



Evaluation Policy
Analysis of the GPRA
Modernization Act of
2010

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Introduction: Evaluation Policy Analysis of the GPRA Modernization Act of 2010

The following document evaluates the components of the GPRA Modernization Act, public law 111-352, which was signed by President Obama on January 4, 2010 (GPRA Modernization Act of 2010, S. 352, 111th Cong., 2010). This paper will include an analysis of the policies within the strategic plans of this Act, incorporating Trochim's (2009) taxonomy. Credible evidence and the principles within this policy model will also be part of this analysis.

Overview

The GPRA Modernization Act of 2010 is an updated version of a management reform effort known as the Government Performance and Results Act (GPRA) of 1993 (Radin, 1998). The GPRAMA 2010 Act specifies requirements, roles, as well as implementation and reporting processes for both the Federal agencies and the Federal Government. Although the original version of this Act was enacted in 1993, the first year that the strategic plans and performance plans were actually required to come to life was 1997.

This Act establishes a framework for a new Federal performance system, which provides mandated requirements to be followed in an effort to improve Federal programs. Essentially, through this process agencies are able to track and communicate their performance efforts, and implement planned activities based on specified goals, with a focus on usage. In doing so, this process is very similar to that of a formative evaluation.

Comparing the GPRAMA 2010 Policies and Requirements to an Evaluation Policy

Evaluation is defined as a process that “determines the worth or merit of an evaluation object” (Fitzpatrick, Sanders, & Worthen, 2011). In a similar way, the GPRAMA 2010 requires Federal programs to follow a framework of activities and specific reporting formats that allows for communication of program effectiveness, and justification for Federal funding and support.

These requirements are specified and divided into fourteen sections within the Act, as listed in a later section. These prescribed requirements such as performance reports and reviews, promote usage (see Key Components Section, and figure 1). This is very similar to the goal of utility within evaluations, as discussed by Fitzpatrick, Sanders, and Worthen (2011). In addition, although the GPRAMA 2010 does not identify specific evaluation policies, it does require as part of this Act, for agencies to specify plans for evaluation within required reports, throughout several of the fourteen sections. In addition, the GPRAMA 2010 provides a specific definition of program evaluation in relationship to its application to Federal programs. Program evaluation is defined as “an assessment, through objective measurement and systematic analysis, of the manner and extent to which Federal programs achieve intended objectives.” (GPRA Modernization Act of 2010, S. 352, 111th Cong., 2010, p. 6).

Context

The original GPRA 1993 originated in legislation introduced in 1990 by Republican Senator William Roth (Radin, 1998). President Clinton signed this original version of the GPRAMA 2010 on August 3, 1993. Clinton commented “the law simply required that we chart a course for every endeavor that we take the people’s money for, see how well we are progressing, tell the public how we are doing, stop the things that don’t work, and never stop improving the things that we think are worth investing in” (Radin, 1998, p. 308). In addition to the need for information and transparency, GPRA also inherited the legacy of previous reforms that based their efforts on the assumption that program decisions can and will be made on a rationally produced data system. Some of these reform efforts were: the Program, Planning, and Budgeting System (PPBS), Management by Objectives (MBO), and Zero-Base Budgeting (ZBB).

Need

As mentioned, it was skepticism on the performance of Government programs and allocation of financial resources and usage that prompted a need to implement a government-wide management strategy (Radin, 1998). In addition, the evolving technology, and the reported challenges, created a need for amendments of the original Act, resulting in the GPRAMA 2010 (Moynihan, 2013; Radin, 1998).

In terms of technology, as information became more available through online usage, in contrast to 1993, in order to uphold transparency, the information gathered through this Act is now required to be published online (performance.gov). In this website, a federal program inventory can be found with specific information about strategic planning, analysis, review, and reporting of Federal agencies.

Some challenges as reported by Radin (1998) were: (1) a limited ability to analyze interrelated program components found in multiple agencies and departments; (2) some federal agencies with complex set of programs and components merge/conflict with each other; (3) disjuncture between the development of the strategic plan and the performance plan; (4) disjuncture between the activity of GPRA and the efforts within federal agencies to comply with other management requirements; (5) requirements were framed in general terms. As a response, the changes made from GPRA 1993 to GPRAMA 2010 included amendments in the strategic and performance planning, performance reporting, as well as in technical and conforming guidelines.

Affiliations

The major responsibility for the implementation and reporting of the GPRAMA 2010 was bestowed on the Office of Management and Budget (OMB). After the GPRA 1993 was enacted, the OMB revised agencies' drafts of strategic and performance planning to ensure that the Act

was followed appropriately. The annual report on agency performance is to be produced with the President's annual budget.

Intent and Purpose

The intent of this Act is to restore the confidence of the American people in the Federal Government, by implementing a new Federal performance and management performance system, which includes easy access to reports. Radin (1998, p. 308) summarizes the purpose of this act (see Table 1).

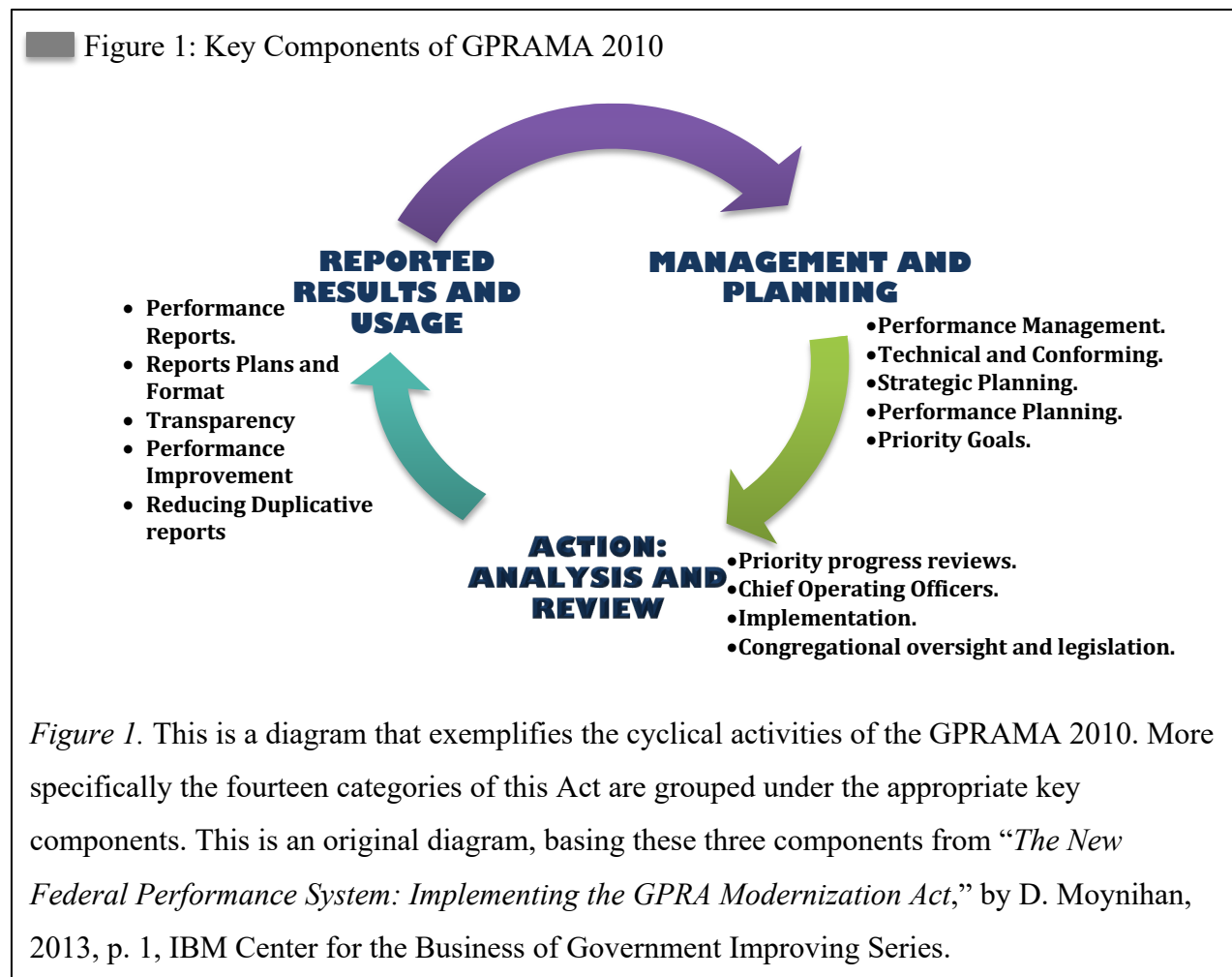
Table 1: Purpose of the GPRAMA 2010		
To improve the confidence of the people in the government by holding agencies accountable for achieving program results.	To improve congressional decision-making by providing information on achieving statutory objectives and relative effectiveness of various programs.	To help managers improve service delivery by requiring them to plan for meeting program objectives and providing them with information about program results.
To stimulate reform with a series of pilot projects that could be used as examples for others.	To improve internal management of the federal government.	To promote a focus on health, service quality, and public satisfaction.

