

A High-Performing Government of the Future: Enhancing Productivity and Achieving Cost Savings by Reducing Fragmentation, Duplication, and Overlap

April 14, 2015

Executive Summary

- Since the beginning of the Administration, the President has made it a priority to improve the efficiency and effectiveness of the Federal Government and identify and eliminate inefficient, unnecessary, or duplicative spending.
- The President's Management Agenda provides a strong foundation for tackling duplication, fragmentation, and overlap as well as saving taxpayer dollars. The Management Agenda is built on four core pillars:
 - Effectiveness-delivering world-class customer service to citizens and businesses;
 - Efficiency-enhancing productivity and achieving cost savings across the Government;
 - Economic growth-opening Government-funded data and research to the public to spur innovation, entrepreneurship, economic growth, and job opportunities; and
 - People and culture-unlocking the full potential of today's Federal workforce and building the workforce needed for tomorrow.
- The Government Accountability Office is a key partner in OMB's efforts to create more efficiencies and cost savings. On April 14, GAO released its fifth annual report identifying opportunities for Congress and the Executive Branch to reduce fragmentation, duplication, and overlap, and achieve cost savings across the Federal government. In addition, GAO provided a progress report on its previous recommendations. The Administration appreciates the valuable work GAO continues to do on this important topic.
- GAO's report recognizes some of the overall progress the Administration has made since the initial 80 areas of fragmentation, overlap or duplication were identified in 2011. The Executive Branch and Congress, together, have significantly engaged on 337 of the 440 broad areas GAO has identified over the past four years. Within these broad areas, the Executive Branch has made progress on 79 percent of GAO's recommendations, with 30 percent fully addressed and at least another 49 percent partially addressed. The Executive Branch has fully addressed 116 actions and partially addressed more than 189 actions since 2011. Specifically:
 - GAO reported that Congress and the Executive Branch addressed or partially addressed 348 (76%) of the 440 recommended actions.
 - GAO found that the Executive Branch addressed or partially addressed 317 of the 384 (83 percent) recommended actions directed to the Executive Branch.
 - GAO found that Congress addressed or partially addressed 31 of the 74 (42 percent) recommended actions directed to Congress.
- The President's FY 2016 Budget fully supports the President's Management Agenda and many of these other efforts to modernize and improve government to ultimately deliver better, faster and smarter services to citizens and businesses.
- Many of the Government's most critical priorities require focus, discipline, and collaboration across multiple agencies to drive results. One key way that the Administration supports this prioritization

and collaboration is through Agency Priority Goals (APGs) and Cross-Agency Priority (CAP) Goals. These goals – established as part of the Government Performance and Results Modernization Act (GPRMA) performance management framework – and the quarterly data-driven reviews to review progress on the goals, help deliver on the Administration’s commitment to further economic growth and job creation and address government-wide management challenges. Using both APGs and CAP Goals, we have seen strong and promising results in and across agencies, including in areas identified in the GAO report, such as Strategic Sourcing, Smarter IT Delivery, and Real Property.

- In the President’s first six Budgets, the Administration identified, on average, more than 150 cuts, consolidations, and savings averaging more than \$23 billion each year. Many of these proposals have now been implemented, and the FY 2016 Budget built on this success by including 101 cuts, consolidations, and savings proposals projected to save over \$14 billion in 2016. The Budget shows that we can avoid the harmful spending cuts known as sequestration, and instead invest in economic growth, mobility, and national security, while still putting the Nation on a sustainable fiscal path. Overall the Budget achieves about \$1.8 trillion in deficit reduction, primarily from reforms in health programs, the tax code, and immigration.
- The Budget also supports the President’s plan efforts to reorganize and consolidate Federal programs to reduce duplication and improve efficiency; and the President is again asking Congress to revive an authority given to nearly every President from 1932 through 1984. This authority would allow the Administration to submit plans to consolidate and reorganize Executive Branch Departments and agencies for fast track consideration by the Congress, but only so long as the result would be to reduce the size of Government or cut costs. In effect, the President is asking to have the same authority that any business owner has to reorganize or streamline operations to meet changing circumstances and customer demand.
- For example, the Administration has already made taken action to reduce fragmentation of science, technology, engineering, and mathematics (STEM) education programs to enable more strategic investments in STEM education and more critical evaluation of outcomes.
- Many of GAO’s recommendations deal with complex and challenging areas across the Federal government. Fully addressing them is a long-term process that in many cases will take years to implement – a fact that GAO recognizes.
- The GAO report also identified 24 new areas, which the Administration is just beginning to analyze. An initial review indicates that the Administration is already taking action to address many of the areas identified in the new recommendations. The Administration will carefully review the new recommendations to identify all opportunities to reduce fragmentation, overlap, and duplication and to achieve other financial benefits.
- The Administration is committed to continuing to make progress in this important area through the Management Agenda as well as concerted efforts to continue to reduce administrative overhead, improve training and employment programs, reduce real estate costs, reform acquisition, and deliver a customer-focused government through smarter information technology.

