Department of Education

PROGRAM ADMINISTRATION

Fiscal Year 2016 Budget Request

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For carrying out, to the extent not otherwise provided, the Department of Education

Organization Act, including rental of conference rooms in the District of Columbia and hire of three passenger motor vehicles, [\$411,000,000] \$474,089,000, of which up to [\$1,000,000] \$13,830,000, to remain available until expended, shall be for relocation of, and renovation of buildings occupied by Department staff¹: Provided, That up to \$2,000,000 shall be for necessary expenses to establish and deploy a Digital service team²: Provided further, That to support the Department's activities related to implementation of the Digital Accountability and Transparency Act (DATA Act; Public Law 113-31; 31 U.S.C. 6101 note), up to \$3,325,000, to include changes in business processes, workforce, or information technology to support high quality, transparent Federal spending information, of which up to \$325,000 shall be available to support the Department's implementation of a uniform procurement instrument identifier as described in 48 C.F.R. subpart 4.16.³ (Department of Education Appropriations Act, 2015.)

NOTE

Each language provision that is followed by a footnote reference is explained in the Analysis of Language Provisions and Changes document, which follows the appropriation language.

Analysis of Language Provisions and Changes

Language Provision	Explanation
1of which up to \$13,830,000, to remain available until expended, shall be for relocation of, and renovation of buildings occupied by Department staff:	This language provides for the availability of funds to remain available until expended for relocation of and renovations of buildings occupied by Department staff.
² Provided, that up to \$2,000,000, shall be for necessary expenses to establish and deploy a Digital service team:	This language provides for the availability of funds for expenses to establish and deploy a Digital service team.
Department's activities related to implementation of the Digital Accountability and Transparency Act (DATA Act; Public Law 113-31; 31 U.S.C. 6101 note), up to \$3,325,000, to include changes in business processes, workforce, or information technology to support high quality, transparent Federal spending information, of which up to \$325,000 shall be available to support the Department's implementation of a uniform procurement instrument identifier as described in 48 C.F.R. subpart 4.16.,	This language provides up to \$3,325,000 to support the Department's activities related to implementation of the Digital Accountability and Transparency Act. The funds may be used to support changes in business processes, workforce, or information technology to support high quality, transparent Federal spending information. Up to \$325,000 shall be available to support the Department's implementation of a uniform procurement instrument identifier as described in 48 C.F.R. subpart 4.16.

Amounts Available for Obligation

(dollars in thousands)

Appropriation and Adjustments	2014	2015	2016
Discretionary budget authority: Appropriation	\$422,917	\$411,000	\$474,089
Subtotal, appropriation	422,917	411,000	474,089
Unobligated balance, start of year	13,309 0 -183 -11,647	11,647 0 0 0	0 0 0 0
Total, direct obligations	424,396	422,647	474,089

NOTE: The 2015 Appropriation for the Program Administration account does not reflect two anticipated transfers. The first would transfer funds to the Department of Health and Human Services for necessary administrative expenses per Section 491 of the Workforce Innovation and Opportunity Act, P.L.113-128. The second would avoid potential furloughs of staff by using the Department's authority to transfer up to 1 percent of another discretionary appropriation as long as the receiving appropriation does not increase by more than 3 percent, with the sending appropriation to be determined.

Obligations by Object Classification (dollars in thousands)

	Object Class	2014	2015	2016	Change from 2015 to 2016
11.10	Full-time permanent	\$185,484	\$200,653	\$214,898	\$14,245
11.31	Full-time temporary	20,270	6,427	7,264	837
11.32	Part-time	3,436	0	0	0
11.33	Consultants	432	98	99	1
11.51	Overtime	242	333	327	(6)
11.52	Awards	2,145	2,000	2,000	0
11.80	Other Compensation	148	200 511	224,588	15.077
	Compensation subtotal	212,157	209,511	224,300	15,077
12.00	Benefits	60,834	62,324	68,284	5,960
13.10	Benefits for former personnel	180	180	180	0
21.00	Travel	3,468	3,438	3,782	344
22.00	Transportation of things	47	1	1	0
23.10	Rental Payments to GSA	41,982	41,596	45,000	3,404
23.31	Communications	1,546	221	221	0
23.32	Postage/fees	110	679	679	0
	Subtotal 23	43,638	42,496	45,900	3,404
24.00	Printing & Reproduction	1,049	954	961	7
25.10	Advisory and Assistance Svcs	3,594	1,286	7,067	5,781
25.21	Other Services	18,889	18,624	27,285	8,661
25.22	Training/Tuition/Contracts	1,389	1,918	2,427	509
25.23	Field Readers	0	10	10	0
25.30	Goods/Services from Gov't	19,831	17,626	19,538	1,912
25.71	Operations/Maint of Equipment	614	1,107	1,107	0
25.72	IT Services/Contracts	56,566	53,818	62,334	8,516
	Subtotal 25	100,883	94,389	119,768	25,379
26.00	Supplies	568	524	529	5
31.01	IT Equipment/Software	506	375	375	0
31.03	Other Equipment	271	2,696	196	(2,500)
	Subtotal 31	777	3,071	571	(2,500)
32.00	Building Alterations	795	5,759	9,525	3,766
	Total, Obligations	424,396	422,647	474,089	51,442
	Total Pers. Comp. & Ben.	273,171	272,015	293,052	21,037
	Total Non-Personnel	151,225	150,632	181,037	30,405

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Summary of Changes (dollars in thousands)

2015 2016		
Net change		+63,089
Increases: Built in:	<u>2015 base</u>	Change from base
Increase in salaries and benefits, primarily for a proposed 1.3 percent Governmentwide pay raise, one additional paid day, and increased FERS contribution rates.	\$264,609	+\$6,065
Increase in rent.	41,596	+3,404
<u>Program</u> :		
Increase in salaries and benefits for staff (excludes transfer of 40 FTE to HHS per P.L. 113-128 and transfers to Program Administration to avoid 2015 furloughs).	264,609	+20,988
Increase in benefits for student loan repayments intended to retain key staff.	30	+30
Increase in travel primarily for effective grant administration and monitoring.	3,438	+344
Increase in advisory and assistance services mainly for OMB Circular 123 Initiative and to assist OGC in responding to electronic discovery requests.	1,286	+372
Increase in advisory and assistance services to assist in Administration priorities: Place-Based Initiative, Agency Digital Services Team, and Data Act.	0	+5,409
Increase in other services for Electronic Records document management system, Physical Security PKI certificates, Idea Lab, Strategic Management Consulting BPA, HCCS support services, FM Business process efficiencies, and Reengineering of ED's Management of Student Privacy.	15,516	+4,017

