# Office of Inspector General

Semiannual Report to the Congress

April 1 through September 30, 2011



Office of Inspector General 1501 Farm Credit Drive McLean, VA 22102-5090 (703) 883-4030



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

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**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 <a href="http://www.fca.gov/Download/InspectorGeneral/Strategic&PerformancePlans/S&OPP12-13.pdf">http://www.fca.gov/Download/InspectorGeneral/Strategic&PerformancePlans/S&OPP12-13.pdf</a>. 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 <a href="www.fca.gov/home/inspector.html">www.fca.gov/home/inspector.html</a>, or by contacting the OIG at (703) 883-4030, or by TTY at (703) 883-4359, or by e-mail at <a href="mailto:ig\_information@fca.gov">ig\_information@fca.gov</a>.

### 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.

Audit, Inspection, and Evaluation Agreed-Upon Actions and Recommendations						
Report	Issued	Open During this 6-Month Period	Final Management Actions During this Period	Open on 10/01/2011		
Adherence to the Government in the Sunshine Act	7/26/2010	1	1	0		
Borrower Complaint Processing	9/16/2010	10	9	1		
Total		11	10	1		

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
- 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
- H.R. 1823, The Criminal Code Modernization and Simplification Act of 2011
- 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.

# **ANNEX**

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:

- 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.

# APPENDIX A

	INDEX OF REPORTING REQUIREMENTS	Page
Section 4(a)(2)	Review of Legislation and Regulations	5-6
Section 5(a)(1)	Significant Problems, Abuses, and Deficiencies	None
Section 5(a)(2)	Recommendations for Corrective Action	None
Section 5(a)(3)	Prior Recommendations Not Yet Implemented	4
Section 5(a)(4)	Matters Referred to Prosecutive Authorities	None
Section 5(a)(5)	Summary of Instances Where Information Was Unreasonably Refused or Not Provided	None
Section 5(a)(6)	List of OIG Audit/Inspection Reports Issued During the Period	3
Section 5(a)(7)	Summary of Significant Reports Issued During the Period	3
Section 5(a)(8)	Statistical Table on Management Decisions with Questioned Costs	11
Section 5(a)(9)	Statistical Table on Management Decisions on Recommendations that Funds be put to Better Use	12
Section 5(a)(10)	Summary of Each Audit Over Six Months Old for Which No Management Decision Has Been Made	None
Section 5(a)(11)	Significant Revised Management Decisions	None
Section 5(a)(12)	Significant Management Decisions with Which the Inspector General Disagreed	None
Section 5(a)(13)	Compliance of Agency Financial Management System	3
Section 5(a)(14)(15)	Peer Reviews Conducted of this OIG	13
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	FY 2008 NATIONAL DEFENSE AUTHORIZATION ACT CITATION AND REQUIREMENT	Page
Section 845	Review of Legislation and Regulations	5 - 6

# APPENDIX B

Audit, Inspection, and Evaluation Reports Issued					
Title of Report	Number of Agreed Upon Actions/ Recommendations	Questioned Costs	Recommendations That Funds Be Put to Better Use		
Approval Process of Funding Corporation Debt Issuances	0	\$0	\$0		
Total	0	\$ <i>0</i>	\$0		

# APPENDIX C

	Reports with Questioned Costs					
		N	umber	Dollar Value		
		Reports	Recom- mendations	Questioned Costs	Unsupported Costs	
				Φ.0	0.0	
A.	For which no management decision has been made by the commencement of the reporting period	0	0	\$0	\$0	
B.	Which were issued during the reporting period	0	0	\$0	\$0	
Su	btotals (A+B)	0	0	\$0	\$0	
C.	For which a management decision was made during the reporting period	0	0	\$0	\$0	
	(i) dollar value of disallowed costs	0	0	\$0	\$0	
	(ii) dollar value of costs not disallowed	0	0	\$0	\$0	
D.	For which no management decision has been made by the end of the reporting period					
E.	For which no management decision was made within six months of issuance	0	0	\$0	\$0	
		0	0	\$0	\$0	

# APPENDIX D

# Reports with Recommendations that Funds be Put to Better Use

		Number of Reports	Number of Recom- mendations	Dollar Value
A.	For which no management decision has been made by the commencement of the reporting period	0	0	\$0
В.	Which were issued during the reporting period	0	0	\$0
Su	btotals (A + B)	0	0	\$0
C.	For which a management decision was made during the reporting period	0	0	\$0
	(i) dollar value of recommendations that were agreed to by management	0	0	\$0
	based on proposed management action	0	0	\$0
	based on proposed legislative action	0	0	\$0
	(ii) dollar value of recommendations that were not agreed to by management	0	0	\$0
D.	For which no management decision has been made by the end of the reporting period	0	0	\$0
E.	For which no management decision was made within six months of issuance	0	0	\$0

