
MANAGEMENT PRIORITIES

11. DELIVERING A HIGH-PERFORMANCE GOVERNMENT

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. Like all high-performing organizations, the Federal Government has developed a set of management routines that drive a results-oriented culture and help organizations deliver prioritized, transparent outcomes. Grounded in proven, evidence-based management practices of high-performing public and private sector organizations, the Federal Government’s approach to delivering a more effective and efficient Government is operationalized through the ***Federal Performance Framework***, and rests on three main components: clearly defining mission success, engaging senior leaders to assess progress using data-driven reviews, and reporting results transparently to the public.

The Administration is committed to using this Framework—originally authorized by the Congress in 1993 with the Government Performance and Results Act of 1993 (GPRA)¹ and updated in 2010 with the GPRA Modernization Act of 2010 (GPRAMA)²—to make a difference in the lives of the American people, including disadvantaged communities that have been historically underserved, marginalized, and adversely affected by persistent poverty and structural inequality. Federal agencies use these performance planning activities, 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. Moreover, this systems-focused approach allows the Federal Government to align its budget and resources to its performance framework, helping to ensure that agencies’ organizational goals and objectives are resourced effectively, efficiently, and with accountability. This commitment to good Government—using a multi-disciplinary array of management tools incorporated within the Federal Performance Framework to strive toward an equitable, effective, and accountable Government that delivers results for all—has been evident since the start of the Administration. From supporting effective implementation of major, newly enacted legislation, such as the Infrastructure and Investment and Jobs Act (Public Law 117-58, “Bipartisan Infrastructure Law”), to advancing efforts to fulfill the goals of the President’s Management Agenda, the Framework and its routines are being used to improve outcomes for the American public and ensure transparency on progress through the central reporting website [Performance.gov](https://www.performance.gov).

This Chapter reviews the Federal Government’s Performance Framework approach to performance management, and its application to date by the Administration

to improve outcomes and deliver a high-performance Government. The Chapter begins by offering an update and overview on the ‘state’ of the Framework. It details some of the investments being made by the President’s 2024 Budget and other actions taken to strengthen the capacity of agencies to deliver on their organizational performance commitments. The Chapter then turns to a discussion of the Federal Government’s use of strategic planning and priority goal-setting to define success, and the use of regular, data-driven performance reviews to identify and address barriers proactively across a portfolio of over 400 strategic objectives and 90 Agency Priority Goals (APGs). The next two sections highlight the use of the Framework to promote and foster interagency coordination and collaboration. One section provides an update on the President’s Management Agenda and Cross-Agency Priority (CAP) Goals to advance Government-wide management priorities, with a specific focus on progress made to date to improve service delivery and customer experience — a key component of this approach. Specifically, the section discusses some of the efforts, supported by over \$510 million included in the President’s 2024 Budget, to strengthen activities focused on modernizing programs, reducing administrative burdens, and piloting new on-line tools and technologies in order to deliver better customer service to the American people. The next section presents accomplishments, investments, and actions to improve the Federal Permitting process, a good example of how interagency coordination is enabling a more effective, efficient, just, and equitable Government. The Chapter concludes by previewing forthcoming efforts to ensure that leaders, managers, and supervisors across the Federal Government will be held to the highest standards of accountability for understanding how their operational units are performing, and adjusting workforce policies to maximize the organizational performance and organizational health of the agency. By establishing routines to monitor progress, diagnose issues, and identify relationships related to organizational health and organizational performance within the major operating units of an agency, agencies will build on efforts to collectively drive performance results in support of their mission, deliver programs and services, and meet stakeholder needs and priorities on an ongoing basis.

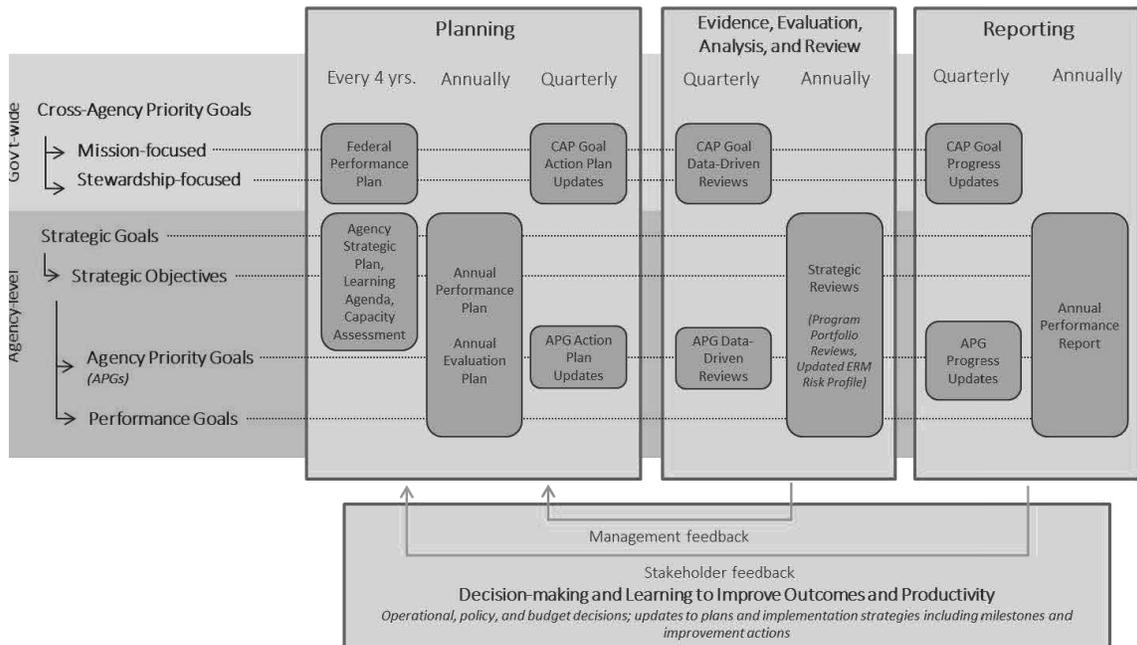
The State of the Federal Performance Framework

