

**Statement of  
Chairman Tom Wheeler  
Federal Communications Commission**

**Hearing on the FCC's Fiscal 2016 Budget Request**

**Before the  
Subcommittee on Financial Services and General Government  
Committee on Appropriations  
U.S. House of Representatives**

**March 24, 2015**

Chairman Crenshaw, Ranking Member Serrano, and members of the Financial Services and General Government Subcommittee, I am pleased to appear before you to present the Federal Communications Commission's Fiscal Year (FY) 2016 Budget Request.

Since first initiating a top-to-bottom management review last year, the FCC's team has sought ways to streamline work, leverage assets, and create more efficiencies. We have not shied from making difficult choices, and you can see the results in our proposed FY 2016 budget. This proposal reflects improvements in the FCC's operational efficiency and a corresponding reduction in our FTE levels. Our requests for increased investments are largely short-term costs like IT modernization efforts that will deliver long-term savings and improvements in the agency's efficiency and effectiveness. Most notably, this year's budget contains one significant cost where we have very limited control – the agency's lease is expiring in 2017, and we must initiate plans to transition to a less expensive real estate option or "footprint." With the pending lease expiration, this is no ordinary budget cycle, and adjustments will be necessary.

Before diving into the FY 2016 details, it is important to acknowledge some baseline facts. Few, if any, government agencies deliver a better return on investment than the FCC. We do not require a direct appropriation because we are funded entirely by fees collected from those we regulate. The Commission not only pays its own way, we also generate significant revenue for the Treasury. Since 1994, our financial return to the government has equaled 13 times our combined operational costs. For every dollar generated by the FCC, our agency uses only eight cents for its operations.

The Commission's spectrum auctions are one of the most significant policy innovations of the past 25 years, and they continue to generate billions of dollars and unleash massive benefits for our economy and consumers. Already in the current fiscal year, we completed the most lucrative spectrum auction in history. The AWS-3 auction generated \$41 billion in net bids, and is expected to deliver over \$20 billion toward deficit reduction, as well as billions of dollars of funding for nationwide public safety communications under FirstNet, and a range of other programs mandated by Congress in the Middle Class Tax Relief and Job Creation Act of

2012. The first-in-the-world Incentive Auction is slated for 2016 and holds similar promise to spur economic growth and innovation while raising billions for deficit reduction.

To build on this progress, and fulfill our statutory responsibilities, the Commission is requesting \$388,000,000 in general spending authority derived from Section 9 regulatory fees for our overall non-auction costs, up from \$339.8 million in FY 2015. In addition, we are requesting an auctions cap of \$117,000,000, an \$11 million increase from last year, as well as the transfer of \$25,000,000 from the Universal Service Fund (USF) to cover our costs for that program. These are well considered requests that reflect necessary operational demands and the unique circumstances of this budget cycle.

If the Commission's lease were not expiring in 2017, our budget proposal would look different and my presentation today would be limited to a discussion of our team's better management practices, significant IT improvements, and internal structural and processing reforms. We would have been asking for a modest increase over last year's funding level dedicated to completing the modernization program of our IT systems – so we could start reaping the benefits of lower costs and better services.

But our lease is expiring, and that is the biggest reason we are requesting a budget increase, so let me address this issue up top. We owe it to the American taxpayer to find the most cost-effective solution for our housing costs. In the near-term, that will cost money – an estimated \$51 million for FY 2016. These costs are similar to recent agency moves like NIH and NLRB. Long-term, we will use the move as an opportunity to create greater cost savings and efficiencies by significantly reducing the Commission's footprint and instituting new management techniques that encourage greater use of shared space. Current projections show \$13 million in annual savings under the new lease and net savings of \$119 million over the life of the new lease. Yes, the costs will be significant for the coming year, but they are unavoidable and will result in a better overall deal for the American people. The new lease is just the latest example of the agency's commitment to reviewing all of our policies and processes to improve efficiencies and make sure the American people are getting the most bang for every buck.

Overall, the agency's operations are the leanest they've been in recent history. During the past six years – beginning after FY 2009 – the FCC has operated under essentially flat funding levels for our non-auctions activities. In fact, calculating the flat funding levels in light of inflation and sequestration impacts shows that we have suffered actual reductions in the purchasing power of our budget. Although our auctions cap increased in FY 2013 – FY 2015 after a nine-year flat cap, auctions monies only offset auctions operations. We have mostly directed these increases toward additional costs related to the broadcast incentive auctions process.

