	United States Government Accountability Office
GAO	Testimony
	Before the Subcommittee on Oversight
	and Investigations, Committee on
	Financial Services, House of
	Representatives
For Release on Delivery Expected at 2:00 p.m. EDT Thursday, July 14, 2011	DODD-FRANK ACT
	Eleven Agencies' Estimates
	of Resources for
	Implementing Regulatory
	Reform

Statement for the Record by A. Nicole Clowers, Director Financial Markets and Community Investment

-U.S. Government Accountability Office



Chairman Neugebauer, Ranking Member Capuano, and Members of the Subcommittee:

Thank you for the opportunity to provide information on selected federal agencies' reported funding and staff resources associated with implementing the Dodd-Frank Wall Street Reform and Consumer Protection Act (Dodd-Frank Act) in 2010, 2011, and 2012. As you know, the recent financial crisis is considered to be the worst since the Great Depression, and data from the Board of Governors of the Federal Reserve System (Federal Reserve) show that it resulted in the loss of trillions of dollars in household wealth.¹ Congress passed the Dodd-Frank Act in 2010 in response to the ongoing crisis, including in the legislation numerous provisions intended to strengthen oversight of insured depository institutions and nonbank financial companies and to consolidate consumer protection responsibilities that had been fragmented across multiple agencies.² The Dodd-Frank Act also authorized the creation of new offices and agencies to implement the reforms. The extensive reforms and the need for new offices to implement them have raised questions about the potential costs to agencies of complying with the provisions.

My statement today focuses on (1) the agencies' funding estimates and the sources of funds associated with implementing the Dodd-Frank Act, (2) agencies' estimates of the number of new entities that will be created and the full-time equivalents (FTEs) they anticipate needing to carry out new responsibilities, and (3) challenges that the agencies faced in developing these estimates.³ My statement draws on information we collected from 11 federal agencies in preparation for an oversight hearing held by the Oversight and Investigations Subcommittee, House Committee on Financial Services, on March 30, 2011. We collected this information at the subcommittee chairman's request and provided it to the subcommittee staff on March 18 and 25, 2011. Appendix I includes the information we collected from the agencies.

¹Federal Reserve Flow of Funds database (March 6, 2008 and March 11, 2010). Available at http://www.federalreserve.gov/releases/z1.

²Pub. L. No. 111-203, 124 Stat. 1376 (2010).

³FTE is a staffing measure that reflects the total number of regular hours employees work divided by the number of compensable hours in a fiscal year.

To address the Chairman's request for cost information before the March 2011 hearing, we obtained and summarized budgetary information from 11 federal agencies: Commodity Futures Trading Commission (CFTC), Bureau of Consumer Financial Protection (also known as the Consumer Financial Protection Bureau, or CFPB), Federal Deposit Insurance Corporation (FDIC), Federal Housing Financing Agency (FHFA), Board of Governors of the Federal Reserve System (Federal Reserve), Federal Trade Commission (FTC), Financial Stability Oversight Council (FSOC), Office of the Comptroller of the Currency (OCC), Office of Financial Research (OFR), Securities and Exchange Commission (SEC), and Department of the Treasury (Treasury). We judgmentally selected these agencies because the Dodd-Frank Act assigned them new responsibilities or created them.

We reviewed documents that these agencies provided to the subcommittee regarding the costs of implementing the Dodd-Frank Act. In addition, we requested data on the agencies' estimates of their funding and FTEs agencywide and for activities related to the Dodd-Frank Act in 2010, 2011, and 2012. We also requested that agencies identify their sources of funding (appropriations, assessments of supervised institutions, revenue from investments or providing services, and transfers of funds from other agencies), describe the extent to which new resources related to the Dodd-Frank Act would be funded on a one-time or recurring basis, and describe challenges they faced in developing the estimates of requested funding and FTEs. We followed up with the agencies to clarify any questions that we had about the information they provided. To the extent possible, we corroborated the information with other published sources, including the President's Fiscal Year 2012 Budget documents.⁴

We conducted the work for this statement in March 2011 and sought updates and verification of the information in July 2011.⁵ Our work was

⁴We also reviewed the Congressional Budget Office's updated estimate of the changes in revenue and spending that would result from implementation of the requirements under the Dodd-Frank Act over the 2010-2020 period. See http://www.cbo.gov/doc.cfm?index=12120.

⁵We provided a draft of this statement to the 11 federal agencies for review and comment. All of the agencies except Treasury provided technical comments, which we incorporated as appropriate. Treasury did not have any comments on the information presented on the Department or on CFPB, FSOC, and OFR.

performed in accordance with GAO's Quality Assurance Framework. The framework requires that we plan and perform the engagement to obtain sufficient and appropriate evidence to meet our stated objectives and to discuss any limitations in our work. We believe that the information and data obtained, and the analysis conducted, provide a reasonable basis for any findings and conclusions.