Summary of Changes (dollars in thousands)

Increases: Program:	2015 base	Change from base
Increase in other services for STEM staff to engage in outreach and technical assistance activities to States and districts.	0	+\$2,000
Increase in other services for the WIOA implementation.	0	+2,552
Increase in other services for building modernization design costs for headquarters and regional offices.	0	+3,200
Increase in printing.	\$954	+7
Increase in goods and services from the Government, mostly for Federal Personnel and Payroll system and overtime utilities.	17,626	+1,412
Increase in goods and services from the Government for Cross-Agency Priorities initiative included in OCFO/OCIO Councils.	0	+500
Increase in contracted IT services for space modifications of Department buildings.	0	+1,630
Increase in contracted IT services for EDCAPS, the Department's core financial system, primarily for continued operations of EDCAPS and Security Systems.	2.046	12.716
•	3,046	+3,716
Increase in contracted IT services for Impact Aid Payment System Redesign.	0	+1,000
Increase in contracted IT services mostly for IT Security, Online Application System, and Education		
Department Computer Based Grants Training (EDCBGT).	3,277	+1,655
Increase in IT contracts primarily for continued computer and network operations (EDUCATE).	23,703	+920
Increase in contracted IT services for Enterprise Risk Management Services and Tools to reduce risk of improper payments.	1,100	+400

Summary of Changes (dollars in thousands)

Increases: Program:	2015 base	Change from base
Increase in supplies.	\$524	+\$5
Increase in training.	1,908	+509
Increase in building alterations primarily for the building modernization alterations of Department occupied buildings leading to long-term space reductions and rent savings.	0	+9,000
Subtotal, increases		+69,135
Decreases:	2015 base	Change from base
Built in:		<u></u>
Decrease in pay and benefits due to transfer of 40 staff to HHS per P.L.113-128, section 491.	264,609	-5,966
Program:		
Decrease in overtime.	333	-6
Decrease in transit subsidies.	1,835	<u>-74</u>
Subtotal, decreases		-6,046
Net Change		+63,089

Authorizing Legislation

(dollars in thousands)

Activity	2015	2015	2016	2016
	Authorized	Estimate	Authorized	Request
Salaries and expenses (DEOA) Building Modernization (DEOA)	Indefinite	\$411,000	Indefinite	\$460,289
	Indefinite	0	Indefinite	13,830
Total definite authorization	0		0	
Total appropriation		411,000		474,089

NOTE: The 2015 Appropriation for the Program Administration account does not reflect two anticipated transfers. The first would transfer funds to the Department of Health and Human Services for necessary administrative expenses per Section 491 of the Workforce Innovation and Opportunity Act, P.L.113-128. The second would avoid potential furloughs of staff by using the Department's authority to transfer up to 1 percent of another discretionary appropriation as long as the receiving appropriation does not increase by more than 3 percent, with the sending appropriation to be determined.

Appropriations History

(dollars in thousands)

Year	Budget Estimate to Congress	House Allowance	Senate Allowance	Appropriation
2007	\$425,966	N/A ¹	N/A ¹	\$418,587 ¹
2008	446,934	\$219,487	\$432,631	411,274
2009	444,439	422,185 ²	427,939 ²	433,482
2010	456,500	452,200	452,200 ³	456,200
2011	492,488	465,000 ⁴	492,488 ³	455,288 ⁵
2012	479,038	449,815 ⁶	449,074 ⁶	446,259
2013	448,470	446,259 ⁷	448,470 ⁷	430,605
2014	430,605	N/A 8	422,917 ³	422,917
2015	442,000	N/A ⁸	426,917 ⁹	411,000 ¹⁰
2016	474,089			

¹ This account operated under a full-year continuing resolution (P.L. 110-5). House and Senate allowances are shown as N/A (Not Available) because neither body passed a separate appropriations bill.

 $^{^2}$ The levels for the House and Senate allowances reflect action on the regular annual 2009 appropriations bill, which proceeded in the 110th Congress only through the House Subcommittee and the Senate Committee.

³ The level for the Senate allowance reflects Committee action only.

⁴ The level for the House allowance reflects the House-passed full-year continuing resolution.

⁵ The level for appropriation reflects the Department of Defense and Full-Year Continuing Appropriations Act, 2011 (P.L. 112-10).

⁶ The level for the House allowance reflects an introduced bill and the level for the Senate allowance reflects Senate Committee action only.

 $^{^{7}}$ The levels for the House and Senate allowances reflect action on the regular annual 2013 appropriations bill. which proceeded in the 112th Congress only through the House Subcommittee and the Senate Committee.

§ The House allowance is shown as N/A because there was no Subcommittee action.

⁹ The level for the Senate allowance reflects Senate Subcommittee action only.

 $[\]frac{10}{10}$ The 2015 Appropriation for the Program Administration account does not reflect two anticipated transfers. The first would transfer funds to the Department of Health and Human Services for necessary administrative expenses per Section 491 of the Workforce Innovation and Opportunity Act, P.L.113-128. The second would avoid potential furloughs of staff by using the Department's authority to transfer up to 1 percent of another discretionary appropriation as long as the receiving appropriation does not increase by more than 3 percent, with the sending appropriation to be determined.

Significant Items in FY 2015 Appropriations Report

Support of Year-Round Learning Activities

Senate and Managers Statement:

The Committee directs the GAO to conduct a study on the use of State, local, Federal, and philanthropic funds to support year-round learning activities. The study should include (1) what is known about LEAs' and SEAs' use of funds to support year-round school calendars; (2) a discussion of barriers, if any, to the use of funds to implement year-round school calendars, and (3) a review of what is known about the effectiveness of summer learning in improving the achievement gap, addressing summer-slide, the propensity of involvement in criminal behavior, and other key challenges facing the Nation's school systems. To address the third objective, the study should include information about evaluations from schools and school districts that have implemented year-round school calendars, to the extent such evaluations are available.