Key Components

The GPRAMA 2010 consists of fourteen sections (Table 2) listing specific requirements for Federal agencies and Government to follow and report (GPRA Modernization Act of 2010, S. 352, 111th Cong., 2010).

Table 2: The Fourteen Sections in the GPRAMA 2010	
1. Strategic planning (including amendments)	8. Technical and conforming amendments.
2. Performance planning (including amendments)	9. Format of performance plans and reports.
3. Performance reporting (including amendments)	10. Federal government and agency priority goals.
4. Implementation of this act.	11. Performance management skills and competencies.
5. Quarterly priority progress reviews and use of performance information.	12. Transparency of federal government programs, priority goals and results.
6. Agency performance improvement officers and the performance improvement council.	13. Reducing duplicative and outdated agency reporting.
7. Chief Operating Officers	14. Congressional oversight and legislation.

The regulations within the GPRAMA 2010 require that federal agencies develop strategic plans with long-term goals, performance plans with annual goals and measures, and that leadership involvement and accountability is present. This act requires that a government wide performance plan be drafted providing a single, cohesive picture of the overall federal performance. Within these components, the regulations can be summarized into three general key components: (1) management and planning; (2) action through analysis and review; (3) and reported results and usage. Figure 1 below shows the active cyclical progression of the fourteen sections of the GPRAMA 2010 divided into these three key components.



In Figure 1, the policies of the GPRAMA 2010 begin with required management and planning activities, ranging from performance management activities, to establishing priority goals. The GPRAMA 2010 requirements then lead to action through analysis and review; some of these stipulations require priority progress reviews, and implementation guidelines. Last, the requirement of the GPRAMA 2010 lead to reporting results and promoting usage. Some of these activities include, guidelines for required performance reports, and performance improvement.

Focus of paper. This paper will focus its analysis on the policies within the section of the GPRAMA 2010, identified as “strategic planning,” as these capture many of the policies that relate to these key components (GPRA Modernization Act of 2010, S. 352, 111th Cong., 2010). As the paper develops the discussion on credible evidence will focus on the policies listed under the section of the GPRAMA 2010 labeled “Federal Government and Agency performance,” as this section contains specific information on assessment (GPRA Modernization Act of 2010, S. 352, 111th Cong., 2010).

GPRAMA 2010 Policy Types: Trochim’s Taxonomy

Trochim (2009) postulated a taxonomy to identify and classify evaluation policies into eight types. The purpose of his taxonomy is to bring clarity and allow for policy evaluations to be analyzed. Due to the similarities that GPRAMA 2010 has with evaluation policies as described earlier, Trochim’s (2009) policy types can also be found among the eighteen requirements and policies stipulated under the strategic planning section of the GPRAMA 2010. By using Trochim's (2009) taxonomy, these policies can be classified under seven out of the eight types of policies, aiding the analysis in this paper. Through this classification, we can better understand the policies, and ensure that these address multiple dimensions within the GPRAMA 2010.

Types of Policies Within the Strategic Plan Section

The strategic plan requirements and policies are to be fulfilled by all Federal Agencies. An agency is defined in this section as an executive agency with the exception of the Central Intelligence Agency, the Government Accountability Office, the United States Postal Service, and the Postal Regulatory Commission (GPRM Modernization Act of 2010, S. 352, 111th Cong., 2010). Based on Trochim (2009) the eighteen requirements to be followed by the Federal agencies, and the policies within, can be classified under the following seven policy types: goals, participation, management, roles, process and methods, use, and meta-evaluation (see Table 3).

Table 3, lists the eighteen policies classified within these seven policy types, based on Trochim's (2009) taxonomy. The section labeled as goals contains the policies in the strategic plan that focus on requirements of inclusion of general goals and objectives, descriptions of these, and alignment of these with the Federal Government priority goals. This policy also requires for agencies to explain how these goals will be achieved, and for agencies to provide descriptions of the cooperation with other agencies towards the development of these goals.

The policies that were classified as "participation policies" are those that focus on providing guidelines and policies that enforce the development and adjustment of the strategic plan through collaboration of other agencies, as well as appropriate committees of Congress consultations. In addition, the policy that informs Federal agencies as to the timeframes that the strategic plan should cover, and the year in which it should be submitted is found under the management section.

Roles policies contain the distribution of the different functions and responsibilities that lead toward the development and adjustment of the strategic plans. In addition, the section of process and methods contains policies related to methodology and mission statement content.

Furthermore, the use policy focuses on specific reporting requirements. In addition, the meta-evaluation section contains a policy requiring for evaluation plans to be included in the strategic plan. These evaluation plans are to be determined by each agency and therefore can include meta-evaluations. However, it is important to note that no specific requirements about the actual content of the evaluation are provided throughout the GPRAMA 2010.

Table 3: Strategic Plan Requirements and Policies	
Policy Type	GPRAMA of 2010 Content
Goal	<ul style="list-style-type: none"> ❖ The strategic plan must include: <ul style="list-style-type: none"> • Goals and objectives, including outcome-oriented goals for major functions and operations. • Description of how goals and objectives contribute to the Federal Government priority goals. • A description of how the goals and objectives are to be achieved. • A description of how the agency is working with other agencies to achieve its goals.
Participation	<ul style="list-style-type: none"> • In developing or adjusting the strategic plan: (1) agencies shall solicit and consider the suggestions of entities potentially affected by such a plan; (2) and will check periodically with Congress. • The agency shall consult with the appropriate committees of Congress at least once every 2 years. • Description of how the goals and objectives incorporate suggestions of congressional consultations is required.
Management	<ul style="list-style-type: none"> • The strategic plan shall cover a period of no less than 4 years following the fiscal year in which the plan is submitted.
Roles	<ul style="list-style-type: none"> • The functions and activities of this section shall be considered to be inherently governmental functions. Only Federal employees shall perform the drafting of strategic plans. • As needed, the head of the agency may make adjustments to the strategic plan to reflect significant changes in the environment in which the agency is operating, with notification of Congress.
Process and Methods	<ul style="list-style-type: none"> ❖ The strategic plan must include: <ul style="list-style-type: none"> • A mission statement including functions and operations of the agency. • A description of the operational processes, skills and technology, and the human, capital, information, and other resources required to achieve those goals and objectives. • Description of how performance goals contribute to the general goals and objectives. • Identification of those key factors external to the agency and beyond its control that could significantly affect the achievement of the general goals and objectives. • A performance plan may not be submitted for a fiscal year not covered by a current strategic plan.
Use	<ul style="list-style-type: none"> • A strategic plan no later than the first Monday in February of any year following the year in which the term of the President commences, shall be made available by the head of each agency on the public website of the agency, and the President and Congress shall be notified of its availability.
Meta-Evaluation	<ul style="list-style-type: none"> • A description of the program evaluations used in establishing or revising general goals and objectives, with a schedule for future program evaluations to be conducted should be included.

In addition, efforts towards capacity building were also absent throughout the requirement and policies under the strategic plan section. No mention of training for particular staff members was mentioned. This absence is not surprising as capacity building, according to Trochim (2009) relates to providing support or training to management, resources, and infrastructure that are to support the evaluation; in the GPRAMA 2010 actual policies and guidelines of evaluation plans and components are not specified by the policies.

Evaluation Policy Emphasis

Based on Table 3, the GPRAMA 2010 appears to focus on the goals, and process and methods policies. A larger group of policies are distributed under these two categories, and furthermore possess a higher level of specificity, as defined by Trochim (2009), than the other policy types that were also identified (see Figure 2). When examining Figure 2 and the different types of policies listed, there are various levels of specificity among each policy. Some policies are more specific than others. For the most part, the policies that are closer to the center have a specific focus on practices, assisting Federal agencies in moving from compliance to use, and the very few policies located on the outer side are considered higher-level policies.

The reason for this substantial presence of specificity is that the requirements for strategic planning focus on potential usage, and therefore requires a certain level of specificity to strengthen the strategic plans. Aside from the manifestation of the principle of specificity, the following other principles defined by Trochim (2009) are also present: delegation, continuity (only for two policy types), and exhaustiveness.

Major Principles

Trochim (2009) discusses seven major principles that are intended to guide an evaluation policy model. The fourteen components of GPRAMA 2010 serve as a framework for agencies

and congress to self-monitor and report the progress of their programs. In this way, as previously discussed, the GPRAMA 2010 policy has similar traits and processes as those found in an evaluation. Therefore, it is no surprise that several of the major principles elaborated by Trochim (2009) are also manifested in the elements of the GPRAMA 2010.

