Credit Act that provide services to FCS entities and eligible borrowers.
AUDIT, INSPECTION, AND EVALUATION REPORTS ISSUED

The OIG conducts all audits in accordance with Government Auditing Standards issued by the Comptroller General of the United States for audits of Federal organizations, programs, activities, and functions. Inspections and evaluations are conducted in accordance with the Council of the Inspectors General on Integrity and Efficiency (CIGIE) Quality Standards for Inspections. Copies of most OIG reports are available on the OIG web site at www.fca.gov/home/inspector.html, or by contacting the OIG at (703) 883-4030, or by TTY at (703) 883-4359, or by e-mail at ig_information@fca.gov.

FCA’s Approval Process of Funding Corporation Debt Issuances

The OIG issued the final audit report on September 12, 2011. The audit’s objective was to assess whether FCA’s approval process of Funding Corporation debt issuances is operating efficiently and effectively and in compliance with applicable guidelines. The audit found that the approval process was in compliance with all guidelines and no action items resulted.

AUDITS, INSPECTIONS, AND EVALUATIONS IN PROGRESS

FCA’s Contracting Activities

The audit’s objective is to determine whether the FCA’s contracting environment is efficient and effective in acquiring products and services that provide the best value to FCA.

Subsequent to the end of this reporting period, the OIG issued a final draft report on the contracting audit to Agency management on October 18, 2011.

FY 2011 Independent Financial Statement Audit of FCA

The Accountability of Tax Dollars Act of 2002 extended to FCA and certain other agencies a requirement to submit to Congress and the Office of Management and Budget (OMB) an audited financial statement each fiscal year.

In continuing to assist the Agency in meeting these requirements, the OIG contracted with the BPD for Brown & Co. to perform the audit of FCA’s financial statements for FY 2011. The audit remained ongoing at the end of this reporting cycle.
FY 2011 Federal Information Security Management Act Evaluation

The evaluation of the Agency’s compliance with FISMA for FY 2011 is being performed by the OIG’s Senior IT Auditor, using guidelines established by FISMA, OMB, and the National Institute of Standards and Technology. This evaluation was ongoing at September 30, 2011.

STATUS OF UNIMPLEMENTED RECOMMENDATIONS

At the beginning of the reporting period, there were 11 open action items resulting from OIG audits, inspections, or evaluation reports. Nine of the ten Borrower Complaint Processing action items closed during the period, and the one action item from the Adherence to the Government in the Sunshine Act inspection also closed.

<table>
<thead>
<tr>
<th>Report</th>
<th>Issued</th>
<th>Open During this 6-Month Period</th>
<th>Final Management Actions During this Period</th>
<th>Open on 10/01/2011</th>
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<tr>
<td>Adherence to the Government in the Sunshine Act</td>
<td>7/26/2010</td>
<td>1</td>
<td>1</td>
<td>0</td>
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<tr>
<td>Borrower Complaint Processing</td>
<td>9/16/2010</td>
<td>10</td>
<td>9</td>
<td>1</td>
</tr>
<tr>
<td>Total</td>
<td>11</td>
<td>10</td>
<td>1</td>
<td></td>
</tr>
</tbody>
</table>

The one remaining open agreed-upon action has been open since September 16, 2010. Management continues to work towards this action item’s implementation. It is administrative in nature.
INVESTIGATIONS

No hotline calls were received alleging impropriety that would fall within the purview of the OIG. OIG Hotline calls and e-mails dealing with borrower complaints concerning FCS institutions and other FCS issues were referred to the FCA office or other Federal agency responsible for reviewing such matters.

No investigations were opened during the reporting period.

LEGISLATION AND REGULATIONS

In furtherance of the OIG’s mandate to review existing and proposed legislation and regulations, the IG or DIG and Counsel attends joint briefings of the FCA Board on regulations at the proposed and final stages. The following were reviewed by the DIG and Counsel:

Legislation

1) S. 241, The Non-Federal Whistleblower Protection Act
2) S. 300, Purchase and Travel Card Controls
3) S. 652, The American Infrastructure and Finance Authority
4) S. 722, Improvement of Security in Federal Buildings
5) S. 753, Whistleblower Protection Enhancement Act of 2011
6) S. 790, Training for Newly Appointed Federal Supervisors
7) S. 801, Information Technology Investment Management Act of 2011
8) S. 991 / H.R. 1949, Clean-Up Act
9) S. 1220, Fulfilling U.S. Energy Leadership Act
10) S. 1212, Geolocational Privacy and Surveillance Act
11) S. 1222 / H.R. 2146, Digital Accountability and Transparency Act of 2011 or DATA Act
12) H.R. 828, 829, Requires Federal Taxes to be Paid
13) H.R. 1136, Executive Cyberspace Coordination Act of 2011
14) H.R. 1470, Federal Employee Probationary Period
16) H.R. 1875, Building our Clean Energy Future Act of 2011
Final Rule