- By focusing on how we can simplify processes to make services better, finding ways to share best practices and information more effectively across the federal landscape and with the public, and leveraging our greatest resource – America’s federal workforce – the Administration is driving an agenda that enables government to operate more efficiently in a 21st century economy. The Administration looks forward to continuing to work with GAO and Congress to maximize the value of every taxpayer dollar while increasing the productivity and quality of services.

Administration Efforts to Reduce Duplication and Improve Efficiencies

Under the President's direction, the Administration is working to deliver a 21st Century Government that is more effective, efficient, and supportive of economic growth. The President is committed to creating a Government that will make a significant, tangible, and positive difference in the lives of the American people and the economy, and to driving lasting change in how Government works.

While the Administration has made notable progress, Congressional action could lead to further gains. February 2012, the President submitted for the first time a proposal to Congress to reinstate Presidential authority to reorganize Federal agencies to reduce the number of duplicative and overlapping government programs. And each of the President's Budget's has included cuts, consolidations, and savings proposals that would improve efficiency and save tens of billions of taxpayer dollars.

Ongoing Administration efforts to achieve cost savings and maximize the value of Government investments include:

- **Saving on Real Property Costs.** In 2013, the Administration issued the Freeze the Footprint (FTF) policy to freeze the Federal Government's real estate footprint and restrict the growth of excess or underutilized properties. Freeze the Footprint was the first government-wide policy that established and required federal agencies to identify offsets (i.e., disposals) of existing property to support new property acquisitions, and that set a timeline for agencies to freeze their real property footprint. The policy was a success. Now federal agencies have frozen, reduced, or are on a path to freeze their baseline by the end of FY 2015. Agencies achieved a 21.4 million square foot reduction in office and warehouse space between FY 2012 and FY 2014. And in FY 2014 alone, for all domestic owned building types, the government disposed of 7,350 buildings, 47 million square feet of space, and eliminated \$17 million of annual operation and maintenance cost as a result of Freeze the Footprint. Building on this success, on March 25th the Administration has issued the National Strategy for Real Property (National Strategy) and the Reduce the Footprint policy. With the establishment of the National Strategy and OMB's new Reduce the Footprint (RTF) policy agencies will be required not only to continue to freeze but also reduce their real property footprint over the next several years. The RTF policy will supersede the current FTF requirements by requiring agencies to reduce, rather than freeze, their footprint beginning in FY 2016.
- **Efficient Acquisition.** Our current fragmented acquisition landscape leads to many agencies duplicating efforts and establishing redundant acquisition programs and contracts. Strategic sourcing was an important first step to better manage acquisitions, generating savings of \$417 million since 2010, reducing contract duplication by up to 40 percent in some areas, and allowing us to meet or exceed our small business goals for each strategically sourced commodity. We're building on this success through category management, an approach used in the private sector and other governments, in which we will divide the more than \$270 billion we spend each year in federal contracting for common everyday items into ten categories - like IT, professional services and transportation. For each category a team of experts will develop government-wide acquisition strategies for their commodities, like moving to a single software solution, developing standard contract language or just driving smarter behaviors like stopping unnecessary overnight express delivery for small packages. The teams also will be responsible for meeting or exceeding small business vendor goals for each category. An important part of this effort is creating GSA's

Acquisition Gateway, a single repository of information for agencies on best practices and tools, existing contracts, and prices paid by other agencies for identical or similar items. By sharing information and shedding light on the contracts and tools already available, we will reduce duplicative acquisition practices and better leverage government-wide buying power. As a result, we will achieve greater efficiencies, reduced costs, and improved performance.

- **Smarter IT.** In 2012, OMB initiated the PortfolioStat process, a data-driven effort with agencies to examine IT portfolios and identify common areas of spending to decrease duplication and drive down costs. PortfolioStat has helped the Government achieve more than \$2.3 billion in savings over the past three years while ensuring agencies are efficiently using taxpayer dollars to deliver effective and innovative solutions to the public. PortfolioStat promotes the adoption of new technologies, such as cloud computing and agile development practices. For example, as a result of these continuing efforts, the Federal Government now spends approximately 8.5 percent of its IT budget on provisioned services such as cloud computing, on par with leading private sector companies. The Administration is committed to continuing the PortfolioStat process to drive further management improvements, save billions of dollars across the Federal Government, and improve services to Americans through the effective use of technology. OMB is the steward of the Information Technology Oversight and Reform (ITOR) effort, which supports the use of data, analytics, and digital services to improve the efficiency, effectiveness, and security of government operations and programs. Since ITOR's inception, agencies have reported about \$2.8 billion in cost savings and avoidance resulting from OMB's enhanced oversight and reform efforts. OMB also is working hard to leverage and implement the new Federal Information Technology Acquisition Reform Act (FITARA), which will help agencies manage information technology (IT) resources in a more coordinated and effective way.
- **Reorganizing STEM Education Programs.** The Nation's competitiveness depends on the ability to improve and expand STEM learning in the United States. Over the past two years, the Administration has made considerable progress toward creating a more cohesive framework for delivering STEM education. Guided by the Federal STEM Education Five-Year Strategic plan and a significant reorganization of programs, agencies are increasing coordination, strengthening partnerships, and identifying ways to leverage existing resources to improve the reach of agency assets. The number of different STEM programs has been cut from over 220 to fewer than 140, a reduction of roughly 40 percent. The Budget builds on these efforts and continues to reduce fragmentation, ensuring that investments are aligned with the Strategic Plan. The Budget invests more than \$3 billion in 113 programs, including \$200 million for K-12 education in the Department of Education's Math and Science Partnerships and National Science Foundation programs providing \$338 million for graduate fellowships, \$62 million for graduate traineeships, and \$135 million for improving undergraduate education. The Budget also supports new ideas, including a proposed \$125 million program in the Department of Education to create more Next Generation High Schools that will be laboratories for cutting-edge STEM teaching and learning.
- **Expanding Shared Services.** Today, many agencies are spending too much time and money on administrative and operating functions that are not central to their core mission and shared by other agencies. These functions could be handled by Federal Shared Service Providers (FSSPs), reducing duplication and costs while increasing quality of services through concentrated expertise. In some administrative areas, the Government has already coalesced around a small number of FSSPs. For example, payroll services are provided for all Federal agencies by service centers at the Departments of Agriculture, the Interior, Defense (DOD), State, and the General Services

