MANAGEMENT

5.   DELIVERING A HIGH-PERFORMANCE GOVERNMENT

The work of the Federal Government has a tangible effect on people's lives, and the American people deserve a high-performing, effective Government—one that sets and meets ambitious goals for protecting individuals and communities, modernizes infrastructure, invests in children, and takes care of the most vulnerable.

High-performing organizations have developed a set of routines that drive a results-oriented culture. Whether these routines are explicit or implicit, every organization has a performance framework—a set of routines that defines success for the organization and a way of assessing progress. Grounded in proven management practices of high-performing organizations both private and public, the Federal Performance Framework focuses on defining mission success, engaging senior leaders to review progress using data-driven reviews, and reporting results transparently to the public.

An area of particular emphasis under the Biden-Harris Administration is the centrality of on-the-ground results and citizens' experiences with their Government, as outlined by Executive Order 14058, *Transforming Federal Customer Experience and Service Delivery to Rebuild Trust in Government* (December 13, 2021).

This chapter reviews the Federal Government's Performance Framework approach to performance management and its application by the Administration to improve outcomes in delivering a high-performance Government. It discusses the Federal Government's use of strategic planning and priority goal-setting to define success and regular data-driven performance reviews to remain on-track while highlighting the importance of improving service delivery and customer experience as a key element of this approach.

RECOMMITING TO GOOD GOVERNMENT

The Administration is committed to using the Federal Performance Framework—originally authorized by Congress in 1993 with the Government Performance and Results (GPRA) Act and updated in 2010 with the GPRA Modernization Act (GPRAMA)—to make a difference in the lives of the American people. Federal agencies will use these practices and routines to shift the Government's focus from programs to people; from the means of Government to its ends; and from rules to values. This systems-focused approach allows the Federal Government's budget and performance frameworks to operate concurrently, helping to ensure that objectives are resourced efficiently, effectively, and with accountability.

At the beginning of each new administration term, in tandem with the preparation of the President's Budget, each Federal agency produces a revised four-year Strategic Plan, which sets out the long-term objectives the agency hopes to accomplish. By defining from the start of an administration what strategic priorities and objectives the agency aims to achieve, what actions the agency will take to realize those priorities, and how the agency will deal with challenges and risks that may hinder progress, a new administration can ensure the deliberateness of sound planning and resourcing that will be needed to drive effectiveness of multi-year execution efforts to follow.

This commitment to good Government—using the increasing array of management tools incorporated within the Federal Performance Framework to strive toward an equitable, effective, and accountable Government that delivers results for all—is evident in the Administration's efforts over the last year, including its development and launch of the President's Management Agenda

(PMA),[1] informed by values of equity, dignity, accountability, and results and supported by a commitment to evidence through a first-ever PMA Learning Agenda.[2] For example, in March 2021, OMB reestablished the Federal Performance Framework and its associated OMB guidance,[3] including guidance on strategic planning, performance management and measurement, risk management, evidence-building, program management, and other related management disciplines that are common tools of any high-performing organization. These management approaches were also emphasized in OMB's March 2021 guidance for implementing the American Rescue Plan.[4] In addition, in June 2021, pursuant to the President's memorandum on scientific integrity and evidence-based policymaking, OMB issued guidance to agencies emphasizing the importance of a culture of evidence that expanded and reaffirmed previous OMB guidance on Learning Agendas and Annual Evaluation Plans.[5] For more information on the Budget's related

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[1] U.S. Office of Management and Budget (OMB). (2021, November 18). *The Biden-Harris Management Agenda Vision: Toward an Equitable, Effective, and Accountable that Delivers Results for All*.

[2] The PMA Learning Agenda, available at *https://www.performance.gov/pma/learning-agenda*.

[3] U.S. Office of Management and Budget (OMB). (2021, March 24). Update to Implementation of Performance Management Statutes. Memorandum for the Heads of Executive Departments and Agencies, *M-21-22*.

[4] U.S. Office of Management and Budget (OMB). (2021, March 19). Promoting Public Trust in the Federal Government through Effective Implementation of the American Rescue Plan Act and Stewardship of the Taxpayer Resources. Memorandums for the Heads of Executive Departments and Agencies, *M-21-20*.

[5] U.S. Office of Management and Budget (OMB). (2021, June 30). Evidence-Based Policymaking: Learning Agendas and Annual Evalu-

investments in evidence-building capacity and program evaluation, see Chapter 6, "Building and Using Evidence to Improve Government Effectiveness." OMB also has resumed tri-lateral meetings with the Comptroller General of the U.S. Government Accountability Office (GAO), OMB's Deputy Director for Management, and agency leadership on high-risk issues identified by GAO. In December, the President signed Executive Order 14058,

Transforming Federal Customer Experience and Service Delivery to Rebuild Trust in Government.[6]

The Administration's actions in 2021 reflect a concerted, coordinated management approach to achieving the ends of Government. By using the Federal Performance Framework to communicate its goals, showing the public its plans to get there, and then being transparent about its results, the Administration seeks to build trust with the American public.

