MANAGEMENT PRIORITIES

12. DELIVERING A HIGH-PERFORMANCE GOVERNMENT

Introduction

The American people deserve a high-performing, effective Government—one that sets and meets ambitious goals for protecting individuals and communities, modernizes infrastructure and services, invests in children, and takes care of the most vulnerable. And 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** ("*the Framework*")[1]—a system of management routines that are focused on defining mission success, engaging senior leaders to review progress using the best available data and evidence, and reporting results transparently to the public.

Since taking office, the Administration has been committed to using the Framework—originally authorized by Congress in 1993 with the Government Performance and Results Act of 1993 (GPRA; Public Law 103-62), and updated in 2010 with the GPRA Modernization Act of 2010 (GPRAMA; Public Law 111-352)—to improve 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 are continuing to apply and mature these performance management practices and routines, shifting 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, operating concurrently and in coordination with one another to help ensure that agencies' organizational goals and objectives are resourced efficiently, effectively, and with accountability.

This Chapter offers an annual review of the Framework's approach to organizational health and organizational performance management, and its application to date by the Administration to improve outcomes and deliver a high-performance Government. Actions by the Administration and investments supported by the President's 2025 Budget to advance the Framework are detailed, including a section summarizing insights and themes from the work by Federal agencies to implement frameworks and routines for measuring, monitoring, and assessing organizational health and organizational performance in the context of evolving Agency work environments.[2]

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[1] *OMB Circular A-11, Part 6 – The Federal Performance Framework for Improving Program and Service Delivery.*

[2] *OMB Memorandum M-23-15, Measuring, Monitoring, and Improving Organizational Health and Organizational Performance in the Context of Evolving Agency Work Environments.*

THE FEDERAL PERFORMANCE FRAMEWORK: HARDWIRING A FOCUS ON RESULTS AND IMPLEMENTATION

Overview of the Framework

At its core, the 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. Originally seeking to apply leading organizational management practices from the private sector to Government, the Framework's foundations are grounded in the GPRAMA, updating and modernizing the original 1993 GPRA while incorporating lessons learned from public and private sector management practices after over three decades of implementation.

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; created and clarified roles and responsibilities including that of Agency Chief Operating Officer (COO), Performance Improvement Officer (PIO), and Goal Leader; aligned strategic planning with presidential election cycles; emphasized the use of performance information and evidence for decision-making by agency leadership while seeking to minimize reporting and compliance burdens; and established a formal body chaired by the Office of Management and Budget (OMB) and comprised of the PIOs from major Federal agencies to support cross-agency collaboration and best practice sharing.

Chart 12-1. Policy Framework: Federal Performance Management Cycle
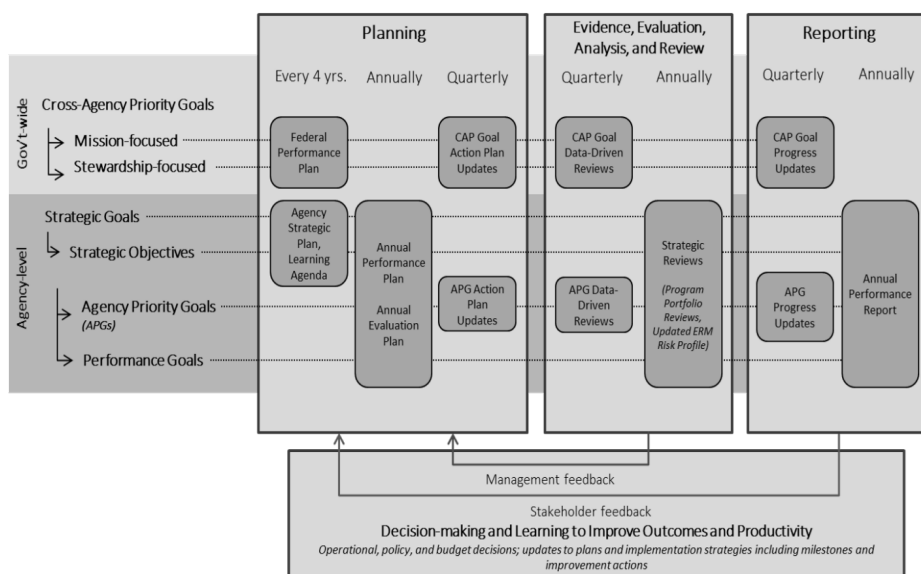
Key Principles and Practices

The Federal Performance Framework provides the foundation of organizational routines for the coordination and integration of various analytical management skillsets and decision-support capabilities to work in concert to improve agency performance and program service delivery. This approach rests on the following proven practices and principles:

- engaging leaders;
- defining mission success through strategic planning and priority goal setting;
- routines of regular, recurring data-driven performance reviews that incorporate a broad range of qualitative and quantitative inputs and evidence;
- expanding impact through strategic planning and strategic reviews;
- strengthening agency management capabilities, capacity, collaboration and integration; and
- communicating performance results and information effectively.

Federal Performance Management Cycle

The Framework's major provisions create a cycle of performance management routines that govern organizational 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. See Chart 12-1. Importantly, its con-struction 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 Agency Priority Goals (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 fiscal year 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 Agency Strategic Plan with shorter and intermediate-term operational planning horizons 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 deliver on their missions.

Since GPRAMA's enactment in 2010, the 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. Such flexibility embedded into the Framework's design enables the mutability needed to support shifts in both approach and emphasis in order to meet the organizational and management needs of chang-

ing internal or external environments and priorities of leadership. Notably, in 2023 concepts of organizational health were introduced to be considered in concert with the organizational performance of Federal agencies as articulated in OMB Memorandum M-23-15. The integration of organizational health strengthened the Framework by establishing a set of metrics and routines that acknowledges the interconnectedness of, and relationships across, the organizational dimensions of health, performance, and work environments while helping facilitate manage-ment actions and responses that can position Federal agencies to build the resilience, capacity, and capabilities they need to meet the demands of dynamic operating environments.[3]

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[3] See the "Delivering a High-Performance Government" chapter of the 2024 *Analytical Perspectives* volume of the President's Budget for a more detailed discussion on the Framework's evolution to date, evidence in support of the Framework's organizational practices, as well as inherent challenges associated with the Framework—some of which are common to implementing any system for organizational performance management across complex organizations.

DEFINING SUCCESS THROUGH ROUTINES OF ORGANIZATIONAL GOAL SETTING AND DATA-DRIVEN PERFORMANCE REVIEWS TO DRIVE RESULTS IN EXECUTION

Routines of Strategic Planning and Priority Goal Setting

Strategic planning and Priority Goal setting are common tools that were designed to set and communicate the direction of an organization. The Agency Strategic Plan defines the agency mission, long-term strategic goals and objectives, strategies planned to achieve those goals and objectives, 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 Presidential term, and 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 a new 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, each new administration can benefit from the deliberateness of sound planning, resourcing and stakeholder communication that will be needed to drive effectiveness in the multi-year execution efforts to follow.