Administration. In the largest financial management shared service arrangement established to date, the Department of Housing and Urban Development has signed an interagency agreement with the Department of the Treasury to transition all of its core financial management functions to Treasury beginning in 2015. The Administration will continue to drive efficiencies and cost savings by increasing the performance and capacity of the FSSPs.

- **Expanding Federal Cloud Computing.** The government is transforming its IT portfolio through cloud computing, giving agencies the ability to purchase IT services in a utility-based model, paying for only the services consumed. As a result of the Administration's Cloud First policy, Federal agencies adopting cloud-based IT systems are increasing operational efficiencies, resource utilization, and innovation. To accelerate the pace of cloud adoption, the Administration established the Federal Risk Authorization Management Program (FedRAMP), a Government-wide program standardizing how we secure cloud solutions. To further grow the use of cloud-based services and improve customer service, the Government is working to establish a credential exchange system that allows citizens and businesses to securely access online services at different agencies without the need for multiple digital identities and passwords.
- **Reforming Military Acquisition.** The military services and defense agencies have a portfolio of 80 ongoing major weapon system acquisition programs, and DOD contracts account for approximately 70 percent of all Federal procurement. The Budget continues to invest in DOD's Better Buying Power (BBP) reform, charting a path to greater productivity in the military acquisition system. New BBP initiatives enforce affordability caps, measure cost performance, and align contractor profitability with acquisition goals. DOD-instituted best practices for procurement include applying lessons learned, expanding strategic sourcing, establishing acquisition professional reviews, and instituting peer reviews to ensure effective competition. These actions help further the Administration's ongoing Government-wide goal to ensure smarter and more fiscally responsible buying across Government.
- **Strengthening Medicare.** The Budget proposes a robust set of initiatives to strengthen Medicare by more closely aligning payments with the costs of providing care, encouraging health care providers to deliver better care and better outcomes for their patients, and improving access to care for beneficiaries. For example, the Budget includes proposals that would build a stronger foundation for Medicare's future by expanding value-based purchasing, strengthening quality incentives and reducing the risk of prescription drug abuse in Part D. It also continues to crack down on fraud, waste, and abuse. These, along with other Medicare proposals, would save more than \$400 billion and extend the solvency of the Hospital Insurance trust fund by approximately five more years.
- **Eliminating the Preventive Health and Health Services Block Grant.** The FY 2015 President's Budget eliminates the Preventive Health and Health Services Block Grant (PHHSBG) program because these activities are duplicative of other public health programs. The PHHSBG activities could be more effectively and efficiently implemented through the State Public Health Actions to Prevent and Control Diabetes, Heart Disease, Obesity and Associated Risk Factors and Promote School Health program, which provides resources to states to coordinate activities across categorical funding streams.
- **Restructuring Army Aviation.** The Budget proposes to restructure the Army aviation fleet in order to eliminate duplication, focus resources on the most capable aircraft, and realign force structure

according to operational need. This proposal divests older, less capable aircraft and replaces them with more capable Apaches teamed with unmanned aerial vehicles for armed reconnaissance, and LUH-72 Lakota helicopters for training missions. The Army also proposes transferring Apache helicopters from the National Guard to the Active Army and transferring Blackhawk helicopters from the Active Army to the National Guard to better meet operational demands.