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ation Plans. Memorandums for the Heads of Executive Departments and Agencies, *M-21-27*.

[6] President Joseph R. Biden, Jr. *Executive Order 14058*, Transforming Federal Customer Experience and Service Delivery To Rebuild Trust in Government. December 13, 2021.

DEFINING SUCCESS THROUGH STRATEGIC PLANNING AND PRIORITY GOAL SETTING

2022-2026 Agency Strategic Plans

Over the course of the past year, agencies have been developing new Agency Strategic Plans covering 2022-2026, which are being released with the Budget. Agencies have identified strategic goals, strategic objectives, and Agency Priority Goals (APGs) that reflect the bottom line of Government advancing outcomes across key Administration priorities, including improving customer experience, advancing equity, combatting climate change, improving the Nation's infrastructure, and meeting the health, welfare, and economic challenges of the COVID-19 pandemic.

Strategic planning and priority goal setting are common tools designed to set the direction of an organization. Research exploring the relationship of this planning to organizational performance has shown it has a positive impact on organizational performance in both public and private sectors across international settings, and is most powerful as a predictor of organizational effectiveness.[7] The Agency Strategic Plan defines the agency mission, long-term goals and objectives to achieve those goals, strategies planned, and the approaches it will use to monitor its progress in addressing specific national problems, needs, challenges, and opportunities related to its mission.

Examples of **2022-2026 Agency Strategic Objectives** being established to prioritize and coordinate operational efforts, activities, and resources to advance some of the Administration's pressing policy priorities include:

- ***Department of the Treasury, 1.3.*** Economically Resilient Communities: Promote equitable financial recovery and growth through support and flow of capital to small businesses, households, and underserved communities.

- ***Department of Justice, 2.4.*** Enhance Cybersecurity and Fight Cybercrime.

- ***Department of Transportation, 2.4.*** Resilient Supply Chains: Modernize infrastructure for safer and more efficient movement of goods to support the U.S. economy while maintaining community and regional livability, as well as supply chain resiliency.

- ***Department of Energy, 1.2.*** Drive deployment of clean technologies at scale and pace.

- ***Department of Health and Human Services, 1.3.*** Expand equitable access to comprehensive, community-based, innovative, and culturally-competent healthcare services while addressing social determinants of health.

- ***Small Business Administration, 1.4.*** Build back an inclusive and proficient small business contracting base ready to compete for all Federal procurement opportunities.

- ***Department of Agriculture, 4.1.*** Increase food security through assistance and access to nutritious and affordable food.

Innovations Highlighted in Agencies' 2022-2026 Strategic Plans

Through collaboration and knowledge-sharing facilitated by the Strategic Planning Working Group, agencies continued to innovate in both the process coordinated internally for producing their Strategic Plans, as well as the design, structure, and visualization of content contained within the plans.

Visuals to Crosswalk Themes and Goals

One example illustrated in the figure below is the use of tables that crosswalk themes of Administration and agency priorities – notably, equity, climate change, and customer experience – to agency strategic goals and objectives, and the components to lead implementation efforts. These graphical depictions offered simple yet powerful visuals for coherently communicating planning and goal frameworks.

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[7] George, Bert, Walker, Richard, and Monster, Joost. (2019). "Does Strategic Planning Improve Organizational Performance? A Meta-Analysis." Public Administration Review, 79(6): 810-819.