17) Farmer Mac Risk-Based Capital
18) Lending and Leasing and Risk Management
19) Loan Policies and Operations
20) Loan Purchases from FDIC

Proposed Rule

21) Investment Management
22) Liquidity and Funding
23) Operating and Strategic Business Planning
24) Margin and Capital Requirements for Covered Swap Entities

Advance Notice of Proposed Rulemaking

25) OSMO Risk Based Capital Stress Test, Version 5.0
26) Capital Adequacy – Capital Components: Basel Accord Tier 1 / Tier 2

Bookletter

27) Farm Credit System Bank Merger Applications

Informational Memorandum

28) Amendments to Regulation M (Consumer Leasing) and Regulation Z (Truth in Lending)
29) Registering Mortgage Loan Originators Under the Secure and Fair Enforcement for Mortgage Licensing Act of 2008

OTHER ACTIVITIES

Quarterly Survey of Farm Credit System Institutions

The OIG administers an ongoing survey of FCS institutions regarding the quality and consistency of the Agency’s examination function and examiners. The OIG issues a quarterly report and, at the end of each FY, a summary report on the surveys’ results to the Chief Examiner and the FCA Board.

During this 6-month period, the OIG sent surveys to the Audit Committee Chairmen and Chief Executive Officers of 37 FCS institutions. Quarterly reports for the 3-month periods ended March 31 and June 30, 2011, were issued by the OIG to the Chief Examiner and the FCA Board.
Staff Participation in Activities Within the Inspector General Community

OIG staff members are encouraged to take part in organizations that contribute to the mission of the Inspectors General community, as well as their individual professional development. Most staff members are actively involved in one or more professional organizations, as well as activities within the CIGIE.

The IG serves as the Vice Chairperson of CIGIE, is a member of CIGIE’s Executive Council, helps chair the monthly meetings of all Inspectors General comprising CIGIE, and participates as a member of the CIGIE’s Inspection and Evaluation (I&E) Committee.

The OIG DIG and Counsel meets monthly with counsels to the other Inspectors General. Counsel also attends DIG and Directors of Investigations meetings. Counsel also led, on behalf of CIGIE and the Council of Counsels to Inspectors General, the development of a course for new Offices of Inspector General attorneys. The course was presented for approximately 40 students on June 29, 2011.

The OIG Senior Auditor and Senior IT Auditor attend Federal Audit Executive Committee meetings and conferences. The Senior Auditor participates as a member of the I&E Committee’s Roundtable. The Senior IT Auditor is actively involved in the IT Subcommittee of the Federal Audit Executive Committee and attends local ISACA (formerly known as Information Security and Control Association) meetings.

Staff Participation in Agency Organizations

OIG employees are active on Agency workgroups and task forces, as appropriate.

Staff Development

OIG employees continually seek ways to improve skills and become knowledgeable in the initiatives of the community of Inspectors General. Audit and legal staff must meet continuing education requirements. Individual development plans are used to identify long and short-term career goals along with specific training and developmental needs. These plans are geared to enhance individual skills in the performance of official duties and meet the criteria needed to achieve OIG performance goals and objectives.
This annex is provided in accordance with the National Defense Authorization Act for FY 2008.

This referenced statute requires all Inspectors General appointed under the IG Act to include an annex to their semiannual reports as follows:

1) listing all contract audit reports issued during the reporting period containing significant audit findings;

2) briefly describing the significant audit findings in the report; and

3) specifying the amounts of costs identified in the report as unsupported, questioned, or disallowed.

Significant audit findings are defined as unsupported, questioned, or disallowed costs in excess of $10,000,000, or other findings that the Inspector General determines to be significant. It defines contracts as a contract, an order placed under a task or delivery order contract, or a subcontract.