- **Reforming Crop Insurance Program.** The Budget proposes to reduce Federal subsidies for disproportionately subsidized plans that benefit wealthy corporate farmers and to reduce overpayments to private crop insurance companies. These proposals will modify the structure of the crop insurance program so that it is less costly to the taxpayer yet still provides a quality safety net for farmers. Collectively these proposals are expected to save \$14 billion over 10 years.
- **Reforming the Federal Employees' Compensation Act (FECA).** The Budget proposes a series of FECA reforms that act on past GAO recommendations to improve and update the program. These reforms would generate Government-wide savings of more than \$360 million over 10 years.
- **Targeted funds for the Diesel Emissions Reduction Grant Program.** The FY 2016 budget continues a targeted approach designed to direct DERA grants and rebates to reduce diesel emissions in priority areas and areas of highly concentrated diesel pollution with a primary focus on ports and school buses. The federal monies would be split into two categories. The first category allocates funds to a rebate program established under DERA's reauthorization. Through the rebate mechanism, the agency will more efficiently and precisely target the awards toward the dirtiest, most polluting engines. In addition, this rebate mechanism can be used to provide funding directly to private fleets. The second category would allocate funds toward national grants.
- **Improving Administrative Benchmarking.** Federal agencies often do not have the tools to measure their performance in key administrative areas such as human resources, finance, IT, and real property. Beginning in 2014 and continuing this year, the Administration has leveraged the Executive Councils, which represent the chief administrative and operating officials at Federal agencies, to establish cost, quality, and performance benchmarks in each of these key areas.
- **Reforming Government-wide Grants and Financial Assistance Policies.** In 2013, the Administration issued consolidated guidance that streamlines eight Federal regulations into a single, comprehensive policy. The new guidance is a key component of the Administration's effort to more effectively focus the \$600 billion awarded annually for grants and other types of financial assistance on improving performance and outcomes while ensuring the financial integrity of taxpayer dollars. This guidance includes administrative flexibilities to better facilitate Federal agencies work to more collaboratively support local communities goals and plans (as discussed in the section below on A Place-based Approach to Expanding Opportunity).
- **Upward Mobility Project.** The Budget proposes an Upward Mobility Project, which will allow up to 10 communities, States, or a consortium of States and communities more flexibility to use funding from up to four Federal programs for efforts designed to promote self-sufficiency, improve educational and other outcomes for children, and enhance communities' ability to provide opportunities for families. Projects will have to rely on evidence-based programs or be designed to test new ideas, and will have a significant evaluation component that will determine whether they meet a set of robust outcomes. The funding streams that States and communities can use in these

projects are currently block grants—the Social Services Block Grant, the Community Development Block Grant, the Community Services Block Grant, and the HOME Program—that share a common goal of promoting opportunity and reducing poverty, but do not facilitate cross-sector planning and implementation as effectively as they could. The Budget also provides \$1.5 billion in additional funding over five years that States and communities can apply for to help support their Upward Mobility Projects.

- **Choice and Promise Neighborhoods.** To support the President’s vision for Promise Zones, the Budget also expands the Department of Education’s Promise Neighborhoods program and HUD’s Choice Neighborhoods program, funding approximately 25 new Promise Neighborhoods and eight new Choice Neighborhoods.
- **Rural Initiatives.** According to a 2014 report by USDA’s Economic Research Service, rural childhood poverty rates are at their highest point since 1986—one in four rural children live in poverty and deep poverty among children is more prevalent in rural areas (12.2 percent) than in urban areas (9.2 percent). To help alleviate this growing disparity, the Budget provides \$20 million for demonstration projects to fight childhood poverty in economically distressed rural areas through targeted technical assistance investments in housing, community facilities, small business, and infrastructure. The Budget includes \$50 million to expand the Community Facilities Grant Program to address ongoing needs and emerging priorities such as Promise Zones, Energy Sector Transition, or Strike Force Communities. These funds will allow USDA to be responsive to new needs in communities across rural American and target them in a flexible way.

Many of these efforts overlap with opportunities identified by GAO for important government-wide and program-specific costs savings and efficiencies.

Progress on GAO's 2011, 2012, 2013, and 2014 Recommendations to the Executive Branch

GAO has taken an active role in analyzing the structure of the Federal government and recommending areas to reduce duplication and fragmentation. In 2011, GAO began annual reporting on specific opportunities for the Federal government to reduce duplication, overlap, and fragmentation and to pursue other financial opportunities. On April 14, 2015, the GAO released its fifth annual report. The first four GAO reports include 458 recommended actions, many of which require the coordination of multiple Federal agencies or congressional committees to address. In almost all areas, fully completing a recommended consolidation or reform takes time.

Selected accomplishments in areas where GAO previously made recommendations include:

- **Homelessness Program (area 30, 2011).** The U.S. Interagency Council on Homelessness (ICH) is fully addressing the GAO recommendations related to improving interagency collaboration. ICH has provided strong leadership on cross-cutting homeless issues, and has forged substantive links between agencies to improve coordination and targeting, obtain better data and improve outreach efforts. These and other ICH collaborative efforts are essential to achieving the goals outlined in the Federal Strategic Plan to Prevent and End Homelessness. In addition, the 2016 President's Budget again proposes to transfer funding for the FEMA Emergency Food and Shelter (EFS) program to the Department of Housing and Urban Development (HUD). By allowing HUD to administer this program, the Administration is aligning its dedicated homeless assistance resources, avoiding duplication between programs, and ensuring that the funding appropriated for EFS assists in meeting the goals of the Federal Strategic Plan.
- **Housing Assistance (area 28, 2012).** While the Administration has not proposed consolidating housing loan programs, the Administration is evaluating opportunities to improve programs through increased coordination among housing credit agencies. The Administration has also implemented several pilots to increase alignment of rental housing programs, including:
 - From 2011-2013, the Rental Policy Working Group implemented a two-round pilot in six states to test the feasibility of conducting a single physical inspection in a sample of jointly subsidized multifamily housing properties that would satisfy all agencies' inspection requirements. This pilot has been expanded and is currently operating in 31 states.
 - In 2011, HUD implemented the Low-Income Housing Tax Credit (LIHTC) Pilot to align Federal Housing Administration (FHA) processing of mortgage insurance applications with the tight external deadlines imposed by the LIHTC program. HUD is in the process of expanding the LIHTC Pilot from 223(f) loans for the purchase or refinancing of existing rental housing to also include 221(d)(4) loans for new construction and substantial rehabilitation.
- **Economic Development Programs (area 9, 2011).** The Administration's – BusinessUSA initiative is aimed at addressing duplication issues in economic development programs identified in the GAO report. BusinessUSA, which was launched in 2012 to be a one-stop shop for businesses looking for Federal business assistance. The Administration also continues to request broader reorganization authority from Congress to improve the effectiveness and cost-efficiency of Federal programs as described previously.

- **Department of Homeland Security Grants Consolidation (area 26, 2011; area 17, 2012).** The President has proposed reforming the structure of Federal Emergency Management Agency (FEMA) grants by creating the National Preparedness Grant Program (NPGP) which would focus resources on building and sustaining core capabilities associated with the five mission areas of the National Preparedness Goal. As proposed, NPGP would break down existing program silos and shift the focus away from awarding funds based on State formulas toward a capability-enhancing regional approach. The new program would not be bound by a formula-based allocation, but would use competition and risk-informed assessments to close the gaps identified in a comprehensive Threat, Hazard, Identification and Risk Analyses (THIRAs), which are the product of a nation-wide needs assessment coordinated by FEMA. Investment justifications would be assessed by FEMA with significant regional input, with the goal of meeting specific response-level targets nationwide.
- **Support for Entrepreneurs (area 7, 2012).** The Department of Commerce (DOC), Small Business Administration (SBA), and Department of Agriculture (USDA) continue to make progress on improving program evaluation and performance metrics in programs designed to spur entrepreneurship. Throughout the process, some of the participating agencies have been able to stand-up evaluation pilots by partnering with Census to access its data. The group is also authoring a white paper that would target program managers and policymakers who may not be evaluators themselves, but who are in a position to make critical decisions on program design and data collections that would affect the quality of future impact evaluations. BusinessUSA is also encouraging interagency collaboration on entrepreneurial development assistance programs.
- **Defense Warfighter Urgent Needs (area 3, 2011).** The Department of Defense has performed internal analyses and taken steps to streamline organizations and processes intended to address the urgent needs of warfighters. Two studies examining potential overlap or duplication in these efforts were provided in a May 2013 report to Congress on the “Review of Acquisition Processes for Rapid Fielding of Capabilities in Response to Urgent Operations Needs.” The result indicated that further consolidation was not currently needed but highlighted that the Mine Resistant Ambush Protected (MRAP) Task Force had been disestablished in 2012 and the Joint IED Defeat Organization (JIEDDO), which is currently undergoing a drastic reduction, is being realigned as a permanent organization within the Office of the Under Secretary of Defense (Intelligence). These steps combined with guidance from the Chairman of the Joint Chiefs in 3170.01H, “Joint Capabilities and Development System”, and the Department of Defense Directive 5000.71, “Rapid Fulfillment of Combat Commander Urgent Operational Needs”, should lead to greater effectiveness and less duplication in supporting the warfighter.
- **Department of Defense’s Coordination of Counter-improvised Explosive Device Efforts (area 4, 2011).** In response to GAO’s February 2012 recommendation, the Joint IED Defeat Organization (JIEDDO) developed the counter-IED initiative alternatives analysis process to provide transparency and help ensure that selected solutions are fully vetted to identify and reduce unnecessary duplication, overlap, and fragmentation before being funded by JIEDDO.
- **Employment and Training (area 32, 2011).** The Administration, in partnership with Congress, has taken a number of steps to improve coordination and alignment across Federal training and employment programs. Last year’s passage of the Workforce Innovation and Opportunity Act (WIOA) made significant improvements in integration and coordination of the Federal workforce system. The law requires collocation of additional workforce programs—including the Temporary

Assistance for Needy Families (TANF) program—in American Job Centers. The law also requires states to coordinate across their workforce programs and submit unified state plans to the Departments of Education and Labor, rather than planning separately for each program. The Administration recently released the WIOA draft Notice of Proposed Rulemaking, which presents a vision of the law that furthers the goals of enhanced coordination across Federal programs. These rules, developed jointly by the Departments of Labor and Education, lay out a common set of performance measures that will improve accountability in the workforce system and improve transparency. Last year, the Vice President also led an across-the-board review of job training program to identify ways to make them more job-driven and ensure that they train people for jobs that exist today. This effort culminated in a report that includes a set of principles of job-driven training. Agencies across the government, including DOL, ED, HHS, DOD, and USDA, are using these principles to make their programs more aligned with one another and more responsive to the needs of jobseekers. In addition to taking steps to improve coordination, the Administration has recommended several targeted consolidations that would reduce overlap without adversely affecting vulnerable populations. And several of the 47 programs GAO identified have already been eliminated or consolidated.