Figure 2. Trochim’s Taxonomy, and the Strategic Plan Requirements and Policies

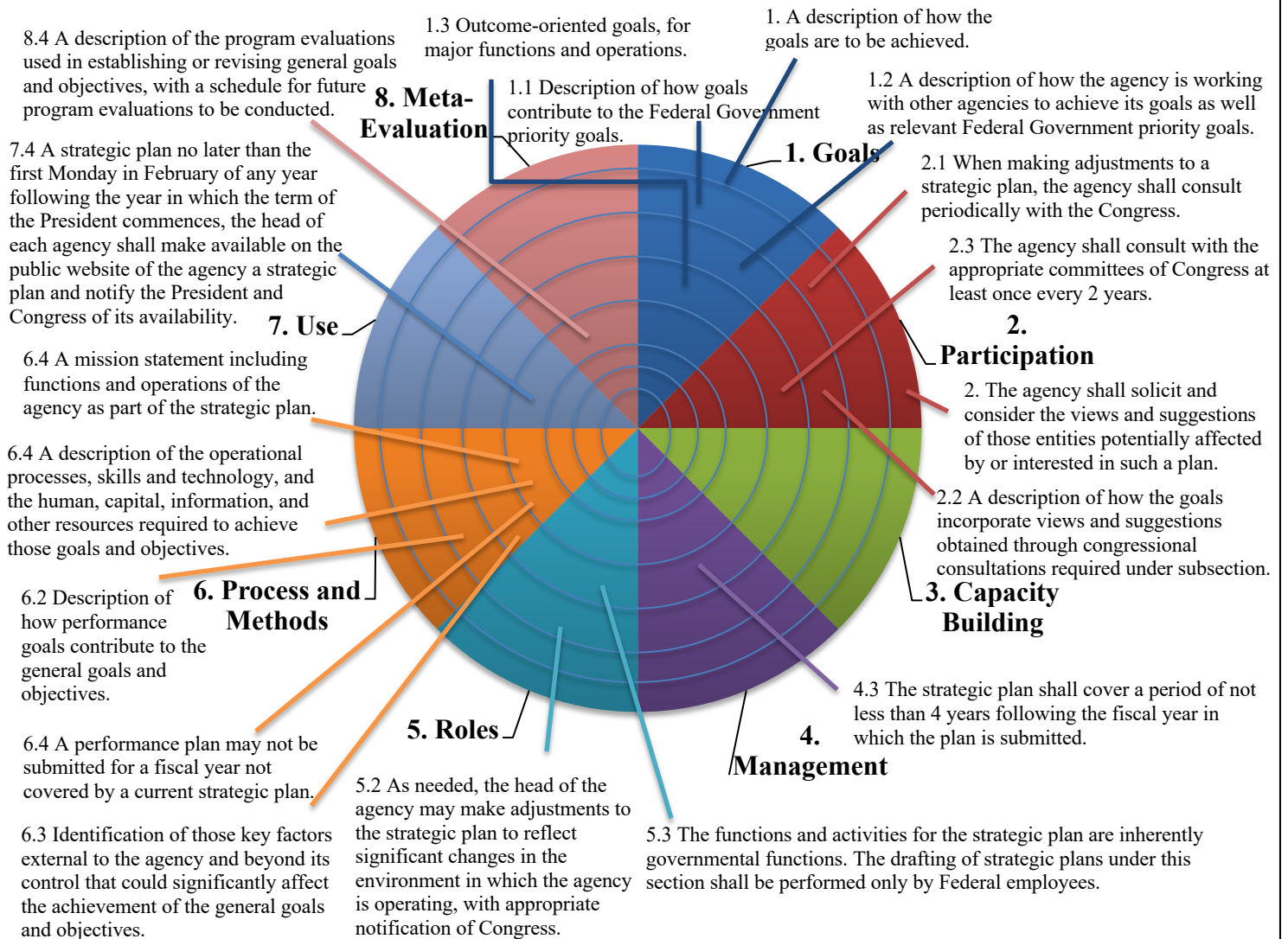


Figure 2. The figure above represents the eight policy types defined by Trochim’s (2009) taxonomy, and the eighteen Federal agency strategic plan policies found in the GPRAMA 2010. Moreover, the level of specificity for each policy is also indicated in this figure. As the figures move from the outer rings to the inner rings, these become more specific and ultimately become practices.

For example, the principle of delegation is manifested by the clear delegation of responsibilities between the Federal agencies and the role of committees of Congress. The principle of continuity on the other hand is not seen throughout all policies, but it is more evident among the goals and participation policies. Among these two policy types, continuity between

each policy level is seen without any gaps in between them (Figure 2), unlike the other types of policy. The principle of exhaustiveness is also present, as the sub-policies relate to the overarching policy content. For example, the GPRAMA 2010 is divided into fourteen sections, but all of these contribute to the key components seen in Figure 3. When combining all these sections the policies cover the entire relevant areas described in the taxonomy, strategic planning covers all areas except capacity building, but nonetheless capacity building is addressed through other section in the GPRAMA 2010.

In contrast, the principles of accountability, inheritance, and encapsulation are not manifested in the policies of the strategic planning prescribed by the GPRAMA 2010. The policies do not elaborate as to who will be in charge of selecting evaluation methods and who will therefore be accountable to defend this choice. The policy in regards to this is more broad, requiring that an evaluation plan be stipulated but not necessarily providing a framework as to who will conduct the evaluation, and who will make decisions about the methodology. There is no evidence of inheritance within the sub-policies. For example, when looking at the goals section in Figure 2, the four goal policies do not inherit traits from each other, instead they each are independent policies of the strategic plan. Last, the principle of encapsulation is not present as these policies are not hierarchical sub-policies of each other, but rather, they each contribute to the GPRAMA 2010 and are all pieces of a bigger puzzle.

Sources of Credible Evidence

The measurements determined as credible evidence in the GPRAMA 2010 include both quantitative and qualitative measurements. The performance indicators to be used in measuring or assessing progress of the Federal programs are found under the “Federal Government and

Agency Performance Plans” section (GPRA Modernization Act of 2010, S. 352, 111th Cong., 2010, p. 3). Within the requirements and policies in this section, there is a focus on credible evidence, where most of the policies fall under the process and methods policy type of Trochim (2009). More specifically, these policies stipulate the specific methods in which milestones will be measured, including customer service, efficiency, output, and outcome indicators. For example, efficiency will be measured through ratios of program activity’s inputs (hours worked by employees) to its outputs (services delivered). A list of the specific items considered to be credible evidence of performance is presented as Table 4.

Implication on Understanding Credible Evidence

For this particular Act, it is imperative that credible evidence is understood by each agency, and that this evidence is measured and reported accurately as part of the overall report. Two main goals of this Act are to ensure transparency, and to gain citizens’ trust on how the Government spends program funds and enforces accountability. Failure of understanding and measuring outcomes through the inclusion of the types of evidence listed can create the perception that Federal programs are not effective, tarnishing the desired results of transparency and trust.

On the other hand, abiding to this list as the source of evidence for efficiency can also have repercussions, such as inaccurate results. Instead of enforcing a particular measurement, the sources of evidence should be determined based on the context of each program. Avoiding doing this, places the same issue of enforcing or prioritizing one single measurement (i.e. RCTs). It is empowering that both qualitative and quantitative sources are part of the credible evidence list in the GRAMA 2010, however these specific measurements should not be imposed on all programs, as there may be measurements not listed, quantitative or qualitative in nature, which

may be more appropriate. Although alternative forms of measurement are allowed under the GPRAMA 2010, this is left up to the authorization of the OMB, which can be subjective.

Table 4: Sources of Evidence Considered Credible - Federal Government and Agency Performance Plans

- ❖ Describe major management challenges the agency faces and identify performance indicators, and milestones to measure progress toward resolving such challenges, and identify low-priority program activities based on an analysis of their contribution to the mission and goals of the agency and include an evidence-based justification for designating a program activity as low priority.
- ❖ Establish a balanced set of performance indicators to be used in measuring or assessing progress toward each performance goal, including, as appropriate, customer service, efficiency, output, and outcome indicators.
 - ‘Customer service measure’ means an assessment of service delivery to a customer, client, citizen, or other recipient, which can include an assessment of quality, timeliness, and satisfaction among other factors.
 - ‘Efficiency measure’ means a ratio of a program activity’s inputs (such as costs or hours worked by employees) to its outputs (amount of products or services delivered) or outcomes (the desired results of a program).
 - ‘Outcome indicator’ or ‘outcome measure’ means an assessment of the results of a program activity compared to its intended purpose.
 - ‘Output measure’ means the tabulation, calculation, or recording of activity or effort that can be expressed in a quantitative or qualitative manner.
 - ‘Performance goal’ means a target level of performance expressed as a tangible, measurable objective, against which actual achievement can be compared, including a goal expressed as a quantitative standard, value, or rate.
 - ‘Performance indicator’ means a particular value or characteristic used to measure output or outcome.
 - ‘Program activity’ means a specific activity or project as listed in the program and financing schedules of the annual budget of the United States Government.

