



## The President's Budget: Analytical Perspectives

Among the volumes that make up the President's Budget is one that includes a rich source of insight and analysis of the Administration's activities, including those intended to improve the government's performance and efficiency. Below is a summary and excerpts of chapters that highlight the Administration's management priorities.

### Delivering a High-Performance Government

This chapter delves into the Federal Performance Framework and its three main components: clearly defining mission success, engaging senior leaders to assess progress using data-driven reviews, and reporting results transparently to the public. Its progress is reported on *Performance.gov*.

#### **The State of the Federal Performance Framework**

According to the narrative, "GPRAMA shifted focus from a 'supply-side' approach of producing information towards a "demand-driven" model that centered on supporting leadership in identifying and accomplishing their top priorities within the framework; clarifying roles and responsibilities of agency Chief Operating Officers (COO), Performance Improvement Officers (PIO), and Goal Leaders; aligning strategic planning with Presidential election cycles; and emphasizing the use of performance information and evidence for decision-making by agency leadership while seeking to minimize reporting and compliance burdens." The Framework incorporates legislative requirements like the Foundations for Evidence-Based Policymaking Act of 2018 and the Program Management Improvement Accountability Act, as well as additional management initiatives like Customer Experience and Enterprise Risk Management.

#### ***Evidence the Framework Is Working***

The chapter offers "[e]vidence from agencies and academic research [that] shows that the routines and practices established by the GPRA Modernization Act and institutionalized into the Framework through the Office of Management and Budget's (OMB) guidance are contributing to increased use of performance information." It also cites challenges that have emerged through use of the Framework:

- Meeting the needs of separate, independent branches of the Federal Government that can at times have divergent incentive structures.
- Elongated delivery and implementation chains demand organizational processes and management tools for leading practices and routines to permeate to lower-levels of the organization.
- Balancing the value of providing transparency and maintaining management routines with the administrative burden of performance reporting.
- Facilitating collaboration and coordination in areas that require multiple organizations working together to achieve an outcome.
- Orientation toward compliance activities over usefulness to agency leadership in assessing progress toward outcomes.
- Unevenness across agencies capacity and capabilities—including technical expertise, staffing, and data—to do this work in increasingly complex organizational environments.
- Limited tenure of leadership at agencies, and staff attrition and turnover.



- OMB is taking steps to further coordinate and align Government-wide management efforts.

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

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

The wide-ranging focus of this chapter is evidenced by this section, which bemoans "plans and reports that were once useful can become outdated, duplicative, or less useful over time." "Previous efforts have led to the repeal of several dozen plans or reports through the Government Reports Elimination Act of 2014 (Public Law 113-188), as well as varying degrees of additional congressional engagement, including most recently the passage out of committee of S.2769 (Congressional Reporting Burden Reduction Act) in the 116th Congress." OMB is making available a list that consolidates across Federal agencies over 50 proposals for modifying outdated or duplicative congressionally required plans or reports. OMB suggests that enactment "could shift the administrative reporting burden of agencies towards higher-priority reporting requirements. And adoption of some of the report modification proposals put forth by the OMB specifically could have a magnified impact, given their Governmentwide applicability and reach."

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

With respect to data-driven management, the Budget proposes investments to strengthen the capabilities of Federal agencies to do this work:

- \$4 million in an enterprise data and analytics capability at the National Science Foundation (NSF)
- \$2.5 million and 10 staff FTEs (full-time equivalents) at the Department of the Treasury's Bureau of the Fiscal Service
- \$2 million and five FTEs to strengthen and expand enterprise governance support for policy and resource allocation decision-making bodies within the Department of Veterans Affairs Office of Enterprise Integration.

## **Data-Driven Performance Reviews to Drive Results in Execution**

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

The 2022 Strategic Reviews and subsequent Agency/ OMB meetings was the first year of reviews since the establishment of the new strategic goal and objectives frameworks, learning agendas, and performance and evaluation plans in March 2022. The 2022 meetings, according to OMB, were designed to bring together senior leadership from OMB, policy councils, and agencies to review progress towards achieving over 400 strategic goals and objectives – including assessments of the impacts from enterprise risk management reviews, and findings and contributions from agency learning agendas. These reviews played a key role in identifying the subset of over 90 strategic



objectives that would be designated by agencies as either an area of Noteworthy Progress or a Focus Area for Improvement.