Flat funding has led to difficult decisions on staffing. Make no mistake; the FCC's greatest asset is its people. While the professional quality is the highest it's ever been, the quantity is at historic lows. We are currently at 1,708 FTEs, well below the 20-year average of 1,877. Nonetheless, our FY 2016 budget request is the first FCC budget in a decade that does not seek more FTEs. Our FY 2016 projections include a net 37 FTE reduction, including an overall non-OIG reduction of 45 (offset by an OIG increase of 8 FTEs). At this stage, our

Managing Director's Office is using a flexible process and only fills positions opened through attrition after a complete analysis of staffing needs.

We have also recently received a report detailing potential FTE position eliminations in our field offices, where we have in many cases a one-manager-to-four-employee ratio and oversized rental facilities, which are draining our resources. After analyzing a contractor report on field office use, we have determined that we can more efficiently deploy staff using a "tiger team" approach and make better use of regional offices. This plan, if accepted by my fellow commissioners, will lead to 16 field office closures and annual savings of \$9 million without diminished productivity.

We will continue to seek efficiencies that allow the FCC to continue to perform its mission, but there are limitations. Seeking even lower FTE levels could have adverse operational effects. While the Commission's staffing and resources have been steadily shrinking, the industries we oversee have continued to grow at a healthy clip. The result is an increasing workload for a declining FTE base. For example, in the licensing operations area since 2010, our FTE levels have declined by more than 25 across several bureaus, versus steady growth in licensing activity over that same time, so at some point licensing operations could slow.

There are other reforms under way to reduce costs and increase efficiency. We're steadily reducing our use of expensive contractors. We are currently at 483, down from over 600 in 2012, and trending down to 435 by the end of FY 2016.

We are aware that the Commission's licensees will bear the brunt of our programming costs, and we are continuing to ensure that we assess fees in a fair and equitable manner. This past year, we reduced the burden of regulatory fees on smaller businesses by increasing the *de minimis* payment level. This action relieved approximately 2,500 small licensees – those owing less than \$500 – from having to pay fees. We also have recalculated the amounts due by different licensees to ensure regulatory fairness, and we will continue to revise this process as warranted by industry developments.

Here's an important point about all of these reforms: these are management efficiencies we would be pursuing regardless of budget levels. I am committed to modernizing and streamlining all agency operations, because it's the right way to run an agency, not because budget constraints demand it.

Building on this foundation of reforms, we are requesting an \$84 million increase for FY 2016. This increase has three key components. First, there are "unavoidable" costs that account for 70 percent of this overall increase. Chief among these is the \$51 million that I mentioned for the agency's pending move. This amount also includes adjustments for inflation, and a \$1 million requested increase for the Office of the Inspector General, bringing their budget to \$12.2 million.

Second, we are seeking an additional \$17 million for Information Technology (IT) investments. Our commitment to improving the agency's effectiveness goes hand-in-hand with

the need to improve our IT systems: numerous paper-based, manual processes exist at the FCC, resulting in hidden, human-intensive costs that could benefit from automation. Moreover, the costs of continuing business as usual with these IT systems will undermine the financial stability of the Commission. The Government Accountability Office has noted that federal agencies currently spend more than 70 percent of their IT budgets on maintaining legacy systems. The FCC, like other agencies, has been caught in this legacy trap; as of the end of FY 2013, we were trending well above even the federal average of 70 percent. We have tackled this problem head-on and targeted all available resources toward modernizing our IT systems. We pulled together our remaining funds at the end of FY 2014 and reprogrammed \$8.75 million to support this process.

We identified our ongoing IT modernization as a management imperative, both to support process reform efforts as well as to improve cost efficiency, and our FY2016 budget request reflects this emphasis. Our IT-focused management strategy – made possible by the reprogramming granted by this Subcommittee – has delivered solid, early results. We are well on our way toward making the necessary changes to ensure that our FCC.gov website is accessible and user friendly for consumers and stakeholders. We have initiated a process to move all onsite IT infrastructure to a secure, lower cost, off-site service provider ahead of our 2017 required move, to realize cost savings and improve system resiliency. We also rolled out the new Consumer Complaint Database at one-sixth the traditional cost for such a project, epitomizing many of the agency-wide changes that we hope to implement – inexpensive, off-the-shelf solutions, combined with resiliency, user-friendly options, and the potential to improve our internal data collection methods to increase transparency and inform policy-making decisions.

Still, limited funds have delayed many improvements and threaten to cost us more each day that we are unable to move ahead. The specific funds required are outlined in our FY 2016 budget: \$5.8 million to replace the FCC’s legacy infrastructure with a managed IT Service provider, as well as one-time infusions of \$9.6 million to rewrite the FCC’s legacy applications as part of a modular “shift” to a modern, resilient, cloud-based platform. Without this infusion of funding in FY 2016, we face the prospect of being unable to follow-through on critical upgrades, costing those who we license more – with far fewer benefits.

