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March 26, 2019

Ms. Kimberly A. McCoy
Commissioner
Bureau of the Fiscal Service
Department of the Treasury

Management Report: Improvements Needed in the Bureau of the Fiscal Service's Information System Controls

Dear Ms. McCoy:

In connection with our audit of the consolidated financial statements of the U.S. government,¹ we audited and reported on the Schedules of Federal Debt managed by the Department of the Treasury's (Treasury) Bureau of the Fiscal Service (Fiscal Service) for the fiscal years ended September 30, 2018 and 2017.² As part of these audits, we performed a review of information system controls over key Fiscal Service financial systems that are relevant to the Schedule of Federal Debt.

As we reported in connection with our audits of the Schedules of Federal Debt for the fiscal years ended September 30, 2018 and 2017, although internal controls could be improved, Fiscal Service maintained, in all material respects, effective internal control over financial reporting relevant to the Schedule of Federal Debt as of September 30, 2018, based on criteria established under 31 U.S.C. § 3512(c), (d), commonly known as the Federal Managers' Financial Integrity Act. Those controls provided reasonable assurance that misstatements material to the Schedule of Federal Debt would be prevented, or detected and corrected, on a timely basis. However, during our fiscal year 2018 audit, we continued to identify deficiencies in Fiscal Service's information system controls that, along with unresolved control deficiencies from prior audits, collectively represent a significant deficiency in internal control over financial reporting.³ Although the deficiencies are not a material weakness, they warrant the attention of those charged with governance of Fiscal Service.⁴ Although the significant deficiency in internal control did not affect our opinion on Fiscal Service's fiscal year 2018 Schedule of Federal Debt, misstatements may occur in other financial information that Fiscal Service reported and not be prevented, or detected and corrected, on a timely basis because of this significant deficiency.

¹31 U.S.C. § 331(e)(2). Because the Bureau of the Fiscal Service is a bureau within the Department of the Treasury, federal debt and related activity and balances that it manages are also significant to the consolidated financial statements of the Department of the Treasury (see 31 U.S.C. § 3515(b)).

²GAO, *Financial Audit: Bureau of the Fiscal Service's Fiscal Years 2018 and 2017 Schedules of Federal Debt*, [GAO-19-113](#) (Washington, D.C.: Nov. 8, 2018).

³A significant deficiency is a deficiency, or a combination of deficiencies, in internal control over financial reporting that is less severe than a material weakness yet important enough to merit attention by those charged with governance. A deficiency in internal control exists when the design or operation of a control does not allow management or employees, in the normal course of performing their assigned functions, to prevent, or detect and correct, misstatements on a timely basis.

⁴A material weakness is a deficiency, or a combination of deficiencies, in internal control over financial reporting, such that there is a reasonable possibility that a material misstatement of the entity's financial statements will not be prevented, or detected and corrected, on a timely basis.

For most of these deficiencies, Fiscal Service either had not adequately enhanced its policies and procedures or had not developed and implemented monitoring processes to reasonably assure that such policies and procedures were consistently followed and the corresponding controls performed correctly. As a result, many of the previously reported information system control deficiencies that Fiscal Service informed us it had addressed continued to be present, and most of the deficiencies that contributed to the significant deficiency we reported as of September 30, 2017, remained unresolved as of September 30, 2018.

While additional efforts are needed, Fiscal Service management has made progress in addressing prior year deficiencies. Fiscal Service has initiated several bureau-wide projects that if successfully completed, may address the underlying causes for certain prior year deficiencies. For example, Fiscal Service is in the early stages of developing a means for enforcing role-based access control, or role-based security, within the mainframe environment.⁵ Additionally, Fiscal Service is currently in the midst of a large-scale, multiphased effort to strengthen its cybersecurity posture. Continued and consistent management commitment and attention will be essential to completing these projects and improving Fiscal Service's information system general controls. Additionally, it will be important for Fiscal Service management to consider and mitigate any risks associated with recent and ongoing organizational changes, which could hamper Fiscal Service's ability to reasonably assure that information system controls are effective.