Conclusion

The GPRAMA 2010 is a positive step towards getting accustomed to a series of activities that in essence allows the public to know about the Federal programs, and provides tools for these to develop. However, adding specific evaluation policies could strengthen this Act, as this

can provide a more holistic approach catered to serve the needs of each program. In doing so, this Act would also have to possess a certain level of flexibility to allow for strategic and performance plans to be created in a formative evaluation environment. Therefore measures, goals, and expectations would have to be agency-based, and not necessarily follow a universal strict framework.

APPENDIX A

GPRA Modernization Act of 2010



PUBLIC LAW 111-352—JAN. 4, 2011

GPRA MODERNIZATION ACT OF 2010

124 STAT. 3866

PUBLIC LAW 111–352—JAN. 4, 2011

Public Law 111–352
111th Congress

An Act

Jan. 4, 2011
[H.R. 2142]

To require quarterly performance assessments of Government programs for purposes of assessing agency performance and improvement, and to establish agency performance improvement officers and the Performance Improvement Council.

GPRA
Modernization
Act of 2010.
31 USC 1101
note.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE; TABLE OF CONTENTS.

(a) **SHORT TITLE.**—This Act may be cited as the “GPRA Modernization Act of 2010”.

(b) **TABLE OF CONTENTS.**—The table of contents for this Act is as follows:

- Sec. 1. Short title; table of contents.
- Sec. 2. Strategic planning amendments.
- Sec. 3. Performance planning amendments.
- Sec. 4. Performance reporting amendments.
- Sec. 5. Federal Government and agency priority goals.
- Sec. 6. Quarterly priority progress reviews and use of performance information.
- Sec. 7. Transparency of Federal Government programs, priority goals, and results.
- Sec. 8. Agency Chief Operating Officers.
- Sec. 9. Agency Performance Improvement Officers and the Performance Improvement Council.
- Sec. 10. Format of performance plans and reports.
- Sec. 11. Reducing duplicative and outdated agency reporting.
- Sec. 12. Performance management skills and competencies.
- Sec. 13. Technical and conforming amendments.
- Sec. 14. Implementation of this Act.
- Sec. 15. Congressional oversight and legislation.

SEC. 2. STRATEGIC PLANNING AMENDMENTS.

Chapter 3 of title 5, United States Code, is amended by striking section 306 and inserting the following:

“§ 306. Agency strategic plans

“(a) Not later than the first Monday in February of any year following the year in which the term of the President commences under section 101 of title 3, the head of each agency shall make available on the public website of the agency a strategic plan and notify the President and Congress of its availability. Such plan shall contain—

“(1) a comprehensive mission statement covering the major functions and operations of the agency;

“(2) general goals and objectives, including outcome-oriented goals, for the major functions and operations of the agency;

“(3) a description of how any goals and objectives contribute to the Federal Government priority goals required by section 1120(a) of title 31;

Deadline.
Public
information.
Web posting.
Notification.

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“(4) a description of how the goals and objectives are to be achieved, including—

“(A) a description of the operational processes, skills and technology, and the human, capital, information, and other resources required to achieve those goals and objectives; and

“(B) a description of how the agency is working with other agencies to achieve its goals and objectives as well as relevant Federal Government priority goals;

“(5) a description of how the goals and objectives incorporate views and suggestions obtained through congressional consultations required under subsection (d);

“(6) a description of how the performance goals provided in the plan required by section 1115(a) of title 31, including the agency priority goals required by section 1120(b) of title 31, if applicable, contribute to the general goals and objectives in the strategic plan;

“(7) an identification of those key factors external to the agency and beyond its control that could significantly affect the achievement of the general goals and objectives; and

“(8) a description of the program evaluations used in establishing or revising general goals and objectives, with a schedule for future program evaluations to be conducted.

“(b) The strategic plan shall cover a period of not less than 4 years following the fiscal year in which the plan is submitted. As needed, the head of the agency may make adjustments to the strategic plan to reflect significant changes in the environment in which the agency is operating, with appropriate notification of Congress.

“(c) The performance plan required by section 1115(b) of title 31 shall be consistent with the agency’s strategic plan. A performance plan may not be submitted for a fiscal year not covered by a current strategic plan under this section.

“(d) When developing or making adjustments to a strategic plan, the agency shall consult periodically with the Congress, including majority and minority views from the appropriate authorizing, appropriations, and oversight committees, and shall solicit and consider the views and suggestions of those entities potentially affected by or interested in such a plan. The agency shall consult with the appropriate committees of Congress at least once every 2 years.

Consultation.

“(e) The functions and activities of this section shall be considered to be inherently governmental functions. The drafting of strategic plans under this section shall be performed only by Federal employees.

“(f) For purposes of this section the term ‘agency’ means an Executive agency defined under section 105, but does not include the Central Intelligence Agency, the Government Accountability Office, the United States Postal Service, and the Postal Regulatory Commission.”

Definition.

SEC. 3. PERFORMANCE PLANNING AMENDMENTS.

Chapter 11 of title 31, United States Code, is amended by striking section 1115 and inserting the following:

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“§ 1115. Federal Government and agency performance plans

Coordination.

Web posting.

“(a) FEDERAL GOVERNMENT PERFORMANCE PLANS.—In carrying out the provisions of section 1105(a)(28), the Director of the Office of Management and Budget shall coordinate with agencies to develop the Federal Government performance plan. In addition to the submission of such plan with each budget of the United States Government, the Director of the Office of Management and Budget shall ensure that all information required by this subsection is concurrently made available on the website provided under section 1122 and updated periodically, but no less than annually. The Federal Government performance plan shall—

“(1) establish Federal Government performance goals to define the level of performance to be achieved during the year in which the plan is submitted and the next fiscal year for each of the Federal Government priority goals required under section 1120(a) of this title;

“(2) identify the agencies, organizations, program activities, regulations, tax expenditures, policies, and other activities contributing to each Federal Government performance goal during the current fiscal year;

“(3) for each Federal Government performance goal, identify a lead Government official who shall be responsible for coordinating the efforts to achieve the goal;

“(4) establish common Federal Government performance indicators with quarterly targets to be used in measuring or assessing—

“(A) overall progress toward each Federal Government performance goal; and

“(B) the individual contribution of each agency, organization, program activity, regulation, tax expenditure, policy, and other activity identified under paragraph (2);

“(5) establish clearly defined quarterly milestones; and

“(6) identify major management challenges that are Governmentwide or crosscutting in nature and describe plans to address such challenges, including relevant performance goals, performance indicators, and milestones.

Deadline.
Public
information.
Web posting.
Notification.

“(b) AGENCY PERFORMANCE PLANS.—Not later than the first Monday in February of each year, the head of each agency shall make available on a public website of the agency, and notify the President and the Congress of its availability, a performance plan covering each program activity set forth in the budget of such agency. Such plan shall—

“(1) establish performance goals to define the level of performance to be achieved during the year in which the plan is submitted and the next fiscal year;

“(2) express such goals in an objective, quantifiable, and measurable form unless authorized to be in an alternative form under subsection (c);

“(3) describe how the performance goals contribute to—

“(A) the general goals and objectives established in the agency’s strategic plan required by section 306(a)(2) of title 5; and

“(B) any of the Federal Government performance goals established in the Federal Government performance plan required by subsection (a)(1);