Response:

The Department recognizes that GAO is directed to conduct this study and will comply in providing relevant information upon request.

Duplicative Reporting Requirements

Senate:

The Committee is aware of State and local education agencies submitting the exact same data elements to various principal offices within Department. This duplicative reporting diverts important resources to filling out paperwork rather than to providing direct services to students and supports for schools. Therefore, the Committee directs the Department to review the reporting requirements across principal offices and determine ways to reduce confusion and duplication across offices in order to streamline reporting requirements in accordance with the Paperwork Reduction Act.

Response:

The Department acknowledges the Committee's concern and will comply, as directed, to streamline the reporting requirements.

DEPARTMENT OF EDUCATION FISCAL YEAR 2016 PRESIDENT'S BUDGET

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(in thousands of dollars)	Category	2014	2015	2016 President's	2016 Presiden Compared to 2015	•
Account, Program and Activity	Code	Appropriation	Appropriation	Budget	Amount	Percent
Program Administration (DEOA)						
 Salaries and expenses ^{1, 2} Building modernization 	D D _	422,917 0	411,000 0	460,259 13,830	49,259 13,830	11.985%
Total ³	D	422,917	411,000	474,089	63,089	15.350%

NOTES: D = discretionary program; M = mandatory program; FY = fiscal year

Accounts are shown under the administering office that has primary responsibility for most programs in that account; however, there may be some programs that are administered by another office.

Detail may not add to totals due to rounding.

¹ The Department of Education Appropriations Act, 2014, provided that up to \$1,000 thousand of the total appropriation may be used for Building Modernization. This amount, available until expended, shall be for relocation of, and renovation of buildings occupied by Department staff.

² The Department of Education Appropriations Act, 2015, provided up to \$1,000 thousand for relocation of, and renovation of buildings occupied by Department staff.

³ The 2015 Appropriation for the Program Administration account does not reflect an anticipated transfer to the Department of Health and Human Services for necessary administrative expenses per Section 491 of the Workforce Innovation and Opportunity Act, P.L.113-128.

Salaries and Expenses

(DEOA)

(dollars in thousands)

FY 2016 Authorization: Indefinite

Budget authority:

<u>2015</u>	<u>2016</u>	Change from 2015
\$272,015	\$293,052	+\$21,037
<u> 138,985</u>	<u>167,207</u>	+28,222
411,000	460,259	+49,259
1,861	1,961	+100
	\$272,015 138,985 411,000	\$272,015 \$293,052 <u>138,985</u> <u>167,207</u> 411,000 460,259

NOTE: The 2015 Appropriation for the Program Administration account does not reflect two anticipated transfers. The first would transfer funds to the Department of Health and Human Services for necessary administrative expenses per Section 491 of the Workforce Innovation and Opportunity Act, P.L.113-128. The second would avoid potential furloughs of staff by using the Department's authority to transfer up to 1 percent of another discretionary appropriation as long as the receiving appropriation does not increase by more than 3 percent, with the sending appropriation to be determined.

PROGRAM DESCRIPTION

The Program Administration account provides a significant portion of the funding and staff to administer the Department's programs and activities in the following program and staff offices:

Program offices:

Office of Postsecondary Education

Office of Elementary and Secondary Education

Office of English Language Acquisition, Language Enhancement, and Academic Achievement for Limited English Proficient Students

Office of Special Education and Rehabilitative Services

Office of Career, Technical, and Adult Education

Institute of Education Sciences

Office of Innovation and Improvement

Office of the Secretary

Office of the Deputy Secretary

Office of the Under Secretary

Office of the General Counsel

Office of Planning, Evaluation, and Policy Development

Office of Communications and Outreach

Office of Legislation and Congressional Affairs

Salaries and Expenses

Staff offices:

Office of Management
Office of the Chief Financial Officer
Office of the Chief Information Officer
Advisory Committee on Student Financial Assistance

Program offices are the front-line administrators of the Department's programs, providing leadership and financial support for education programs assisting preschoolers; elementary, secondary, and college students; and adults. Program offices are critical to managing the Department's multi-billion dollar program budget through activities such as grantmaking and review, grantee technical assistance, grant monitoring, and contract management. In addition, the offices support research and demonstration projects to improve education and disseminate information on research findings and education statistics.

Staff offices provide the policy, legal, management, and financial support needed to help the Department fulfill its mission. These offices are vital to the day-to-day operation of the Department and provide policy leadership and administration of key Departmental priorities.

Funding levels for the past 5 fiscal years were:

	(dollars in thousands)
2011	\$447,104
2012	
2013	
2014	
2015	
	,

FY 2016 BUDGET REQUEST

The fiscal year (FY) 2016 request for Salaries and Expenses is \$460.3 million, \$49.3 million, or 12 percent, above the 2015 level. Appropriations for Program Administration have been declining in recent years; the Department is operating with less money in 2015 than it did in 2008, despite increases in pay rates, inflation, physical and information technology (IT) security needs, and multiple other Governmentwide requirements. Even with the reduced appropriations, the Department managed to continue to deliver on its core mission while implementing two major programs, Race to the Top and Investing in Innovation, by controlling administrative costs. The Department controlled these costs by reducing the number of personnel and improving its acquisition and financial management. However, opportunities for efficiencies are decreasing—any further reductions in personnel threaten to disrupt core operations. Further, the most promising areas for further efficiency—space reduction and consolidation, business process reengineering, and IT system consolidation—require upfront investments in order to achieve subsequent savings. Funds are also requested in 2016 for several Governmentwide administrative initiatives.