The third area of requested budget increases – about \$7 million – are aimed at satisfying Congressional mandates. We seek \$2.5 million to ensure a smooth and legally compliant process for administering the \$1.75 billion fund for relocating broadcasters after the incentive auction. We have asked for \$250,000 to support the start-up of the Do-Not-Call Registry and \$600,000 for yearly maintenance. We also requested \$3,000,000 a year for updates and upkeep for the National Broadband Map. Before the FCC inherited the program, NTIA had a direct funding stream for this key nationwide broadband deployment resource. The map attracted over 2.5 million hits in 2014 and we expect it to be an important resource going forward. Funding for the FCC’s programmatic takeover will leverage previous investments with new approaches to providing open access to government data.

In addition to these requested increases, the budget also proposes aligning sources of funds with uses to maximize fairness. Given the special circumstance of the large, move-based increase, the Commission determined that FY 2016 would be the optimal time to properly align

our USF expenditures with cost outlays. Accordingly, the FY 2016 budget proposes shifting USF funds to cover our salary and compensation expenditures directly related to universal service activities. With this funding realignment, we will make USF pay for USF. It will reduce by \$25,000,000 the Section 9 regulatory fee burden on licensees with no universal service relationship. USF will pay these costs instead of forcing entities such as small, local broadcasters and marine licensees to pay for USF FTE activities at the Commission. It will take the pressure off of our other licensees at a critical juncture and it will ensure that there is adequate enforcement of USF programs. Overall, it would reduce Section 9 fee burdens by about six percent. For example, the impact on a large market broadcaster would be several thousand dollars per year.

The \$25 million transfer will go a long way toward making certain that we have a reliable funding stream for program oversight. Although regulatory fairness supports this transfer request, the importance and ongoing complexity of our universal service work underscores the need for this funding. Universal access to communications has been at the core of the FCC's mission since the agency was established 80 years ago. With broadband increasingly necessary for full participation in our economy and democracy, connectivity for all is more important than ever. While the private sector must play the leading role in extending broadband networks to every American, there are some areas where it doesn't make financial sense for private companies to build. That's why the Commission modernized USF to focus on broadband, establishing the Connect America Fund – a process that this Subcommittee has recognized as an essential activity. Already, the Connect America Fund (CAF) has made investments that will make broadband available to 1.6 million previously unserved Americans.

During that same month, the Commission approved the first major modification of E-rate – another universal service program and America's largest education technology program. We refocused the program away from funding 20<sup>th</sup> century technologies like pagers and dial-up phone service toward supporting 21<sup>st</sup> century high-speed broadband connectivity. In the process, we moved to close the Wi-Fi gap by ensuring that over the next two years an additional 20 million students will have Internet access at their school or library desk. Importantly, we took steps to improve the cost-effectiveness of E-rate spending through greater pricing transparency and by enabling bulk purchasing to drive down costs.

### **Conclusion**

I am proud of the Commission's FY 2016 Budget Request. It reflects our commitment to an efficient workforce, IT modernization and returning resources to the Treasury. During the next fiscal year, the Commission will have unprecedented opportunities to become a model for excellence in government. At the same time, we will manage an essential \$8.8 billion USF program that brings broadband services to all Americans. We will continue our work in developing and deploying spectrum resources, while providing billions of dollars for important public safety programs. With this Subcommittee's support, we will make that happen.

I appreciate this Subcommittee's attention to the Commission's funding for the next fiscal year, and I look forward to answering your questions. Thank you.