- **Baggage Screening Systems (area 78, 2011).** The Transportation Security Administration (TSA) continues to invest in in-line explosives detection systems (EDS) for baggage screening. In-line configurations integrate the EDS equipment into the baggage handling system, allowing TSA to achieve operational improvements and staffing efficiencies. GAO reported in 2011 that these systems have the potential to generate significant cost savings for TSA. TSA estimates that in-line baggage screening systems have yielded a cumulative savings of over \$200 million and over 3,000 full time equivalent positions through FY 2015. The 2016 Budget estimates an additional \$8.65 million in savings as a result of in-line baggage screening projects.
- **DOD’s Timeline for Counter-Improvised Explosive Device Database Implementation (area 4, 2012.)** DOD’s Joint IED Defeat Organization (JIEDDO) has developed a department-wide counter-IED efforts database, as GAO recommended in February 2012. The approach JIEDDO uses consists of capturing information derived from (1) its own counter-IED initiatives, (2) DOD agency contacts other than JIEDDO, (3) queries to existing DOD information systems that are open and available to JIEDDO, (4) GAO’s list of potential counter-IED initiatives from 2006 to 2011 taken from GAO’s DOD-wide survey completed in 2012, and (5) an annual counter-IED initiatives data call to all DOD components, which has been mandated by the Joint Requirements Oversight Council. JIEDDO is now better able to manage and comprehensively coordinate all DOD counter-IED efforts, thereby limiting and reducing the risk of duplication in its multibillion-dollar counter-improvised explosive device efforts.
- **Passenger Aviation Security Fees (area 48, 2012).** The Bipartisan Budget Act raised the fees to a level where they will cover 43 percent of aviation security costs and dedicated a portion to deficit reduction, resulting in a projected \$12.6 billion in deficit reduction through FY2023. The President’s Budget proposes an increase in the TSA aviation security passenger fee to cover a greater percent of the costs of TSA passenger and baggage screening and other aviation security services. The Budget proposal builds on the fee increase enacted in December 2013 through the Bipartisan Budget Act, which the Administration believes was an important step in bringing fees back in line with security costs. In 2012, GAO reported that increasing the TSA aviation passenger security fee could help offset billions of dollars in the federal budget for aviation security programs and activities.

- **Auto Recovery Office within DOL (area 39 2012).** The Department of Labor is in the final stages of terminating the Office of Recovery for Auto Communities and Workers. While this Office was an instrumental part of the Administration’s successful restructuring efforts of the American automotive industry, it has completed its mission.
- **Combat Uniforms (area 2, 2013).** The Department of Defense (DOD) developed and issued joint criteria for new camouflage uniforms, which are designed to provide equivalent levels of performance and protection, minimize risk to service members, and provide interoperability for future military ground combat uniforms.
- **Renewable Energy Initiatives (area 4, 2013).** Clean energy is a high priority, and the Administration supports a broad range of renewable energy initiatives to address multiple opportunities and challenges that span different technologies, stages of technology development and deployment, types of recipients and projects, and multiple Congressional mandates. The Federal government consistently seeks to promote better coordination. For example, DOE and USDA work to align biofuels activities through the Biomass Research and Development Board.
- **Drug Abuse Prevention and Treatment Program (area 15, 2013).** In its report, GAO identified 76 drug abuse prevention and treatment programs across 15 Federal agencies, some of which provide similar services. As a follow-up to this report, the Office of National Drug Control Policy (ONDCP) undertook an assessment of the extent of overlap, duplication, and coordination. ONDCP found nearly all of the programs serve distinct beneficiaries in distinct settings, which as a result prevents overlap and duplication. In a few cases where overlap could occur, a review of the grantees found duplication did not occur over a three year period ending in 2013. Further, ONDCP found that the agencies managing these programs have coordinated their programs to achieve the best results. In a few cases, ONDCP found a limited number of programs that would benefit from greater coordination; ONDCP is working now to ensure such coordination.
- **Employment for People with Disabilities (area30, 2012)** – In addition to the actions GAO highlighted, the Administration has undertaken the following actions to better reduce duplication, overlap, and fragmentation among job training programs that serve people with disabilities. In FY 2015, the Social Security Administration (SSA), in partnership with other Federal agencies, began developing an initial demonstration to test innovative strategies to help people with disabilities remain in the workforce. The President’s 2016 Budget requests new authority and \$400 million in additional resources for SSA to fully fund the current demonstration project and to launch a suite of additional tests. Early-intervention measures, such as supportive employment services for individuals with mental impairments, targeted incentives for employers to help workers with disabilities remain on the job, and opportunities for States to better coordinate services, have the potential to achieve long-term gains in the employment and the quality of life of people with disabilities, and the proposed demonstration authority will help build the evidence base for future program improvements. In addition, we have made progress towards improving the efficiency and effectiveness of programs that support employment for people with disabilities. We continue to improve the coordination and integration of programs for people with disabilities that are embedded within broader programs that serve the general population, including developing draft regulations for the Workforce Innovation and Opportunity Act (WIOA) and applying the job-driven training checklist to job training programs for people with disabilities to improve their quality.