# APPENDIX E

Peer Reviews Conducted of this Office					
Peer Review Performed By	Date of Report	Function Reviewed	Peer Review Rating		
U.S. Commodity Futures Trading Commission Office of Inspector General	February 4, 2011	Audit	Pass		
U.S. Security and Exchange Commission Office of Inspector General	December 26, 2007	Investigations	Pass		

# APPENDIX F

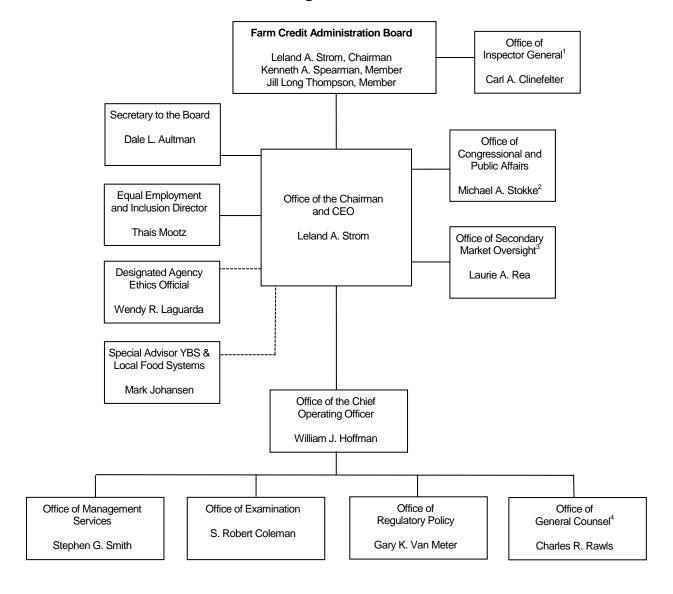
Peer Reviews Conducted by this Office				
Peer Review Of	Date of Report	Function Reviewed	Peer Review Rating	
Consumer Product Safety Commission (CPSC) Office of Inspector General	May 23, 2011	Audit	Pass	

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				
	Number of Recommendations			
A. Corrective Action Completed	2			
B. Recommendations Not Fully Implemented	4			
C. Outstanding Recommendations	1			
D. Total Recommendations	7			

### APPENDIX G

# **FCA Organizational Chart**



<sup>&</sup>lt;sup>1</sup>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.

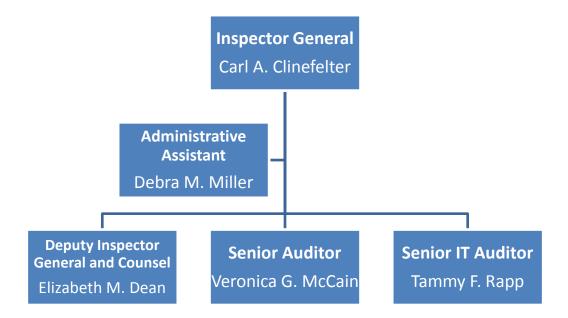
<sup>&</sup>lt;sup>2</sup> Serves as Executive Assistant to the Chairman.

<sup>&</sup>lt;sup>3</sup>Reports to the Board for policy and to the CEO for administration.

<sup>&</sup>lt;sup>4</sup> Maintains a confidential advisory relationship with each of the Board members.

### APPENDIX H

# Office of Inspector General Organizational Chart



Carl A. Clinefelter, Inspector General

Cael a. Clinefelter

December 9, 2010

Date

### APPENDIX I

# **Glossary of Terms**

Agency – Farm Credit Administration

BPD – Bureau of the Public Debt

Brown & Co. – Brown & Company CPAs, PLLC

CIGIE – Council of the Inspectors General on Integrity and Efficiency

CPSC OIG - Consumer Product Safety Commission Office of Inspector General

DIG – Deputy Inspector General

Farm Credit Act - Farm Credit Act of 1971, as amended

Farmer Mac – Federal Agricultural Mortgage Corporation

FCA – Farm Credit Administration

FCS – Farm Credit System

FISMA – Federal Information Security Management Act

FY - Fiscal Year

H.R. – House ResolutionIG – Inspector General

IG Act – Inspector General Act of 1978, as amended

I&E – Inspection and Evaluation

ISACA – Information Security and Control Association

IT – Information Technology

OE – Office of Examination

OIG – Office of Inspector General

OMB – Office of Management and Budget
PAR – Performance Accountability Report

System – Farm Credit System

# 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