## FY2016 Budget Request



# Executive Summary

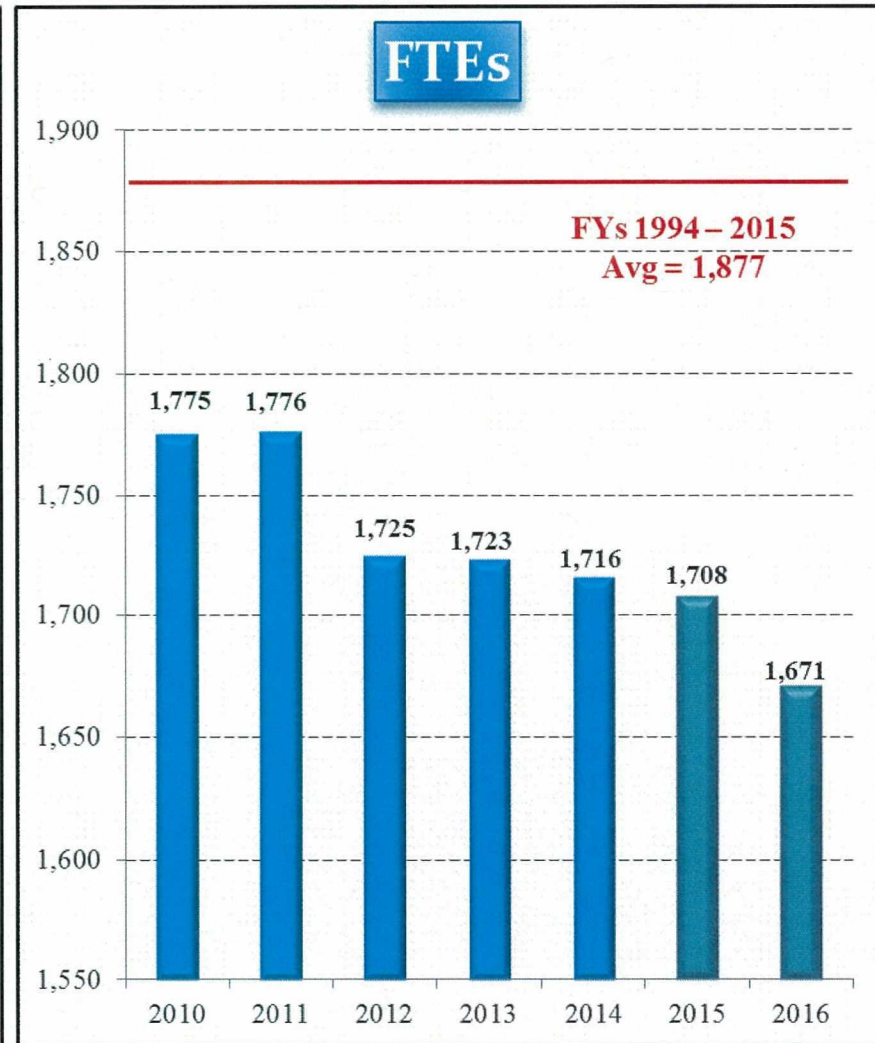
## Current State

- **HQ space too large and expensive**
  - Too much space per employee
  - Too expensive per square foot
- **Field footprint too large and inefficient**
  - Field cost per FTE are 2x HQ costs – high real estate and support costs for very small offices
  - More mobile, technology-enabled deployment model can significantly improve productivity
- **Major opportunities to reduce recurring opex with technology**
  - Over reliance on expensive contractors
  - Very expensive to maintain aged IT (many systems more than 10 years old)
  - Using expensive downtown Washington real estate for back-office functions that could be offsite
- **Section 9 fee payors shouldering lion's share of requested budget increase**

## Proposed Response

- **Relentless attention to cost efficiency:**
  - Manage to even lower FTE levels – decline by 37 for 2016, first FCC budget in a decade to not ask for more
  - Proposed consolidation of our field offices – saving \$9m annually without diluting mission effectiveness
  - Reduce contractors; down from 483 to 435 by 2016
  - Reduce HQ lease cost; save \$119m over 15 years
- **\$84m requested increase for 2016 has 3 components:**
  - Unavoidable (70%) – \$60m for move, inflation, OIG
  - IT (20%) – \$17m to modernize and close security gaps
  - Mandates (10%) – \$7m for broadcaster repacking, National Broadband Map, and PSAP registry
- **Align sources of funds with uses to maximize fairness:**
  - Base collections from general regulatory fees (\$388m)
  - Auctions costs from auctions proceeds (\$117m)
  - USF costs from USF fees (\$25m)

