

**Statement of
David A. Lebryk
Fiscal Assistant Secretary
U.S. Department of the Treasury
before the
House Committee on Oversight and Government Reform
Subcommittee on Government Operations
United States House of Representatives
December 8, 2016**

Chairman Meadows and Ranking Member Connolly of the Subcommittee on Government Operations, thank you for inviting me to discuss the Department of the Treasury's (Treasury) efforts to increase transparency and accountability in federal financial management and implement the Digital Accountability and Transparency Act of 2014 (DATA Act).

As you know, Treasury and the Office of Management and Budget (OMB) are leading the implementation of the DATA Act to provide more accessible, searchable, and reliable spending data for the purposes of promoting transparency, facilitating better decision-making, and improving operational efficiency. Tracking over \$3 trillion in annual federal spending by the federal government on a quarterly basis in a clear and consistent way that the public will understand is a large task. The scale of the effort is immense even with the most modern technology – because the federal data that we need to collect is scattered across hundreds of disconnected systems across the federal enterprise. Despite the large challenge and the complicated federal data landscape, I am pleased to say that Treasury is on-track to meet our goals for the government-wide implementation of the DATA Act.

When I testified before this Committee in December 2014, we were just beginning the DATA Act implementation and over the past two years I'm pleased to report that we have made substantial progress. Treasury has been leading three key work streams – the DATA Act Information Model Schema (DAIMS), the DATA Act Broker (Broker) and the future USASpending.gov website – I would like to provide the Committee with an update on each work stream today.

The key reason Treasury is on-track is because we made the decision to implement an agile development approach, rather than a traditional waterfall development approach and are leveraging existing resources to the greatest extent practicable. Treasury made this decision primarily because of the complicated federal data landscape, challenging statutory deadlines, funding constraints, and the need to consider ongoing and evolving stakeholders interests. Unlike the traditional waterfall development approach, which requires defining the requirements up-front, the agile method requires making decisions and changes based on the circumstances observed as the project is being implemented. Traditional waterfall development is structured around five process groups (initiating, planning, execution, controlling and closure). The agile approach is based on the following principles: embrace change, focus on customer value, deliver functionality incrementally, collaborate, reflect and learn and adapt continuously. Agile development is relatively new to the federal government, but has been gaining popularity and

credibility in the private sector since early 2000 as an alternative to lengthy information technology projects that incurred significant schedule delays and cost overruns.

DATA Act Information Model Schema (DAIMS)

Treasury issued the DAIMS v. 1.0 in April 2016. The DAIMS is the most critical component of the DATA Act implementation because it sets the requirements for all the data elements to be reported by federal agencies, the relationships between each element, the validation rules and the overall context of how the data fits together. There are more than 400 interconnected data elements within the DAIMS – some being submitted directly from the agency financial systems and others being pulled or derived from existing government-wide systems.

As you can imagine, finalizing the requirements of the DAIMS was an extensive and labor-intensive process. My team worked tirelessly for about a year to develop and improve this model to ensure that the requirements would improve the transparency of federal spending. We issued the baseline version of the DAIMS in May of 2015 and issued five subsequent versions based on ongoing feedback from external stakeholders and federal agencies until April 2016 and during that time we received hundreds of comments that our team addressed. We addressed longstanding data anomalies and consistency issues by engaging all federal agencies. For example, our Treasury and OMB teams held 55 hours of technical calls with agencies with an average of 80 participants per call. Our team set out to do what some in the federal government said was impossible and we believe the final product is a model that will serve as a foundation for federal data management in the future and help improve the way the government works.

DATA Act Broker

The DATA Act Broker is a tool that Treasury developed to allow agencies to submit the required data in a standardized format. The Broker accepts data submitted directly from agencies and it also pulls data from existing data sources when needed. The Broker validates agency data, allows agencies to certify the data and complete the data submission. The Broker then uploads the agency certified data to be posted on the website.

Treasury also used an agile development approach for the Broker and created the initial prototype Broker last year. This prototype was tested by agencies and used to develop the Alpha Broker that was released in April, the Beta Broker that was released in June, and the full Broker that was completed in September of this year. We currently have more than 220 Broker testing accounts and more than 650 test files that have already been uploaded to the Broker. The Broker is being developed using open source code, which can be accessed on the [Federal Spending Transparency Collaboration \(https://fedspendingtransparency.github.io/\)](https://fedspendingtransparency.github.io/) site. By using the code Treasury developed as open source for the Broker, the government invests in the development of the code once and then agencies can reuse the same code or extend it within their own environments to improve the quality of the data before they submit it to Treasury. Financial management system vendors can also leverage the same code to enhance the agency systems.

It is also important to note that the Broker is a robust, government-wide tool that will improve data quality and contains about 100 complex validations and more than 170 data element

validations. In the past, with a waterfall development approach, it would take several years to develop a functional system like the Broker. We developed the Broker in less than 6 months – that is the impact of the agile development process. It allowed us to shave-off a significant amount of development time and resources and quickly implement feedback from stakeholders with each iteration.