Chart 5-1. Department of Treasury FY 2022-2026 Strategic Plan Crosswalk

Department of the Treasury › Strategic Plan 2022–2026
Strategic Plan Crosswalk

Goal	Objective	Treasury leads	Treasury supports	Re-engaging Allies	Climate Change	Equity	Customer Experience
Goal 1 — Promote Equitable Economic Growth and Recovery	**Tax Administration and Policy** Enhance tax compliance and service; improve tax policy design.	IRS, TP	TTB, EP	◎	◎	◎	◎
	Global Economic Leadership Generate sustainable and inclusive global economic growth.	IA	EP, TP, TTB	◎	◎	◎	
	Economically Resilient Communities Promote equitable financial recovery and growth through support and flow of capital to small businesses, households, and underserved communities.	DF, ORP	TTB, OSDBU, ASM, Fiscal, EP		◎	◎	◎
	Resilient Housing Market Together with HUD and other federal agencies, promote a stable and resilient housing market that expands fair and equitable access to homeownership and affordable rental opportunities and protects taxpayers.	DF	EP, TP, ORP			◎	◎
Goal 2 — Enhance National Security	**Cyber Resiliency of Financial Systems and Institutions** Harden assets and systems of Treasury and the broader financial system to promote financial system resiliency.	ASM, DF	All Bureaus/ Offices	◎			◎
	Economic Measures to Advance National Security Enhance and protect national security through the application of targeted financial measures and review of certain foreign investments.	TFI, IA	FinCEN	◎			◎
	Modernize Sanctions Regime Modernize the development, implementation, enforcement, and maintenance of U.S. sanctions to ensure that sanctions remain a streamlined and effective foreign policy and national security tool.	TFI	IA	◎			◎
	Transparency in the Financial System Increase transparency in the domestic and international financial system.	TFI/ FinCEN	IA, IRS	◎	◎		◎
Goal 3 — Protect Financial Stability and Resiliency	**Financial System Vulnerabilities** Identify and address current and emerging vulnerabilities to the stability of the U.S. and global financial systems to support more sustainable and equitable growth.	DF	IA, EP, OCC	◎	◎	◎	
	Resilient Treasury and Municipal Securities Markets Improve the resilience of critical government securities markets to minimize borrowing costs over time and to support the critical roles that these safe assets play in the global financial system.	DF	EP		◎	◎	◎
	Financial Innovation Encourage responsible financial sector innovation.	DF	IA, TFI, FinCEN, Fiscal, Mint, BEP, IRS, TP, OCC	◎	◎	◎	◎
Goal 4 — Combat Climate Change	**Global Climate Commitment and Leadership** Use U.S leadership and commitment to significantly enhance global action and mobilize and align financial flows to combat climate change and enhance resilience within the new climate environment.	IA	EP, DF, TP	◎	◎	◎	
	Climate Incentives and Investment Create and promote incentives and policies for the private sector to invest in climate-friendly and resilient projects and activities.	EP	DF, TP, IA, OCC	◎	◎	◎	
	Climate-Related Financial Risks Identify and mitigate key sources of climate-related financial risks to macroeconomy, financial system, investors, governments including federal and subnational exposures, and households, understanding that risks may have disparate impacts on disadvantaged communities.	DF	EP, ASM, TP, IA, OCC	◎	◎	◎	
	Sustainable Treasury Operations Improve Treasury's overall environmental and energy sustainability and invest in Treasury Bureaus' adaptation and resiliency efforts to address climate change impacts on operations and services.	ASM	All Bureaus/ Offices		◎	◎	◎
Goal 5 — Modernize Treasury Operations	**Recruit and Retain a Diverse and Inclusive Workforce** Recruit and retain a diverse workforce that represents communities that Treasury serves.	ASM	All Bureaus/ Offices			◎	◎
	Future Work Routines Transform the Department's work routines to support changing mission and workforce needs.	ASM	All Bureaus/ Offices		◎	◎	◎
	Better Use of Data Increase timely access to and use of quality data and other types of evidence to inform decision-making.	ASM	All Bureaus/ Offices		◎	◎	◎
	Customer Experience Practices Mature and embed strong customer experience practices across the Department, establishing Treasury's reputation for consistently positive experiences.	ASM	All Bureaus/ Offices			◎	◎

Source: The Department of Treasury

Stronger Connections across Strategic Planning and Evidence-Building Activities

For example, in August 2021 OMB introduced new guidance to assist agencies in applying logic models as tools for connecting activities across strategic planning, implementation strategies, and evidence. More promising was the integration and coherence of planning evidenced by the discussion of these complementary activities in the plan's narrative. Throughout the strategic planning processes, agencies considered knowledge gaps that would need to be filled in order to achieve success, identifying

these gaps in their Strategic Plan and explaining its connection to the Agency Learning Agenda.

Connecting Strategic Planning and Learning Agendas: Department of Housing and Urban Development (HUD)

Strategic Objective: Advance Housing Justice: Fortify support for vulnerable populations, underserved communities, and Fair Housing enforcement.

HUD's Learning Agenda included several research questions related to this Strategic Objective that, when answered overtime, would strengthen the Department's evidence-base in measuring progress against the outcome to be achieved.

Example Learning Agenda questions include:

- What do early findings show about the experiences of voucher holders in jurisdictions with local source of income discrimination ordinances?

- Do home seekers with communication-related disabilities experience substantial barriers to information in seeking rental units?

- What are the barriers to applying for federal housing assistance, especially for individuals who are members of protected class groups or underserved communities, and would tools that facilitate applying for housing assistance address them?

Integrating Risk in Strategy Development

Agency strategic planning processes and 4-year plans analyzed risks and considered how those risks would impact their strategic goals and objectives. For example, the Department of the Treasury's plan defined the Agency's Risk Appetite and how it would be used towards accomplishing its mission, while the example below from the Department of Labor's 2022-2026 Strategic Plan illustrates how risk analysis was considered in the context of its impact to achieving specific objectives at the Strategic Goal level.

Integrating Risk in Strategy Development: Department of Labor 2022-2026 Strategic Plan

Strategic Goal 2: Ensure Safe Jobs, Essential Protections, and Fair Workplaces

Risk Analysis: Leading implementation efforts of Strategic Goal 2 are the Department's Occupational Safety and Health Administration (OSHA) and Mine Safety and Health Administration (MSHA). OSHA and MSHA have consistently faced short and long-term challenges in securing safe and healthful workplaces due to significant loss of staff over the last several years. To address this risk to public safety, both agencies will be undertaking significant recruitment, hiring, and onboarding of new staff over the next two years. This will include attracting a more diverse and inclusive talent pool, providing training and mentoring for them to assume their responsibilities, and then focusing on retaining talent for the long term. Ultimately, an increased cadre of skilled staff will result in improved safety and health outcomes for workers.