At its core, the Federal Performance Framework and its associated practices and routines provide a set of tools that enable organizations to ensure the means of Government are effectively and efficiently applied to deliver results for the people of the United States — the ends of Government. The 1993 GPRA framework was organized around a longer-term agency strategic plan, and

¹ *Public Law 103-62.*

² *Public Law 111-352.*

Chart 11-1. Federal Performance Management Cycle Policy Framework



agency performance plan and report updated annually. Widely viewed at the time as landmark legislation in the public administration field, the GPRA offered a model of legislation to be exported to other countries. Its intent was simple: apply leading organizational management practices from the private sector to Government. However, too much emphasis was placed on external transparency reporting over the needs of decision-makers in the Executive Branch, creating a cycle that undermined the law's effectiveness. The GPRAMA updated and modernized the original 1993 GPRA, seeking to address this shortcoming while incorporating other lessons learned from public and private sector management practices.

The GPRAMA reinforced core organizational performance and management routines and practices for Federal agencies by creating an updated statutory framework with a renewed focus on organizational strategic planning, priority goal setting that engages leadership, and enhanced public reporting of progress and results achieved on a central website (Performance.gov). It shifted focus from a "supply-side" approach of producing information towards a "demand-driven" model that centered on supporting leadership in identifying and accomplishing their top priorities within the framework; clarifying roles and responsibilities of agency Chief Operating Officers (COO), Performance Improvement Officers (PIO), and Goal Leaders; aligning strategic planning with Presidential election cycles; and emphasizing the use of performance information and evidence for decision-making by agency leadership while seeking to minimize reporting and compliance burdens.

The Framework's major provisions create a cycle of performance management routines that govern organiza-

tional planning and goal-setting, data-driven reviews of progress against those goals, and reporting for agencies to use to drive organizational performance and management improvements. Importantly, its construction across four-year, annual, and quarterly cycles provides a key mechanism for maximizing the organizational learning that stems from the management routines of data-driven reviews. Agencies translate the longer-term strategic goals and objectives in their Strategic Plans to programmatic performance goals, including APGs in the Agency Performance Plan (APP). The APP communicates the agency's strategic objectives and performance goals with other elements of the agency's budget request, detailing how goals will be achieved, identifying priorities among the goals, and describing mechanisms to monitor progress, which is subsequently reported annually in the Agency Performance Report (APR) for the most recently completed organizational performance period. With a two-year coverage period that is reviewed and updated annually by the agency, the APP complements the longer-term planning in the Strategic Plan with a shorter and intermediate-term operational planning horizon for the organization. This gives agencies the opportunity to revise implementation strategies and programmatic operations in order to address and overcome identified barriers or challenges to delivering on their missions.

Moreover, since GPRAMA's enactment in 2010, the Federal Performance Framework has continued to evolve to accommodate the coordination and integration of additional Government-wide, management-focused legislation 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 newly created legislative requirements (e.g., the Foundations for Evidence-Based Policymaking Act of 2018, the Program Management Improvement Accountability Act) as well as additional management initiatives (e.g., Customer Experience, Enterprise Risk Management) that address the need for increasingly sophisticated approaches to managing the organizational complexities of Federal agencies.

Evidence the Framework Is Working

Evidence from agencies and academic research shows that the routines and practices established by the GPRAMA Modernization Act and institutionalized into the Framework through the Office of Management and Budget's (OMB) 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),³ but are doing so more effectively than earlier management reforms, which failed to show positive correlations with increased manager use of performance information (2020).⁴ The Government Accountability Office (GAO) recently examined the use of performance information by Federal managers. Results from GAO's 2020 Managers Survey indicated an increase in the overall use of performance information Government-wide from 3.39 (on a scale of 5) in 2017 to 3.64 in 2020.⁵ In fact, the 2020 results 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.⁶

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

- Meeting the needs of separate, independent branches of the Federal Government that can at times have divergent incentive structures;
- While policies, guidance, and legislative requirements are optimized at the agency/departmental HQs-level, elongated delivery and implementation chains demand organizational processes and management tools for leading practices and routines to permeate to lower-levels of the organization;
- 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 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, and staff attrition and turnover.

Although some of these barriers are inherent to most organizational performance management systems for complex organizations, OMB and agencies nonetheless continue to make strides in addressing such challenges to improve the overall efficacy and utility of the Framework. This Chapter now turns to highlighting some of those efforts.

For example, OMB is taking steps to further coordinate and align Government-wide management efforts. In addition to implementing the Performance Framework and partnering with the Office of Personnel Management (OPM) on workforce priorities, OMB's Office of Performance and Personnel Management (OPPM) now includes the Evidence Team responsible for implementing the Learning Agendas and evaluation activities in Title I of the Foundations for Evidence Based Policymaking Act ("Evidence Act"). An OMB Customer Experience team is also now organized within OPPM, working jointly with OMB's U.S. Digital Service (USDS), Office of the Federal Chief Information Officer (OFCIO), Office of Information and Regulatory Affairs (OIRA), and Resource Management Offices (RMOs) to drive improvements in service delivery.

Proposals to Eliminate Outdated, Unnecessary, and Duplicative Reporting by Agencies

Federal agencies annually produce thousands of congressionally-mandated plans and reports. While transparency and accountability through regular public reporting are important pillars of the Framework, plans and reports that were once useful can become outdated, duplicative, or less useful over time. A provision of GPRAMA requires Federal agencies to annually identify

³ Moynihan, Donald, and Alexander Kroll. (2016). "Performance management routines that work? An early assessment of the GPRAMA Modernization Act." *Public Administration Review*, 76(2): 314–323.

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

⁵ 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).