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- “(4) identify among the performance goals those which are designated as agency priority goals as required by section 1120(b) of this title, if applicable;
- “(5) provide a description of how the performance goals are to be achieved, including—
- “(A) the operation processes, training, skills and technology, and the human, capital, information, and other resources and strategies required to meet those performance goals;
 - “(B) clearly defined milestones;
 - “(C) an identification of the organizations, program activities, regulations, policies, and other activities that contribute to each performance goal, both within and external to the agency;
 - “(D) a description of how the agency is working with other agencies to achieve its performance goals as well as relevant Federal Government performance goals; and
 - “(E) an identification of the agency officials responsible for the achievement of each performance goal, who shall be known as goal leaders;
- “(6) establish a balanced set of performance indicators to be used in measuring or assessing progress toward each performance goal, including, as appropriate, customer service, efficiency, output, and outcome indicators;
- “(7) provide a basis for comparing actual program results with the established performance goals;
- “(8) a description of how the agency will ensure the accuracy and reliability of the data used to measure progress towards its performance goals, including an identification of—
- “(A) the means to be used to verify and validate measured values;
 - “(B) the sources for the data;
 - “(C) the level of accuracy required for the intended use of the data;
 - “(D) any limitations to the data at the required level of accuracy; and
 - “(E) how the agency will compensate for such limitations if needed to reach the required level of accuracy;
- “(9) describe major management challenges the agency faces and identify—
- “(A) planned actions to address such challenges;
 - “(B) performance goals, performance indicators, and milestones to measure progress toward resolving such challenges; and
 - “(C) the agency official responsible for resolving such challenges; and
- “(10) identify low-priority program activities based on an analysis of their contribution to the mission and goals of the agency and include an evidence-based justification for designating a program activity as low priority.
- “(c) ALTERNATIVE FORM.—If an agency, in consultation with the Director of the Office of Management and Budget, determines that it is not feasible to express the performance goals for a particular program activity in an objective, quantifiable, and measurable form, the Director of the Office of Management and Budget may authorize an alternative form. Such alternative form shall—
- “(1) include separate descriptive statements of—

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“(A)(i) a minimally effective program; and

“(ii) a successful program; or

“(B) such alternative as authorized by the Director of the Office of Management and Budget, with sufficient precision and in such terms that would allow for an accurate, independent determination of whether the program activity’s performance meets the criteria of the description; or

“(2) state why it is infeasible or impractical to express a performance goal in any form for the program activity.

“(d) TREATMENT OF PROGRAM ACTIVITIES.—For the purpose of complying with this section, an agency may aggregate, disaggregate, or consolidate program activities, except that any aggregation or consolidation may not omit or minimize the significance of any program activity constituting a major function or operation for the agency.

“(e) APPENDIX.—An agency may submit with an annual performance plan an appendix covering any portion of the plan that—

“(1) is specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy; and

“(2) is properly classified pursuant to such Executive order.

“(f) INHERENTLY GOVERNMENTAL FUNCTIONS.—The functions and activities of this section shall be considered to be inherently governmental functions. The drafting of performance plans under this section shall be performed only by Federal employees.

“(g) CHIEF HUMAN CAPITAL OFFICERS.—With respect to each agency with a Chief Human Capital Officer, the Chief Human Capital Officer shall prepare that portion of the annual performance plan described under subsection (b)(5)(A).

“(h) DEFINITIONS.—For purposes of this section and sections 1116 through 1125, and sections 9703 and 9704, the term—

“(1) ‘agency’ has the same meaning as such term is defined under section 306(f) of title 5;

“(2) ‘crosscutting’ means across organizational (such as agency) boundaries;

“(3) ‘customer service measure’ means an assessment of service delivery to a customer, client, citizen, or other recipient, which can include an assessment of quality, timeliness, and satisfaction among other factors;

“(4) ‘efficiency measure’ means a ratio of a program activity’s inputs (such as costs or hours worked by employees) to its outputs (amount of products or services delivered) or outcomes (the desired results of a program);

“(5) ‘major management challenge’ means programs or management functions, within or across agencies, that have greater vulnerability to waste, fraud, abuse, and mismanagement (such as issues identified by the Government Accountability Office as high risk or issues identified by an Inspector General) where a failure to perform well could seriously affect the ability of an agency or the Government to achieve its mission or goals;

“(6) ‘milestone’ means a scheduled event signifying the completion of a major deliverable or a set of related deliverables or a phase of work;

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“(7) ‘outcome measure’ means an assessment of the results of a program activity compared to its intended purpose;

“(8) ‘output measure’ means the tabulation, calculation, or recording of activity or effort that can be expressed in a quantitative or qualitative manner;

“(9) ‘performance goal’ means a target level of performance expressed as a tangible, measurable objective, against which actual achievement can be compared, including a goal expressed as a quantitative standard, value, or rate;

“(10) ‘performance indicator’ means a particular value or characteristic used to measure output or outcome;

“(11) ‘program activity’ means a specific activity or project as listed in the program and financing schedules of the annual budget of the United States Government; and

“(12) ‘program evaluation’ means an assessment, through objective measurement and systematic analysis, of the manner and extent to which Federal programs achieve intended objectives.”.

SEC. 4. PERFORMANCE REPORTING AMENDMENTS.

Chapter 11 of title 31, United States Code, is amended by striking section 1116 and inserting the following:

“§ 1116. Agency performance reporting

“(a) The head of each agency shall make available on a public website of the agency and to the Office of Management and Budget an update on agency performance.

“(b)(1) Each update shall compare actual performance achieved with the performance goals established in the agency performance plan under section 1115(b) and shall occur no less than 150 days after the end of each fiscal year, with more frequent updates of actual performance on indicators that provide data of significant value to the Government, Congress, or program partners at a reasonable level of administrative burden.

“(2) If performance goals are specified in an alternative form under section 1115(c), the results shall be described in relation to such specifications, including whether the performance failed to meet the criteria of a minimally effective or successful program.

“(c) Each update shall—

“(1) review the success of achieving the performance goals and include actual results for the 5 preceding fiscal years;

“(2) evaluate the performance plan for the current fiscal year relative to the performance achieved toward the performance goals during the period covered by the update;

“(3) explain and describe where a performance goal has not been met (including when a program activity’s performance is determined not to have met the criteria of a successful program activity under section 1115(c)(1)(A)(ii) or a corresponding level of achievement if another alternative form is used)—

“(A) why the goal was not met;

“(B) those plans and schedules for achieving the established performance goal; and

“(C) if the performance goal is impractical or infeasible, why that is the case and what action is recommended;

Public
information.
Web posting.

Deadline.

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“(4) describe the use and assess the effectiveness in achieving performance goals of any waiver under section 9703 of this title;

“(5) include a review of the performance goals and evaluation of the performance plan relative to the agency’s strategic human capital management;

“(6) describe how the agency ensures the accuracy and reliability of the data used to measure progress towards its performance goals, including an identification of—

“(A) the means used to verify and validate measured values;

“(B) the sources for the data;

“(C) the level of accuracy required for the intended use of the data;

“(D) any limitations to the data at the required level of accuracy; and

“(E) how the agency has compensated for such limitations if needed to reach the required level of accuracy; and

“(7) include the summary findings of those program evaluations completed during the period covered by the update.

Classified
information.

“(d) If an agency performance update includes any program activity or information that is specifically authorized under criteria established by an Executive Order to be kept secret in the interest of national defense or foreign policy and is properly classified pursuant to such Executive Order, the head of the agency shall make such information available in the classified appendix provided under section 1115(e).

“(e) The functions and activities of this section shall be considered to be inherently governmental functions. The drafting of agency performance updates under this section shall be performed only by Federal employees.

Deadline.
Determination.

“(f) Each fiscal year, the Office of Management and Budget shall determine whether the agency programs or activities meet performance goals and objectives outlined in the agency performance plans and submit a report on unmet goals to—

“(1) the head of the agency;

“(2) the Committee on Homeland Security and Governmental Affairs of the Senate;

“(3) the Committee on Oversight and Governmental Reform of the House of Representatives; and

“(4) the Government Accountability Office.

Designation.

“(g) If an agency’s programs or activities have not met performance goals as determined by the Office of Management and Budget for 1 fiscal year, the head of the agency shall submit a performance improvement plan to the Office of Management and Budget to increase program effectiveness for each unmet goal with measurable milestones. The agency shall designate a senior official who shall oversee the performance improvement strategies for each unmet goal.

Submission.

“(h)(1) If the Office of Management and Budget determines that agency programs or activities have unmet performance goals for 2 consecutive fiscal years, the head of the agency shall—

“(A) submit to Congress a description of the actions the Administration will take to improve performance, including proposed statutory changes or planned executive actions; and

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“(B) describe any additional funding the agency will obligate to achieve the goal, if such an action is determined appropriate in consultation with the Director of the Office of Management and Budget, for an amount determined appropriate by the Director.

“(2) In providing additional funding described under paragraph (1)(B), the head of the agency shall use any reprogramming or transfer authority available to the agency. If after exercising such authority additional funding is necessary to achieve the level determined appropriate by the Director of the Office of Management and Budget, the head of the agency shall submit a request to Congress for additional reprogramming or transfer authority.

Request.

“(i) If an agency’s programs or activities have not met performance goals as determined by the Office of Management and Budget for 3 consecutive fiscal years, the Director of the Office of Management and Budget shall submit recommendations to Congress on actions to improve performance not later than 60 days after that determination, including—

Recommendations.
Deadline.

“(1) reauthorization proposals for each program or activity that has not met performance goals;

“(2) proposed statutory changes necessary for the program activities to achieve the proposed level of performance on each performance goal; and

“(3) planned executive actions or identification of the program for termination or reduction in the President’s budget.”.