Salaries and Expenses

Highlights include:

- 1. Net fixed increases—increases that must be covered. Total net fixed increases are \$13.0 million. Examples include pay raises, inflation-based increases, rental rate increases, etc. Failure to provide fixed increases necessitates cuts elsewhere in the Department's budget. Since staffing is already at a historically low level, it is imperative that these increases be provided. Major fixed increases include:
 - Pay and benefits—fixed increases for pay and benefits total \$6.1 million.
 - Executive Order 13686 issued on December 19, 2014, authorized a 1.0 percent pay increase in January 2015. In addition, a 1.3 percent pay raise is proposed, effective January 2016. Resulting requested increase: \$3.3 million (approximately 1.23 percent multiplied by total personnel costs).
 - Fiscal year 2016 includes one more paid day than 2015. Resulting requested increase: \$1 million (approximately one pro rata day of total personnel costs).
 - OMB Circular A-11, Section 32.3, provides updated FERS contribution rates effective October 1, 2015. Resulting requested increase: \$1 million.
 - Other benefits are also expected to increase due to higher health premiums and the shifting of personnel from the CSRS to FERS retirement plans (per OMB Circular A-11, Section 32.1(n)). Resulting requested increase: \$0.8 million.
 - Rent—Fixed rent increases are \$3.4 million. In 2014 and 2015, the Department received a \$2.7 million annual rent abatement from the General Services Administration (GSA) for the LBJ Federal building. This rent abatement expires at the end of 2015. The balance of the \$3.4 million requested increase is due to rate increases; the Department has historically experienced annual increases in rental rates due to real estate tax escalations, operating cost escalations, and renegotiations of occupancy agreements. These increases are determined by GSA, and may vary considerably from year to year, depending on market conditions and the timing of lease or occupancy agreement expirations. As one of its key efforts to reduce long-term administrative costs, the Department is in the process of reducing its overall footprint as well as its average space per staff. More detail is provided in the Building Modernization narrative.
 - Continued Operations of Financial and Security Systems—Increase of \$9.4 million.
 As in prior years, the Department strategically funded ongoing financial system and IT security contracts to the extent possible in FY 2014 to reduce its financial obligation in FY 2015. Along with lower staffing levels, this strategy has been a key mechanism for coping with reduced appropriations. These actions, however, will necessitate restored operations funding in FY 2016 in order to ensure continued functioning of the Department's critical financial systems (including those providing the disbursement of grants and loans) and IT security operations.
 - Transfer of 40 full-time equivalent (FTE) from OSERS to Department of Health and Human Services (HHS)/ACL—Decrease of approximately \$6.0 million. The Workforce Innovation and Opportunity Act (WIOA), H.R. 803, Public Law 113-128,

Salaries and Expenses

dated July 22, 2014, mandated the transfer of certain functions and personnel of the Rehabilitation Services Administration (RSA) and the functions and personnel of the National Institute on Disability and Rehabilitation Research (NIDRR) from the Department of Education to the Administration for Community Living (ACL) in HHS. This transfer must occur within a year of bill passage (i.e., no later than July 21, 2015). OSERS estimates that 40 FTE will be transferred, although the final number has not yet been determined.

2. Staff—Total increase is \$21.0 million. Staffing levels are at all-time lows, as shown in the following table, with many vacancies going unfilled for several years.

Program Administration FTE Usage—FYs 2010–2015

FY 2008	FY 2009	FY 2010	FY 2011	FY 2012	FY 2013	FY 2014	FY 2015
2,092	2,048	2,024	2,128	2,053	1,942	1,898	1,861

The comparison of FTE levels and personnel compensation between 2015 and 2016 is somewhat confusing for at least two reasons. Both involve transfers in 2015 based on appropriation language and the Workforce Innovation and Opportunity Act. Because most Program Administration expenses are fixed costs that have not decreased nearly as fast as the appropriations over recent years, and because costs have grown because of built-in factors like pay increases, the only way to achieve savings required by the 2015 appropriation level would be severe staff reductions. At this point in the fiscal year, when it is too late to save 2015 money through RIFs or buyouts, any significant savings would have to come from furloughs. Furloughs of all Program Administration staff would yield about \$1 million per day. However, based on discussions with Appropriations staff, it is the Department's understanding that the 2015 reduction was not intended to produce wide-scale furloughs or a dramatic change in Department functions. Furloughs would make it hard to obligate the \$200 billion in grants, loans, and contracts that the Department is expected to make this year and to manage other ongoing work such as monitoring the 38,000 open grants from prior years.

To avoid the furloughs that would be caused by the 2.8 percent cut to the Program Administration appropriation in FY 2015, the Department intends to use the transfer authority included in the General Provisions of the 2015 Department of Education Appropriations Act to move funds from other accounts yet to be deteremined. The authority allows up to 1 percent of another discretionary appropriation to be transferred as long as the receiving appropriation does not increase by more than 3 percent. The second transfer is the anticipated move of 40 FTE to HHS who work on the Independent Living, Assistive Technology, and NIDRR programs; these will no longer be funded in Program Administration in 2016. Overall, after excluding the reduction of FTE in 2016 resulting from the transfer of staff to HHS, and including the staffing impacts of the anticipated transfer in 2015 to avoid furloughs, an additional 51 FTE are being requested; this would still leave the Department with fewer FTE than it had in FY 2008.

Salaries and Expenses

The FTE requested are needed to:

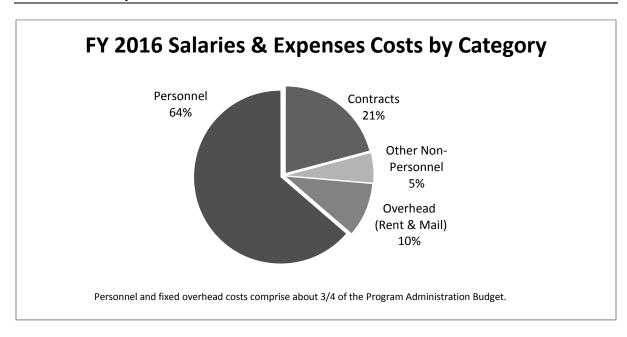
- Fully staff the Office of State Support (OSS) within the Office of Elementary and Secondary Education (OESE). OESE has reorganized to create a new relationship with State educational agencies (SEAs) in which the Department will provide highquality performance management and support to SEAs in administering and leveraging federally funded grant programs while continually increasing the efficiency and reducing the burden of the Department's necessary stewardship and compliance role.
- Expand the scientific skills and expertise of the Institute of Education Sciences (IES).
 Additional staff are requested in IES to obtain the expertise necessary to plan and
 manage scientifically rigorous programs of research, evaluation, data collection and
 analysis that are likely to produce the evidence to guide education practitioners and
 policymakers, including, in particular, the development and implementation of a new
 early childhood longitudinal study.
- Add attorneys in the Office of General Counsel to address legal issues pertaining to
 initiatives such as sexual violence on college campuses, Performance Partnership
 Pilots for disconnected youth, teacher equity, and high-quality early learning. Legal
 support is also urgently needed in the area of administrative and contract law in
 order to ensure the Department obtains the most favorable acquisition terms while
 complying with Federal acquisition law.
- Speed up and improve hiring of key personnel. At a time when the Department is being asked to do more with less, it is imperative that the right staff are hired in a timely manner. Requested FTE in the Office of Management, Human Capital and Client Services (HCCS) will address staffing and classification backlogs and address increases in labor relations and employee relations workload. These staff are critical to meet the Department's goal of a 90-day hiring timeframe.
- Perform indepth analysis of acquisition data. Requested FTE in the Office of the Chief Financial Officer will help the Department make better informed acquisition decisions, potentially saving money and improving acquisition goals such as smallbusiness acquisition.
- Ensure successful implementation of the Electronic Records Management System (ERMS). Requested FTE in the Office of Management include a project manager, an assistant project manager, and a junior program specialist. These staff will be responsible for requirements gathering, managing the project schedule and plan for ERMS, and managing communication of this critical project.
- Collaborate with the staff at the Department of Labor on shared workforce and training data issues and together serve as contacts and sources of technical assistance on data access, collection, and use issues for stakeholders including States, programs, and researchers and evaluators.
- Implement new data reporting requirements as specified in the Workforce Innovation and Opportunity Act of 2014 (WIOA). WIOA requires that, in addition to the closed case data currently collected on vocational rehabilitation program participants, ED must now collect open case data on a quarterly basis, translating to roughly 4 million additional case records collected per year. Additional FTE are requested in the Office of Special Education and Rehabilitative Services to implement this new

Salaries and Expenses

- requirement. The Department is also requesting additional non-pay funding to support this requirement (see page Y-23).
- Set up a Digital Services team within the Office of the Chief Information Officer.
 Additional FTE are requested to drive the efficiency and effectiveness of the Department's highest-impact digital services (see page Y-19).
- Establish an Idea Lab to foster innovative approaches to more efficiently and
 effectively meet Agency mission goals. Additional FTE are requested in the Office of
 the Deputy Secretary for this effort. The Department is also requesting additional
 non-pay funding to support this requirement (see page Y-18).
- 3. Science, Technology, Engineering and Mathematics (STEM)—Increase of \$2.0 million. The Department now has a team, staffed within the Office of Innovation and Improvement, dedicated to STEM. The budget request would (1) support the STEM staff's inter- and intra-agency work, and the development and expansion outreach and technical assistance activities to States and districts to support the STEM Innovation initiatives, (2) promote the broad adoption of evidence-based practices via the STEM Virtual Learning Network and other communities of practice, (3) support the Department's successful approach to incorporate STEM education as a priority in existing education programs and competitions, and support goals as preparing 100,000 excellent STEM teachers, and (4) position the Department to serve as a conduit of expertise and partnership-building with the Federal science Agencies, including the work of Committee on STEM, the Five Year STEM Strategic Plan and the Cross-Agency Priority goal in STEM. The office will continue to look for opportunities for greater use of the Intergovernmental Personnel Act to recruit top experts and practitioners from Universities, nonprofit organizations, and State and local Agencies to serve in the Federal Agencies.
- 4. Investments in Student Privacy—\$1 million. Funds are needed to support the Department's management of student privacy, including compliance with the Family Educational Rights and Privacy Act (FERPA) and the Protection of Pupil Rights Amendment (PPRA). This initiative will assure the Department is meeting its obligation to effectively administer FERPA and PPRA.
- 5. Implementation of WIOA and the DATA Act—\$5.9 million. Recent passage of these pieces of legislation has added significant data and reporting requirements. Additional non-pay funding is being requested to ensure the Department meets these requirements (see page Y-21).

The chart below provides detail on the Program Administration request by type of cost.

Salaries and Expenses



STAFFING AND COSTS SUMMARY

The 2016 request includes funding for 1,961 full-time equivalent (FTE), an increase of 51 FTE from the 2015 level (after excluding the reduction of FTE in 2016 resulting from the transfer of staff to HHS, and including the staffing impacts of the anticipated transfer in 2015 to avoid furloughs).

Personnel and Non-Personnel Costs Summary

The budget request includes \$293 million for personnel compensation and benefits. The increase of \$21 million from the 2015 level includes the requested net increase of 100 FTE, a proposed 1.3 percent January 2016 pay raise, as well as one additional paid day, and other associated benefit increases. The total request for non-personnel activities in 2016 is \$167.2 million, an increase of \$28.2 million from the 2015 level. Non-personnel costs cover such items as travel, rent, mail, telephones, utilities, printing, IT, contractual services, equipment, supplies, and other departmental services.

Administration Priorities

The 2016 budget request includes funding for several Administration initiatives that will systematically improve the Department's effectiveness in improving educational outcomes, interacting with the public, and providing technical assistance to grantees.

Idea Lab

The request includes \$3 million in the Office of the Deputy Secretary (ODS). The Idea lab is a new project modeled after work at HHS, which has successfully brought forward and incubated new ideas from Agency staff and external innovators. The ED Idea Lab will similarly cultivate new approaches to meeting the Department's goals by harnessing the

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talent and ideas of the Department's full workforce, as well as outside innovators. To start, projects may include new approaches that can tackle Departmental priorities, including: (1) improving the financial aid application process; (2) improving college entry and outcomes for low-income students; (3) making more Department data available in a format easy for the public to understand; and (4) setting up systems that facilitate better coordination and more streamlined processes for grant awards and administration. The ED Lab will also work to foster Department policies that allow experimentation, and reduce unnecessary barriers to development and testing of new ideas. Specific activities would fall into three categories: (1) providing time, resources, and methodological training to internal teams across the Department to bring innovative new ideas into action; (2) bringing external talent with new skills and ideas into the organization on a temporary basis to solve high-priority, complex problems; and (3) supporting the formation of cross-Department project teams to solve shared challenges. The increase includes funding for 13 FTE, and \$791,000 in non-pay for related activities.