⁶ 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).

for elimination or modification plans and reports that are outdated or duplicative, an exercise that seeks to balance the value of providing transparency with the administrative burden of performance reporting that is no longer necessary. Previous efforts have led to the repeal of several dozen plans or reports through the Government Reports Elimination Act of 2014 (Public Law 113-188), as well as varying degrees of additional congressional engagement, including most recently the passage out of committee of S.2769 (Congressional Reporting Burden Reduction Act) in the 116th Congress.

In conjunction with the President's 2024 Budget, OMB is making available a list that consolidates across Federal agencies over 50 proposals for modifying outdated or duplicative congressionally-required plans or reports. The report modification actions proposed by Federal agencies range from elimination of the plan or report, to changes that would introduce efficiencies into the reporting requirement through actions that would streamline, consolidate, or reduce reporting frequency, preserving transparency while reducing unnecessary burden. In the aggregate, these recommendations, if enacted by the Congress, would shift the administrative reporting burden of agencies towards higher-priority reporting requirements. And adoption of some of the report modification proposals put forth by the OMB specifically could have a magnified impact, given their Government-wide applicability and reach.

Building Agency Capacity and Analytical Capabilities for Practicing Data-Driven Management

To tackle the unevenness that exists across agencies to do this work, OMB continues to focus on building the analytical capacity of agencies so that they may put into practice elements of the Framework and apply its principles of data-driven management. The President's 2024 Budget proposes investments, at both the agency-HQ/enterprise and agency-component levels, to strengthen the capabilities of Federal agencies to do this work, from advancing performance management to other analytic activities supporting data-driven management.

- **\$4 million in an enterprise data and analytics capability at the National Science Foundation (NSF)** to support data integration across customer experience surveys, modeling, and other program monitoring to inform agency strategy, programmatic decisions and investments needed for advancing NSF priorities and strategic goals.
- **\$2.5 million and 10 staff FTEs (full-time equivalents) at the Department of the Treasury's Bureau of the Fiscal Service** to strengthen a broad complement of analytical-support activities including enterprise-strategic planning, program evaluation, data-collection, and performance analytics to support the delivery of Government payments to hard-

to-reach populations as well as improving the overall capability to assess progress against outcomes.

- **\$2 million and five FTEs to strengthen and expand enterprise governance support for policy and resource allocation decision-making bodies** within the Department of Veterans Affairs Office of Enterprise Integration.
- **Over \$3 million at the Department of State to support the Administration's Indo-Pacific Strategy**, including over \$2 million to expand data analytics for the Bureau of East Asian and Pacific Affairs and approximately \$1 million for the Bureau of Global Public Affairs to strengthen strategic planning, research, and analytics capabilities of the Department's Asia Pacific Media Hub.

See the *Analytical Perspectives* Volume's companion chapter, Chapter 12 "Building and Using Evidence to Improve Government Effectiveness," for more information and a further discussion on the Budget's related investments in strengthening agency capacity for program evaluation and evidence-building.

Data-Driven Performance Reviews to Drive Results in Execution

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, strategies planned to achieve those goals, and the approaches it will use to monitor its progress in addressing specific national problems, needs, challenges, and opportunities related to its mission.

At the beginning of each new administration term, concurrent 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 in the multi-year execution efforts to follow.

Last year, in parallel with the release of the President's 2023 Budget, Federal agencies updated their Agency Strategic Plans covering 2022-2026. Agencies identified Strategic Goals, Strategic Objectives, and APGs that reflect the bottom line of Government advancing outcomes

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.

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.

Organizational Learning and the Data-Driven Performance Review: From Strategic Planning and Goal-Setting to Implementation

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 with regular reviews provides 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 of 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 Evidence Act reinforce this same culture of learning and improvement that is also cultivated by the data-driven performance review.

Research by Moynihan and Kroll (2016, 2021)^{8,9} 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 the two primary 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 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 APG quarterly reviews, 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.

Chart 11–2 offers 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 inform better resource allocation decisions, and further utilizing data-driven performance reviews to improve decision-making as part of the formulation process for the budget.

2022 Strategic Reviews: Policy and Focus

Agencies' annual, internal Strategic Reviews provide a critical opportunity for management for organizational learning in the implementation of programs supporting strategic objectives. Following the agencies' internal assessments, the Strategic Review meetings provide an opportunity for agencies and OMB to discuss progress in the implementation of the Agency Strategic Plan, using recent evidence while aligning these management discussions to a timeline that informs the President's budget development and future strategic planning, evidence-building, and management efforts by agencies.