- **Federal Autism Research (area 6, 2014).** Within their distinct missions of public health and research respectively, CDC and NIH work collaboratively to prevent autism. NIH supports approximately \$193 million in biomedical research on autism spectrum disorders. This research examines related interventions, diagnosis, genetics, neurobiology, and services. CDC supports early identification of autism by working closely with partners and other federal agencies to disseminate materials on early identification and developmental monitoring to healthcare professionals, early childhood educators, and parents of young children. CDC also supports state surveillance systems of autism and other developmental disabilities.
- **Minority AIDS Initiative (area 7, 2014).** In implementing the National HIV/AIDS Strategy, HHS established a working group in 2011. The working group established a set of common core HIV indicators across HHS-funded programs and developed corresponding implementation guidance. The group continues to work on streamlining data collection and reducing HIV grantee reporting burden by more than a third.
- **Disability and Unemployment Benefits (area 8, 2014).** The President's 2016 Budget includes a proposal which would reduce SSDI benefits for those receiving unemployment benefits covering the same period. This will provide savings of about \$2 billion over 10 years.
- **Federal Employees Compensation and Unemployment (area 9, 2014).** The Administration's FECA reforms would authorize DOL to cross-match FECA records with Social Security wage records to reduce improper payments.
- **Real Estate Owned Properties (area 18, 2014).** To continue making progress and reduce our real property footprint and achieve cost savings, the President's FY15 budget provides funding to improve use of building space, including \$2 billion for consolidation and investment projects in the Federal Buildings inventory. The Budget also restores GSA's authority to fully use incoming rent funds to maintain federal buildings that need major renovations and basic repairs and renovations. These critical investments would prevent costly emergency repairs in the future.
- **Real Estate Owned Properties (area 18, 2014).** To continue making progress and reduce our real property footprint and achieve cost savings, the President's FY16 budget invests in our Federally-owned facilities to ensure that mission execution is optimized at the lowest possible cost, including \$2.4 billion over the FY 2015 enacted level in support of critical construction and renovation projects as well as opportunities for consolidation in the Federal Buildings inventory. The Budget also restores the General Services Administration's (GSA) authority to fully use incoming rent funds to construct new facilities such as the consolidated DHS HQ as well as maintain existing GSA federal buildings that need major renovations and basic repairs and renovations. GSA is leading the Federal effort to both invest in Federal facilities and consolidate space to reduce costs and optimize efficiency, saving tens of millions in annual lease costs. Recent funding levels for GSA and other Federal landholding agencies have led to both facility deterioration as well as missed opportunities to consolidate and reduce operating costs.
- **Disability Insurance.** To avoid DI trust fund reserve depletion, the Administration believes Congress must take action, as it has in the past, to reallocate the payroll tax rate between the OASI and DI trust funds. This would prevent a deep and abrupt cut in benefits for **area 22, 2014**). Workers who paid into the Social Security system, became disabled, and now need the disability benefits they

have earned. The Administration also urges Congress to take action to strengthen the DI program. This includes fully funding Continuing Disability Reviews, to ensure that only those eligible for benefits continue to receive them. We are also seeking support for early intervention demonstrations, so that we can identify effective ways to help people with significant disabilities succeed in the workforce.

- **Advanced Technology Vehicles Manufacturing Loan Program (area 13, 2014).** ATVM was established by Congress in 2007 to support the production of fuel-efficient, advanced technology vehicles and components in the United States. The program has since supported more than a dozen new or retooled auto manufacturing plants across the country creating or saving over 35,000 jobs. While the program has faced challenges in attracting new applicants over the past few years, the Administration is actively working to reinvigorate the program through outreach and improvements to the application process.

Of actions GAO previously recommended for Executive Branch attention which have not yet been addressed, many require longer-term implementation strategies, which GAO recognizes in its report.