Agency Priority Goals (APGs) complement agencies' strategic planning activities. They reflect Administration-aligned agency commitments in near-term, performance improvement outcomes while advancing progress towards longer-term, outcome-focused strategic goals and objectives within each agency's four-year Strategic Plan. Agency heads establish these implementation-focused priority goals every two years and use clearly identified Goal Leaders, Deputy Goal Leaders, and quarterly metrics and milestones to manage progress. Agency Deputy Secretaries (or equivalent), in their role as COO, lead quarterly data-driven performance reviews to overcome barriers and accelerate performance results.

Routines of 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 with regular reviews provides a mechanism for agency leaders to review the organization's performance and bring together the peo-ple, resources, and analysis needed to drive progress on agency priorities of both mission-focused and management goals. Frequent, data-driven performance reviews 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 (Evidence Act; Public Law 115-435) reinforce this same culture of learning and improvement that is cultivated by the data-driven performance review.

It is the Framework's application of data-driven performance review routines, and the use of performance information and evidence, that underscores the Federal Government's fundamental approach to monitoring, assessing, and driving improvements to agency organizational health and organizational performance. At the Departmental-level, the two primary routines of frequent, data-driven performance reviews at the core of the Framework are:

- the quarterly, data-driven performance review of APGs and other organizational priorities to drive progress toward achieving agency goals; and

- the annual, data-driven strategic review of agency strategic objectives to inform decision-making, budget formulation, and near-term agency actions, as well as preparation of the annual APP and APR.

The following sub-sections detail efforts over the past year on the part of Federal agencies in applying these key organizational routines and practices to drive performance and management improvements towards tangible outcomes for the American public.

APGs: Retrospective on the 2022-2023 Cycle

Over the past two years, Federal agencies used the routines of their quarterly, data-driven performance reviews to achieve a broad array of performance improvements and outcomes across a portfolio of 90 APGs that spanned over 200 key indicators and milestones covering the fiscal years 2022-2023 APG cycle. First announced in March

2022, concurrent with the President's 2023 Budget, agencies' priority goal setting efforts reflected alignment of both strategic objectives and the Administration's policy priorities. These priorities included, in particular, continued agency work to meet the health, welfare, and economic challenges of the COVID-19 pandemic, advance equity, and address climate change. Joint APGs were also encouraged in areas where programs from multiple agencies must work together to achieve a common outcome. Setting joint priority goals served as a policy response designed 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. Using the routines and structure of the Framework provided agencies with a management and governance mechanism for facilitating the collaboration and coordination required to drive successful implementation.

With the performance period for the 2022-2023 APGs ending on September 30, 2023, over 80 percent of the 2022-2023 APG goal teams either achieved their stated performance objectives or realized performance improvements above prior year baseline levels, as they advanced near-term outcomes across key Administration priorities. Below is a sampling of more specific performance improvements and accomplishments achieved by APG goal teams during the ***2022-2023 APG cycle.***

- To *complete the critical building blocks needed for the deployment of a national network of electric vehicle (EV) chargers under the IIJA*, the Departments of Energy (DOE) and Transportation (DOT) joint APG goal team oversaw and assisted with the development and review of 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 unlocked $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. Moreover, the joint APG goal team exceeded its performance goal target of increasing the number of public EV charging ports to 160,000 by the end of calendar year 2023.

- To *ensure all Americans have access to high-speed, affordable, and reliable broadband*, with a focus on communities in the greatest need, the Departments of Agriculture (USDA) and Commerce (DOC) partnered together on a joint goal to fund projects that when implemented, will provide broadband to at least 550,000 additional households. Achieving over 98 percent of the goal's 550,000 households mark, the team's efforts made significant progress towards the joint goal, an ambitious target established at the start of the performance period. With these efforts, more American households have access to high-speed internet enabling them to do their jobs,

participate equally in school learning, access health care, and stay connected.

- To make progress in *phasing down the production and consumption of hydrofluorocarbons (HFCs)—* potent greenhouse gases many of which have global warming potentials hundreds to thousands of times that of carbon dioxide—the Environmental Protection Agency (EPA) reached their performance goal of reducing the annual consumption of HFCs by 10 percent below baseline levels of 303.9 million metric tons of carbon dioxide equivalent (MMTCO2e). At the end of the goal period, the EPA estimated it will have achieved an HFCs consumption level of 253.4 MMTCO2e within the United States.

- To *strengthen Federal cybersecurity*, the Cybersecurity and Infrastructure Security Agency (CISA) at the Department of Homeland Security's (DHS) worked with Federal agencies to bring 84 percent of Federal agencies under *Binding Operational Directive 22-01's* (Reducing the Significant Risk of Known Exploited Vulnerabilities) requirements for using automated reporting of Continuous Diagnostics and Mitigation data—exceeding the agency's targeted level of performance by 34 percent. Defined in 44 U.S.C. 3552, binding operational directives are compulsory directions to Federal agencies and Executive Branch departments for purposes of safeguarding Federal information and information systems. Binding Operation Directive 22-01 established a CISA-managed catalog of known exploited vulnerabilities that carry significant risk to the Federal enterprise, and put in place requirements for agencies to remediate any such vulnerabilities included in the catalog. Such centralized reporting provides CISA with increased visibility at the Federal Enterprise Level, identifying cross-agency threats and vulnerabilities in order to take action to safeguard systems.

- To enable the *study of every phase in the history of our universe*, ranging from the first luminous glows after the Big Bang, to the formation of other stellar systems capable of supporting life on planets like Earth, to the evolution of our own solar system, the National Aeronautics and Space Administration (NASA) successfully commissioned the James Webb Space Telescope, the most powerful and complex space telescope ever built, and began Webb's second year of science observations.

- To support the *critical and urgent recruitment and hiring needs across Government* to effectively implement the Infrastructure Investment and Jobs Act (IIJA; Public Law 117-58), the Office of Personnel Management (OPM) exceeded its goal of helping agencies fill over 75 percent of IIJA-surge hiring positions, surpassing its IIJA-related hiring goals of 5,800 positions. These efforts supported hiring in mission-critical areas that ranged from engineers and scientists, to information technology and human

resources specialists, construction management, and project management.

- To *reduce disparities in attainment of high-quality degrees and credentials*, the Department of Education (ED) saw notable performance improvement towards an ambitious goal of increasing the number and diversity of higher education grant applicants from community colleges, Historically Black Colleges and Universities, Tribally Controlled Colleges and Universities, and Minority Serving Institutions. While the goal team fell just short of their aspirational goal of a five percent increase, this measure continues as a key performance indicator in the Department's Strategic Plan to drive ongoing management actions, assessments, and monitoring.

APGs: Prospective on the 2024-2025 Cycle

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. On the heels of the 2022-2023 APG cycle, agencies in December 2023 established 79 new, two-year performance commitments to be achieved during the fiscal year 2024-2025 cycle that started on October 1, 2023. Several cross-cutting themes are reflected in the 2024-2025 portfolio, representative of both the role and purpose of priority goal setting routines within the Framework.