No contract audit reports meeting these criteria were issued on behalf of the OIG during this reporting period.
## INDEX OF REPORTING REQUIREMENTS

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<td>Section 5(a)(2)</td>
<td>Recommendations for Corrective Action</td>
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<td>Section 5(a)(3)</td>
<td>Prior Recommendations Not Yet Implemented</td>
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<td>Section 5(a)(4)</td>
<td>Matters Referred to Prosecutive Authorities</td>
<td>None</td>
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<td>Section 5(a)(5)</td>
<td>Summary of Instances Where Information Was Unreasonably Refused or Not Provided</td>
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<td>Section 5(a)(6)</td>
<td>List of OIG Audit/Inspection Reports Issued During the Period</td>
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<td>Section 5(a)(7)</td>
<td>Summary of Significant Reports Issued During the Period</td>
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<td>Statistical Table on Management Decisions with Questioned Costs</td>
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<td>Section 5(a)(9)</td>
<td>Statistical Table on Management Decisions on Recommendations that Funds be put to Better Use</td>
<td>12</td>
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<tr>
<td>Section 5(a)(10)</td>
<td>Summary of Each Audit Over Six Months Old for Which No Management Decision Has Been Made</td>
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<tr>
<td>Section 5(a)(11)</td>
<td>Significant Revised Management Decisions</td>
<td>None</td>
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<td>Section 5(a)(12)</td>
<td>Significant Management Decisions with Which the Inspector General Disagreed</td>
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<td>Section 5(a)(13)</td>
<td>Compliance of Agency Financial Management System</td>
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<td>Section 5(a)(14)(15)</td>
<td>Peer Reviews Conducted of this OIG</td>
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<td>Section 5(a)(16)</td>
<td>Peer Reviews Conducted by this OIG</td>
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## FY 2008 NATIONAL DEFENSE AUTHORIZATION ACT CITATION AND REQUIREMENT

| Section 845 | Review of Legislation and Regulations | 5 - 6 |
# Audit, Inspection, and Evaluation Reports Issued

<table>
<thead>
<tr>
<th>Title of Report</th>
<th>Number of Agreed Upon Actions/Recommendations</th>
<th>Questioned Costs</th>
<th>Recommendations That Funds Be Put to Better Use</th>
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<tbody>
<tr>
<td>Approval Process of Funding Corporation Debt Issuances</td>
<td>0</td>
<td>$0</td>
<td>$0</td>
</tr>
<tr>
<td><strong>Total</strong></td>
<td><strong>0</strong></td>
<td><strong>$0</strong></td>
<td><strong>$0</strong></td>
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### Reports with Questioned Costs

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<th>Dollar Value</th>
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<td></td>
<td>Reports</td>
</tr>
<tr>
<td>A. For which no management decision has been made by the commencement of the reporting period</td>
<td>0</td>
</tr>
<tr>
<td>B. Which were issued during the reporting period</td>
<td>0</td>
</tr>
<tr>
<td><strong>Subtotals (A+B)</strong></td>
<td>0</td>
</tr>
<tr>
<td>C. For which a management decision was made during the reporting period</td>
<td>0</td>
</tr>
<tr>
<td>(i) dollar value of disallowed costs</td>
<td>0</td>
</tr>
<tr>
<td>(ii) dollar value of costs not disallowed</td>
<td>0</td>
</tr>
<tr>
<td>D. For which no management decision has been made by the end of the reporting period</td>
<td>0</td>
</tr>
<tr>
<td>E. For which no management decision was made within six months of issuance</td>
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## APPENDIX D

### Reports with Recommendations that Funds be Put to Better Use

<table>
<thead>
<tr>
<th></th>
<th>Number of Reports</th>
<th>Number of Recommendations</th>
<th>Dollar Value</th>
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<tr>
<td><strong>A.</strong> For which no management decision has been made by the commencement of the reporting period</td>
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<td>0</td>
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<tr>
<td><strong>B.</strong> Which were issued during the reporting period</td>
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<td>0</td>
<td>$ 0</td>
</tr>
<tr>
<td><strong>Subtotals (A + B)</strong></td>
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<td>$ 0</td>
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<tr>
<td><strong>C.</strong> For which a management decision was made during the reporting period</td>
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<td>0</td>
<td>$ 0</td>
</tr>
<tr>
<td>(i) Dollar value of recommendations that were agreed to by management</td>
<td>0</td>
<td>0</td>
<td>$ 0</td>
</tr>
<tr>
<td>--based on proposed management action</td>
<td>0</td>
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<td>$ 0</td>
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<tr>
<td>--based on proposed legislative action</td>
<td>0</td>
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<td>$ 0</td>
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<tr>
<td>(ii) Dollar value of recommendations that were not agreed to by management</td>
<td>0</td>
<td>0</td>
<td>$ 0</td>
</tr>
<tr>
<td><strong>D.</strong> For which no management decision has been made by the end of the reporting period</td>
<td>0</td>
<td>0</td>
<td>$ 0</td>
</tr>
<tr>
<td><strong>E.</strong> For which no management decision was made within six months of issuance</td>
<td>0</td>
<td>0</td>
<td>$ 0</td>
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APPENDIX E