Stakeholder Engagement to Build Trust

Agencies are encouraged to conduct stakeholder engagement and consult with the public, State, local, Tribal, and territorial governments, and representatives of nongovernmental researchers as they develop their Strategic Plan and Learning Agenda. Effective stakeholder engagement builds healthy, trusted relationships that benefit the public.

Stakeholder Engagement to Build Trust: Department of the Treasury (Treasury)

To advance stakeholder engagement, Treasury initiated, for the first time ever, a government-to-government consultation with Tribal Leaders that led to a watershed moment for how Tribes are represented in the Department's Strategic Plan. Also for the first time ever, Treasury solicited input on its priorities from the public through bilingual channels, translating the Department's call for comment into Spanish and targeting outreach to key advocacy groups.

Stakeholder Engagement to Build Trust: Small Business Administration (SBA)

To better collaborate across the Federal Government, the SBA partnered with the U.S. General Services Administration (GSA) to solicit input from Federal employees who work with the SBA. The feedback provided perspectives and insights on how the SBA can better collaborate with other agencies, improve equity, increase small business resilience, and further create efficiency of services. The responses were shared with SBA leadership, and where appropriate, incorporated into SBA's strategic planning process.

The SBA also conducted outreach with communities across the Nation to better understand how the Agency can best help small businesses locally. The Agency conducted listening sessions with representatives from Los Angeles, California; Detroit, Michigan; New York, New York; Portland, Maine; Portland, Oregon; Helena, Montana; Oklahoma City, Oklahoma; and Jackson, Mississippi. These sessions helped to ensure that the Agency received input from a variety of perspectives that face entrepreneurs of different races, ethnicity, gender, sexuality, disability status, and veteran status, as well as place-based and sector-specific issues.

Embedding Equity with Mission Achievement in the Strategic Plan

On the first day of the Administration, President Biden signed Executive Order 13985, *Advancing Racial Equity and Support for Underserved Communities Through the Federal Government*.[8] As agencies began conducting eq-

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[8] President Joseph R. Biden, Jr. *Executive Order 13985*, Advancing Racial Equity and Support for Underserved Communities Through the Federal Government. January 20, 2021.

uity assessments and assembling equity action plans in accordance with this Executive Order, they also ensured their strategic plans had a strong alignment with the Administration's equity priority. Nearly every agency's strategic plan reflects this alignment by expressing equity as a cross-cutting theme, setting a goal or objective involving equity, or describing specific strategies that the agency will pursue to advance equity.

Embedding Equity with Mission Achievement: Department of Justice (DOJ)

Strategic Objective: Expand Equal Access to Justice

Strategy: Accelerate Justice System Innovation

The Department will reinvigorate the Office for Access to Justice (ATJ), positioning it to advance statutory, policy, and practice changes that improve access to justice, with racial equity and economic justice at the forefront. ATJ will work across the Department and across the Executive Branch—including through the Legal Aid Interagency Roundtable—to leverage Federal resources to improve equal access to justice. In particular, ATJ will focus on reducing structural barriers that hold back courts and legal service providers from successful transformation and will work to accelerate innovation in the administrative proceedings that the Department manages. ATJ will also facilitate partnerships to achieve equal access to justice objectives, establishing strategic partnerships not only with State, local, Tribal, and territorial governmental actors, as well associal service providers, public defenders, civil legal aid providers, courts, community members, and legal technology experts.

The Department also recognizes that access-to-justice policies must extend beyond the judicial process. We will expand research and innovative strategies to promote less lawyer-intensive and court-intensive solutions to legal problems. We will promote fair and efficient systems that produce resolutions based on the facts and applicable law and ensure that participants are heard, treated fairly, and understand outcomes. In addition, we will ensure that the Department's grants, and the services and programs funded by those grants, further access to justice.

2022-2023 Agency Priority Goals (APGs)

Agency Priority Goals are used to achieve an agency's near-term, implementation-focused priorities. Agencies establish Priority Goals every two years and use clearly identified Goal Leaders and Deputy Goal Leaders and quarterly metrics and milestones to manage progress. Agency Chief Operating Officers (generally, Deputy Secretaries or Deputy Administrators) lead quarterly

data-driven performance reviews to overcome barriers and accelerate performance results. Progress on APGs is updated publicly on a quarterly basis with data and progress reported on *Performance.gov*.

OMB provided guidance[9] to agencies on priority goal-setting efforts, encouraging specific alignment of both strategic objectives and APGs with the Administration's policy priorities, including, in particular, continued work to meet the health, welfare, and economic challenges of the COVID-19 pandemic, advance equity, and address climate change.