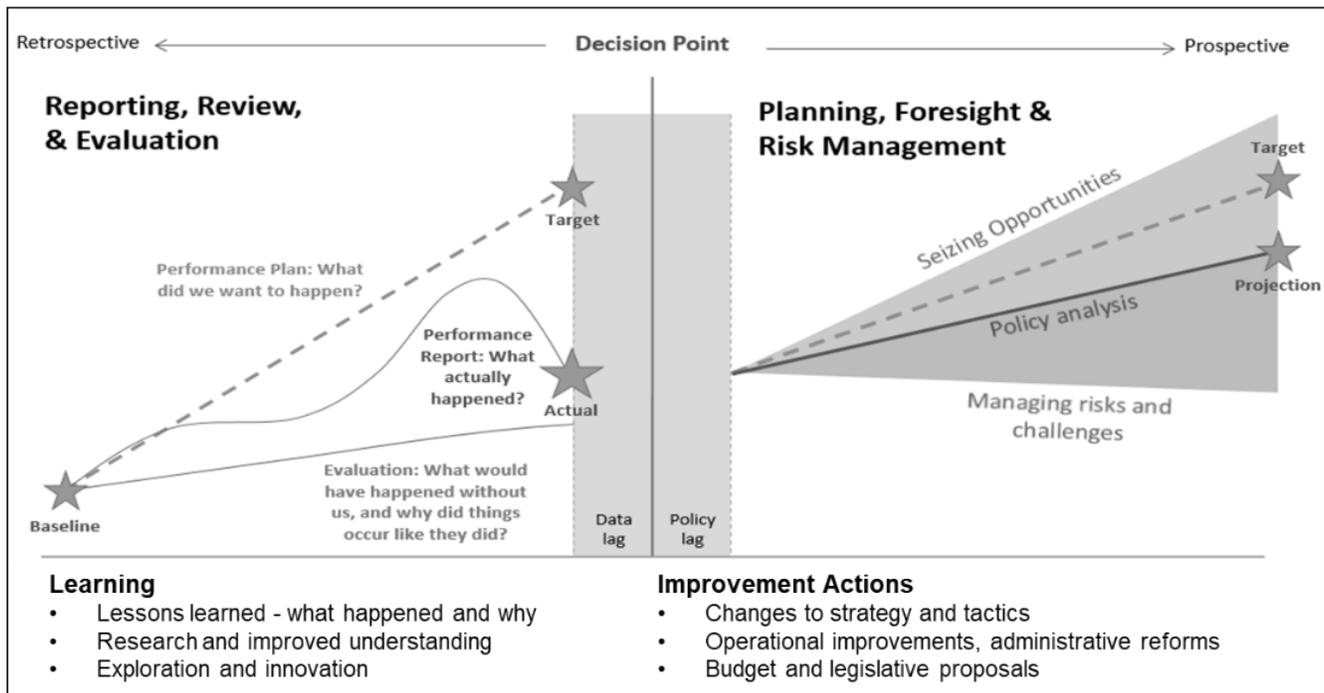
The 2022 Strategic Reviews and subsequent Agency/OMB meetings was the first year of reviews since the establishment of the new strategic goal and objectives frameworks, learning agendas, and performance and evaluation plans in March 2022. On the heels of the Administration's collective accomplishment in publishing four-year Agency Strategic Plans and two-year APGs, OMB sought to drive progress and collaborate with agencies through the annual Strategic Review process this past summer. While the 2021 Strategic Review meetings focused on the development of strategic plans and priority goals, the 2022 meetings were designed to bring together senior leadership from OMB, policy councils, and agencies to review progress towards achieving over 400 strategic goals and objectives – including assessments of the impacts from enterprise risk management reviews, and findings and contributions from agency learning agendas. These reviews played a key role in identifying the subset of over 90 strategic objectives that would be designated by agencies as either an area of Noteworthy Progress or a Focus Area for Improvement.¹⁰ Additionally, agendas for the 2022 Strategic Review meetings also included a limited number of 'Deep Dive' topics. These topics focused on one to three substantive policy, management, or evidence-building areas in which collaboration and coordination between OMB and the agency were critical to make meaningful gains.

⁸ 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.

⁹ Moynihan, Donald, and Alexander Kroll. (2021). "Tools of Control? Comparing Congressional and Presidential Performance Management Reforms." *Public Administration Review*, 81(4): 599–609.

¹⁰ For additional information on OMB's policies governing strategic reviews and the categorization of strategic objectives, see [Circular A-11, Part 6, Section 260](#).

Chart 11-2. Conceptual Framework for the Annual Data-driven Review of Strategic Objectives



2022 Strategic Reviews: Opportunities and Leading Practices

Several leading practices emerged during the Strategic Review as tools for achieving further improvements in performance management:

- Use analysis generated by the strategic review process and engagement with OMB/Agency leadership to propose and validate shifts in strategic direction and priorities based on new, emergent legislation or other events that significantly change the operating environment.

For example, the Department of the Treasury used its 2022 review to reorient strategic priorities and objectives in its 2022-2026 Strategic Plan in response to the Inflation Reduction Act of 2022. The Strategic Review meeting with the Department of Commerce facilitated similar strategic-level discussions related to the CHIPS and Science Act.

- Overcome the potential for and challenges of “mission fragmentation” across Departmental components, bureaus, and programs by leveraging their expertise in the production of “performance dashboards” when assessing progress, and ensuring their participation in the Strategic Review meeting.

Agencies utilize a “performance dashboard” format for presenting their Strategic Review

Summary of Findings by Strategic Objective, the critical output of their internal strategic review process. First introduced for the 2019 Strategic Reviews, the performance dashboard requirement stemmed from a private sector best practice that first gained popularity in the early 1990s, and has since been the subject of numerous publications.¹¹ Findings presented in the performance dashboards reflect the agency’s assessment of progress towards achieving strategic objectives and synthesize analyses by agency managers and leaders on the actions needed to sustain or improve performance and/or mitigate risks to overcome performance and evidence-building challenges. The most effective strategic review meetings included the attendance of the Bureau Administrator or program manager, able to speak to the substantive complexities of a particular implementation challenge or policy issue.

¹¹ See Kaplan, R. S., and D. P. Norton (1992). “The Balanced Scorecard: Measures That Drive Performance,” *Harvard Business Review* 70(1), 71-79; Kaplan, R. S., and D. P. Norton (1993). “Putting the Balanced Scorecard to Work,” *Harvard Business Review* 71(5), 134-148; Kaplan, R. S., and D. P. Norton (1996). “Using the Balanced Scorecard as a Strategic Management System,” *Harvard Business Review* 74(1), 75-86; and Niven, Paul R. (2008). *Balanced Scorecard for Government and Nonprofit Agencies*. 2nd ed. Hoboken, NJ: Wiley.

Chart 11-3. 2022 Strategic Review Deep Dive Topics Word Cloud



- *While the complexity of issues, asymmetry of information, and time constraints of the strategic review meeting do not always allow for final resolution, the selection of Deep Dive topics for the Agenda can be used to surface issues for the continued engagement and discussion needed to find shared policy solutions.*

For example, Deep Dive topics were a major hallmark of the 2022 Strategic Review meetings, providing an opportunity to elevate a limited number of issues or topics that would benefit from strategic, senior leadership engagement between OMB and agencies. These topics ranged from items in the Strategic Plan and areas of emerging strategic-level import, such as implementation approaches to recently enacted or expected legislation, to issues in which no other natural channels for EOP engagement existed. Chart 11–3 depicts a word cloud that offers a visual representation summarizing Deep Dive topics across strategic review meeting agendas. Addressing persistent Workforce and Human Capital challenges and having a collaborative discussion on resources for overcoming barriers emerged as the most common Deep Dive topic, appearing on one-third of OMB/Agency strategic review meeting agendas. The second most common Deep Dive topic across meetings focused on partnering on implementation approaches to new legislation and statutory requirements.