Work could be accomplished in house or through prizes or challenges that harness the efforts of outside innovators. It would also build on existing efforts, such as the Datapaloozas previously sponsored by the Department.

Agency Digital Services Team

The success rate of Government digital services is improved when Agencies have digital service experts on staff with modern digital product design, software engineering and product management skills. To ensure the Agency can effectively build and deliver important digital services, the request is for \$2 million in the Office of the Chief Information Officer (OCIO) for 12 FTE for a newly created Digital Services Team. The Team will focus on transforming the Agency's digital services with the greatest impact to citizens and businesses so that digital services are easier to use and more cost-effective to build and maintain. In addition to FTE, \$84,000 is requested in non-pay for the Team.

Place-Based Initiative

Since 2009, the Department has supported the efforts of schools, universities, non-profit organizations, and local leaders to expand opportunities for children living in communities with high poverty rates, consistent with the premise that a great school should be at the center of every strong community. Through the Promise Neighborhoods program and related cross-agency initiatives, the Department has been supporting various place-based commitments in 34 regions across the Nation.

To date, the Department's place-based initiatives have been managed by a small team in the Office of Innovation and Improvement that is primarily dedicated to the Promise Neighborhoods program. Whereas other Federal Agencies (e.g., U.S. Department of Agriculture) have an on-the-ground infrastructure designed to support local communities, the Department's DC-focused structure limits its ability to support these 34 regions—particularly those that are not Promise Neighborhood grantees.

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Supporting the full set of localities that are using a place-based approach to improve outcomes for children requires new capacity within the Department. For example:

- Sam Houston High School, in the San Antonio Promise Neighborhood, boosted their graduation rates by 38 percentage points, and additional Federal support can facilitate the creation of postsecondary options (e.g., certificate and degree affiliated) that align with the needs of regional employers;
- In Los Angeles's Promise Zone, the City has committed \$35 million for programs such as gang reduction, youth development, new bike lanes, new park development, three new WorkSource Centers and three new YouthSource Centers; additional Federal support can expand these revitalization efforts so that more children and youth in distressed communities have access to the out-of-school conditions that support student learning.

As such, the Department's FY 2016 request of \$2 million will help ensure that the Department provides technical assistance and high-quality support to organizations that are boosting student success in more cities, and rural and tribal areas across the Nation. The request will also enable the Department to build on its coordinated work on place-based initiatives with relevant other Agencies.

Activities to Support Science, Technology, Engineering and Mathematics (STEM) Education \$2 million is requested in FY 2016 for STEM, as previously described.

Information Technology

The Department of Education uses a mature IT investment management process, managed by the Investment Review Board (IRB) and Planning and Investment Review Working Group (PIRWG), to manage its IT portfolio. The process includes an annual select phase to determine the Department's IT portfolio, including funding request amounts for both the current and budget years.

Requested increases in IT are spread across multiple investments, but are primarily attributed to: 1) necessary spending to meet legal requirements or Presidential directives (e.g., implementing standard authentication using PIV cards for remaining Department systems to comply with OMB Memo M-11-11; and implementing an electronic records management system by December 2016, per OMB Memo M-12-18); and 2) investments designed to achieve efficiencies and improve overall functionality, primarily in the areas of space reduction and consolidation, business process, reengineering, or IT systems consolidation (e.g., migrating to laptops to facilitate telework; redesigning the Impact Aid grant system; upgrading financial systems; and obtaining an independent, third-party review of the Department's IT security environment). The most significant requested increases in IT are detailed below.

Enterprise Risk Management services and tools

The Office of Deputy Secretary requests a total of \$1.5 million in 2016, an increase of \$400,000, to fund risk analysis requirements mandated by the new OMB grant

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administrative requirement under Title 2 Grants and Agreements, as well as funding the inclusion of grants enterprise risk management as an essential element of the Department's performance-based decisions.

Requested funds ensure material compliance with expanded risk analysis mandates found in the Uniform Guidance, including integration of OMB-designated databases related to grantee eligibility and integrity, such as the Federal Awardee Performance and Integrity Information System (FAPIIS) and Treasury's Do-Not-Pay Portal, upon OMB validation of source readiness. To expand current activities beyond awardee-level assessment and into enterprise-level risk management, the requested increase will be used for: master data management and administration; production of IT code by uniquely skilled programmers to derive analytic insight from our Enterprise data; and delivery of dynamic, visual-based reporting to Department senior decisionmakers.

One Online Application System

The Office of Communications and Outreach is requesting \$472,000 for a new project in 2016 to reengineer, streamline, and reduce costs to the Department with an integrated digital service to facilitate submission and review of applications of Scholars, Teaching Ambassador Fellows, Principal Ambassador Fellows, and Volunteer Student Interns. The U.S. Presidential Scholars Program currently utilizes a system that is outdated and in need of replacement, and there is no system to process the latter three applicant types. A single online application system is needed to process all four applicant types, with the flexibility to easily accommodate other ED award programs.

Financial Management (FM) Business Process Efficiencies

The Office of the Chief Financial Officer is requesting \$500,000 to address a number of inefficient or manual business processes and legacy system issues that have hindered core financial management business operations from delivering effective customer service, and has put loan management/accountability and cash collection activities at an unacceptable level of risk. The Department has identified 17 existing manual interfaces that can be automated in core FM business processes related to loan management and servicing, accounts receivable and collections, and IPAC transactions. Funds will be used to:

1) analyze the current business processes that contain the manual processes and inefficiencies and identify processes and system changes needed to improve them, and 2) perform the technical work needed to automate the 17 manual interfaces.

Impact Aid Payment System Design

The Department is requesting \$1 million to redesign the Impact Aid Payment system. The current system is not 508 compliant, lacks document management functionality to meet records management requirements, and lacks an automated interface with the Department's grant system. In addition, on-going maintenance has proven to be difficult, the system lacks transparency to the frustration of grantees, and relies on key software components are no longer supported by vendors (e.g. PowerBuilder). The new system will reduce the reliance on physical documents, streamline the e-application process and reduce manual

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processing, automate transmission of obligation and payment files to G5, use current and supported software, reduce data errors, and improve the customer experience.