Many of the most pressing challenges facing Government do not fit neatly within the boundaries of a single agency. OMB's guidance encouraged agencies during this round of goal setting to set joint Agency Priority Goals representing proactive interagency partnerships in areas where programs from multiple agencies must work together to achieve a common outcome.

Major agencies, working in collaboration with OMB, announced their 2022-2023 APGs on Performance.gov concurrent with the Budget. Examples of 2022-2023 Agency Priority Goals include:

- **Department of Transportation / Department of Energy**. *Joint Goal* on deploying Electric Vehicle (EV) charging stations under the Infrastructure Investment and Jobs Act (also known as the Bipartisan Infrastructure Law, BIL).

- **Department of State / U.S. Agency for International Development**. *Joint Goals* to:

- Combat global climate change by advancing climate-resilient, net zero emissions development around the world.

- Achieve control of the HIV epidemic in PEPFAR-supported countries. To achieve and sustain control of the HIV/AIDS epidemic, PEPFAR will continue to deliver equitable, people-centered HIV prevention and treatment services for millions of men, women, and children.

- Expand inclusive and equitable recruitment, hiring, and retention practices that contribute to diverse workforces across demographic groups. Expand Diversity Equity, Inclusion, and Accessibility of their workforce.

- **Department of Commerce / Department of Agriculture**. *Joint Goal* to expand access to affordable, reliable, high-speed broadband internet, with a focus on communities in greatest need.

- **Department of Housing and Urban Development.** By September 30, 2023, protect families from lead-based paint and other health hazards by mak-

[9] U.S. Office of Management and Budget (OMB). (2021, March 24). Update to Implementation of Performance Management Statutes. Memorandum for the Heads of Executive Departments and Agencies, *M-21-22*.

ing an additional 20,000 units of at-risk housing units healthy and lead-safe residents.

- **Department of the Interior**. By September 30, 2023, the Department of the Interior will complete plan reviews and environmental analyses for projects capable of cumulatively generating 14.8 gigawatts (GW) of commercial offshore wind energy capacity and hold 5 renewable energy lease sales to support the national goal of deploying 30 GWs of offshore wind capacity by 2030.

- **Department of Justice**. Ransomware attacks cause financial losses and other harms to targeted governments, critical infrastructure, and industry. By September 30, 2023, the Department will enhance its efforts to combat ransomware attacks by: 1) increasing the percentage of reported ransomware incidents from which cases are opened, added to existing cases, or resolved within 72 hours to 65%; and 2) increasing the number of ransomware matters in which seizures or forfeitures are occurring by 10%.

- **Department of Veterans Affairs**. By September 30, 2023, Veterans Experience trust scores among underserved populations will increase by 3% over an FY 2022 baseline with an aspirational goal of 90%.

- **National Aeronautics and Space Administration (NASA)**. By September 30, 2023, NASA will complete commissioning of the James Webb Space Telescope, the most powerful and complex space telescope ever built, and begin Webb's Cycle 2 observations.

- **Office of Personnel Management (OPM)**. By September 30, 2023, help Infrastructure Investment and Jobs Act (IIJA) agencies fill 75 percent of surge hiring positions identified in the first quarter of FY 2022.

- **Small Business Administration (SBA)**. By September 30, 2023, the SBA will increase Federal contracting awards to small disadvantaged businesses (SDBs) to 12%, promoting diversity, equity, inclusion, and accessibility to help more Americans realize their entrepreneurial dreams while growing the U.S. industrial base.

Federal agencies continue to build upon the successes and performance outcomes achieved over previous two-year cycles while charting new and even more ambitious priority performance goals. Marking the eighth cohort of APGs since their initial establishment, [10] these APGs reflect the Administration's commitments in near-term performance improvement outcomes that at the same time advance progress towards longer-term, outcome-focused strategic goals and objectives within each agency's four-year strategic plan.

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[10] Agency High Priority Performance Goals were the predecessor to the Agency Priority Goal, first established in "*Delivering a High Performance Government*." In the President's Budget for Fiscal Year 2011: *Analytical Perspectives* (pp. 73-90). The conceptual framework and requirements for High Priority Performance Goals were subsequently codified into statute through enactment of the GPRA Modernization Act of 2010, and expanded through OMB guidance via the Federal Performance Framework in OMB Circular A-11, Part 6, *Section 250*.

IMPROVING GOVERNMENT THROUGH DELIVERY OF SECURE FEDERAL SERVICES AND EXCELLENT CUSTOMER EXERPIENCE

People are at the center of everything the Government does. In their daily lives as well as in critical moments of need, people rely on Federal services to help support them through disasters, advance their businesses, provide opportunities for their families, safeguard their rights, and aid them in rebuilding their communities. That is why the Federal Government must center its services on those who use them—delivering simple, secure, effective, equitable, and responsive solutions for all whom the Government serves.