<table>
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<tr>
<th>Peer Review Performed By</th>
<th>Date of Report</th>
<th>Function Reviewed</th>
<th>Peer Review Rating</th>
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<tr>
<td>U.S. Commodity Futures Trading Commission</td>
<td>February 4, 2011</td>
<td>Audit</td>
<td>Pass</td>
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<td>Office of Inspector General</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Office of Inspector General</td>
<td></td>
<td></td>
<td></td>
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</table>
### Peer Reviews Conducted by this Office

<table>
<thead>
<tr>
<th>Peer Review Of</th>
<th>Date of Report</th>
<th>Function Reviewed</th>
<th>Peer Review Rating</th>
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</table>

The chart below summarizes the status of recommendations made from the prior peer review of the CPSC OIG’s audit function at the conclusion of our fieldwork.

### Status of Prior Peer Review Recommendations Of CPSC OIG’s Audit Function

<table>
<thead>
<tr>
<th></th>
<th>Number of Recommendations</th>
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<tbody>
<tr>
<td>A. Corrective Action Completed</td>
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<td>B. Recommendations Not Fully Implemented</td>
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<tr>
<td>C. Outstanding Recommendations</td>
<td>1</td>
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<tr>
<td>D. Total Recommendations</td>
<td>7</td>
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</table>
FCA Organizational Chart

Farm Credit Administration Board
Leland A. Strom, Chairman
Kenneth A. Spearman, Member
Jill Long Thompson, Member

Office of the Chairman
Leland A. Strom

Office of Inspector General\(^1\)
Carl A. Clinefelter

Office of Congressional and
Public Affairs
Michael A. Stokke\(^2\)

Office of Secondary
Market Oversight\(^3\)
Laurie A. Rea

Secretary to the Board
Dale L. Aultman

Equal Employment
and Inclusion Director
Thais Mootz

Designated Agency
Ethics Official
Wendy R. Laguarda

Special Advisor YBS &
Local Food Systems
Mark Johansen

Office of the Chief
Operating Officer
William J. Hoffman

Office of Management
Services
Stephen G. Smith

Office of Examination
S. Robert Coleman

Office of
Regulatory Policy
Gary K. Van Meter

Office of
General Counsel\(^4\)
Charles R. Rawls

\(^1\) The Dodd-Frank Wall Street and Consumer Protection Act, Public Law 111-203, amended the Inspector General Act, 5 U.S.C. App 3, changing the meaning of "head of the designated Federal entity." The effect is that the Inspector General now reports to the FCA Board. Prior to the amendment, the FCA Chairman was the "head of the designated Federal entity" under the IG Act and the IG reported to the Chairman.

\(^2\) Serves as Executive Assistant to the Chairman.

\(^3\) Reports to the Board for policy and to the CEO for administration.

\(^4\) Maintains a confidential advisory relationship with each of the Board members.
Office of Inspector General Organizational Chart

Inspector General
Carl A. Clinefelter

Administrative Assistant
Debra M. Miller

Deputy Inspector General and Counsel
Elizabeth M. Dean

Senior Auditor
Veronica G. McCain

Senior IT Auditor
Tammy F. Rapp

December 9, 2010
Carl A. Clinefelter, Inspector General
Date
## Glossary of Terms

<table>
<thead>
<tr>
<th>Term</th>
<th>Definition</th>
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<tr>
<td>Agency</td>
<td>Farm Credit Administration</td>
</tr>
<tr>
<td>BPD</td>
<td>Bureau of the Public Debt</td>
</tr>
<tr>
<td>Brown &amp; Co.</td>
<td>Brown &amp; Company CPAs, PLLC</td>
</tr>
<tr>
<td>CIGIE</td>
<td>Council of the Inspectors General on Integrity and Efficiency</td>
</tr>
<tr>
<td>CPSC OIG</td>
<td>Consumer Product Safety Commission Office of Inspector General</td>
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<tr>
<td>DIG</td>
<td>Deputy Inspector General</td>
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<td>Farm Credit Act</td>
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<td>Performance Accountability Report</td>
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REPORT

Fraud | Waste | Abuse | Mismanagement

FARM CREDIT ADMINISTRATION
OFFICE OF INSPECTOR GENERAL

- Phone: Toll Free (800) 437-7322; (703) 883-4316
- Fax: (703) 883-4059
- E-mail: fca-ig-hotline@rcn.com
- Mail: Farm Credit Administration
  Office of Inspector General
  1501 Farm Credit Drive
  McLean, VA  22102-5090