Enterprise Electronic Records Management System

OMB Memorandum M-12-18 requires Government Agencies to implement an electronic records management solution by December 2016. The Department requests a total of \$327,000 in FY 2016 to plan implementation activities, establish an infrastructure, and implement a chosen solution using a phased rollout.

Identity Management

The Office of Chief Information Officer oversees IT projects that provide security for the Department's IT systems. The Identity Management (IDM) investment addresses federally mandated security initiatives (Homeland Security Presidential Directive (HSPD)-12 and Office of Management and Budget (OMB) Memorandum 11-11 (M-11-11)) and information security risks associated with both physical and logical access to the Department's information systems and infrastructure. Based on the Department's current inventory, 34 Department systems (non-Federal Student Aid systems) must comply with OMB timelines established in M-11-11 and mandated requirements for standard authentication using Personal Identity Verification (PIV) cards. The increase of \$1,696,000 over the FY 2015 level will enable the Department to implement standard authentication using PIV cards for the remaining 28 systems to comply with the mandate and strengthen access control mechanisms that improve the Department's ability to protect information systems and data.

Other Non-Pay

The FY 2016 budget request includes funding needed to implement recently enacted requirements, as well as shore up existing efforts in the area of student privacy.

Digital Accountability and Transparency Act (DATA Act)

\$3.325 million is requested to be used by the Offices of Chief Information Officer and Chief Financial Officer to help the Department accelerate efforts needed to meet the requirements of the DATA Act, including disclosure of all Federal spending and standardization of spending data. The Department will take steps to integrate procurement and financial assistance award identifications into its financial system(s), as well as evaluate the feasibility of implementing these new standards into its financial system(s). In addition, the Department will take actions to develop new automated mechanisms to report data for publication on USASpending.gov and will take steps to readily report obligations and outlays from budgetary account balances in its financial system(s) for program activities and object classes approved by OMB.

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New Data Reporting Requirements in the Workforce, Innovation, and Opportunity Act of 2014

The Workforce Innovation and Opportunity Act of 2014 (WIOA) added a significant new data reporting requirement. Previously, for Vocational Rehabilitation program participants, the Department was required to collect closed case data on an annual basis. WIOA now requires the Department to collect open case data on a quarterly basis. The open case data requirement translates to approximately 4 million additional records collected per year. These data will need to be received, cleaned, and analyzed within a very short timeframe. The Department requests \$3 million for the Office of Special Education and Rehabilitative Services to ensure successful implementation of this requirement. These funds will be used to hire 3 additional FTE and provide \$791,000 in non-pay funding for data systems expansions related to expanded data reporting.

Investments in Student Privacy

Student information can be used to help teachers tailor lessons to a student's unique learning needs, to help parents track a student's progress in real-time, to help researchers determine what strategies and programs are most effective, and to help policymakers and legislators understand where to invest limited resources. However, it is vital that none of these activities occur without sound and strong privacy protections. The President recognizes that student data should be used only for educational purposes – not to market to our children and not in ways not authorized under State or Federal law – as demonstrated by his recent announcement of the proposed Student Digital Privacy Act.

The Department plays a vital role in ensuring the proper access to and use of student data through its administration of the Family Educational Rights and Privacy Act (FERPA) and the Protection of Pupil Rights Amendment (PPRA). The President noted the critical role played by technical assistance around privacy and, as such, the Department is requesting \$1 million in fiscal year 2016 to strengthen its ability to administer and enforce these laws. These funds will be used to fund additional staff and contractor capacity to assist in several areas:

- Coordination with the Federal Trade Commission on the administration of the Student Digital Privacy Act.
- Ensuring more timely responses to privacy complaints from parents and students.
- Technical assistance to schools, districts, and States on increasingly complex issues such as online privacy, contracting with online providers, data security, and responsible data sharing and data governance.
- Enhanced ability to conduct high impact, proactive investigations designed to drive change in the education and online provider communities. A limited number of high profile investigations could improve privacy protections across the country.

Building Modernization

(DEOA)

(dollars in thousands)

FY 2016 Authorization: Indefinite

Budget authority:

2015	2016	Change	
<u>Estimate</u>	<u>Request</u>	from 2015	
0	\$13,830	+\$13,830	

(dollars in thousands)

PROGRAM DESCRIPTION

The Building Modernization activity supports the related expenses necessary for the relocation of Department of Education staff or renovations of Department of Education buildings within the Washington, D.C. metropolitan area and in several regional offices.

Funding levels for the past 5 fiscal years were:

	(dollaro ili triododilao)
2011	\$8,184
2012	
2013	
2014	
2015	

FY 2016 BUDGET REQUEST

The President has called on all Government Agencies to utilize their space more efficiently. Presidential and OMB Memorandums, such as "Freeze the Footprint," require Agencies to, at a minimum, maintain current space needs while identifying opportunities to consolidate space, increase occupancy rates in facilities, and eliminate lease arrangements that are not cost or space effective. In response, the Department has developed a multi-year plan for space reduction and consolidation and has identified space savings through expansion of telework, more efficient workspaces, and elimination of unneeded space. Rent is a large "fixed" cost that cannot be sustained in an era of declining appropriations, and teleworking with reduced space costs offer the promise of a more productive workforce. The Department's plan includes the following:

1. Modernizing the LBJ Federal building to include smaller workstations, hoteling space, and other space efficiencies. This work, including build-out, has already begun.

Building Modernization

- 2. Consolidating three headquarters buildings (Potomac Center Plaza (PCP), 1990 K Street, and Capital Place) into one building. Current usable space in the three buildings is 449 thousand square feet. The Department is planning to consolidate into a single location with 220 thousand square feet, representing a space reduction of over 50 percent. GSA submitted a lease prospectus to Congress in July 2014 with these specifications. This effort is referred to as the PKC Building Consolidation project.
- 3. Obtaining new leases with reduced space at regional locations. Current plans include Chicago, Dallas, and San Francisco (2018) and New York (2020).