- **Continuation of goal areas with more ambitious performance improvement gains.** Over two thirds of APGs continue implementation of priorities from the 2022-2023 cycle where the goal remains a priority policy area to the agency head, agency leadership, and the Administration. For example, the Department of Labor continues its efforts focused on *Strengthening America's Safety Net for Workers,* to increase intrastate first payments of unemployment benefits made within 21 days by at least 10 percent (relative to the 2023 level), towards the regulatory target of 87 percent. The National Science Foundation (NSF) is continuing to *Improve Representation in the Scientific Enterprise* by making changes that will lead to an increase in proposal submissions led by individuals from underrepresented groups and from underserved communities at emerging research institutions. And the Department of the Interior (DOI) is continuing its work to *Improve Tribal Land into Trust Processing*, seeking to reduce the average time of processing land into trust applications from 779 days to 650 days by September 30, 2025. Efforts by the agency and goal team build on progress made in recent years to support both the principles and the guidelines established in the Indian Reorganization Act, and reaffirmed in the Indian Self-Determination and Education Assistance Act.

- **Deliver on Recent Legislative Accomplishments.** Agencies aligned their 2024-2025 APG setting efforts to complement and support the implementation of major legislative accomplishments of the Administration—from delivering tangible, programmatic impacts in areas supported by the IIJA and Public Law 117-167, commonly referred to as the CHIPS and Science Act of 2022 (CHIPS Act), to Public Law 117-169, commonly referred to as the Inflation Reduction Act of 2022 (IRA). For example, USDA and DOC are continuing their collaboration on their joint goal to expand access to high-speed broadband for more Americans, setting an ever-more ambitious goal to fund projects that, when completed, will provide more than six million households and other locations with *reliable and affordable access to high-quality internet service* by September 30, 2025 – a major initiative of the IIJA. The DOC has also set a goal to advance U.S. national security and economic competitiveness by *building domestic semiconductor manufacturing capacity* through investing in the development of a range of semiconductor facilities and upstream suppliers, implementing parts of the CHIPS Act.

- **Align with Administration Priority Policy Areas.** APGs are supporting implementation of IIJA, CHIPS Act, and IRA programs while also advancing or aligning to other priority policy areas of the Administration. New APGs from the Departments of Veterans Affairs (VA) and Housing and Urban Development (HUD) will advance complementary efforts to tackle aspects of homelessness in America. By September 30, 2025, HUD seeks to *make homelessness rare, brief, and non-recurring* by reducing the number of people experiencing unsheltered homelessness by seven percent, as measured in the January 2025 Point-in-Time count, while actions by the VA *aim to place at least 76,000 unique Veterans into permanent housing and ensure that at least 90 percent of at-risk Veterans are prevented from becoming homeless*. The Department of Health and Human Services (HHS) commits to improve health outcomes for those affected by behavioral health conditions through increasing access to and utilization of critical prevention, crisis intervention, treatment, and recovery services. By September 30, 2025, HHS will *reduce emergency department visits for acute alcohol use, mental health conditions, suicide attempts, and drug overdose by 10 percent*, compared to the 2023 levels.

- **Tool for Advancing "Joint Agency" Implementation Efforts.** Agencies again established APGs in areas where inter-agency coordination and collaboration is needed to achieve the end result, leveraging the benefits of shared strategy development and implementation in order to strengthen their ability to deliver on desired outcomes. For example, DOE and DOT are again partnering on their joint APG *to deploy electric vehicle (EV) charging infrastructure under the IIJA towards a national network of at least 500,000 EV-chargers by 2030 so that everyone can ride and drive electric*. And continuing a trend that dates back several APG cycles, the Department

of State (State) and the U.S. Agency for International Development (USAID) have designated several joint APGs, including efforts to *achieve and sustain control of the HIV epidemic and end HIV/AIDS as a public health threat*, and *combat global climate change by advancing climate resilient, net-zero emissions development globally*.

- **Advance President Management Agenda (PMA) Priorities.** APGs are being used to accelerate progress on delivering tangible impacts that advance commitments in support of the PMA. For example, aligned to PMA Priority Area 1, *Strengthening and Empowering the Federal Workforce*, the Department of Defense (DOD) is using the APG structure to organize its efforts to *improve recruitment and retention of its civilian workforce and shape an appropriately skilled and ready workforce* for the future, in addition to other contributions. And aligned to PMA Priority Area 2, *Delivering Excellent, Equitable, and Secure Federal Services and Customer Experience*, HHS has developed a Department-wide APG wherein *every operating division within HHS will pursue substantial projects to improve services to the American people*, from streamlining grant applications and overhauling public communications tools to building foundational capacity through training, customer identification, journey mapping, and sharing leading practices on the use of performance data and evidence to make decisions. DHS has also established an APG to *advance customer experience efforts within the Transportation Security Administration*, one of the Department's designated High-Impact Service Providers.

Common across these themes and the portfolio of priority goal setting efforts is a continued, concerted emphasis on evidence to develop sound theories of change for what success looks like, along with valid performance measures and milestones that comprise the more detailed implementation action plans and strategies to achieve those goals. From using evidence that supports scaling-up an intervention, a suite of interventions that are likely to advance outcomes, or where the use of selected measures is grounded in an evidence-based theory of change, the Administration is pushing agencies and goal teams to use a portfolio of evidence and tools in their implementation action plans to help them accomplish their goals. As the performance period of the 2024-2025 APG cycle advances, progress towards these goals is available on Performance. gov—with data and progress reported publicly each quarter.

2023 Strategic Reviews: Policy and Focus

Agencies' annual, internal strategic reviews provide a critical organizational learning opportunity for agency management on the implementation of programs supporting strategic objectives. Following agencies' internal assessments, OMB convenes Strategic Review Meetings that provide a forum for agency leadership and OMB to discuss, using evidence, progress in the implementation of

Agency Strategic Plans 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.

Building on the 2022 Strategic Reviews—which represented the first year of reviews since the establishment of the new strategic goal and objective frameworks, learning agendas, and performance and evaluation plans in March 2022—the 2023 Strategic Review sessions and the processes that drive them continued as key tools to implement Administration priorities and jointly align resources, management activities, and evidence to deliver results for the Nation. Throughout the past summer, OMB met with the leadership of the larger Federal agencies to explore a range of operational, programmatic, and management questions, all with the shared, fundamental charge of delivering on the Government's commitments with accountability to the American people.

- How can the Federal Government better help people calling into the 988 Suicide & Crisis Lifeline connect with trained counselors who can offer immediate assistance?

- How might the Government help address the challenge of teacher shortages across the Nation?

- How can the ManufacturingUSA network increase the competitiveness of U.S. manufacturing via new authorities from the CHIPS Act?

These types of issues were at the forefront of the 2023 Strategic Review meetings to assess progress against agency strategic goals and objectives—the Federal Government's "Bottom Line." Like meetings past, the 2023 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 strategic objectives that would be designated by agencies as either an area of Noteworthy Progress or a Focus Area for Improvement in their Agency Performance Report.[4]

In addition to reviewing progress against strategic objectives, agendas for the 2023 Strategic Review meetings included a limited number of "Deep Dive" topics while implementation of OMB Memorandum M-23-15 also factored prominently, and is discussed more in-depth in the following section. Deep Dive topics focused on one to two substantive policy, management, or evidence-building areas in which collaboration and coordination between OMB and the agency were critical to make meaningful gains. Such cross-agency Deep Dives brought key agency leaders to the meeting table to synthesize the performance data and evidence needed to inform what concrete actions and interventions are necessary to deliver on the outcomes committed to by agency leadership. Moreover,

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

Deep Dive topics not only allowed for more substantive engagement by management officials on big picture outcomes —like more robust behavioral health care access and the barriers that inhibit such access—but the continuity of OMB's engagement across agencies facilitated the surfacing of common themes which demand shared policy solutions across the Federal enterprise.