- *Strengthen connections across performance management and budget frameworks.* The Strategic Review presents an opportunity for strengthening con-

nections across performance, budget and resource management by providing a mechanism by which agencies' organizational and programmatic performance planning activities are not occurring independent of complementary resourcing planning and discussions. It allows leadership and management to understand the current strategic or operational environments, informing shorter- and medium-term planning through the development of organizational performance and program plans to inform budget formulation and resourcing discussions, providing a strategic context. Selection of Deep Dive topics during the 2022 Strategic Review meetings offered a forum for those discussions to occur. Below is one example highlighting the connection between 2022 Strategic Review meeting topics and the 2024 Budget.

OPM's strategic review meeting included a Deep Dive topic to discuss ongoing planning and implementation efforts for the recently enacted Postal Service Reform Act of 2022, and specifically, new statutory requirements for OPM to implement the Postal Service Health Benefits Program. Implementation of this major new program, which is to be operational by January 2025, will be a multi-year, collaborative effort for the Administration, requiring additional resources in both the near-term and beyond. The 2024 Budget for OPM proposes an investment of an additional \$28 million to prioritize implementation of the Postal Service Health Benefits Program and deliver this critical service to the country's Postal Service employees and retirees.

OMB began collecting internal feedback on its Strategic Review policy starting with the 2018 performance period. Since then, participants and other stakeholders participating in the process have consistently reported that the internal review and analysis being generated is valuable. As support for the internal strategic review process continues to increase, identifying more opportunities to shape and refine both its policy and implementation remain a continued focus for OMB and agencies.

2022-2023 APGs: Progress at the One-Year Mark

APGs 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, 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](https://www.performance.gov).

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 seventh cohort of APGs since their initial establishment,¹² 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. For the current cohort of APGs, OMB provided guidance¹³ 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. It also encouraged agencies to set joint APGs in areas where programs from multiple agencies must work together to achieve a common outcome.

The incorporation of joint APGs into the guidance was designed as a policy response to address the simple fact that many of the most pressing challenges facing Government do not fit neatly within the boundaries of a single agency, bureau, division, or office. Yet, the routines and enabling functions of the Framework can provide a management and governance mechanism for facilitating the collaboration and coordination required in a multi-actor network of vertical hierarchies and horizontal relationships. In short, the complexities of multi-organi-

zational or intra-agency efforts demand some degree of integrated governance structures if they are to be successful in orchestrating policies that drive implementation activities.

Ninety APGs covering the FYs 2022-2023 performance period are currently available on [Performance.gov](https://www.performance.gov). Major agencies, in collaboration with OMB, have worked over the past year to deliver on the performance commitments made across a portfolio of 200+ key performance indicators and milestones. Below are some highlights at the one-year implementation mark of September 30, 2022, for the current cycle of 2022-2023 APGs.

- **Department of Commerce (DOC) / Department of Agriculture (USDA).** *Joint Goal* to expand access to affordable, reliable, high-speed broadband internet, with a focus on communities in the greatest need. At the one-year implementation mark (September 30, 2022), the Commerce and Agriculture Departments had worked together to expand affordable and reliable access to high-quality internet service with the potential ability to serve over 347,000 households, including vulnerable communities such as tribal and unserved households, and was on-track to meet their goal of 550,000 by the end of 2023.
- **Department of Energy (DOE) / Department of Transportation (DOT).** *Joint Goal* to complete the critical building blocks needed for the deployment of a national network of electric vehicle (EV) chargers under the Bipartisan Infrastructure Law. At the one-year implementation mark (September 30, 2022), the Energy and Transportation Departments had overseen and assisted with the development and review of State EV Infrastructure Deployment Plans from all 50 states, Puerto Rico, and the District of Columbia. Based on the review and recommendations of the Joint Office of Energy and Transportation, the Federal Highway Administration approved all plans in September 2022, which collectively unlock \$1.5 billion in funding to begin building out convenient, reliable, affordable, and equitable EV charging corridors along over 75,000 miles of the highway system.
- **Department of Housing and Urban Development (HUD).** By September 30, 2023, protect families from lead-based paint and other health hazards by making an additional 20,000 units of at-risk housing healthy and lead-safe for residents. At the one-year implementation mark (September 30, 2022), HUD had successfully made 9,855 housing units healthy and lead-safe, and was on-track to meet its goal of 20,000 units by the end of 2023.
- **Department of Veterans Affairs (VA).** By September 30, 2023, the VA will ensure 90 percent of rural-dwelling veterans are satisfied with their access to healthcare when and where they need it. At the one-year implementation mark (September 30, 2022), the Department had achieved an 87 percent patient satisfaction score regarding access to rural

¹² Agency High Priority Performance Goals were the predecessor to the APG, first established in "Delivering a High Performance Government" in the *Analytical Perspectives* volume of the 2011 Budget (pp 73-90). The policy framework and requirements for High Priority Performance Goals were subsequently codified into statute through enactment of GPRAMA and expanded through OMB guidance via the Federal Performance Framework in OMB Circular A-11, Part 6, [Section 250](#).

¹³ OMB Memorandum M-21-22, Update to Implementation of Performance Management Statutes (Mar. 24, 2021).

health care, and was on-track to meet its goal of 90 percent patient satisfaction levels by the end of 2023.