Future USASpending.gov Site

For more than eight years, USASpending.gov has been a key resource for the public to find information on federal spending and we are working on the redesign of this site for May of next year. The improved site will include the expanded data included in the DAIMS and a more useful interface that will improve federal spending transparency. In November 2015, Treasury launched OpenBeta.USASpending.gov, our beta site for testing ideas and obtaining feedback from the American people on the design of the future USASpending.gov site that will be completed in May 2017. Our team has led a user-centered design process and so far we have held 10 design studio sessions, more than 45 user interviews with agencies and external stakeholders and released 12 wireframes on OpenBeta.USASpending.gov for public feedback on a rolling basis.

The future USASpending.gov website will also include a robust Application Programming Interface (API) that will allow advanced users to retrieve our data efficiently and easily and use the data to drive private sector business value and innovative product development. The alpha version of the outbound API was released for public input in August and subsequently updated in October.

In addition, we are also on track to complete the infrastructure supporting the website. The infrastructure is built using cloud technology and includes many technical components to ensure performance, transparency of data sources, and security.

A Foundation for a More Data-Driven Government

I have recently attended several international forums focused on the increasing demand for a more data-driven government – highlighting the most cutting-edge approaches for open data efforts from across the globe – and I am even more convinced that the work we are doing on the DATA Act is truly innovative. The agile and user-centered approaches for developing standards and running a large, enterprise-wide effort have the potential to serve as a standard, not just here in the United States, but for our partners abroad. Taking reasonable risks, being open and trying new approaches like the agile development methodology can pay off for the government and we will build off the lessons learned from our DATA Act implementation for years to come.

The DAIMS also sets an important foundation to organize data across the entire federal enterprise, connecting data elements that were previously segmented in databases and systems from the budget, accounting, procurement and financial assistance communities. The DAIMS is also an extensible model that can be used to link to other management data – like performance, information technology and human resources – to improve the way we work. There are also potential use cases that we are exploring with state and local governments who are interested in

using DAIMS to link other data that can document outcomes and support evidence based analysis. Once implemented, the DATA Act will not only make it easier to understand how the federal government spends taxpayer dollars, but also serve as a tool for better oversight, data-driven decision-making, and innovation both inside and outside of government.

Conclusion

Even though Treasury's government-wide implementation is on-track, there is still a significant amount of work to do to meet the May 2017 milestone. Our team will be working to complete the data infrastructure to support the new website, develop the new and improve USASpending.gov website and continue to work with agencies to facilitate their data submissions. Federal agencies will continue to work over the next six months to test and submit their data based on the DAIMS.

In my experience of more than twenty-five years in the federal government, these types of government-wide implementations are not simple or perfect even with the best planning and management. The data will not be flawless or fully complete in May – since this is the first time this data has been collected and linked. While much attention has been paid to the May deadline – I think it is important to note that May is just the beginning. We at Treasury are committed to continuously improve the data by working with agencies and oversight entities to increase spending transparency and meet the goals of the DATA Act.

Thank you for your continued interest in this important effort and I look forward to your questions.

David A. Lebryk was appointed by Secretary Lew to serve as the U.S. Department of the Treasury's Fiscal Assistant Secretary. As the Fiscal Assistant Secretary, Mr. Lebryk is responsible for developing policy and overseeing the operations of the financial infrastructure of the federal government in the areas of payments, collections, debt financing, accounting, delinquent debt collection, and shared services.

Mr. Lebryk has had a distinguished career at Treasury. In 2012, Mr. Lebryk served as the first Commissioner of the Bureau of the Fiscal Service, which was established with the consolidation of the Bureau of the Public Debt (BPD) and the Financial Management Service (FMS). Prior to that, Mr. Lebryk was the FMS Commissioner, having served as Deputy Commissioner for one and a half years. At the U.S. Mint, Mr. Lebryk served as the Deputy Director from October 2002 to December 2007, and Acting Director from August 2005 through September 2006. Prior to his service at the Mint, he held the position of Treasury's Deputy Assistant Secretary for Fiscal Operations and Policy. He also served as Acting Deputy Assistant Secretary for Human Resources for the Treasury Department and as an Advisor to the Deputy Secretary of the Treasury and to three Undersecretaries for Domestic Finance. Mr. Lebryk joined the Treasury Department in 1989 as a Presidential Management Intern in the Office of the Assistant Secretary for Policy Management and Counselor to the Secretary. He received Presidential Rank Awards in 2005 and 2010 for his sustained record of extraordinary leadership and achievement.

Mr. Lebryk graduated with an A.B. in Economics from Harvard University and a Master's in Public Administration from Harvard University's John F. Kennedy School of Government.