For example, the 2023 Strategic Reviews connected OMB, OPM, and agency leaders identifying action items on a wide range of human capital issues: from law enforcement hiring at DHS, to talent management within the DOD, and succession planning at the DOE's National Nuclear Security Agency. These routines served to not only sharpen and expedite our delivery of outcomes for Americans, but also helped us maintain a ready and capable Federal enterprise.

Spotlight on the 2023 Strategic Review Meetings: Extending Participation in Data-Driven Reviews to Representatives External to the Organization

Interagency collaboration can be strengthened when an agency expands, where relevant, participation in their data-driven review to representatives that are external to the organization based on shared contributions towards achieving the agency's goals and objectives.

Where a 2023 Strategic Review Deep Dive topic had a nexus to workforce and human capital, the meetings included senior leadership from OPM. This marked a first where representatives from an organization external to the agency and the Executive Office of the President (EOP) participated in the Strategic Review Meetings—a leading practice for using the data-driven review to strengthen interagency collaboration where contributions towards goals and outcomes are shared by more than one agency. This approach to advancing interagency collaboration complements similar efforts that have been applied within the Federal Performance Framework to date, from Cross-Agency Priority (CAP) Goals to joint Priority Goal setting in previous two-year APG cycles.

Based on the experiences of this summer's 2023 Strategic Review meetings, along with other data-driven reviews, the following is a list of criteria and practices developed to help agencies consider when to extend participation in their data-driven review meetings, to include relevant representatives external to the organization.

- **Clear Value-Proposition.** Certain programmatic policy areas or priorities may be strengthened through shared strategy development, implementation, or problem-solving that require collaboration and coordination across multiple agencies to achieve a common outcome. Agencies should consider extending participation in their data-driven reviews in such instances where a strong, clear value-proposition exists.

- **Policy and Management Alignment.** Agencies should consider extending participation in their data-driven reviews to achieve policy and management alignment, leveraging complementary or shared authorities, roles, expertise, and resources

from the relevant external organization. Expanding participation allows the agency to better apply the expertise of the relevant external organization to the specific context or circumstances that may be impeding achievement of an agency goal or accelerate progress.

- **Roles and Responsibilities.** When external representatives will participate in the data-driven review, staff responsible for organizing the review should ensure that participants' roles and responsibilities are identified and agreed to in advance of the meeting's discussion.

- **Accessing Common or Shared Data.** Access to relevant agency data on the goals, areas, or topics to be discussed in the data-driven review meeting is critical to ensuring all participants can effectively contribute to the meeting discussion. When external representatives will participate in the data-driven review, providing access to common or shared IT infrastructure and data collection systems in advance of the meeting will help ensure representatives external to the organization are appropriately staffed, informed, and prepared to substantively engage during the data-driven review.

- **Pre-Meeting Management and Staffing: Preparation, Planning, and Communication.** Introducing the participation of representatives external to the organization increase the coordination and touch-points needed for a successful data-driven review. Staff planning, preparation, and communication leading up to the data-driven amongst identified points of contacts from participating organizations is critical to help ensure an effective meeting discussion. For example, clear communications that include staff from all organizations will ensure common understanding on relevant details of the meeting (i.e., meeting purpose, intent, desired outcomes, time, location, and attendees). Preparing and sharing read-ahead materials and analysis will also help meeting principals and senior leaders involved understand the complexity of the topics and issue(s) at hand, facilitating their substantive engagement during the meeting to enable joint problem solving.

- **Actioning Post-Meeting Follow-ups.** Assign a meeting participant(s) to take notes during the data-driven review meeting, documenting any agreed-upon action items that are identified during the review to guide post-meeting follow-on efforts. Dissemination of follow-on actions to meeting participants offers a guide for structuring the coordination and collaboration needed across organizations to drive progress on performance improvement, and overcome performance or other management barriers moving forward.

All effective organizations require a set of management routines to assess their performance and remain accountable to meeting the outcomes and deliverables promised

to their stakeholders. The Framework's Strategic Review process applies a leading organizational management practice of high-performing private and public sector organizations to do just that, but with a "Bottom Line" that ranges from being able to support veteran mental health, to expanding broadband access for every American. Over the course of the past year, agencies applied routines of data-driven performance reviews to make measurable progress, and report on, their strategic goals and objectives. They also provided the Administration with a key management mechanism for reviewing the organizational health and organizational performance frameworks and approaches that enable agencies' continued ability to deliver on their statutory missions, to which the discussion in this chapter now turns.

IMPLEMENTING FRAMEWORKS AND ROUTINES FOR MEASURING, MONITORING, AND ASSESSING ORGANIZATIONAL HEALTH AND ORGANIZATIONAL PERFORMANCE

Establishing a Consistent Approach and Vocabulary

OMB Memorandum M-23-15, outlined new guidance to help ensure that agency decisions regarding their work environments are aimed to continually improve their organization's health and organizational performance. It established a common and consistent approach for heads of Federal Departments and agencies to regularly take stock of the organizational health and organizational performance of operating units (with particular focus at the component-level), and use those insights to make decisions on agency work environments. The policies and guidance outlined in OMB Memorandum M-23-15 reinforced that organizational health and organizational performance should be the foundation for an agency's operational decisions—ensuring managers and leaders alike give close attention to strong, sustainable organizational health and culture over time, while also applying lessons learned and evidence to sustain high-performing, innovative organizations. To that end, OMB Memorandum M-23-15 directed agencies to:

- make updates to Work Environment plans based on previously-submitted agency reentry plans to reflect their post-pandemic posture;

- establish organizational routines at the major operating unit level of agencies to assess and implement these workplace policy changes on an ongoing basis; and

- identify a more coordinated and integrated set of indicators to measure, monitor, and improve organizational health and organizational performance, and that could serve as the evidence-base for decisions.

OMB Memorandum M-23-15 also advanced a common vernacular—defining and articulating concepts of organizational health, organizational performance, work environment, and their corresponding frameworks which sit at the intersection of this integrated approach to enable the identification and assessment of relationships across these organizational dimensions of Federal agencies to inform decision-making. Its guidance was incorporated into the Framework as part of this past summer's 2023 revision and update to Part 6 of OMB Circular A-11. By strengthening the institutionalization of these policies and approach into agencies core management frameworks, practices and operations, the Administration continues to make strides that better position Federal agencies to be resilient for the future to deliver Federal services and programs for the people and communities we serve.

The remainder of this section provides an overview of the actions and efforts taken by the Administration since the release of OMB Memorandum M-23-15 to advance implementation of its policies, with particular focus on frameworks and routines for monitoring and assessing organizational health and organizational performance. See the "Strengthening the Federal Workforce" chapter of this volume for more information and further discussion on agency work environments, including lessons learned from national workplace trends and the public health emergency.

Identifying Organizational Health 'Frontiers' with Organizational Health Scans

In OMB Memorandum M-23-15, OMB committed to provide major Federal agencies with analysis assessing intra- and inter-agency trends of select organizational-level indicators and indices of engagement, performance confidence, and other measures related to organizational health within 60 days following issuance of the Memorandum. A joint agency collaboration between OMB, OPM, and GSA, these Organizational Health Scans—a first-of-its-kind product—provided each agency's senior leadership team and the implementation leads of agency-identified major operating units with insights on current indices and indicators related to their organizational health and performance, offering a roadmap for additional inquiry and assessment to direct future action and planning.