- **Department of the Interior (DOI).** By September 30, 2023, the Department’s Bureau of Reclamation will facilitate water conservation capacity of 55,236 acre-feet to help reduce the impact of drought. At the one-year implementation mark (September 30, 2022), the Department of the Interior had exceeded their goal to increase water conservation capacity to help achieve a more sustainable water supply and address the impacts of drought in the western United States. In 2022, the Bureau of Reclamation facilitated water conservation capacity of 93,449 acre-feet to help reduce the impact of drought in communities such as Big Bear Valley, Santa Ana Watershed, and the Donna Irrigation District in Southern Texas.
- **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. At the one-year implementation mark (September 30, 2022), NASA had successfully launched, commissioned, and began routine operations of the James Webb Space Telescope, achieving all of Webb’s 2022 APG milestones. As the world’s most powerful space telescope, Webb has already found the most distant objects in the universe, discovered new chemicals in the atmospheres of exoplanets, and begun generating science papers at a rate of three to four a day, fulfilling its aim to prompt the rewriting of textbooks.
- **Office of Personnel Management (OPM).** By September 30, 2023, OPM will help the Bipartisan Infrastructure Law agencies fill 75 percent of surge hiring positions identified in the first quarter of 2022. At the one-year implementation mark (September 30, 2022), OPM had successfully assisted BIL agencies to reach more than 53 percent of their hiring targets and was on track to accomplish its goal by the end of 2023.
- **Small Business Administration (SBA).** By September 30, 2023, the SBA will increase Federal contracting awards to small disadvantaged businesses (SDBs) to 12 percent, promoting diversity, equity, inclusion, and accessibility to help more Americans realize their entrepreneurial dreams while growing the U.S. industrial base. At the one-year implementation mark (September 30, 2022), the SBA had steadily increased the number of disadvantaged small businesses receiving Federal procurement contracts – up from 9 percent in 2017 to 11 percent in 2021, representing nearly 5,000 certified 8(a) firms as of 2021.

The SBA goal team was on track to reach its target of 12 percent by the end of 2023.

Facilitating Interagency Collaboration and Advancing Government-wide Management Priorities through the President’s Management Agenda (PMA)

The *President’s Management Agenda (PMA)* lays out a long-term vision for improving the Federal Government’s ability to deliver agency mission outcomes, provide excellent service, and effectively steward taxpayer dollars. Under the leadership and direction of *Priority Area Leaders*, each priority area of the PMA is advanced through Strategies supported by Strategy Leads who oversee the development and execution of more defined goals organized into a select number of CAP Goals. Focused on implementation, defining metrics and milestones, and piloting innovative approaches to address stated goals, interagency teams work collaboratively with interagency forums, including the President’s Management Council (PMC), executive management councils, and communities of practice, to ensure that collaborative, values-driven approaches developed through the PMA create lasting change.

Long-term in nature and designed to drive the cross-Government collaboration needed to tackle management challenges affecting multiple agencies, the Administration leverages the CAP Goals as a mechanism to coordinate and publicly track implementation of PMA priorities and strategies across Federal agencies—with teams reporting on progress quarterly through public updates to Performance.gov to foster accountability and build public trust. This system-wide focus affords opportunities to identify issues early, resolve conflicts across discrete lines of effort, and provide the training and guidance needed for agency practitioners while incorporating data-management and evidence-building strategies, along with other capacity-building strategies to advance the Administration’s management priorities.

Updates and accomplishments to date across the PMA’s three Priority Areas are provided on [Performance.gov](https://www.performance.gov). A more in-depth discussion of Priority Area two—*Delivering Excellent, Equitable, and Secure Federal Services and Customer Experience*—follows in the Section below.

Improving Government Through Delivery of Secure Federal Services and Excellent Customer Experience

Federal services have not always been designed with the public’s needs and priorities in mind, nor have these services always kept up with these needs. Poorly designed, out of date, and inequitable Government services are a cost to the Nation; it can mean that veterans don’t get benefits they have earned, small business owners cannot access financing to grow their businesses, new mothers and infants lack critical nutrition supports, and disaster survivors face mountains of paperwork to rebuild their homes.

Just over one year ago, in December 2021, the President signed [Executive Order 14058](#), “[Transforming Federal Customer Experience and Service Delivery to Rebuild Trust in Government](#),” directing a whole-of-Government effort to design and operate an equitable, effective, and accountable Government that delivers results for all Americans. Since then, more than 17 Federal agencies have taken actions to deliver customer experiences that are more simple, seamless, and secure. The President’s 2024 Budget includes more than \$510 million to strengthen activities focused on modernizing programs, reducing administrative burdens, and piloting new online tools and technologies. Importantly, the Budget targets efforts on deepening the expertise, capacity, and capabilities that Federal agencies need to meaningfully engage and better serve their customers—the American people.

The President’s 2024 Budget directs funding for customer experience, including service design efforts and digital service delivery improvements, at all 17 Federal agencies that maintain the 35 High Impact Service Providers (HISPs) designated by OMB. These efforts are a continuation of Executive Order 14058 commitments, cross-agency life experience work, and core customer experience (CX) management activities as directed in OMB Circular A-11, Section 280. Specifically, the Budget supports the expansion or creation of customer experience offices at nine Federal agencies. The Departments of Homeland Security, Labor, and Interior, with four HISPs each, will establish Department-level customer experience offices to develop enterprise strategies to support customer experience performance. New CX teams at the Social Security Administration, Small Business Administration, Census Bureau, and Department of the Treasury are also supported in the President’s Budget request. The Budget makes additional investments in existing CX teams at the Departments of Agriculture and Veterans Affairs. The Budget will also support more than 120 new full-time equivalent (FTEs) individuals with customer experience and digital product training, skills, and experience. This talent can lead customer experience activities across Federal agencies, including engaging and learning from customers, mapping customer journeys, identifying pain points, analyzing customer feedback, and prototyping and testing service improvements.