The amount of new funding the agencies reported as associated with implementing the Dodd-Frank Act varied significantly across the 11 agencies (table 1). For example, new funding resources related to Dodd-Frank responsibilities during the years 2011–2012 ranged from a low of \$0 for FTC to a high of around \$329 million for CFPB. Funding resources to implement the Dodd-Frank Act accounted for at least 25 percent of the agency's total budget increase at 9 of the 11 agencies in the most recent year for which data were available. Excluding the three agencies that the Dodd-Frank Act created (CFPB, FSOC, and OFR), the CFTC devoted the highest share of total agency resources (25 percent) to implementing the Dodd-Frank provisions. Agencies reported that most of the costs related to implementing the provisions will be recurring.

Table 1: Summary of 11 Federal Agencies' Reported New Funding ResourcesAssociated with the Implementation of the Dodd-Frank Act, Fiscal Years 2010through 2012

	Dodd-Frank-related Funding Resources			
Agency	2010	2011	2012	Total
Federal Reserve ^a	\$7,300	\$77,500	Not available	\$84,800
CFTC	\$0	\$15,400	\$77,000	\$92,400
FDIC ^a	\$2,345	\$40,860	Not available	\$43,205
FHFA	\$0	\$3,800	\$4,350	\$8,150
FTC	\$0	\$0	\$0	\$0
000	\$0	\$34,850	\$235,000	\$269,850
SEC	\$0	\$23,525	\$108,982	\$132,507
Treasury	\$0	\$10,393	\$5,525	\$15,918
CFPB	\$9,200	\$142,825	\$329,045	\$481,070
FSOC	\$0	\$7,435	\$7,885	\$15,320
OFR	\$0	\$33,890	\$74,468	\$108,358

(\$ in thousands)

Source: Data from individual agencies.

^aFDIC and the Federal Reserve report on a calendar year basis. The figures for these two agencies reflect calendar years 2010 and 2011 estimates. At the time of this review, estimates were not available for calendar year 2012.

The agencies are relying on a variety of sources to fund the implementation costs for the new provisions, including assessments and revenues, appropriations, offsetting collections, and transfers from other agencies (table 2). Six of the 11 agencies reported that their funding would be fully or partly met by assessments imposed on regulated institutions or revenues from their operations. Three others reported that they would have to rely at least partly on appropriations. SEC said that it would use offsets (e.g., fees collected), and CFPB would use transfers from the Federal Reserve to fully fund its activities.⁶

Agency	Assessments and Revenues	Appropriations	Offsetting collections	Transfers
Federal Reserve	X ^a			
CFTC		Х		
FDIC	Xp			
FHFA	Х			
FTC		Х	Х	
000	Х			Х
SEC			Х	
Treasury		Х		
CFPB				Х
FSOC	Х			Х
OFR	Х			Х

Table 2: Summary of 11 Federal Agencies' Types of Funding Sources

Source: Data from individual agencies.

^aAccording to the Federal Reserve, its income is derived primarily from the interest on U.S. government securities that it trades through open market operations. Other sources of income are the interest on foreign currency investments held by the System; fees received for services provided to depository institutions, such as check clearing, funds transfers, and automated clearinghouse operations; and interest on loans to depository institutions (the rate on which is the so-called discount rate). Under the Dodd-Frank Act (Section 318) the Federal Reserve will receive new reimbursements through assessment fees to large Bank Holding Companies, Savings and Loan Holding Companies, and Systemically Important Financial Institutions designated by the Financial Stability Oversight Council. Reimbursements for 2011 assessment fees will be collected in 2012. Preliminary estimates of the fees will be completed later this year. After paying its expenses, the Federal Reserve turns the rest of its earnings over to the U.S. Department of the Treasury.

⁶CFPB will be fully funded through transfers from the earnings of the Federal Reserve. The amount of funding will be limited to a certain percentage of the 2009 total operating expenses of the Federal Reserve, adjusted annually for inflation.

^bFDIC is funded by premiums that banks and thrifts pay for deposit insurance coverage and from earnings on investments in U.S. Treasury securities.

As table 3 shows, nearly all the agencies plan to have some staff work specifically on responsibilities related to the Dodd-Frank Act. Agencies can hire new staff, redirect staff from other areas, or use staff transferred from other agencies. According to data from the agencies, FTEs related to implementing the Dodd-Frank provisions for the years 2011–2012 ranged from a low of 0 for FTC to a high of 1,225 for CFPB. More specifically, FTC reported that it would implement the Dodd-Frank Act using existing resources and did not anticipate that the new requirements would have a noticeable impact on the agency's budget or operations, since its responsibilities under the Act were relatively limited. CFPB reported that all of its estimated FTEs were new hires, as the agency is currently being established. Furthermore, some agencies will be receiving staff and resources transferred from other agencies. For example, nearly all of OCC's new staff for fiscal years 2010 through 2012 will come from the Office of Thrift Supervision (OTS), which the Dodd-Frank Act dissolved as of July 21, 2011.