The analysis presented to agencies in these Organizational Health Scans included several elements. First, the scans illustrated and assessed trends of select organizational-level indices of engagement, performance confidence, and other areas related to organizational health using data from the Federal Employee Viewpoint Survey (FEVS). Recognizing the implicit power that the standardized indicators in the FEVS have to provide natural comparison values, the scans were designed to show the "relativeness" in these indices and indicators across a Department's major organizational division and work units. In short, they provided a reference point or anchor to facilitate judgements through comparisons on what could otherwise be viewed as abstract, absolute numbers. Borrowing from principles underlying data

Chart 12-2. Example Organizational Health Dashboard Being Used at USAID
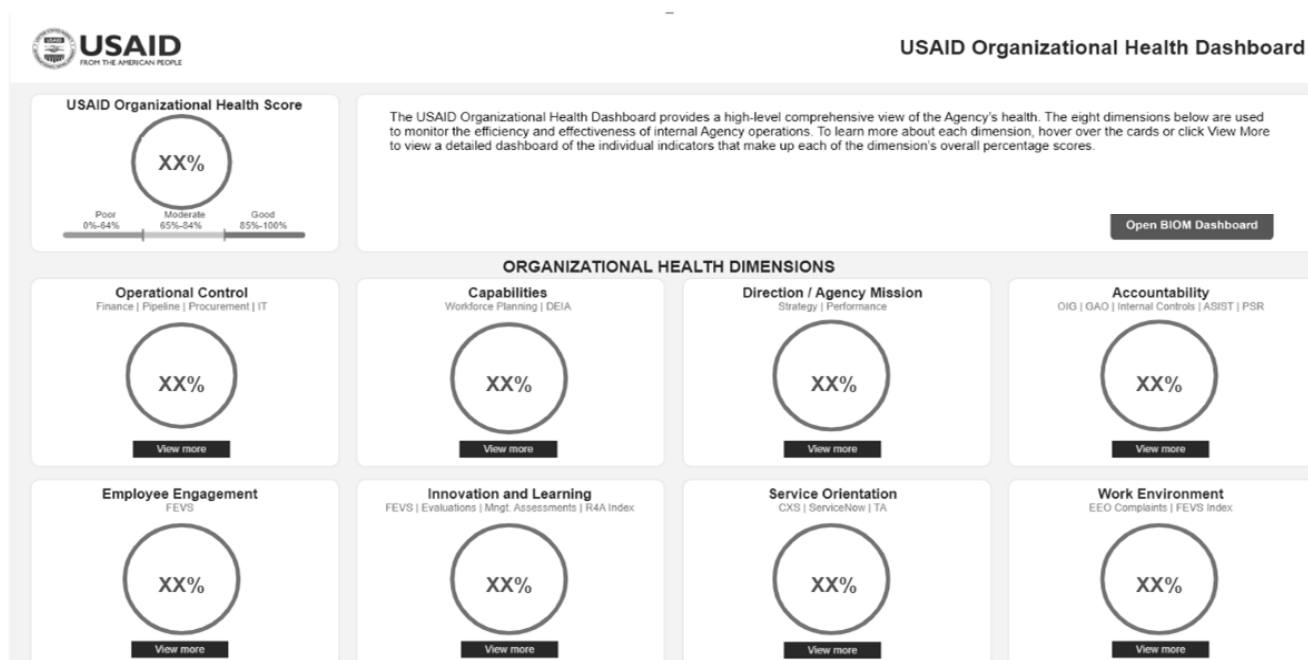
envelopment analysis techniques, scans presented each agency's organizational work units with scores in the top 10 and bottom 10 of organizational units, and at different levels of an agency's organizational structure. This presentation served to create a hypothetical organizational health"frontier" across an agency's top 10 scoring organizational units from which leaders and managers at other units could learn. Scans also included parallel insights on mission-support services using GSA's annual Customer Satisfaction Survey data, as well as showed workforce attrition summaries using information from OPM's Enterprise Human Resources Integration database. Scans of organizational health were presented to and socialized with agency leadership through various management-focused governance bodies, including the President's Management Council (PMC), the Chief Human Capital Officers (CHCO) Council, and Performance Improvement Officer (PIO) Council, and distributed on a timeline aligned with the 2023 Strategic Reviews.

Sustaining this joint OMB, OPM, and GSA collaboration to produce additional Organizational Health Scans in the future that reflect subsequent, comparable data remains a priority for 2024.

Identifying Leading and Innovative Practices from Organizational Health and Organizational Performance Implementation Efforts

Leveraging the Framework's existing routine of annual, data-driven strategic reviews, OMB's leadership conducted Strategic Review meetings in summer 2023 with the Deputy Secretaries of major agencies in their role as COO. As previously detailed above, these meetings not only reviewed progress on Agency Strategic Plans, but also discussed agencies' approaches to strengthening organizational health and organizational performance to advance implementation of OMB Memorandum M-23-15. Through those meetings, several themes emerged which are being applied in practice across Federal agencies and are highlighted below.

- *Developing Integrated Business Systems.* Effectively strengthening agencies' organizational health, organizational performance, and work environment plans in line with the Administration's policies demands a degree of business systems capabilities at the enterprise level that can integrate data analytics across performance indicators and other evidence. For example, *Pulse*—DOD's authoritative performance management analytics platform—is an ecosystem of applications and dashboards in the agency's *Advana* (Advanced Analytics), a multi-domain, enterprise-wide data, analytics, and AI platform to provide military and civilian decision-

makers and analysts at all levels access to authoritative, enterprise data and structured analytics in a scalable, reliable, and secure environment. Pulse integrates performance data and other analytics to track implementation of the Department's National Defense Strategy, Strategic Management Plan's priority metrics, Performance Improvement Initiatives, and Business Health Metrics (BHM). It leverages data from existing DOD business systems, allowing DOD to integrate performance improvement priorities into a unifying framework to show how they are performing against the Secretary's and Deputy Secretary's strategic priorities for proactive monitoring of agency performance.

- *Developing and Using Dashboards to Present Performance Indicators and Data.* To strengthen support for decision-making by executive leadership, many agencies continue to adapt and mature their dashboard and related data visualization capabilities—a leading private-sector best practice that that OMB has encouraged for agency's strategic review analysis for the past several years. Dashboards allow leadership a fast, unified, and comprehensive view of the organization's performance and health across multiple areas and indicators simultaneously, enabling leaders and managers alike to explore potential connections and relationships across key performance data. Agencies from DOD, DOE, EPA, and USAID (see Chart 12-2), to many others, are using integrated, coordinated visualization displays and dashboards to support leadership decision-making across various dimensions related to the health and performance of their organizations. See the "Strengthening the Federal Workforce" chapter for a complementary discussion on the development and use of workforce-related dashboards.