This report presents the deficiencies we identified during our fiscal year 2018 testing of information system controls over key Fiscal Service financial systems that are relevant to the Schedule of Federal Debt and associated recommendations to address them. The report also includes the results of our follow-up on the status of Fiscal Service's corrective actions to address control deficiencies contained in our prior years' reports that were not remediated as of September 30, 2017.⁶

We also assessed information system controls over key financial systems maintained and operated by the Federal Reserve Banks (FRB) that are relevant to the Schedule of Federal Debt. While we identified one new and two continuing deficiencies in such controls, these deficiencies did not contribute individually or collectively to the significant deficiency we identified. We issued a separate report to the Board of Governors of the Federal Reserve System on the results of that assessment.⁷

This report is a public version of a LIMITED OFFICIAL USE ONLY report that we issued concurrently.⁸ Fiscal Service deemed much of the information in our concurrently issued report to be sensitive information, which must be protected from public disclosure. Therefore, this report omits sensitive information about the information system control deficiencies we identified. Although the information provided in this report is more limited, the report addresses the same objectives as the LIMITED OFFICIAL USE ONLY report and uses the same methodology.

⁵Role-based access is based on users' responsibilities, or roles. When properly implemented, role-based access control allows organizations to assign and manage access privileges in a manner that aligns with the organization's structure.

⁶GAO, *Management Report: Improvements Needed in the Bureau of the Fiscal Service's Information System Controls*, GAO-18-331RSU (Washington, D.C.: Apr. 17, 2018).

⁷GAO, *Management Report: Areas for Improvement in the Federal Reserve Banks' Information System Controls*, GAO-19-304R (Washington, D.C.: Mar. 26, 2019).

⁸GAO, *Management Report: Improvements Needed in the Bureau of the Fiscal Service's Information System Controls*, GAO-19-301RSU (Washington, D.C.: Mar. 26, 2019).

Results in Brief

During our fiscal year 2018 audit, we identified eight new information system general control deficiencies related to access controls and configuration management.⁹ Specifically, we identified two access control deficiencies and six configuration management control deficiencies. In the LIMITED OFFICIAL USE ONLY report, we made nine recommendations to address these control deficiencies.

In addition, during our follow-up on the status of Fiscal Service's corrective actions to address information system control deficiencies contained in our prior years' reports that were not remediated as of September 30, 2017, we determined that corrective actions were complete for nine of the 25 open recommendations. We also determined that corrective actions were still in progress for 16 open recommendations related to security management, access controls, configuration management, and segregation of duties. In the LIMITED OFFICIAL USE ONLY report, we communicated detailed information regarding actions taken by Fiscal Service to address the control deficiencies contained in our prior years' reports that were not remediated as of September 30, 2017.

These new and continuing control deficiencies, which collectively represent a significant deficiency, increase the risk of unauthorized access to, modification of, or disclosure of sensitive data and programs and disruption of critical operations. The potential effect of these new and continuing deficiencies on the Schedule of Federal Debt financial reporting for fiscal year 2018 was mitigated primarily by Fiscal Service's compensating management and reconciliation controls designed to detect potential misstatements of the Schedule of Federal Debt.

In commenting on a draft of the separately issued LIMITED OFFICIAL USE ONLY report, Fiscal Service stated that it continues to work to address the deficiencies related to the 16 prior year recommendations that remained open as of September 30, 2018, and has established plans to address the deficiencies related to the nine new recommendations made in this year's report.

Background

Treasury is authorized by Congress to borrow money backed by the full faith and credit of the United States to fund federal operations. Treasury is responsible for prescribing the debt instruments and otherwise limiting and restricting the amount and composition of the debt. Treasury is also responsible for issuing and redeeming debt instruments, paying interest to investors, and accounting for the resulting debt. In addition, Treasury maintains an investment program for federal government accounts, including trust funds that have statutory authority to invest temporary cash reserves not needed for current benefits and expenses.