Whether seeking a loan, Social Security benefits, veterans benefits, or other services provided by the Federal Government, individuals and businesses expect Government customer services to be efficient and intuitive, just like services from leading private-sector organizations. Yet on Forrester's 2020 Customer Experience (CX) Index, the Federal sector's average score is 10.7 points behind the private sector average and lower than any other industry or sector studied. Nearly half of the bottom 5% of the U.S. CX Index Rankings are Federal agencies.

The PMA prioritizes efforts to improve the experience of those the Government serves—all of the people, families, businesses, organizations, and communities across America, especially those communities that are underserved by Government—when they use Government services. This focus on customer experience will not only improve the delivery, efficiency, security, and effectiveness of Government programs, it will advance equity and enhance everyday interactions with public services and uplift the lives of those who need them the most.

OMB Circular A-11 Section 280 establishes Government-wide standards for mature customer experience organizations and high-performance service delivery in Government. Specifically, the Government has designated 35 High-Impact Service Providers (HISPs) in Federal agencies as key service providers due to the volume and types of benefits, services, and programs they deliver to the public. These HISPs commit to putting their customers at the center of everything they do and to actions that demonstrate this commitment, including modernizing programs, reducing administrative

burdens, and piloting new online tools and technologies that can provide a simple, seamless, and secure customer experience.

Since the most important moments in people's lives sometimes do not fall under the purview of a single agency, the PMA and Section 280 charge the President's Management Council with the routine designation of cross-agency "life experiences" for improvement (e.g., surviving a natural disaster) that do not fit neatly within one agency's mission area.

In December 2021, President Biden acted to improve Government service delivery by signing the Executive Order on Trans-forming Federal Customer Experience and Service Delivery to Rebuild Trust in Government. This Executive Order directs Fed-eral agencies to put people at the center of everything the Government does. Specifically, the Executive Order includes 36 customer experience improvement commitments across 17 Federal agencies, all of which aim to improve people's lives and the delivery of Government services. The Executive Order also creates a sustained, cross-Government service delivery process that aligns to the moments that matter most in people's lives – like turning 65, having a child, or applying for a small business loan. As part of this framework, the Administration will work to identify and define critical services that meet customers' needs and expectations, assess performance delivery and report it publicly, incorporate customer feedback during each interaction, and ultimately ensure services deliver a better experience to the public. Every interaction between the Government and the public, whether it involves filing taxes or renewing a passport, is an opportunity to deliver the value, service, and efficiency that the public expects and deserves.

CONDUCTING DATA-DRIVEN PERFORMANCE REVIEWS

Conducting routine, data-driven performance reviews led by agency leaders on a set of the agency's performance improvement priorities is a management practice proven to produce better results. Incorporating a range of quantitative and qualitative evidence, regular reviews provide a mechanism for agency leaders to review the organization's performance and bring together the people, resources, and analysis needed to drive progress on agency priorities, both mission focused and management goals. Frequent data-driven performance reviews should reinforce the agency's priorities and establish an agency culture of continuous learning and improvement, sending a signal throughout the organization that agency leaders are focused on effective and efficient implementation to improve the delivery of results. Planning activities related to Agency Learning Agendas, annual Evaluation Plans, and Capacity Assessments required by the Foundations for Evidence-Based Policymaking Act of 2018 (i.e., "Evidence Act") reinforce this culture of learning and improvement, which is cultivated by the data-driven performance review.

Research by Moynihan and Kroll's (2016, 2021)[11] examining the impact of GPRAMA routines on a key behavioral outcome of the Federal Performance Framework—the use of performance information for decision-making—finds high positive correlations. Such findings regarding performance information use are embodied in two primary

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[11] Moynihan, Donald, and Alexander Kroll. (2016). "Performance management routines that work? An early assessment of the GPRA Modernization Act." Public Administration Review 76(2): 314–323.

Moynihan, Donald, and Alexander Kroll. (2021). "Tools of Control? Comparing Congressional and Presidential Performance Management Reforms." Public Administration Review 81(4): 599–609.