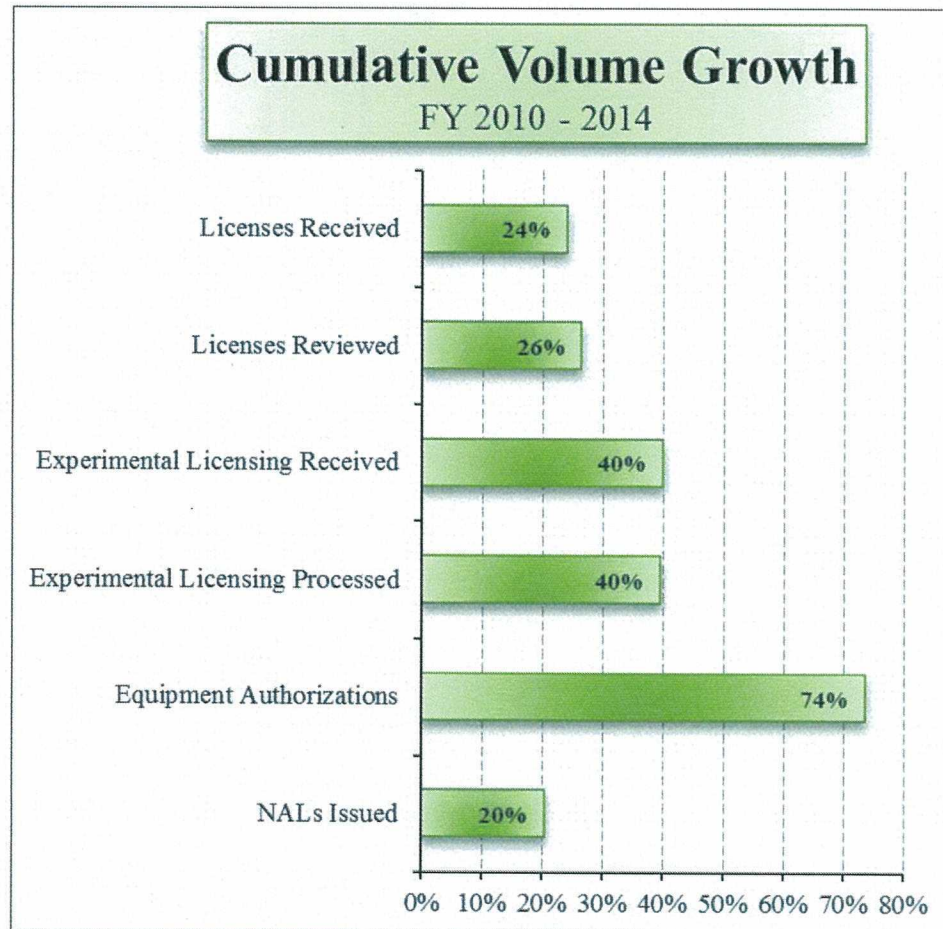
## Non-Auctions Funding Has Been Flat Since 2010, and FTEs Continue to Trend to New Historic Lows



FYs 2015 & 2016 Projected

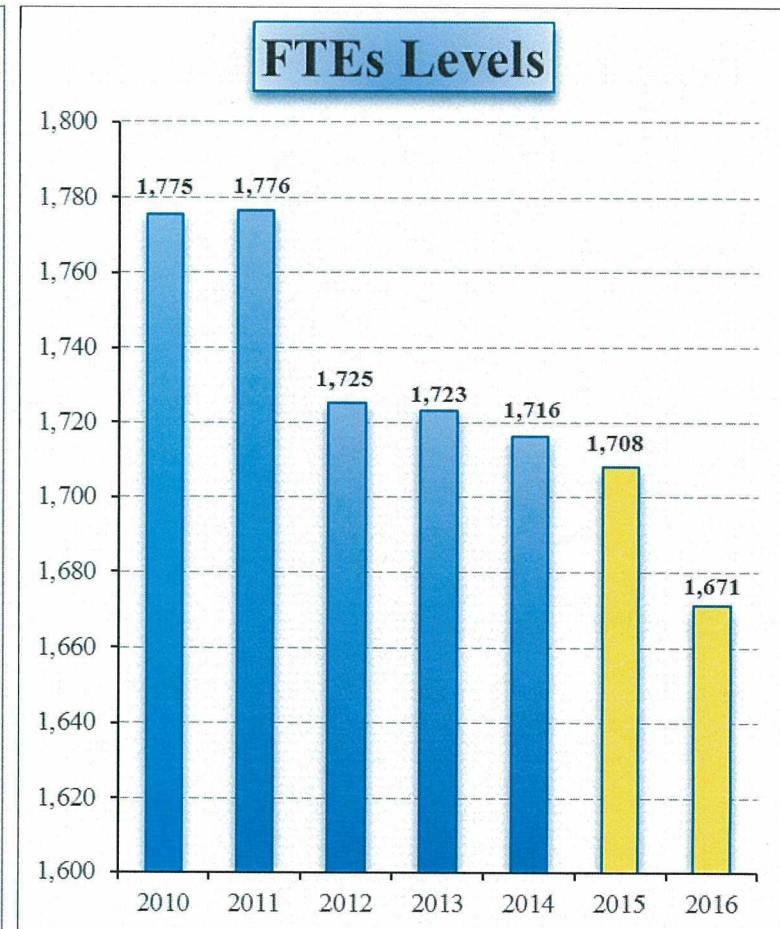


## Workload Volume Grows While FTEs Decline



Equipment Authorizations includes FCC Preauthorized and TCBs

NALs issued increased 20% but the overall EB actions decreased by 22%



FTEs for FYs 2015 and 2016 are estimates.