SEC. 5. FEDERAL GOVERNMENT AND AGENCY PRIORITY GOALS.

Chapter 11 of title 31, United States Code, is amended by adding after section 1119 the following:

“§ 1120. Federal Government and agency priority goals

“(a) FEDERAL GOVERNMENT PRIORITY GOALS.—

“(1) The Director of the Office of Management and Budget shall coordinate with agencies to develop priority goals to improve the performance and management of the Federal Government. Such Federal Government priority goals shall include—

“(A) outcome-oriented goals covering a limited number of crosscutting policy areas; and

“(B) goals for management improvements needed across the Federal Government, including—

“(i) financial management;

“(ii) human capital management;

“(iii) information technology management;

“(iv) procurement and acquisition management;

and

“(v) real property management;

“(2) The Federal Government priority goals shall be long-term in nature. At a minimum, the Federal Government priority goals shall be updated or revised every 4 years and made publicly available concurrently with the submission of the budget of the United States Government made in the first full fiscal year following any year in which the term of the President commences under section 101 of title 3. As needed, the Director of the Office of Management and Budget may make adjustments to the Federal Government priority goals to reflect significant changes in the environment in which the

Deadline.
Public
information.

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	Federal Government is operating, with appropriate notification of Congress.
Consultation.	<p>“(3) When developing or making adjustments to Federal Government priority goals, the Director of the Office of Management and Budget shall consult periodically with the Congress, including obtaining majority and minority views from—</p> <p>“(A) the Committees on Appropriations of the Senate and the House of Representatives;</p> <p>“(B) the Committees on the Budget of the Senate and the House of Representatives;</p> <p>“(C) the Committee on Homeland Security and Governmental Affairs of the Senate;</p> <p>“(D) the Committee on Oversight and Government Reform of the House of Representatives;</p> <p>“(E) the Committee on Finance of the Senate;</p> <p>“(F) the Committee on Ways and Means of the House of Representatives; and</p> <p>“(G) any other committees as determined appropriate;</p>
Consultation. Deadline.	<p>“(4) The Director of the Office of Management and Budget shall consult with the appropriate committees of Congress at least once every 2 years.</p>
Web posting.	<p>“(5) The Director of the Office of Management and Budget shall make information about the Federal Government priority goals available on the website described under section 1122 of this title.</p> <p>“(6) The Federal Government performance plan required under section 1115(a) of this title shall be consistent with the Federal Government priority goals.</p>
Deadline.	<p>“(b) AGENCY PRIORITY GOALS.—</p> <p>“(1) Every 2 years, the head of each agency listed in section 901(b) of this title, or as otherwise determined by the Director of the Office of Management and Budget, shall identify agency priority goals from among the performance goals of the agency.</p>
Determination.	<p>The Director of the Office of Management and Budget shall determine the total number of agency priority goals across the Government, and the number to be developed by each agency. The agency priority goals shall—</p> <p>“(A) reflect the highest priorities of the agency, as determined by the head of the agency and informed by the Federal Government priority goals provided under subsection (a) and the consultations with Congress and other interested parties required by section 306(d) of title 5;</p>
Time period.	<p>“(B) have ambitious targets that can be achieved within a 2-year period;</p> <p>“(C) have a clearly identified agency official, known as a goal leader, who is responsible for the achievement of each agency priority goal;</p> <p>“(D) have interim quarterly targets for performance indicators if more frequent updates of actual performance provides data of significant value to the Government, Congress, or program partners at a reasonable level of administrative burden; and</p> <p>“(E) have clearly defined quarterly milestones.</p>
Classified information.	<p>“(2) If an agency priority goal includes any program activity or information that is specifically authorized under criteria established by an Executive order to be kept secret in the interest of national defense or foreign policy and is properly</p>

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classified pursuant to such Executive order, the head of the agency shall make such information available in the classified appendix provided under section 1115(e).

“(c) The functions and activities of this section shall be considered to be inherently governmental functions. The development of Federal Government and agency priority goals shall be performed only by Federal employees.”.

SEC. 6. QUARTERLY PRIORITY PROGRESS REVIEWS AND USE OF PERFORMANCE INFORMATION.

Chapter 11 of title 31, United States Code, is amended by adding after section 1120 (as added by section 5 of this Act) the following:

“§ 1121. Quarterly priority progress reviews and use of performance information

“(a) USE OF PERFORMANCE INFORMATION TO ACHIEVE FEDERAL GOVERNMENT PRIORITY GOALS.—Not less than quarterly, the Director of the Office of Management and Budget, with the support of the Performance Improvement Council, shall—

“(1) for each Federal Government priority goal required by section 1120(a) of this title, review with the appropriate lead Government official the progress achieved during the most recent quarter, overall trend data, and the likelihood of meeting the planned level of performance;

“(2) include in such reviews officials from the agencies, organizations, and program activities that contribute to the accomplishment of each Federal Government priority goal;

“(3) assess whether agencies, organizations, program activities, regulations, tax expenditures, policies, and other activities are contributing as planned to each Federal Government priority goal;

Assessment.

“(4) categorize the Federal Government priority goals by risk of not achieving the planned level of performance; and

“(5) for the Federal Government priority goals at greatest risk of not meeting the planned level of performance, identify prospects and strategies for performance improvement, including any needed changes to agencies, organizations, program activities, regulations, tax expenditures, policies or other activities.

“(b) AGENCY USE OF PERFORMANCE INFORMATION TO ACHIEVE AGENCY PRIORITY GOALS.—Not less than quarterly, at each agency required to develop agency priority goals required by section 1120(b) of this title, the head of the agency and Chief Operating Officer, with the support of the agency Performance Improvement Officer, shall—

“(1) for each agency priority goal, review with the appropriate goal leader the progress achieved during the most recent quarter, overall trend data, and the likelihood of meeting the planned level of performance;

“(2) coordinate with relevant personnel within and outside the agency who contribute to the accomplishment of each agency priority goal;

“(3) assess whether relevant organizations, program activities, regulations, policies, and other activities are contributing as planned to the agency priority goals;

Assessment.

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“(4) categorize agency priority goals by risk of not achieving the planned level of performance; and

“(5) for agency priority goals at greatest risk of not meeting the planned level of performance, identify prospects and strategies for performance improvement, including any needed changes to agency program activities, regulations, policies, or other activities.”

SEC. 7. TRANSPARENCY OF FEDERAL GOVERNMENT PROGRAMS, PRIORITY GOALS, AND RESULTS.

Chapter 11 of title 31, United States Code, is amended by adding after section 1121 (as added by section 6 of this Act) the following:

“§ 1122. Transparency of programs, priority goals, and results

“(a) **TRANSPARENCY OF AGENCY PROGRAMS.—**

Deadline.

“(1) **IN GENERAL.—**Not later than October 1, 2012, the Office of Management and Budget shall—

“(A) ensure the effective operation of a single website;

“(B) at a minimum, update the website on a quarterly basis; and

“(C) include on the website information about each program identified by the agencies.

“(2) **INFORMATION.—**Information for each program described under paragraph (1) shall include—

“(A) an identification of how the agency defines the term ‘program’, consistent with guidance provided by the Director of the Office of Management and Budget, including the program activities that are aggregated, disaggregated, or consolidated to be considered a program by the agency;

“(B) a description of the purposes of the program and the contribution of the program to the mission and goals of the agency; and

“(C) an identification of funding for the current fiscal year and previous 2 fiscal years.

“(b) **TRANSPARENCY OF AGENCY PRIORITY GOALS AND RESULTS.—**The head of each agency required to develop agency priority goals shall make information about each agency priority goal available to the Office of Management and Budget for publication on the website, with the exception of any information covered by section 1120(b)(2) of this title. In addition to an identification of each agency priority goal, the website shall also consolidate information about each agency priority goal, including—

“(1) a description of how the agency incorporated any views and suggestions obtained through congressional consultations about the agency priority goal;

“(2) an identification of key factors external to the agency and beyond its control that could significantly affect the achievement of the agency priority goal;

“(3) a description of how each agency priority goal will be achieved, including—

“(A) the strategies and resources required to meet the priority goal;

“(B) clearly defined milestones;

“(C) the organizations, program activities, regulations, policies, and other activities that contribute to each goal, both within and external to the agency;

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“(D) how the agency is working with other agencies to achieve the goal; and

“(E) an identification of the agency official responsible for achieving the priority goal;

“(4) the performance indicators to be used in measuring or assessing progress;

“(5) a description of how the agency ensures the accuracy and reliability of the data used to measure progress towards the priority goal, including an identification of—

“(A) the means used to verify and validate measured values;

“(B) the sources for the data;

“(C) the level of accuracy required for the intended use of the data;

“(D) any limitations to the data at the required level of accuracy; and

“(E) how the agency has compensated for such limitations if needed to reach the required level of accuracy;

“(6) the results achieved during the most recent quarter and overall trend data compared to the planned level of performance;

“(7) an assessment of whether relevant organizations, program activities, regulations, policies, and other activities are contributing as planned;

“(8) an identification of the agency priority goals at risk of not achieving the planned level of performance; and

“(9) any prospects or strategies for performance improvement.