As of September 30, 2018, and 2017, federal debt managed by Treasury's Fiscal Service totaled \$21,506 billion and \$20,233 billion, respectively, primarily for borrowings to fund the federal government's operations. These balances consisted of approximately (1) \$15,761 billion as of September 30, 2018, and \$14,673 billion as of September 30, 2017, of debt held by the public and (2) \$5,745 billion as of September 30, 2018, and \$5,560 billion as of September 30, 2017, of intragovernmental debt holdings. Total interest expense on federal debt managed by

⁹General controls are the policies and procedures that apply to all or a large segment of an entity's information systems and help ensure their proper operation. General controls are applied at the entity-wide, system, and business process application levels. The effectiveness of general controls is a significant factor in determining the effectiveness of business process application controls, which are applied at the business process application level.

Fiscal Service for fiscal years 2018 and 2017 was about \$528 billion and \$457 billion, respectively.

Treasury relies on a number of interconnected financial systems and electronic data to process and track the money that it borrows, to account for the securities that it issues, and to manage the federal debt. Many of the FRBs provide fiscal agent services on behalf of Treasury. Such services primarily consist of issuing, servicing, and redeeming Treasury securities held by the public and handling the related transfers of funds. FRBs use a number of key financial systems to process debt-related transactions. FRBs process, summarize, and electronically forward data to Treasury's data center for matching, verification, and posting to Fiscal Service's general ledger.

Federal law requires federal agencies to provide information security protections for (1) information collected or maintained by or on behalf of the agency and (2) information systems¹⁰ used or operated by the agency or by a contractor or other organization on the agency's behalf.¹¹ Federal law also requires agencies to comply with information security standards developed by the National Institute of Standards and Technology.¹² Further, federal law requires each agency to develop, document, and implement an agency-wide information security program to provide information security for the information and information systems that support the operations and assets of the agency, including those provided or managed by another agency, contractor, or other source.¹³

Information system general controls are the structure, policies, and procedures that apply to an entity's overall computer operations and establish the environment in which the application systems and controls operate. They include five general control areas: security management, access controls, configuration management, segregation of duties, and contingency planning.¹⁴ An effective information system general control environment (1) provides a framework and continuous cycle of activity for managing risk, developing and implementing effective security policies, assigning responsibilities, and monitoring the adequacy of the entity's information system controls (security management); (2) limits access or detects inappropriate access to computer resources, such as data, programs, equipment, and facilities, thereby protecting them from unauthorized modification, loss, or disclosure (access controls); (3) prevents unauthorized or untested changes to critical information system resources at each system sublevel (i.e., network, operating systems, and infrastructure applications) and provides reasonable assurance that systems are securely configured and operating as intended (configuration management); (4) includes policies, procedures, and an organizational structure to manage who can control key aspects of computer-related operations (segregation of duties); and (5) protects critical and sensitive data, and provides for critical operations to continue without disruption or be promptly resumed when unexpected events occur (contingency planning).

¹⁰Under federal law, an information system is defined broadly as a "discrete set of information resources organized for the collection, processing, maintenance, use, sharing, dissemination, or disposition of information." 44 U.S.C. § 3502(8).

¹¹Federal agency information security responsibilities are provided by the Federal Information Security Modernization Act of 2014 (FISMA 2014), Pub. L. No. 113-283, 128 Stat. 3073 (Dec. 18, 2014), *codified at* 44 U.S.C. §§ 3551–3558, which largely superseded the similar Federal Information Security Management Act of 2002, Title III of the E-Government Act of 2002, Pub. L. No. 107-347, 116 Stat. 2899, 2946 (Dec. 17, 2002). In particular, the federal agency responsibilities noted in this report are codified at 44 U.S.C. § 3554.

¹²FISMA 2014, *codified at* 44 U.S.C. § 3554(a).

¹³FISMA 2014, *codified at* 44 U.S.C. § 3554(b).