## **Cost Saving Steps Underway Today**

### **➤ FTE reductions**

- Attrition management (no automatic backfills) – since Jan 2014, 199 staff have left, only 145 replaced
- Additional efforts underway to identify available workforce restructuring opportunities

### **➤ Field offices consolidation**

- Proposal currently on circulation to Commissioners to reduce from 24 to 8 field offices
- \$9m in annual savings from reduced real estate, administrative overhead, and support costs
- Post-restructuring, FCC would retain engineers/vehicles on the ground combined with a “tiger team” based in the Maryland suburbs that would be quickly deployable anywhere in the U.S.
  - One-day response time for 80% of U.S. population
  - Higher coverage than today for the rest of the country

### **➤ Contractor drawdown**

- FCC-wide contractors currently at 483, down from over 600 since 2012, and trending to 435 in 2016
- IT modernization investments essential for continued progress; will support significant reduction in expensive (2x), on-site contractors for infrastructure management and software development
- Additional contractor reductions available via use of IT automation to replace labor-intensive processes

### **➤ Continuing, ongoing efficiency review**

- Office of Managing Director is assessing every part of the FCC for additional efficiency opportunities



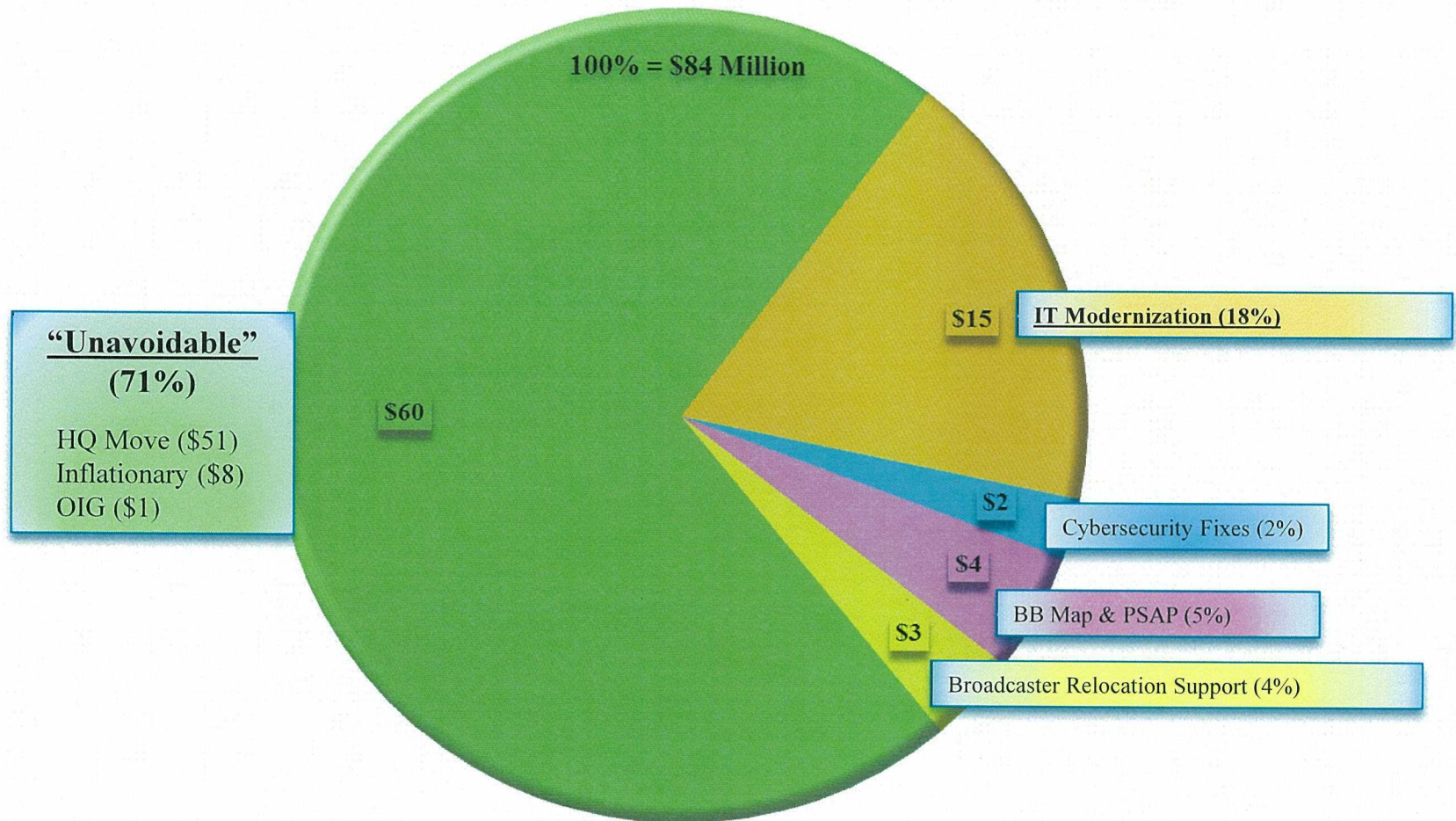
# Building the Budget

\$millions

	Fee-generated	Activity-generated	
		<u>Auction</u>	<u>USF</u>