“(c) **TRANSPARENCY OF FEDERAL GOVERNMENT PRIORITY GOALS AND RESULTS.**—The Director of the Office of Management and Budget shall also make available on the website—

Web posting.

“(1) a brief description of each of the Federal Government priority goals required by section 1120(a) of this title;

“(2) a description of how the Federal Government priority goals incorporate views and suggestions obtained through congressional consultations;

“(3) the Federal Government performance goals and performance indicators associated with each Federal Government priority goal as required by section 1115(a) of this title;

“(4) an identification of the lead Government official for each Federal Government performance goal;

“(5) the results achieved during the most recent quarter and overall trend data compared to the planned level of performance;

“(6) an identification of the agencies, organizations, program activities, regulations, tax expenditures, policies, and other activities that contribute to each Federal Government priority goal;

“(7) an assessment of whether relevant agencies, organizations, program activities, regulations, tax expenditures, policies, and other activities are contributing as planned;

Assessment.

“(8) an identification of the Federal Government priority goals at risk of not achieving the planned level of performance; and

“(9) any prospects or strategies for performance improvement.

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information.

“(d) INFORMATION ON WEBSITE.—The information made available on the website under this section shall be readily accessible and easily found on the Internet by the public and members and committees of Congress. Such information shall also be presented in a searchable, machine-readable format. The Director of the Office of Management and Budget shall issue guidance to ensure that such information is provided in a way that presents a coherent picture of all Federal programs, and the performance of the Federal Government as well as individual agencies.”.

Guidance.

SEC. 8. AGENCY CHIEF OPERATING OFFICERS.

Chapter 11 of title 31, United States Code, is amended by adding after section 1122 (as added by section 7 of this Act) the following:

“§ 1123. Chief Operating Officers

“(a) ESTABLISHMENT.—At each agency, the deputy head of agency, or equivalent, shall be the Chief Operating Officer of the agency.

“(b) FUNCTION.—Each Chief Operating Officer shall be responsible for improving the management and performance of the agency, and shall—

“(1) provide overall organization management to improve agency performance and achieve the mission and goals of the agency through the use of strategic and performance planning, measurement, analysis, regular assessment of progress, and use of performance information to improve the results achieved;

“(2) advise and assist the head of agency in carrying out the requirements of sections 1115 through 1122 of this title and section 306 of title 5;

“(3) oversee agency-specific efforts to improve management functions within the agency and across Government; and

“(4) coordinate and collaborate with relevant personnel within and external to the agency who have a significant role in contributing to and achieving the mission and goals of the agency, such as the Chief Financial Officer, Chief Human Capital Officer, Chief Acquisition Officer/Senior Procurement Executive, Chief Information Officer, and other line of business chiefs at the agency.”.

SEC. 9. AGENCY PERFORMANCE IMPROVEMENT OFFICERS AND THE PERFORMANCE IMPROVEMENT COUNCIL.

Chapter 11 of title 31, United States Code, is amended by adding after section 1123 (as added by section 8 of this Act) the following:

“§ 1124. Performance Improvement Officers and the Performance Improvement Council

“(a) PERFORMANCE IMPROVEMENT OFFICERS.—

“(1) ESTABLISHMENT.—At each agency, the head of the agency, in consultation with the agency Chief Operating Officer, shall designate a senior executive of the agency as the agency Performance Improvement Officer.

“(2) FUNCTION.—Each Performance Improvement Officer shall report directly to the Chief Operating Officer. Subject to the direction of the Chief Operating Officer, each Performance Improvement Officer shall—

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“(A) advise and assist the head of the agency and the Chief Operating Officer to ensure that the mission and goals of the agency are achieved through strategic and performance planning, measurement, analysis, regular assessment of progress, and use of performance information to improve the results achieved;

“(B) advise the head of the agency and the Chief Operating Officer on the selection of agency goals, including opportunities to collaborate with other agencies on common goals;

“(C) assist the head of the agency and the Chief Operating Officer in overseeing the implementation of the agency strategic planning, performance planning, and reporting requirements provided under sections 1115 through 1122 of this title and sections 306 of title 5, including the contributions of the agency to the Federal Government priority goals;

“(D) support the head of agency and the Chief Operating Officer in the conduct of regular reviews of agency performance, including at least quarterly reviews of progress achieved toward agency priority goals, if applicable;

“(E) assist the head of the agency and the Chief Operating Officer in the development and use within the agency of performance measures in personnel performance appraisals, and, as appropriate, other agency personnel and planning processes and assessments; and

“(F) ensure that agency progress toward the achievement of all goals is communicated to leaders, managers, and employees in the agency and Congress, and made available on a public website of the agency.

Public
information.
Web posting.

“(b) PERFORMANCE IMPROVEMENT COUNCIL.—

“(1) ESTABLISHMENT.—There is established a Performance Improvement Council, consisting of—

“(A) the Deputy Director for Management of the Office of Management and Budget, who shall act as chairperson of the Council;

“(B) the Performance Improvement Officer from each agency defined in section 901(b) of this title;

“(C) other Performance Improvement Officers as determined appropriate by the chairperson; and

“(D) other individuals as determined appropriate by the chairperson.

“(2) FUNCTION.—The Performance Improvement Council shall—

“(A) be convened by the chairperson or the designee of the chairperson, who shall preside at the meetings of the Performance Improvement Council, determine its agenda, direct its work, and establish and direct subgroups of the Performance Improvement Council, as appropriate, to deal with particular subject matters;

“(B) assist the Director of the Office of Management and Budget to improve the performance of the Federal Government and achieve the Federal Government priority goals;

“(C) assist the Director of the Office of Management and Budget in implementing the planning, reporting, and

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use of performance information requirements related to the Federal Government priority goals provided under sections 1115, 1120, 1121, and 1122 of this title;

“(D) work to resolve specific Governmentwide or cross-cutting performance issues, as necessary;

“(E) facilitate the exchange among agencies of practices that have led to performance improvements within specific programs, agencies, or across agencies;

“(F) coordinate with other interagency management councils;

“(G) seek advice and information as appropriate from nonmember agencies, particularly smaller agencies;

“(H) consider the performance improvement experiences of corporations, nonprofit organizations, foreign, State, and local governments, Government employees, public sector unions, and customers of Government services;

“(I) receive such assistance, information and advice from agencies as the Council may request, which agencies shall provide to the extent permitted by law; and

“(J) develop and submit to the Director of the Office of Management and Budget, or when appropriate to the President through the Director of the Office of Management and Budget, at times and in such formats as the chairperson may specify, recommendations to streamline and improve performance management policies and requirements.

“(3) SUPPORT.—

“(A) IN GENERAL.—The Administrator of General Services shall provide administrative and other support for the Council to implement this section.

“(B) PERSONNEL.—The heads of agencies with Performance Improvement Officers serving on the Council shall, as appropriate and to the extent permitted by law, provide at the request of the chairperson of the Performance Improvement Council up to 2 personnel authorizations to serve at the direction of the chairperson.”.

31 USC 1115
note.

SEC. 10. FORMAT OF PERFORMANCE PLANS AND REPORTS.

(a) **SEARCHABLE, MACHINE-READABLE PLANS AND REPORTS.—**For fiscal year 2012 and each fiscal year thereafter, each agency required to produce strategic plans, performance plans, and performance updates in accordance with the amendments made by this Act shall—

(1) not incur expenses for the printing of strategic plans, performance plans, and performance reports for release external to the agency, except when providing such documents to the Congress;

(2) produce such plans and reports in searchable, machine-readable formats; and

Web posting.

(3) make such plans and reports available on the website described under section 1122 of title 31, United States Code.

(b) **WEB-BASED PERFORMANCE PLANNING AND REPORTING.—**

Guidance.

(1) **IN GENERAL.—**Not later than June 1, 2012, the Director of the Office of Management and Budget shall issue guidance to agencies to provide concise and timely performance information for publication on the website described under section

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1122 of title 31, United States Code, including, at a minimum, all requirements of sections 1115 and 1116 of title 31, United States Code, except for section 1115(e).

(2) HIGH-PRIORITY GOALS.—For agencies required to develop agency priority goals under section 1120(b) of title 31, United States Code, the performance information required under this section shall be merged with the existing information required under section 1122 of title 31, United States Code.