¹⁴GAO, *Government Auditing Standards: 2011 Revision*, [GAO-12-331G](#) (Washington, D.C.: December 2011).

Objectives, Scope, and Methodology

Our objectives were to (1) evaluate information system controls over key financial systems maintained and operated by Fiscal Service that are relevant to the Schedule of Federal Debt and (2) determine the status of Fiscal Service's corrective actions to address information system control deficiencies contained in our prior years' reports that were not remediated as of September 30, 2017. We evaluated information system controls using the *Federal Information System Controls Audit Manual*.¹⁵ We performed this work in connection with our audits of the Schedules of Federal Debt for the fiscal years ended September 30, 2018, and 2017, for the purpose of supporting our opinion on Fiscal Service's internal control over financial reporting relevant to the Schedule of Federal Debt.

To evaluate information system controls, we identified and reviewed Fiscal Service's information system control policies and procedures; observed controls in operation; conducted tests of controls; and held discussions with officials at Treasury's data center to determine whether controls were adequately designed, implemented, and operating effectively.

The scope of our information system general controls work for fiscal year 2018 included (1) following up on the status of Fiscal Service's corrective actions to address open information system control deficiencies from our prior years' reports and (2) using a risk-based approach to test the five general control areas related to the systems in which the applications operate and other critical control points in the systems or networks that could have an impact on the effectiveness of the controls at Fiscal Service as they relate to financial reporting relevant to the Schedule of Federal Debt.

We determined whether relevant application controls were appropriately designed and implemented and then performed tests to determine whether the controls were operating effectively. We reviewed four key Fiscal Service applications relevant to the Schedule of Federal Debt to determine whether the application controls were designed and operating effectively to provide reasonable assurance that

- transactions that occurred were input into the system, accepted for processing, processed once and only once by the system, and properly included in output;
- transactions were properly recorded in the proper period, key data elements input for transactions were accurate, data elements were processed accurately by applications that produced reliable results, and output was accurate;
- recorded transactions actually occurred, were related to the organization, and were properly approved in accordance with management's authorization, and output contained only valid data;
- application data and reports and other output were protected against unauthorized access; and
- application data and reports, and other relevant business information were readily available to users when needed.

We used an independent public accounting (IPA) firm, under contract, to assist with information system testing, including follow-up on the status of Fiscal Service's corrective actions to address control deficiencies contained in our prior years' reports that were not remediated as of September 30, 2017. We agreed on the scope of the IPA's work, monitored and reviewed all aspects of its work, and determined that the work was sufficient to satisfy our audit objectives.

¹⁵GAO, *Federal Information System Controls Audit Manual (FISCAM)*, [GAO-09-232G](#) (Washington, D.C.: February 2009).

During the course of our work, we communicated our findings to Fiscal Service management. We plan to follow up to determine the status of corrective actions taken to address control deficiencies not remediated as of September 30, 2018, during our audit of the fiscal year 2019 Schedule of Federal Debt.

We performed our audit in accordance with U.S. generally accepted government auditing standards. We believe that our audit provides a reasonable basis for the findings and recommendations in our separately issued LIMITED OFFICIAL USE ONLY report.

Assessment of Fiscal Service's Information System General Controls

During our fiscal year 2018 audit, we identified eight new information system general control deficiencies. Two of these deficiencies were related to access controls and six were related to configuration management.

Access controls limit access or detect inappropriate access to computer resources, such as data, programs, equipment, and facilities, thereby protecting them from unauthorized modification, loss, or disclosure. Such controls include logical access controls and physical access controls. The new access control deficiencies we identified during fiscal year 2018 were related to logical access controls. Effectively designed and implemented logical access controls require users to authenticate themselves through the use of passwords or other identifiers, and limit the files and other resources that authenticated users can access and the actions that they can execute based on a valid need that is determined by assigned official duties.