- *Developing and Using Composite Indicators and Indices.* A number of agencies are advancing promising work to incorporate into their organizational health and organizational performance frameworks composite measures, or indices, for performance monitoring and assessment purposes. In general terms, a composite indicator is created by compiling individual indicators into a single index based on an underlying model that informs their aggregation in order to measure multidimensional concepts which cannot be captured by a single indicator.[5] For example, GSA is using its Acquisition Excellence Composite Metric—which is an index of various acquisition performance indicators—as an important component contributing to GSA's broader agency-wide framework and overall ability to mea-

sure and assess organizational health and performance.

Encouraging and promising work is occurring across agencies, reflective of a thoughtful and deliberateness in both planning and execution in their approach to advance this priority management policy. The discussion now shifts to efforts to build capacity, capability, and socialize leading practices and promising innovations Government-wide.

Building Agency Capacity and Analytical Capabilities for Data-Driven Management that Strengthens Organizational Health and Organizational Performance

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 data-driven management principles across all aspects of their approach to organizational health and organizational performance. From investments in the President's 2025 Budget, to workshops hosted by the Performance Improvement Council (PIC) and an interagency community of practice, strengthening the capacity and capabilities of Federal agencies to do this work remains a concerted priority.

Investments in the President's 2025 Budget

The President's 2025 Budget makes investments that continue to build agency capacity and analytical capabilities for data-driven management that strengthens organizational health and organizational performance. For example, highlights include:

- Increases in FTE capacity at both ED and HUD to implement organizational health and organizational performance frameworks, and the monitoring and assessment of major operating units within them.

- Increases in FTE capacity for additional performance and program analysis within DOC's Departmental Management office to implement management reforms recommended by external auditors, including the U.S. Government Accountability Office and Office of Inspector General.

- The President's 2025 Budget also supports an organizational study of ED's Office of Federal Student Aid to provide recommendations and analysis for how the Office could be better organized in order to improve their service delivery.

Expanding the Knowledge Base by Sharing Leading, Innovative Practices through Workshops, Symposia, and a Community of Practice

In partnership with agencies, OMB has been leading actions to apply resources from the President's Budget process to our strongest asset—the talent and skillsets of the Federal workforce who are leading the execution of programs and policies every day for the American people.

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[5] For more information on composite indicators, see e.g., the Organisation for Economic Co-operation and Development's (OECD) *Handbook on Constructing Composite Indicators: Methodology and User Guide*, 2008.

For example, the PIC's workshop series hosted each spring and fall and open to all Government employees, provided trainings that enhanced the skills of over 2,300 participants in 2023, covering a range of topics from "Responsible Collection and Use of DEIA Data," "Organizational Change Management," and "Negotiating Data Sharing Agreements," to "Tools and Resources for Federal Enterprise Risk Management (ERM)," and "Data Visualization: Using Data to Tell a Story." Attendee feedback collected by post-workshop questionnaires showed that over 92 percent of participants expressed satisfaction with the workshops they attended, and 88 percent reported that using information they learned during the workshop could enhance their contributions to their work unit or organization.

OMB established an Organizational Health and Performance Community of Practice following the release of OMB Memorandum M-23-15. This effort led immediate, near-term implementation of organizational health and organizational performance frameworks while providing a forum for mobilizing a collective focus government-wide where agencies could develop and share their own leading, innovative practices and approaches. The underlying work of the Community of Practice will continue in 2024 as the forum transitions facilitation of such interagency learning to other established bodies, including the various executive management councils and PIC-sponsored workshop series.

Additionally, OMB is collaborating with OPM to produce a forthcoming Organizational Health and Performance Toolkit. The toolkit initiative is designed to help agencies develop and use action plans for monitoring organizational effectiveness and apply data-informed decisions to strengthen mission success.

OMB is further partnering with GSA and the National Academy of Public Administration (NAPA) to examine emerging workforce trends and provide promising strategies for Federal agencies to enhance organizational health and performance. The results of this effort will be used to update NAPA's 2018 Report, *Strengthening Organizational Health and Performance in Government*,[6] and will include three NAPA-organized symposia throughout the course of 2024 focused on various aspects of organizational health

and performance assessment from the perspective of State, local, nonprofit, and private sectors.

Finally, promising work to identify and build an evidence base using performance measurement and other tools occurred throughout 2023. These efforts help chart a focus for future evidence-building work moving forward. For example, a joint VA/OMB study[7] used mixed effects multivariate regression methodology to assess and validate a positive relationship between employee engagement at VA healthcare facilities and patient experience. Initial findings from this study showed that a 10 percent employee engagement increase was associated with a four percent increase in overall hospital ratings, and three percent increase in patient trust.

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The promising correlation from this study's findings suggests simultaneous increases in the employee engagement index and trust, and holds encouraging potential for application Government-wide as relationships between employee engagement and customer satisfaction in Government are further examined.

With the issuance of OMB Memorandum M-23-15, the Administration established Government-wide policies and guidance that require agencies to consider dimensions related to the organizational health of their major operating units as part of constructing an integrated framework of organizational health and organizational performance—thereby strengthening agencies' ability to continue delivering on their mission while responding to changes in their internal and external operating environments. The institutionalization of these principles in both the Framework and OMB guidance, as well as through the agency actions detailed above, reinforces the Administration's north star that guides every decision agencies make about their operations: delivering results for the American people.

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[6] NAPA's 2018 report Strengthening Organizational Health and Performance in Government: A White Paper by the Standing Panel on Executive Organization and Management, is available online at NAPA's website.

[7] For further reading, see the November 7, 2023 Performance.gov blog post "VA Study Demonstrates a Promising, Potential Relationship Between Employee Engagement and Customer Satisfaction in Government," including an overview of the methodology employed in the case study.

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 orga-

nized into a select number of Cross-Agency Priority (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 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.

Highlights and updates on accomplishments to date across the PMA's three Priority Areas are provided on *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 (CX)

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 and delivered Government services result in inequitable outcomes and are a cost to the Nation; it can mean that veterans can't connect to the resources and 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.

During his first year in office, 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 deliver an equitable, effective, and accountable Government that delivers results for all Americans. Since then, more than 17 Federal agencies have taken actions to deliver simple, seamless and secure customer experiences. The President's 2025 Budget includes more than $500 million to strengthen activities focused on modernizing services, 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 2025 Budget directs funding for customer experience, including service design efforts and digital service delivery improvements, at all 17 Federal agencies that maintain the 38 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 management activities as directed in OMB Circular A-11, Section 280. Specifically, the Budget supports more than 15 CX teams within Federal agencies, bureaus, and offices. Building on existing CX teams at HHS and DHS, the Budget invests in the creation of complementary and dedicated teams within the Administration for Children and Families, Customs and Border Protection, and the Federal Emergency Management Agency. A new Departmental-level team at the Patent and Trademark Office will develop enterprise strategies to improve customer experience for America's inventors. The Budget makes additional investments in expanding CX teams, including those at the Internal Revenue Service, the Social Security Administration, ED's Office of Federal Student Aid, and DOI's Bureau of Indian Affairs. The Budget will also support the retention and hiring of more than 170 full-time equivalent (FTEs) individuals with customer experience and digital service delivery training, skills, and experience. This talent can lead customer experience activities across Federal agencies, including engaging with and learning from customers, mapping customer journeys, identifying pain points, analyzing quantitative and qualitative feedback, and leading iterative design sprints to power 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 claiming retirement benefits, seeking assistance following military service 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. The President's 2025 Budget dedicates more than $30 million to bolster interagency life experience projects that enable more efficient administration of Federally-funded benefits programs, simplify the Medicare enrollment process, and equip new parents with diapers, clothing and information on supportive services. At least 14 Federal agencies will play a role in implementing these multi-agency projects. The Budget also provides an additional $27 million for the Health Resources and Services Administration (HRSA) to support workforce needs and development within the Healthy Start program, which could include building on lessons learned from ongoing life experience pilot projects at HRSA.