<b>FY2015 Budget Authority</b>	<b>340</b>	<b>106</b>	<b>N/A</b>
<b>Requested FY2016</b>			
▪ Office move (to save \$119m)	44	7	
▪ Inflation/contractual cost increases	7	1	
▪ OIG request	1		
▪ IT Modernization	15		
▪ Cybersecurity fixes	2		
▪ Reallocation of USF support	(25)		25
▪ Mission mandates			
▪ National Broadband Map	3		
▪ PSAP do-not-call registry	1		
▪ Broadcaster relocation fund oversight		3	
<b>Total</b>	<b>388</b>	<b>117</b>	<b>25</b>



## More Than 70% of Requested FY 2016 Spending Increase\* Is for “Unavoidable” Costs



\* Note: Total \$84m requested spending increase is the sum of requests for Salary & Expenses (\$48m, from \$340m to \$388m), Auctions (\$11m, from \$106m to \$117m), and USF Transfer (\$25m). Without USF Transfer, S&E requested level would grow from \$388m to \$413m.



## IT Investments Pay for Themselves Over 5 Years and Significantly Improve Speed, Security, and Quality

### Infrastructure

**From:** Over 200 on premises, antiquated servers occupying expensive downtown real estate

**To:** 100% off-premise, cloud-based deployment in a secure multi-agency facility; savings of \$1-2m per yr

### Data

**From:** 100,000 unique data objects, 43 Tb of stove-piped, inaccessible and non-reusable data

**To:** Single data architecture for ALL internal and external data, significantly enhanced transparency

### Mission Systems

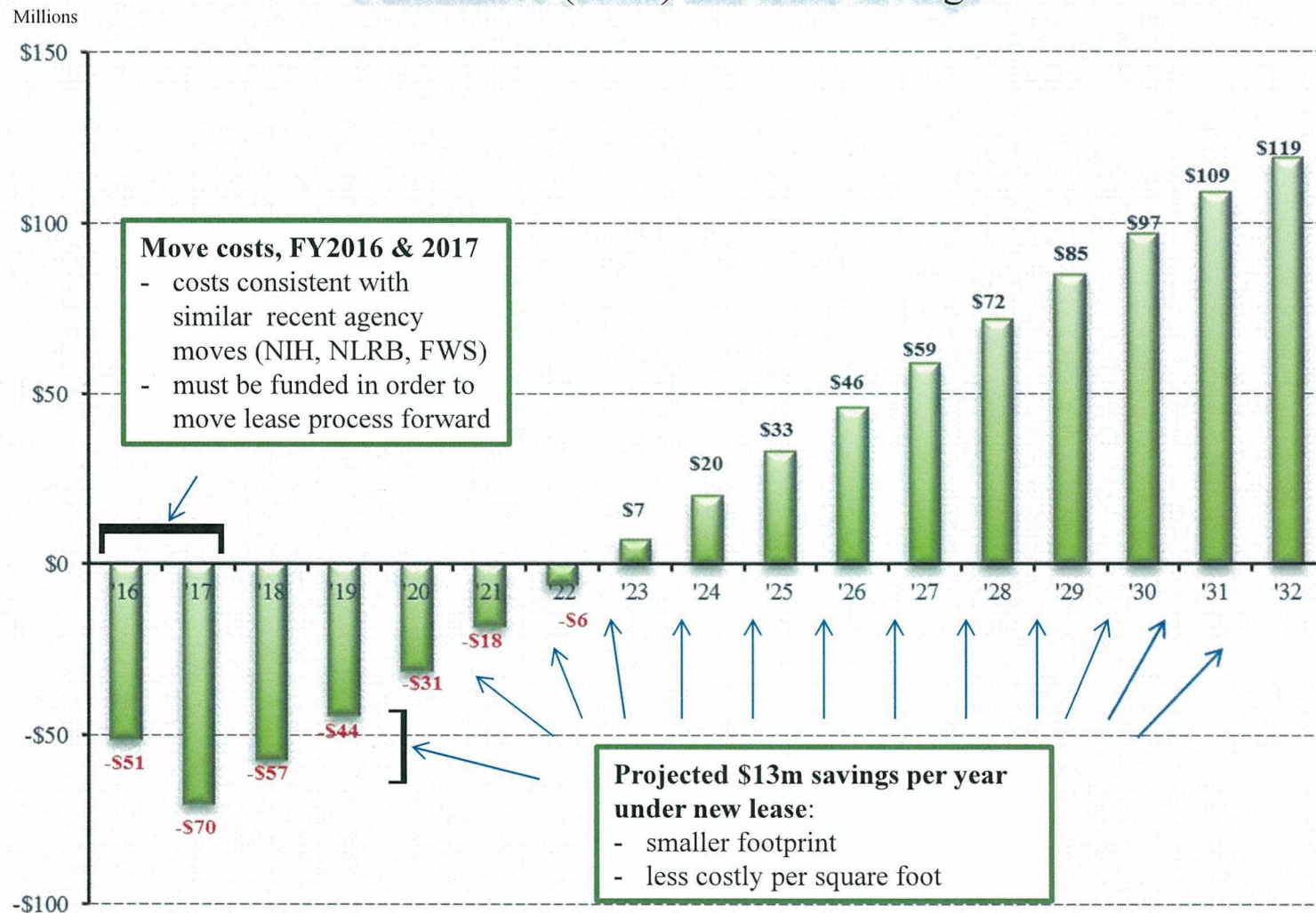
**From:** 207 systems, typical \$600,000 cost for new projects, 6 months to complete, very high ongoing maintenance/support