The Federal Government interacts with millions of people each day and provides vital services during some of the most critical moments in people’s lives. Whether searching for vaccine safety information when a child is born, claiming retirement benefits, or rebuilding after a hurricane, Americans expect Government services to be responsive to their needs. But too often, people have to navigate a tangled web of Government websites, offices, and phone numbers to access the services they depend on. The “life experience” organizing framework requires a new model of the Federal delivery system working together—within agencies, across agencies, even across levels of Government—driven by customer (human-centered design) research, rather than within bureaucratic

silos, to solve problems. Multiple agencies often serve the same customer in the same moment; for instance, the Transition Assistance Program for service members is administered by multiple agencies, as are multiple Disaster assistance programs that individuals may be navigating at the same time. For the first time, more than \$75 million is dedicated towards interagency life experience work to enable more efficient administration of Federally-funded benefits programs, improve the journey of disaster survivors accessing Federal assistance, and streamline the Medicare enrollment process for seniors. At least 10 Federal agencies will play a role in implementing these multi-agency projects.

The President’s 2024 Budget funds the development of enterprise Voice of Customer platforms at seven Federal agencies, building on the existing efforts of individual HISPs. Further investment in enterprise Voice of Customer platforms will allow Federal agencies to develop the in-house capacity to engage customers at the point of service, reaching a broad range of community voices so that agencies may consider a variety of customer perspectives and experiences in developing their customer experience strategies. For example, the Office of Federal Student Aid will leverage more robust Voice of Customer tools to better understand the needs of students, parents, and borrowers across the phases of loan management, from application through to repayment.

The President’s 2024 Budget facilitates an additional \$13 million for six Federal agencies to work directly with GSA’s Technology Transformation Services (TTS) for priority projects identified through CX Action Plans. Agencies and GSA can strategically deploy talent through teams such as the Digital Corps Fellows, Presidential Innovation Fellows, Centers of Excellence, and 18F. For example, the Department of the Interior is provided \$2.5 million to secure product management and develop talent to support efforts such as the Fish and Wildlife Services’ digital permitting activities, and online management of Individual Indian Money accounts.

The Administration understands that regardless of their age, location, digital savvy, disability, education, or English proficiency, the American people deserve a Government that understands who they are, what they need, and how best to deliver for them. Whether during a pivotal life experience such as retiring, or a routine interaction to renew a passport, the Government must build its understanding of its customers and involve them—the people they serve—to improve benefits, services, and programs and enable the Government to deliver for all Americans. The President’s 2024 Budget makes historic investments in building the capacity of Government to deliver the 21st Century services Americans expect and deserve. Efforts supported in the 2024 Budget will lay the foundation to improve interactions with Government, rebuilding trust, ensuring no one is left behind, and inspiring others to join the Government in serving future generations of Americans.

Coordinating the Federal Interagency Permitting Process to Deliver Federal Infrastructure Projects On Time, On Task, and On Budget

With the passage of the Bipartisan Infrastructure Law and the Inflation Reduction Act of 2022, the United States is making a once-in-a-generation investment in America's infrastructure, communities, and competitiveness that will create good-paying union jobs, grow the economy, and combat climate change. Long overdue improvements to the Nation's ports, airports, rail, and roads will help ease inflationary pressures, create conditions for businesses to thrive, and strengthen supply chains—which will ultimately lower costs for families. Building new clean energy generation and transmission projects will improve access to affordable clean energy that powers homes and businesses at lower costs. Responsible and sustainable domestic sourcing of critical minerals and materials will power the clean energy economy and reduce reliance on unreliable foreign supply chains. And delivering clean residential water supplies, high-speed internet, healthy forests and open space to all Americans, especially those historically underserved, is critical to make the Nation stronger.

To make the most of these historic investments and ensure the timely and sound delivery of critical infrastructure projects, the Administration released the *Permitting Action Plan* in May 2022 to strengthen and accelerate Federal environmental review and permitting and ensure processes are effective, efficient, timely, and transparent, guided by the best available science to promote positive environmental and community outcomes, and shaped by early and meaningful public engagement. The *Permitting Action Plan* and *M-23-14 implementation guidance* directs agencies to accelerate smart permitting through early cross-agency coordination; establish clear timeline goals and track key project information; engage in early and meaningful outreach and communication with States, Tribal Nations, territories, and local communities; improve agency responsiveness, technical assistance and support; and use resources and the environmental review process to improve impact.

The interagency Federal Permitting Improvement Steering Council is also leveraging its expanded authorities under the Bipartisan Infrastructure Law to work with agencies and sponsors of infrastructure projects to identify and resolve key issues that cause project review delays, bottlenecks, redundancies, and inefficiencies, improve coordination among agencies, help avoid and resolve potential conflicts, identify and share best practices, and accelerate information sharing and troubleshooting. The Administration has also convened sector-specific teams of experts that are advancing the responsible build-out and modernization of U.S. infrastructure by facilitating inter-agency coordination on siting, permitting, supply chain, and related issues. Federal agencies are also utilizing the *Federal Permitting Dashboard* to increase transparency and accountability by tracking key project information, including timetables and milestones, for infrastructure projects.

Taken together, these actions are helping to strengthen supply chains, lower costs for families, grow the clean energy economy, revitalize communities across the Nation, support good-paying jobs, and accelerate and deliver infrastructure investments on time, on task, and on budget without unnecessary bureaucratic delay.

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, the Congress, delivery partners, agency employees, and other stakeholders. First established in 2010, *Performance.gov* continues to offer an online window to Federal performance management efforts, helping to improve accountability by providing one centralized reporting location to find information on agency goals, and regular progress updates towards achieving APGs and and CAP Goals which are being used to implement and drive progress on the President's Management Agenda.