Designing Federal services with the public's needs and priorities in mind requires a clear understanding of both how Government service providers are performing today, and of what is needed to improve their capacity to better deliver for Americans in the future. To that end, the President's 2025 Budget facilitates customer research activities, including those related to the launch and continuation of pilot projects. For example, the Budget provides $5 million to support a customer experience technical assistance pilot for farmers and ranchers applying

for farm loans. Other pilots supported by the President's 2025 Budget include Direct File of Federal tax returns, the expansion of the Special Supplemental Nutritional Program for Women, Infants, and Children (WIC), online shopping, and a unified Federal certification platform for small businesses.

Since 2018, designated HISPs have worked as a cohort to build trust in Government by improving service delivery one customer interaction at a time. The Administration understands that the majority of the more than 400 million individuals, families, businesses, and organizations that access Federal information and services do so online and increasingly from mobile devices. The President's 2025 Budget invests significantly in building the capacity of agencies to design and develop high-quality digital experiences and to continue to implement the 21st Century Integrated Digital Experience Act (21st Century IDEA Act; Public Law 115-336). This includes approximately $55 million for eleven Federal agencies to more effectively deliver critical government services through priority projects, including recruiting talent with key digital service skills, identified through CX Action Plans. The Budget also encourages 10 agencies to further innovate by bringing on teams from the Technology Transformation Service at GSA. The infusion of customer experience and digital service talent and further investments in Federal websites and digital services will help users find the information and support they need during pivotal moments such as applying for naturalization or for retirement benefits, during routine interactions to renew a passport or make a student loan payment, and, when inspiration strikes, apply for a digital pass to take in one of the Nation's majestic national parks or wildlife refuges.

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

With the passage of the IIJA, IRA, and the CHIPS Act, the United States is making a once-in-a-generation investment in America's infrastructure and competitiveness that will create good-paying union jobs, grow the U.S. economy, invest in communities, and combat climate change. The Administration has been breaking ground on projects to rebuild our roads and bridges, deliver clean and safe water, clean up legacy pollution, expand access to high-speed internet, and build a clean energy economy that is unlocking access to economic opportunity, creating good-paying jobs, boosting domestic manufacturing, and growing America's economy from the middle up and bottom out—not the top-down.

To make the most of these historic investments and ensure the timely and sound delivery of critical infrastructure projects, the Administration released *The Biden-Harris Permitting Action Plan to Rebuild America's Infrastructure, Accelerate the Clean Energy Transition, Revitalize Communities, and Create Jobs (Permitting Action Plan)* and OMB Memorandum M-23-14, Implementation Guidance for the Biden-Harris Permitting Action Plan, to strengthen and accelerate Federal environmental review

and permitting. The Administration is committed to ensuring that 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. Agencies are currently implementing the Permitting Action Plan and focused on accelerating smart permitting through early cross-agency coordination; establishing clear timeline goals and tracking key project information; engaging in early and meaningful outreach and communication with States, Tribal Nations, Territories, and local communities; improving agency responsiveness, technical assistance and support; and using resources and the environmental review process to improve impact.
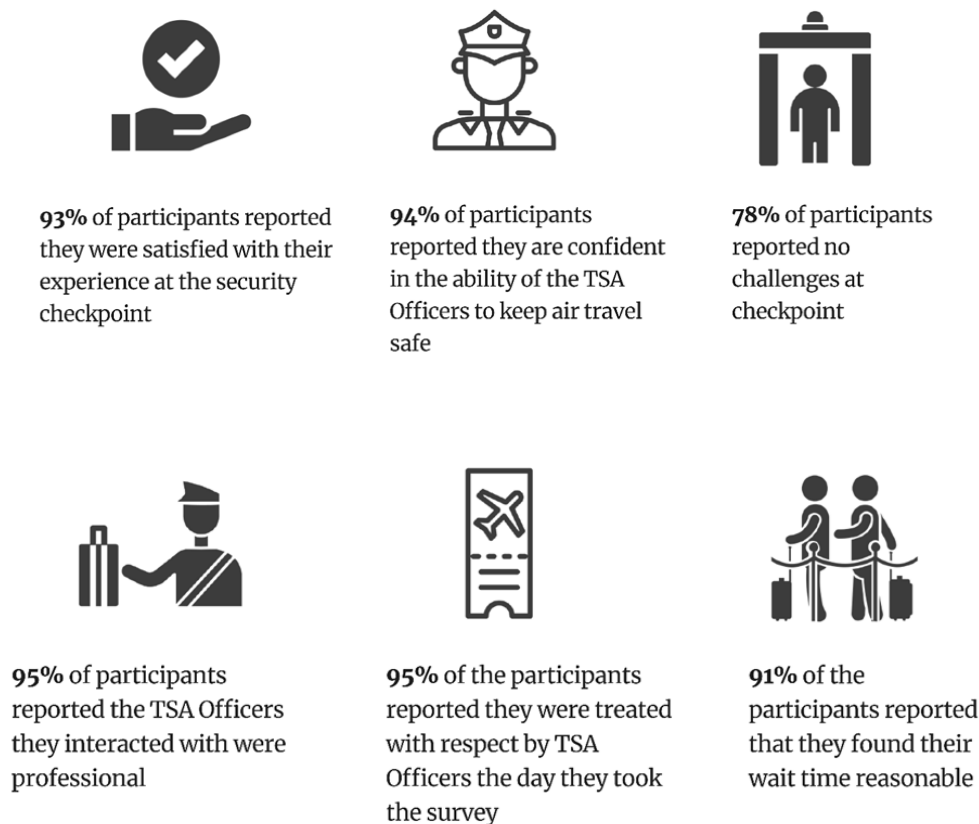
The Federal Permitting Improvement Steering Council is also leveraging its expanded authorities under the IIJA to provide agencies with additional resources to hire more permitting experts and acquire vital systems and tools to increase the efficiency and effectiveness of infrastructure permitting review and authorizations, meet project review timelines, improve coordination among agencies, and accelerate information sharing and troubleshooting. The Administration convened sector-specific teams of experts that are advancing the responsible build-out and modernization of U.S. infrastructure by facilitating interagency 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 well-paying jobs, and accelerate and deliver infrastructure investments on time, on task, and on budget.

Spotlight on the Transportation Security Administration (TSA): Understanding Drivers of the Passenger Experience to Improve the Customer Experience of the Flying Public

In Spring 2023, TSA's Customer Service Branch (CSB) carried out its second Passenger Experience Survey (PES), collecting feedback from over 13,000 respondents at 16 airports on the American-traveling public's experience interacting with TSA's screening workforce. This survey effort built upon the lessons learned from TSA's pilot deployment of the PES in 2019 at five airports. In conducting the survey, CSB engaged with local TSA officials to gain support for the approach, trained employees on survey administration practices, and provided airport-specific analysis to close the loop post-survey. Results of the survey were overwhelmingly positive across multiple dimensions for how the TSA's screening workforce interacts with the traveling public to provide excellent customer service in performing its security mission.