Configuration management involves the identification and management of security features for all hardware, software, and firmware components of an information system at a given point and systematically controls changes to that configuration during the system's life cycle. Effectively designed and implemented configuration management controls prevent unauthorized or untested changes to critical information system resources at each system sublevel (i.e., network, operating systems, and infrastructure applications) and provide reasonable assurance that systems are securely configured and operating as intended. In addition, effectively designed and implemented configuration management controls provide reasonable assurance that applications and changes to the applications go through a formal, documented systems development process that identifies all changes to the baseline configuration. To reasonably assure that changes to applications are necessary, work as intended, and do not result in the loss of data or program integrity, such changes should be authorized, documented, tested, and independently reviewed.

In the separately issued LIMITED OFFICIAL USE ONLY report, we communicated to the Commissioner of the Bureau of the Fiscal Service detailed information regarding the eight new information system general control deficiencies and made nine recommendations to address these control deficiencies.

During our fiscal year 2018 follow-up on the status of Fiscal Service's corrective actions to address control deficiencies contained in our prior years' reports that were not remediated as of September 30, 2017, we determined that corrective actions were complete for nine of the 25 open recommendations. We also determined that corrective actions were in progress for 16 open recommendations. Although Fiscal Service management made progress in addressing the deficiencies, additional actions are needed to resolve two deficiencies related to security management, seven deficiencies related to access controls, six deficiencies related to configuration management, and one deficiency related to segregation of duties. In the LIMITED

OFFICIAL USE ONLY report, we communicated detailed information regarding actions taken by Fiscal Service to address the control deficiencies contained in our prior years' reports that were not remediated as of September 30, 2017.

The potential effect of these new and continuing deficiencies on the Schedule of Federal Debt financial reporting for fiscal year 2018 was mitigated primarily by Fiscal Service's compensating management and reconciliation controls designed to detect potential misstatements on the Schedule of Federal Debt. Until these new and continuing control deficiencies, which collectively represent a significant deficiency, are fully addressed, there will be an increased risk of unauthorized access to, modification of, or disclosure of sensitive data and programs and disruption of critical operations.

Agency Comments

Fiscal Service provided comments on the detailed findings and recommendations in the separately issued LIMITED OFFICIAL USE ONLY report. In those comments, Fiscal Service stated that it is committed to having effective internal controls for its information technology systems. Fiscal Service further stated that it understands the need for consistent management commitment and attention to address the existing significant deficiency. Additionally, Fiscal Service stated that it continues to work to address the deficiencies related to the 16 prior year recommendations that remained open as of September 30, 2018, and has established plans to address the deficiencies related to the nine new recommendations made in this year's report. We plan to follow up to determine the status of actions taken to address these deficiencies and associated recommendations during our audit of the fiscal year 2019 Schedule of Federal Debt.

In the separately issued LIMITED OFFICIAL USE ONLY report, we noted that the head of a federal agency is required by 31 U.S.C. § 720 to submit a written statement on actions taken or planned on our recommendations to the Senate Committee on Homeland Security and Governmental Affairs, the House Committee on Oversight and Reform, the congressional committees with jurisdiction over the agency programs and activities that are the subject of our recommendations, and GAO not later than 180 days after the date of this report. A written statement must also be sent to the Senate and House Committees on Appropriations with the agency's first request for appropriations made more than 180 days after the date of that report.

We are sending copies of this report to interested congressional committees, the Secretary of the Treasury, the Inspector General of the Department of the Treasury, and the Director of the Office of Management and Budget. In addition, this report is available at no charge on the GAO website at <http://www.gao.gov>.

If you or your staff have any questions regarding this report, please contact me at (202) 512-3406 or simpsondb@gao.gov. Contact points for our Offices of Congressional Relations and Public Affairs may be found on the last page of this report. GAO staff members who made major contributions to this report include Nicole M. Burkart (Assistant Director), Nizar N. Lalani, Rebecca L. Perkins, and Y. Ivy Wu.

Sincerely yours,

Dawn B. Simpson
Director
Financial Management and Assurance
(103147)