	Dodd-Frank related FTEs		
Agency	2010	2011	2012
Federal Reserve ^a	69	397	Not available
CFTC	0	121	238
FDIC ^a	0	55	Not available
FHFA	0	16	2
FTC	0	0	0
000	0	133 ^b	0 ^b
SEC	0	14	352
Treasury	0	24	11
CFPB	0	342	883
FSOC	0	17	7
OFR	0	33	135

Table 3: Summary of 11 Federal Agencies' Reported FTEs Associated with the Implementation of the Dodd-Frank Act, Fiscal Years 2010 through 2012

Source: Data from individual agencies listed.

Note: FTE estimates include all staff resources—that is, new hires, redirects, and transfers from other agencies—devoted to implementing Dodd-Frank responsibilities.

^aFDIC and the Federal Reserve report on a calendar year basis. The figures for these two agencies reflect calendar years 2010 and 2011 estimates. At the time of this review, estimates were not available for calendar year 2012.

	associated with implementation of the Dodd-Frank Act. Agencies told us that their reported funding and FTE resources reflect their best estimate of the level of resources required to implement existing and new responsibilities but stated that these estimates were uncertain. Beyond the normal challenges associated with estimating resource needs in the future, agencies told us that pending and evolving implementation actions, such as interagency transfers (e.g., from OTS to OCC) and establishing new offices required by the Dodd-Frank Act, makes these estimates particularly uncertain and subject to change. In collecting and analyzing this information, we also found challenges and limitations that affected our efforts to aggregate the data. For example, not all of the agencies are on a federal fiscal year, so the reported budgetary activities for some agencies cover different time frames. In addition, agencies may have used different approaches to estimate the funding and FTE resources, potentially making the figures harder to compare across agencies. Finally, the data collected shed light only on direct costs to these agencies, as reported by them. The information does not include other related direct and indirect costs, such as the costs to market participants or the benefits of implementation—information that would be needed to conduct a complete analysis of the costs and benefits of implementing the Dodd-Frank Act.
Contacts and Staff Acknowledgments	If you or your staff have any questions about matters discussed in this testimony, please contact A. Nicole Clowers at (202) 512-8678 or clowersa@gao.gov. Other key contributors to this testimony include Daniel Garcia-Diaz (Assistant Director), Emily Chalmers, Joe Hunter, Elizabeth Jimenez, Marc Molino, Akiko Ohnuma, and Michael Pahr.

^bAccording to OCC, the agency expects to receive an estimated 682 OTS staff transfers in fiscal year 2011. OCC estimates that these transfers will represent 131 FTEs for fiscal year 2011 (based on their July 21, 2011 transfer date). Because these FTEs will already be on board at the beginning of FY 2012, they are not considered new Dodd-Frank related FTEs in FY 2012.

Agencies faced numerous challenges in reporting the resources

Appendix I: Eleven Agencies' Estimates of Resources for Implementing the Dodd-Frank Act























This is a work of the U.S. government and is not subject to copyright protection in the United States. The published product may be reproduced and distributed in its entirety without further permission from GAO. However, because this work may contain copyrighted images or other material, permission from the copyright holder may be necessary if you wish to reproduce this material separately.

-	
GAO's Mission	The Government Accountability Office, the audit, evaluation, and investigative arm of Congress, exists to support Congress in meeting its constitutional responsibilities and to help improve the performance and accountability of the federal government for the American people. GAO examines the use of public funds; evaluates federal programs and policies; and provides analyses, recommendations, and other assistance to help Congress make informed oversight, policy, and funding decisions. GAO's commitment to good government is reflected in its core values of accountability, integrity, and reliability.
Obtaining Copies of GAO Reports and Testimony	The fastest and easiest way to obtain copies of GAO documents at no cost is through GAO's Web site (www.gao.gov). Each weekday afternoon, GAO posts on its Web site newly released reports, testimony, and correspondence. To have GAO e-mail you a list of newly posted products, go to www.gao.gov and select "E-mail Updates."
Order by Phone	The price of each GAO publication reflects GAO's actual cost of production and distribution and depends on the number of pages in the publication and whether the publication is printed in color or black and white. Pricing and ordering information is posted on GAO's Web site, http://www.gao.gov/ordering.htm.
	Place orders by calling (202) 512-6000, toll free (866) 801-7077, or TDD (202) 512-2537.
	Orders may be paid for using American Express, Discover Card, MasterCard, Visa, check, or money order. Call for additional information.
To Report Fraud,	Contact:
Waste, and Abuse in Federal Programs	Web site: www.gao.gov/fraudnet/fraudnet.htm E-mail: fraudnet@gao.gov Automated answering system: (800) 424-5454 or (202) 512-7470
Congressional Relations	Ralph Dawn, Managing Director, dawnr@gao.gov, (202) 512-4400 U.S. Government Accountability Office, 441 G Street NW, Room 7125 Washington, DC 20548
Public Affairs	Chuck Young, Managing Director, youngc1@gao.gov, (202) 512-4800 U.S. Government Accountability Office, 441 G Street NW, Room 7149 Washington, DC 20548