Specifically, analysis of respondent data from the 2023 PES revealed *93 percent of respondents were satisfied* with their experience the day of security screening, and

Chart 12-3. Snapshot of the 2023 PES Results

93% of participants reported they were satisfied with their experience at the security checkpoint

94% of participants reported they are confident in the ability of the TSA Officers to keep air travel safe

78% of participants reported no challenges at checkpoint

95% of participants reported the TSA Officers they interacted with were professional

95% of the participants reported they were treated with respect by TSA Officers the day they took the survey

91% of the participants reported that they found their wait time reasonable

94 percent were confident in the ability of TSA officers to keep air travel safe. See Chart 12-3. For comparison and context, the American Customer Satisfaction Index reports a good customer satisfaction score is between 75-85 percent. Additional analysis revealed that drivers of professionalism, respect, and the explanation of screening requirements by TSA agents superseded wait time in impacting travelers' confidence in TSA.

Moreover, the five airports that hosted both rounds of the PES showed an 18 percent improvement in traveler's understanding why additional screening was required, when compared to 2019 data. See Chart 12-4.

What changed between 2019 and 2023, and why were there such significant performance improvements on this question? In 2020, TSA created a "CX Demystified" briefing which is now included in all new hire training, suggestive of a promising link between the strength of CX training and field outcomes. The incorporation of CX-related training for all new hires at the agency also helped reinforce a CX-oriented culture within the organization that emphasizes CX is part of everyone's job, and helps enhance TSA's security mission.
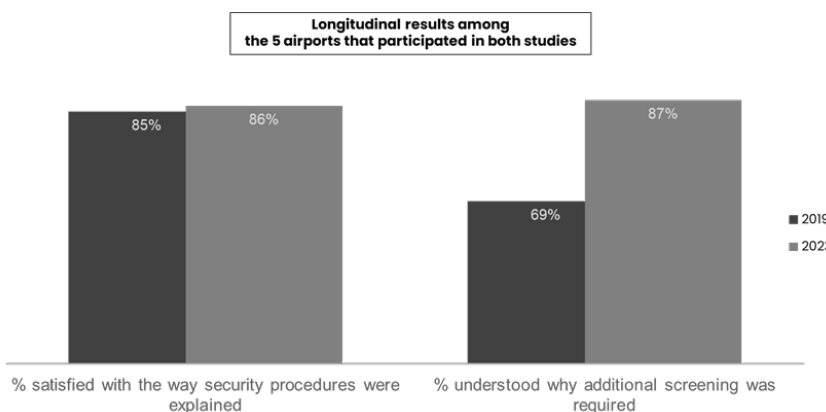
What's next? The results of this PES will inform TSA's first Agency Priority Goal (APG) focused on customer experience and their upcoming CX Strategic Roadmap. Additional analysis of survey results is also being planned to identify the strength of relationships across other questions and their drivers, including exploring potential connections with other indicators of organizational health and organizational performance from related datasets, such as the FEVS.

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 along with regular progress updates towards achieving APGs and

Chart 12-4. Longitudinal Results Among the 5 Airports

Participating in both the 2019 and 2023 Studies.

Longitudinal results among
the 5 airports that participated in both studies

85%   86%   87%   69%

2019
2023

% satisfied with the way security procedures were
explained

% understood why additional screening was
required

CAP Goals, which are being used to implement and drive progress on the PMA.

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, allowing for an increased and expanded ability to communicate directly with the American public. For example, in December 2023, a redesigned homepage was introduced to improve the user experience in navigating the website to track the Federal Government's goals and objectives. Organized under the site's "Data" heading in its top navigational bar, additional datasets continue to be added that allow for and encourage stakeholders to interact with some of the same information that is available to managers and leaders within the Federal Government. CX post-transaction feedback data being collected by HISPs is available and updated quarterly, while results of the Customer Satisfaction Survey measuring the satisfaction of Federal employees with their human capital, contracting, financial management, and information technology services provided internally by their agencies is updated annually.

Also introduced to the website this past year were the long-collected U.S. Social Indicators that illustrate in broad terms how the Nation is faring across six selected domains: economic, demographic and civic, socioeconomic, health, security and safety, and environment and energy. Although they reflect just a subset of the vast array of available data on conditions in the U.S. and do not directly measure the effects of Government policies, they offer a quantitative picture of the progress towards some of the ultimate ends that Government policy is intended to promote. U.S. Social Indicators will continue to be updated on Performance.gov, while the "Social Indicators" chapter of this volume provides further reading.

Moreover, site traffic has increased steadily over the years—even throughout Administration transitions— while these and other enhancements to the site continue

to make performance information more transparent. Below is a "by the numbers" summary on the reach of Performance.gov content in 2023:

- Over 14.1 million social media impressions throughout five outreach initiatives designed to celebrate Federal performance management and civil service.

- Over 2,000 attendees from Federal, State, and non-profit entities participated in five webinars covering the PMA, APGs, and CX-topics.

- Over 106,000 views across 32 published news blogs on the site.

- Over 10,000 social media followers interested in keeping up with the Federal Government's progress to achieve performance outcomes.

- Over 465,000 unique views of the Performance.gov website.

Setting clear goals, showing the public plans to achieve those goals, and then being transparent about our results is fundamental to building trust with the American public. With planned future site updates and initiatives 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 one that builds trust in Government by communicating performance results effectively and offering a unified, comprehensive view of Federal performance and management. Visit Performance.gov to learn more about Federal agencies' efforts to deliver a smarter, leaner, and more effective government. A complementary site, *Evaluation.gov*, offers a comprehensive view of agency evidence-building plans and associated program evaluation activities and resources.

Conclusion

Effective organizations develop and implement a framework or system for organizational performance

management—a series of management routines, processes, and practices that can be applied for engaging senior leadership, articulating a vision of what success looks like for the organization, and mechanisms to regularly assess performance against those stated goals, objectives, and priorities using data and evidence. To that end, the Federal Government is no different, having developed a set of management routines that at their core drive a results-oriented culture within the Government and help Federal agencies deliver prioritized, transparent outcomes.

Delivering the high-performance Government that the American people deserve demands an integrated framework and approach to public management and governance that can facilitate the coordination and application of an increasingly sophisticated array of skillsets, tools, disciplines, and routines to manage the organizational complexities of Federal agencies. This commitment to good Government—using a multi-disciplinary array of management skillsets and 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 guiding the sustained, effective implementation of major, historic legislation enacted

under the Administration—such as the IIJA, IRA, and CHIPS Act—to advancing efforts to fulfill the goals of the PMA, the Framework and its routines are being used to improve outcomes for the American public while ensuring transparency into agencies' performance and management activities through a central reporting website at *Performance.gov*.

The Administration's actions and efforts reflect a concerted, coordinated management approach to achieving the outcomes of Government. Implementation of the 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 were less effective.[8] As Federal managers have an important obligation to ensure that tax payer dollars deliver equitable and effective results for all Americans, the Framework is a proven tool and means for achieving those ends.

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