(3) CONSIDERATIONS.—In developing guidance under this subsection, the Director of the Office of Management and Budget shall take into consideration the experiences of agencies in making consolidated performance planning and reporting information available on the website as required under section 1122 of title 31, United States Code.

SEC. 11. REDUCING DUPLICATIVE AND OUTDATED AGENCY REPORTING.

(a) BUDGET CONTENTS.—Section 1105(a) of title 31, United States Code, is amended—

(1) by redesignating second paragraph (33) as paragraph (35); and

(2) by adding at the end the following:

“(37) the list of plans and reports, as provided for under section 1125, that agencies identified for elimination or consolidation because the plans and reports are determined outdated or duplicative of other required plans and reports.”.

(b) ELIMINATION OF UNNECESSARY AGENCY REPORTING.—Chapter 11 of title 31, United States Code, is further amended by adding after section 1124 (as added by section 9 of this Act) the following:

“§ 1125. Elimination of unnecessary agency reporting

“(a) AGENCY IDENTIFICATION OF UNNECESSARY REPORTS.—Annually, based on guidance provided by the Director of the Office of Management and Budget, the Chief Operating Officer at each agency shall—

“(1) compile a list that identifies all plans and reports the agency produces for Congress, in accordance with statutory requirements or as directed in congressional reports;

“(2) analyze the list compiled under paragraph (1), identify which plans and reports are outdated or duplicative of other required plans and reports, and refine the list to include only the plans and reports identified to be outdated or duplicative;

“(3) consult with the congressional committees that receive the plans and reports identified under paragraph (2) to determine whether those plans and reports are no longer useful to the committees and could be eliminated or consolidated with other plans and reports; and

“(4) provide a total count of plans and reports compiled under paragraph (1) and the list of outdated and duplicative reports identified under paragraph (2) to the Director of the Office of Management and Budget.

“(b) PLANS AND REPORTS.—

“(1) FIRST YEAR.—During the first year of implementation of this section, the list of plans and reports identified by each agency as outdated or duplicative shall be not less than 10

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Determination. percent of all plans and reports identified under subsection (a)(1).

“(2) SUBSEQUENT YEARS.—In each year following the first year described under paragraph (1), the Director of the Office of Management and Budget shall determine the minimum percent of plans and reports to be identified as outdated or duplicative on each list of plans and reports.

“(c) REQUEST FOR ELIMINATION OF UNNECESSARY REPORTS.—In addition to including the list of plans and reports determined to be outdated or duplicative by each agency in the budget of the United States Government, as provided by section 1105(a)(37), the Director of the Office of Management and Budget may concurrently submit to Congress legislation to eliminate or consolidate such plans and reports.”

Deadlines.
5 USC 5105 note.

SEC. 12. PERFORMANCE MANAGEMENT SKILLS AND COMPETENCIES.

(a) PERFORMANCE MANAGEMENT SKILLS AND COMPETENCIES.—Not later than 1 year after the date of enactment of this Act, the Director of the Office of Personnel Management, in consultation with the Performance Improvement Council, shall identify the key skills and competencies needed by Federal Government personnel for developing goals, evaluating programs, and analyzing and using performance information for the purpose of improving Government efficiency and effectiveness.

(b) POSITION CLASSIFICATIONS.—Not later than 2 years after the date of enactment of this Act, based on the identifications under subsection (a), the Director of the Office of Personnel Management shall incorporate, as appropriate, such key skills and competencies into relevant position classifications.

(c) INCORPORATION INTO EXISTING AGENCY TRAINING.—Not later than 2 years after the enactment of this Act, the Director of the Office of Personnel Management shall work with each agency, as defined under section 306(f) of title 5, United States Code, to incorporate the key skills identified under subsection (a) into training for relevant employees at each agency.

SEC. 13. TECHNICAL AND CONFORMING AMENDMENTS.

(a) The table of contents for chapter 3 of title 5, United States Code, is amended by striking the item relating to section 306 and inserting the following:

“306. Agency strategic plans.”

(b) The table of contents for chapter 11 of title 31, United States Code, is amended by striking the items relating to section 1115 and 1116 and inserting the following:

“1115. Federal Government and agency performance plans.

“1116. Agency performance reporting.”

(c) The table of contents for chapter 11 of title 31, United States Code, is amended by adding at the end the following:

“1120. Federal Government and agency priority goals.

“1121. Quarterly priority progress reviews and use of performance information.

“1122. Transparency of programs, priority goals, and results.

“1123. Chief Operating Officers.

“1124. Performance Improvement Officers and the Performance Improvement Council.

“1125. Elimination of unnecessary agency reporting.”

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SEC. 14. IMPLEMENTATION OF THIS ACT.31 USC 1115
note.(a) **INTERIM PLANNING AND REPORTING.—**

(1) **IN GENERAL.—**The Director of the Office of Management and Budget shall coordinate with agencies to develop interim Federal Government priority goals and submit interim Federal Government performance plans consistent with the requirements of this Act beginning with the submission of the fiscal year 2013 Budget of the United States Government.

Coordination.

(2) **REQUIREMENTS.—**Each agency shall—

Deadline.

(A) not later than February 6, 2012, make adjustments to its strategic plan to make the plan consistent with the requirements of this Act;

(B) prepare and submit performance plans consistent with the requirements of this Act, including the identification of agency priority goals, beginning with the performance plan for fiscal year 2013; and

Plan.

(C) make performance reporting updates consistent with the requirements of this Act beginning in fiscal year 2012.

(3) **QUARTERLY REVIEWS.—**The quarterly priority progress reviews required under this Act shall begin—

(A) with the first full quarter beginning on or after the date of enactment of this Act for agencies based on the agency priority goals contained in the Analytical Perspectives volume of the Fiscal Year 2011 Budget of the United States Government; and

(B) with the quarter ending June 30, 2012 for the interim Federal Government priority goals.

(b) **GUIDANCE.—**The Director of the Office of Management and Budget shall prepare guidance for agencies in carrying out the interim planning and reporting activities required under subsection (a), in addition to other guidance as required for implementation of this Act.

SEC. 15. CONGRESSIONAL OVERSIGHT AND LEGISLATION.31 USC 1115
note.

(a) **IN GENERAL.—**Nothing in this Act shall be construed as limiting the ability of Congress to establish, amend, suspend, or annul a goal of the Federal Government or an agency.

(b) **GAO REVIEWS.—**

(1) **INTERIM PLANNING AND REPORTING EVALUATION.—**Not later than June 30, 2013, the Comptroller General shall submit a report to Congress that includes—

(A) an evaluation of the implementation of the interim planning and reporting activities conducted under section 14 of this Act; and

(B) any recommendations for improving implementation of this Act as determined appropriate.

(2) **IMPLEMENTATION EVALUATIONS.—**

(A) **IN GENERAL.—**The Comptroller General shall evaluate the implementation of this Act subsequent to the interim planning and reporting activities evaluated in the report submitted to Congress under paragraph (1).

(B) **AGENCY IMPLEMENTATION.—**

(i) **EVALUATIONS.—**The Comptroller General shall evaluate how implementation of this Act is affecting performance management at the agencies described in section 901(b) of title 31, United States Code,

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including whether performance management is being used by those agencies to improve the efficiency and effectiveness of agency programs.

(ii) **REPORTS.**—The Comptroller General shall submit to Congress—

(I) an initial report on the evaluation under clause (i), not later than September 30, 2015; and

(II) a subsequent report on the evaluation under clause (i), not later than September 30, 2017.

(C) **FEDERAL GOVERNMENT PLANNING AND REPORTING IMPLEMENTATION.**—

(i) **EVALUATIONS.**—The Comptroller General shall evaluate the implementation of the Federal Government priority goals, Federal Government performance plans and related reporting required by this Act.

(ii) **REPORTS.**—The Comptroller General shall submit to Congress—

(I) an initial report on the evaluation under clause (i), not later than September 30, 2015; and

(II) subsequent reports on the evaluation under clause (i), not later than September 30, 2017 and every 4 years thereafter.

(D) **RECOMMENDATIONS.**—The Comptroller General shall include in the reports required by subparagraphs (B) and (C) any recommendations for improving implementation of this Act and for streamlining the planning and reporting requirements of the Government Performance and Results Act of 1993.

Approved January 4, 2011.

LEGISLATIVE HISTORY—H.R. 2142:

HOUSE REPORTS: No. 111-504 (Comm. on Oversight and Government Reform).

SENATE REPORTS: No. 111-372 (Comm. on Homeland Security and Governmental Affairs).

CONGRESSIONAL RECORD, Vol. 156 (2010):

June 16, considered and passed House.

Dec. 16, considered and passed Senate, amended.

Dec. 17, House failed to concur in Senate amendment.

Dec. 21, House concurred in Senate amendment.

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