Most building modernization costs, such as design, construction, and furniture, must be made available well in advance of final move dates. The Department will utilize anticipated 2015 carryover funding for the following actions to consolidate space and reduce the Department's overall footprint.

(dollars in thousands)

	2015
Description	Carryover
LBJ 2 nd Floor modernization project to include smaller workstations, hoteling	
space, and other space efficiencies	\$7,754
Design costs for PKC – Combine PCP, K Street, and Capital Place staff into	
one building	1,955
LBJ Sub-basement IT Tech Lab/Training/Hoteling Space	685
LBJ 3 rd -5 th Floor Modernization Project to include smaller workstations,	
hoteling space, and other space efficiencies	359
IT construction support for building modernization of headquarters and	
regional offices for renovation and relocation	421
San Francisco Regional modernization project	250
Kansas City modernization project	30
LBJ 6 th Floor mobility pilot	193
Total	11,647

A total of \$13.8 million is requested in 2016 for Building Modernization, an increase of \$13.8 million from the 2015 level. Appropriations language in 2014 and 2015 allowed "up to \$1 million," to be provided for Building Modernization, but the Department has not used this authority in order to ensure adequate Program Administration funding.

The funds requested in 2016 are for the following purposes: 1) \$2.9 million for the LBJ 3rd–5th Floor Modernization Project to renovate and refurbish the space and move people out of other rentable space, resulting in space efficiencies of about 30 percent to help reduce the overall footprint of the Department; 2) \$9.4 million for PKC Building Consolidation to combine PCP, K Street, and Capital Place staff into one building; 3) \$300,000 for Dallas Regional office renovation/relocation; 4) \$400,000 for Chicago regional office renovation/relocation; 5) \$300,000 for San Francisco Regional office renovation and relocation; and 6) \$481,000 for IT support for building modernization of Headquarters and Regional offices for renovation and relocation. If the plan is implemented as scheduled, office space rental savings of over \$17 million annually should begin to materialize in 2018.

Building Modernization

Requested funds would be used as follows:

(dollars in thousands)

Object Class/Office	Description	2015	2016
25.21 Other Services (OM)	LBJ 3 rd -5 th Floor Modernization Project	0	\$2,200
25.72 IT Services/Contracts (OCIO)	LBJ 3 rd -5 th Floor Modernization Project - IT	0	702
25.21 Other Services (OM)	Dallas Regional Office – Design	0	300
25.21 Other Services (OM)	Chicago Regional Office – Design	0	400
25.21 Other Services (OM)	San Francisco Regional Office - Design	0	300
25.72 IT Services/Contracts (OCIO)	PKC Building Consolidation – DIDs, Network Components; IT moves; IMAC	0	447
32 Building Alterations (OM)	PKC Building Consolidation - Construction	0	9,000
25.72 IT Services/Contracts (OCIO)	IT construction support for building modernization of headquarters and for renovation and relocation of regional offices	0	481
Total		0	\$13,830

Full-time Equivalent Employment (Staff Years)

		<u> </u>		
			2016	Change from
OFFICE	2014	2015	Request	2015 to 2016
Advisory Committee on Student Financial Assistance	5	6	6	0
Career, Technical, and Adult Education	77	72	75	3
Chief Information Officer	116	113	131	18
Chief Financial Officer	156	148	156	8
Communications and Outreach	104	98	103	5
Deputy Secretary	63	37	52	15
Elementary and Secondary Education	224	244	262	18
English Language Acquisition, Language Enhancement, and				0
Academic Achievement for Limited English Proficient Student	15	18	19	1
General Counsel	94	89	96	7
Innovation and Improvement	85	97	102	5
Institute of Education Sciences	173	174	188	14
Legislation and Congressional Affairs	17	18	19	1
Management	170	159	171	12
Planning, Evaluation, and Policy Development	82	82	88	6
Postsecondary Education	144	145	153	8
Secretary	93	88	92	4
Special Education and Rehabilitative Services	246	240	213	(27)
Under Secretary	34	33	35	2
Total	1,898	1,861	1,961	100

NOTE: The 2015 Appropriation for the Program Administration account does not reflect two anticipated transfers. The first would transfer funds to the Department of Health and Human Services for necessary administrative expenses per Section 491 of the Workforce Innovation and Opportunity Act, P.L.113-128. The second would avoid potential furloughs of staff by using the Department's authority to transfer up to 1 percent of another discretionary appropriation as long as the receiving appropriation does not increase by more than 3 percent, with the sending appropriation to be determined.

Summary of Budget Authority by Principal Office (dollars in thousands)

			2016	Change from
OFFICE	2014	2015	Request	2015 to 2016
Advisory Committee on Student Financial Assistance	\$668	\$837	\$864	\$27
Career, Technical, and Adult Education	11,648	11,073	11,745	672
Central Information Technology	44,274	37,199	42,817	5,618
Chief Information Officer	18,169	17,921	22,925	5,004
Chief Financial Officer	28,164	24,306	29,700	5,394
Central Support	73,597	72,487	92,892	20,405
Communications and Outreach	18,179	17,776	19,552	1,776
Deputy Secretary	10,877	8,052	12,488	4,436
Elementary and Secondary Education	32,619	35,826	40,291	4,465
English Language Acquisition, Language Enhancement, and				0
Academic Achievement for Limited English Proficient Students	2,174	2,617	2,818	201
General Counsel	15,790	14,983	16,573	1,590
Innovation and Improvement	12,494	13,525	18,440	4,915
Institute of Education Sciences	34,490	38,380	41,152	2,772
Legislation and Congressional Affairs	2,215	2,345	2,519	174
Management	24,766	22,740	25,019	2,279
Planning, Evaluation, and Policy Development	12,368	13,034	14,267	1,233
Postsecondary Education	21,315	20,688	22,392	1,704
Secretary	15,751	14,963	15,879	916
Special Education and Rehabilitative Services	37,390	36,435	35,470	(965)
Under Secretary	5,969	5,813	6,286	473
Total Budget Authority	422,917	411,000	474,089	63,089

NOTE: 2016 includes Building Modernization (no funds in building modernization in 2014 and 2015).