The 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 continue to make agency performance information more discoverable. For example, with the release of the President's 2023 Budget last year, Agency Strategic Goals and Strategic Objectives are now posted to the site, making this information more easily viewable and accessible for users. Presented on *Performance.gov*, Strategic Objectives represent, in the aggregate, the 'bottom-line' the Federal Government is managing towards. More recently, in September 2022 a new feature was added to the site that allows visitors to explore Strategic Objectives and Priority Goals not just by agency, but by 'policy theme'. The ability to explore goals and objectives by policy themes that are reflective of the outcomes to be achieved illustrates a continued effort to forge greater collaboration in policy areas that cut across agency's organizational boundaries, where goal outcomes are shared. Offering increased transparency into strategic objectives both by agency and by policy theme 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. And it builds a more coherent picture of outcomes that spans the organizational boundaries of Federal agencies by introducing the ability to focus on both shared, common outcomes to be delivered, as well as the agency responsible for driving progress on those outcomes. Users can explore the Federal Government's strategic priorities using this feature on [performance.gov/explore/goals](https://www.performance.gov/explore/goals).

Chart 11-4. 2022 FEVS Results for Item 37, My Organization is Successful at Accomplishing its Mission.

Item	2018	2019	2020	2021	2022
37. My organization is successful at accomplishing its mission.	77	77	81	80	78

Through these enhancements to date, along with other planned 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 complementary site, [Evaluation.gov](https://www.evaluation.gov), offers a comprehensive view of agency evidence-building plans and associated program evaluation activities and resources.

Framework for Measuring, Monitoring, and Assessing the Organizational Health and Organizational Performance of Federal Agencies in a Changing Work Environment

Agencies must base decisions about their work environments on how they can most effectively achieve their respective missions while strengthening their organizations to be resilient for the future, especially relating to the delivery of Federal services and programs for the people and communities they serve. Now – and over the next year and beyond – agencies are working to expand their existing management routines to incorporate more coordinated considerations and indicators of ‘organizational health’ and ‘organizational performance’ in order to better monitor progress and diagnose issues related to both, and collectively drive performance results in support of their missions. These efforts are shaped by the need to ensure that agency decisions regarding work environments are based on continual improvement of organizational health and organizational performance.

This initiative builds on principles previously set forth by OMB, OPM, and the General Services Administration (GSA) in [OMB Memorandum M-21-25, Integrating Planning for A Safe Increased Return of Federal Employees and Contractors to Physical Workplaces with Post-Reentry Personnel Policies and Work Environment](#) (June 10, 2021), which directed agencies to rely on evidence when making decisions about agency work environments. It also introduces and identifies key definitional concepts that are essential to effective implementation across the Federal Government.¹⁴

¹⁴ **Organizational Health** is defined as the ability (including dimensions such as resilience, capability, and capacity) of an organization to collectively drive performance results in support of its mission, deliver programs and services, and meet stakeholder needs and priorities on an ongoing basis.

A major focus of efforts in implementing this initiative will be to build the management mechanisms by which agencies can access the tools and evidence needed to facilitate the development of ‘Organizational Health and Organizational Performance Frameworks.’ In collaboration with GSA and OPM, OMB will be establishing a Community of Practice for Organizational Health and Organizational Performance, inviting participation from officials within the major operating units at agency bureaus and components to share available, existing evidence as well as new, emerging evidence and leading practices related to establishing routines and indicators for measuring, monitoring, and improving organizational health and organizational performance.

Conclusion

The Federal Performance Framework provides the foundation of routines and practices by which management functions and skillsets supporting decision-making capabilities can be coordinated—in concert together—as part of an integrated, synchronized management system at the enterprise level for improving the organizational performance and service delivery of Federal agencies. This Chapter has offered descriptive insight into that Framework, illustrating progress that has been achieved in both its evolution and application by Federal agencies. Each year, Federal employees completing the Federal

Organizational Performance is defined as the effectiveness to date of an organization in delivering mission-aligned results. Such effectiveness and results can be influenced by a range of factors or dimensions, both internal and external to the organization, which themselves can be measured through an array of indicators and evidence.

Work Environment is defined as the combination of: personnel policies; talent and workforce performance management strategies; workforce capacity, workloads, and work schedules; design of workspaces and workplaces; supportive and assistive technology tools for individual and collaborative work; and integration of diversity, equity, inclusion, and accessibility (DEIA) principles across management practices and processes. Among other factors (e.g., resource allocation, workforce availability, policy or statutory constraints), work environments can impact organizational health and, in turn, performance.

Organizational Health and Organizational Performance Framework is defined as a set of validated indicators that can be routinely measured, tracked, and assessed, with which an organization’s senior leadership, managers, front-line supervisors, workforce, and stakeholders can monitor the organization’s effectiveness and ability (including resilience, capability, and capacity) to perform and adapt. An effective organizational health and organizational performance framework can inform agency decisions regarding a variety of factors, including empowering agency leaders and managers to make, monitor, and assess changes in the organization’s work environment.

Employee Viewpoint Survey (FEVS) are asked whether their agency is successful at accomplishing its mission. Their responses help OMB gauge how well the Federal Performance Framework is working to enable mission achievement at agencies. The results displayed in Chart 11–4 from the 2022 FEVS show that, across agencies, a large percentage of employees consistently report that they “Strongly Agree or Agree” that their organization successfully accomplishes its mission.¹⁵

The Administration’s actions and efforts reflect a concerted, coordinated management approach to achieving the outcomes 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. 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 organizational performance management and capitalize on these promising performance tailwinds. Specifically, expanding and developing routines around ‘organizational health’ and ‘organizational performance’ at bureaus and components will help provide Federal leaders and managers with a process that improves accountability within the organizational units of each agency. Developing ‘Organizational Health and Organizational Performance Frameworks’ within agencies and generating an evidence-base that establishes relationships among work environments, organizational health, and organizational performance will equip agency leadership with the tools they need to support decisions regarding work environments while continually improving delivery on agency missions that provides results to the American people.

¹⁵ U.S. Office of Personnel Management (OPM), (2022). [Federal Employee Viewpoint Survey Results: Governmentwide Management Report](#).