Chart 5-2. Conceptual Framework for the Annual Data-driven Review of Strategic Objectives
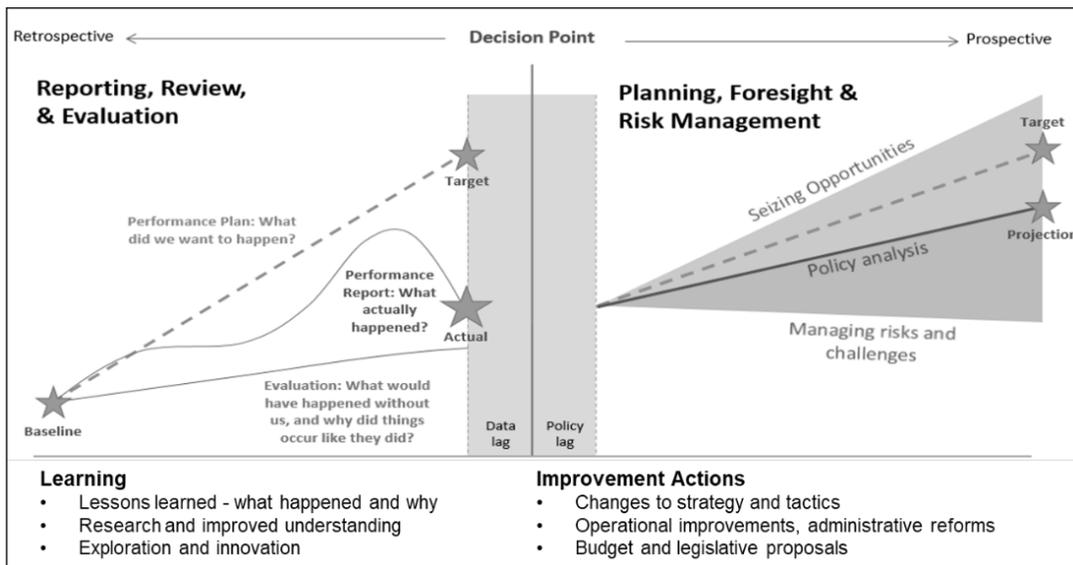
routines of frequent, data-driven performance reviews within the Framework: the quarterly data-driven performance review of APGs; and the annual data-driven strategic review of agency strategic objectives.

Whether they are following the quarterly cadence for APGs, or the annual cadence for strategic objectives, these practices are being used to inform strategic and operational decision-making, budget formulation, and near-term agency actions by following a few key principles. First, agencies are afforded significant flexibility in designing the performance review process to fit and accommodate a diversity of organizational attributes, including the agency's mission, leadership preferences, organizational structure, and culture. Second, data-driven performance reviews, and particularly quarterly reviews of APGs, are conducted with the appropriate goal leader to assess progress achieved during the most recent quarter, overall trend data, and the likelihood of meeting the planned level of performance. During such sessions, goal leaders are held accountable for knowing whether or not their performance indicators are trending in the right direction at a reasonable speed and, if they are not, for understanding why they are not and for having a plan to accelerate progress on the goal.

The figure below represents a graphic depiction of how these principles are applied to provide a conceptual framework for the annual data-driven strategic review of strategic objectives, which are treated as the primary unit for strategic analysis and decision-making.

Based on feedback, the Federal Performance Framework's strategic review policy continues to confer a range of benefits, including improved interagency collaboration, a chance to identify evidence gaps and opportunities to improve data quality to in-form better resource allocation decisions, and further utilizing data-driven performance reviews to improve decision-making as part of the formulation process for the budget.

COMMUNICATING PERFORMANCE RESULTS AND INFORMATION TRANSPARENTLY

To improve the usefulness of program information through reporting modernization, a central website, Performance.gov, makes finding and consuming performance information easier for the public, Congress, delivery partners, agency employees, and other stakeholders. First established in 2010, Performance.gov continues to offer an online portal to Federal performance management efforts, helping to improve accountability by providing one centralized reporting location to find information on agency programs, goals, and regular progress updates towards achieving APGs and CAP Goals.

This Administration has continued to develop the Performance.gov platform as a primary means to inform the public on the management initiatives and performance improvements major Federal agencies are making, which allows for an increased and expanded ability to communicate directly with the American public. Site traffic has increased steadily over the years, even throughout administration transitions.

Enhancements to the site that make agency performance information more discoverable have also been made to coincide with the 2023 Budget. For example, with release of the President's 2023 Budget, agency strategic goals and strategic objectives have been posted to the site making this information more easily viewable. Presented on Performance.gov, Strategic Objectives represent, in the aggregate, the 'bottom-line' of the Federal Government. Offering increased transparency into strategic objectives enhances not only how agency's strategic goal frameworks are visualized, but also elevates their role and function within agency strategic planning and reviews for improving organizational performance.

Through these enhancements to date, along with other planned in future site updates including accompanying social media channels, the Administration continues to support the evolution of Performance.gov from a site that is not just a GPRAMA-compliance tool, but also one that builds trust in Government by communicating performance results effectively and offering a cohesive, comprehensive view of Federal performance and management. A new complementary site, Evaluation.gov, also offers a comprehensive view of agency evidence-building plans and associated program evaluation activities and resources.

THE STATE OF THE FEDERAL PERFORMANCE FRAMEWORK

At its core, the Federal Performance Framework and its associated practices and routines represent a tool by which the means of Government can be applied to deliver results for the people of the United States. The 1993 GPRA framework was organized around a strategic plan with annual performance plans and reports. The GPRA Modernization Act of 2010 updated and modernized the original 1993 GPRA, seeking to incorporate more recent lessons learned from the public and private sector management research practices. The GPRA Modernization Act reinforced core organizational performance and management routines and practices for Federal agencies by creating an updated statutory framework with a renewed focused on organizational strategic planning, priority goal setting, and enhanced public reporting of progress and results achieved. It shifted focus towards supporting leadership in identifying and accomplishing their top priorities within the framework; clarifying roles and responsibilities of agency COOs, Performance Improvement Officers, and Goal Leaders; and emphasizing the use of performance information and evidence for decision-making by agency leadership.