- **Personnel Background Investigations (area 11, 2012).** The 13 recommendations from the OMB-led 120-Day Suitability and Security Process Review Report approved by the President in March 2014 address vulnerabilities and risks in federal investigative processes by establishing new priorities for reform and accelerating efforts currently underway. The Performance Accountability Council, chaired by the Deputy Director for Management, OMB, has established an interagency Program Management Office responsible for implementing the 120-Day recommendations. Recommendation C.2 requires development and execution of an Enterprise IT Strategy to ensure interoperability, operationalize Continuous Evaluation, automate suitability processes, and improve sharing of relevant information. This Enterprise IT Strategy, to include near-term implementation plans, is currently under development and on track for FY15 completion. In addition, Recommendation C.3 requires OMB and the PAC to establish mechanisms to manage and oversee government-wide spending for suitability and security processes. As mandated in the 120 Day Report, in the FY16 budget cycle, OMB and the PAC collected baseline financial data on government-wide security and suitability activities. OMB and the PAC will build upon that baseline collection in the FY17 cycle. In addition to the 120 Day Report, OMB also established an unprecedented Security, Suitability, and Credentialing Line of Business (SSCLoB) to ensure there is a more permanent means to drive smart, efficient, government-wide investments in this mission area going forward. The SSCLoB was formalized in FY15. DoD has consolidated the seven non-Intelligence Community (IC) DoD Central Adjudication Facilities, to include DoD-wide Suitability and HSPD-12 adjudications, under a single centralized DoD adjudication authority. Critical to DoD's consolidation efforts is the migration to a single electronic case management and adjudication system for the Department that will support and retain all DoD adjudicative determinations, which is scheduled to be implemented in FY15. ODNI also developed the Security Clearance Reciprocity Strategy in FY14, which reflects a renewed emphasis on the importance of reciprocity in support of workforce mobility and government efficiencies. Additionally, ODNI and OPM jointly released Executive Branch guidance, endorsed by the PAC Chair, for the phased implementation of the revised Federal Investigative Standards (FIS). The revised FIS leverage investigative tiers while building upon but not duplicating previous investigative results.
- **DOD-VA Electronic Health Record System (Area 18, 2011).** While continuing efforts to enhance seamless integration of health records, DOD and Veterans Affairs (VA) are on complementary paths

for modernizing their respective electronic health record (EHR) systems. The VA/DOD Interagency Program Office (IPO) will lead the Departments' efforts to implement national health data standards for interoperability and is responsible for establishing, monitoring, and approving the clinical and technical standards profiles. The Defense Healthcare Management Systems Modernization (DHMSM) will acquire an EHR from commercial sources. VA will enhance its current VistA EHR to meet requirements and standards for care delivery to support seamless interoperability. The Departments and the IPO will submit updates on EHR development and acquisition efforts to the GAO for review.

- **Public Health Information Systems (Area 20, 2011).** The Administration published the National Strategy for BioSurveillance in July 2012 and the National BioSurveillance Science and Technology Roadmap in June 2013, and is in the process of evaluating current capabilities and planning for improvements that will streamline the receipt and analysis of essential information.
- **Social Security Offsets (Area 80, 2011).** The President's 2016 Budget includes a provision to improve collection of pension information from States and localities to better enforce the existing Windfall Elimination Provision (WEP) and Government Pension Offset (GPO) policies.

The GAO report also recognizes that there are many areas where additional action by Congress is needed. As has been recognized during Congressional hearings on this topic, some unintentional duplication in government programs has been created by Congress over the course of decades, and Congress must engage as a partner with the Administration to address these challenges. GAO found that Congress has fully addressed 27 percent of the recommendations for Congressional action since early 2011, and made progress on another 15 percent.

Administration Progress in Selected Areas Identified in GAO's 2015 Recommendations

GAO's 2015 report includes a new set of recommendations. The Administration is still reviewing GAO's 2015 recommendations, but a preliminary review indicates that the Administration is already taking action in many of the areas identified by GAO. Ongoing action includes:

- **Ground Radar.** The military Services have ground radar programs that have overlapping capabilities, but separate acquisition programs are needed because other programs did not fully meet each Service's performance requirements. DOD is aware of this and is taking appropriate steps to address this issue and ensure proper review of new ground radar acquisitions. DOD is also expanding the consideration of alternatives to acquisition programs to minimize potential duplication.
- **Guided Munitions.** Both the Army and Navy plan to buy the Advanced Precision Kill Weapon System and DOD knows the potential for duplication exists in this program in the future.. The Department's Better Buying Power (BBP) initiative has a process to consider redundancies across the Services for Acquisition Category II & III programs, and this weapon system will be reviewed under this process.
- **Federal and State Export Promotion.** In 2010, the Administration launched the National Export Initiative (NEI), an interagency program to renew and revitalize efforts to promote American exports abroad. The Administration launched the next phase of NEI, known as NEI/NEXT, in 2014, bringing together export promotion efforts from 20 Federal agencies. Building on lessons learned from the first phase of NEI, NEI/NEXT is taking a more tailored, hands-on approach to export promotion by providing more information on specific export opportunities and working more closely with financing organizations and service providers. One of NEI/NEXT's major objectives is also to increase collaboration and information sharing with states and communities to empower local export efforts, as well as grow educational efforts and direct support for community export initiatives.
- **NOAA Observing Systems Portfolio.** The Administration continues to support improving the reliability of NOAA's portfolio of observing systems. As part of the FY16 Budget, the Administration proposes funding to construct an ocean survey vessel to retain current mission capability while positioning the NOAA fleet for long term sustainable support of its scientific mission and collection of environmental data. The Administration supports NOAA in its efforts to conduct a thorough analysis of its observing systems in order to reduce duplication where appropriate.