**To:** Handful of core systems supporting multiple front end applications, 50-75% lower cost / faster timelines per project; savings of \$1-2m per year



# New FCC Lease Projected to Save \$119m over 15 Years

Cumulative (costs) and lease savings

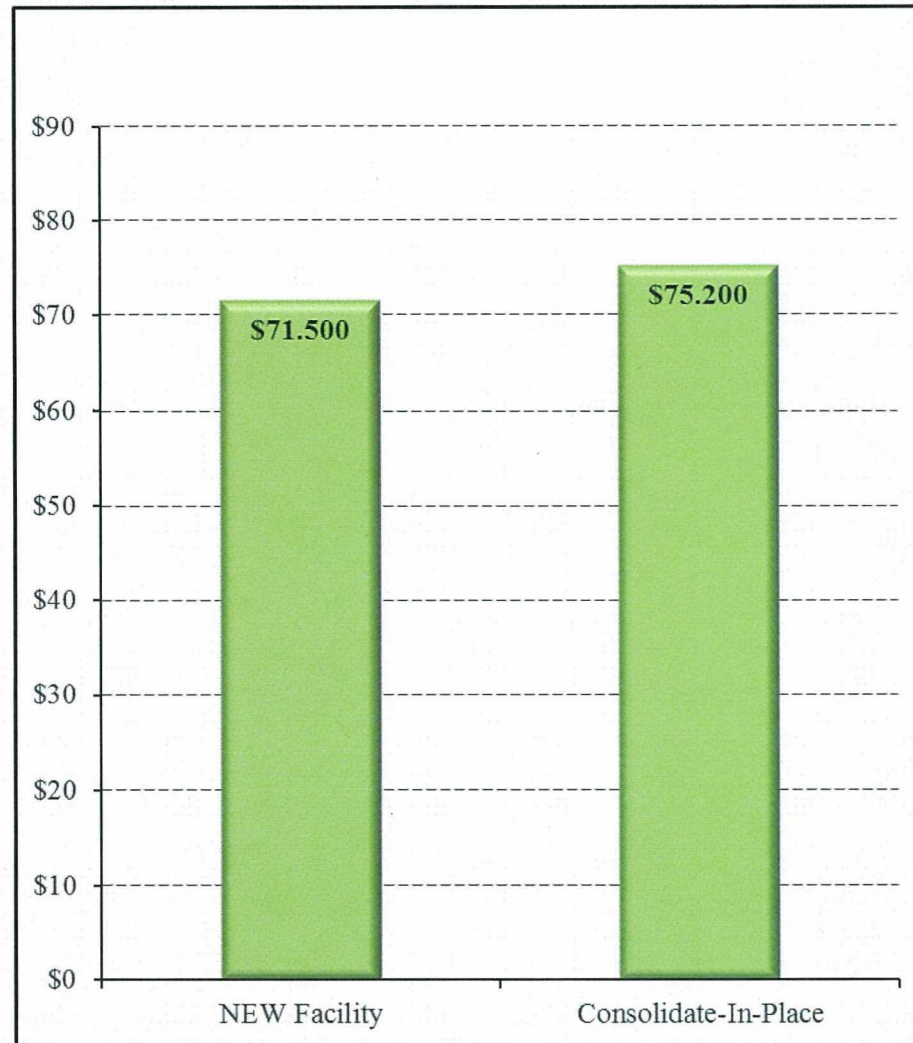




# Total Move Costs Lower for New Facility Versus Stay-in-Place

Estimated move costs

Millions



Note: assumes utilization rate = 180; estimated tenant improvement allowance of \$13m