Although initially grounded in the provisions of the GPRA Modernization Act, the Federal Performance Framework continues to evolve to accommodate the layering of Government-wide, management focused leg-

islation and initiatives that have been introduced to improve overall organizational performance by applying increasingly specialized decision-support functions and skillsets. Over the years, the Framework has incorporated both the introduction of related legislative requirements (e.g., the Foundations for Evidence-Based Policymaking Act of 2018, the Program Management Improvement Accountability Act) and management initiatives (e.g., Customer Experience, Enterprise Risk Management) that respond to a recognition of the need for increasingly sophisticated approaches to managing the organizational complexities of Federal agencies.

There is evidence from agencies and academic researchers showing the routines and practices established by GPRA Modernization Act and codified into the Framework through OMB's guidance are contributing to increased use of performance information. Specifically, research by Moynihan and Kroll demonstrates that the current GPRAMA routines are not only driving greater use of performance information in decision-making by managers (2016),[12] but specifically when compared to earlier management reforms – which failed to show positive correlations with increased manager use of performance information (2020).[13] The Government Accountability Office (GAO) recently examined the use of performance information by Federal managers. Using a series of questions known as the performance information index developed by the GAO, results from their 2020 Managers Survey found an increase in the overall use of performance information Government-wide, from 3.39 in 2017 to 3.64 in 2020.[14] In fact, the 2020 results from the GAO reflect the highest increase since the GAO developed the index in 2007. Moreover, the GAO further found that managers reported significantly greater use of performance information in decision-making when their programs were subject to data-driven reviews.[15]

Despite these promising trends and findings on the advantages the Performance Framework can convey to overall organizational performance and data-driven decision-making, the Administration recognizes there are inherent challenges with the Framework, some of which are common to implementing any common system for performance management across complex organizations. Accumulating over several years of implementation and organizational learning, the following challenges emerge as intrinsic to the Framework:

- Meeting the needs of separate, independent branches of the Federal Government that can at times have divergent incentive structures;

- Balancing the value of providing transparency and maintaining management routines with the administrative burden of performance reporting.

- Facilitating collaboration and coordination in areas that require multiple organizations working together to achieve an outcome;

- Orientation toward compliance activities over usefulness to agency leadership in assessing progress toward outcomes;

- Unevenness across agencies of capacity and capabilities--including technical expertise, staffing, and data--to do this work in increasingly complex organizational environments; and

- Limited tenure of leadership at agencies.

Although some of these barriers are inherent to most systems for performance management for complex organizations, OMB and agencies nonetheless continue efforts to address such challenges to improve overall efficacy and utility of the Framework.

[12] Moynihan, Donald, and Alexander Kroll. (2016). "Performance management routines that work? An early assessment of the GPRA Modernization Act." Public Administration Review 76(2): 314–323.

[13] Moynihan, Donald, and Alexander Kroll. (2021). "Tools of Control? Comparing Congressional and Presidential Performance Management Reforms." Public Administration Review 81(4): 599–609.

[14] U.S. Government Accountability Office (GAO). (2021). Evidence-Based Policy Making: Survey Results Suggest Increased Use of Performance Information across the Federal Government. GAO-22-103910 (November, 2021).

[15] U.S. Government Accountability Office (GAO). (2021). Evidence-Based Policy Making: Survey Results Suggest Increased Use of Performance Information across the Federal Government. GAO-22-103910 (November, 2021).

CONCLUSION

This chapter has offered descriptive insight into the Federal Performance Framework, illustrating progress that has been achieved in both its evolution and application by Federal agencies. The annual Federal Employee Viewpoint Survey (FEVS) question that asks "My agency is successful at accomplishing its mission" is one of the primary indicators being used at OMB to measure how well the Federal Performance Framework is working to enable mission achievement at agencies. Along with the upward trends being reported across many other FEVS questions, results from the most recent 2020 FEVS saw one of the highest increases in percent positive responses of respondents reporting "Strongly Agree or Agree" to the question "My agency is successful at accomplishing its mission."

Leadership engagement, clear goals, measurement, analysis of progress, and frequent progress reviews to find and promote what works and fix or eliminate what does not are keys to improving the lives of the American people. Implementation of the Federal Performance Framework and its application since 2010 are leading to increased use of data and performance information to drive the decision-making needed for organizational performance improvement at Federal agencies—particularly where previous systems have been less effective. As Federal managers have an important obligation to ensure that every dollar spent delivers equitable and effective

results for all Americans, the Framework is a proven tool and means for achieving those ends. Looking ahead, the practices and routines of the Federal Performance Framework and their application across agencies serves to shape future initiatives in Federal performance management and capitalize on these promising performance tailwinds.