### **2022 Strategic Reviews: Opportunities and Leading Practices**

- *Use analysis generated by the strategic review process and engagement with OMB/Agency leadership to propose and validate shifts in strategic direction.*
- *Overcome the potential for and challenges of “mission fragmentation” across Departmental components, bureaus, and programs.*
- *Agencies utilize a “performance dashboard” format for presenting their Strategic Review Summary of Findings by Strategic Objective, the critical output of their internal strategic review process.*
- *The selection of Deep Dive topics for the Agenda can be used to surface issues for the continued engagement and discussion needed to find shared policy solutions.*
- *Strengthen connections across performance management and budget frameworks.*
- *OPM’s strategic review meeting included a Deep Dive topic to discuss ongoing planning and implementation efforts for the recently enacted Postal Service Reform Act of 2022.*

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

- The seventh cohort of APGs since their initial establishment.
- Ninety APGs covering the FYs 2022-2023 performance period are currently available on Performance.gov.
- Department of Commerce (DOC) / Department of Agriculture (USDA). *Joint Goal* to expand access to affordable, reliable, high-speed broadband internet, with a focus on communities in the greatest need.
- Department of Energy (DOE) / Department of Transportation (DOT). *Joint Goal* to complete the critical building blocks needed for the deployment of a national network of electric vehicle (EV) chargers under the Bipartisan Infrastructure Law.
- Department of Housing and Urban Development (HUD). By September 30, 2023, protect families from lead-based paint and other health hazards by making an additional 20,000 units of at-risk housing healthy and lead-safe for residents.
- **Department of Veterans Affairs (VA).** By September 30, 2023, the VA will ensure 90 percent of rural-dwelling veterans are satisfied with their access to healthcare when and where they need it.
- **Department of the Interior (DOI).** By September 30, 2023, the Department’s Bureau of Reclamation will facilitate water conservation capacity of 55,236 acre-feet to help reduce the impact of drought.
- **National Aeronautics and Space Administration (NASA).** By September 30, 2023, NASA will complete commissioning of the James Webb Space Telescope, the most powerful and complex space telescope ever built, and begin Webb’s Cycle 2 observations.
- **Office of Personnel Management (OPM).** By September 30, 2023, OPM will help the Bipartisan Infrastructure Law agencies fill 75 percent of surge hiring positions identified in the first quarter of 2022.
- **Small Business Administration (SBA).** By September 30, 2023, the SBA will increase Federal contracting awards to small disadvantaged businesses (SDBs) to 12 percent, promoting diversity, equity, inclusion, and accessibility to help more Americans realize their entrepreneurial dreams



while growing the U.S. industrial base.

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

***Improving Gov’t Through Delivery of Secure Federal Services & Excellent Customer Experience*** The Administration is directing a whole-of-Government effort to design and operate an “equitable, effective, and accountable Government.” More than 17 Federal agencies have taken actions to deliver customer experiences that are simpler, seamless, and secure. The Budget includes more than \$510 million to strengthen activities focused on modernizing programs, reducing administrative burdens, and piloting new online tools and technologies. The Budget targets efforts on deepening the expertise, capacity, and capabilities that Federal agencies need to meaningfully engage and better serve their customers.

The Budget supports the expansion or creation of customer experience offices at nine Federal agencies. The Departments of Homeland Security, Labor, and Interior, with four HISPs each, will establish Department-level customer experience offices to develop enterprise strategies to support customer experience performance. New CX teams at the Social Security Administration, Small Business Administration, Census Bureau, and Department of the Treasury are also supported in the Budget request. The Budget makes additional investments in existing CX teams at the Departments of Agriculture and Veterans Affairs. The Budget will also support more than 120 new full-time equivalent (FTEs) individuals with customer experience and digital product training, skills, and experience.

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.

More than \$75 million is dedicated to interagency life experience work to enable more efficient administration of Federally funded benefits programs, improve the journey of disaster survivors accessing Federal assistance, and streamline the Medicare enrollment process for seniors. At least 10 Federal agencies will play a role in implementing these multi-agency projects.

The Budget also funds the development of enterprise Voice of Customer platforms at seven Federal agencies, building on the existing efforts of individual HISPs. It also “facilitates” an additional \$13 million for six Federal agencies to work directly with GSA’s Technology Transformation Services (TTS) for priority projects identified through CX Action Plans.

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

The Administration released the *Permitting Action Plan* in May 2022 to strengthen and accelerate Federal environmental review and permitting and ensure processes are effective, efficient, timely,



and transparent, guided by the best available science to promote positive environmental and community outcomes, and shaped by early and meaningful public engagement. The *Permitting Action Plan* and *M-23-14 implementation guidance* directs agencies to accelerate smart permitting through early cross-agency coordination; establish clear timeline goals and track key project information; engage in early and meaningful outreach and communication with States, Tribal Nations, territories, and local communities; improve agency responsiveness, technical assistance and support; and use resources and the environmental review process to improve impact.

Federal agencies are also using the *Federal Permitting Dashboard* to increase transparency and accountability by tracking key project information, including timetables and milestones, for infrastructure projects.

## **Communicating Performance Results and Information Transparently**

As mentioned, a central website, *Performance.gov*, makes finding and consuming performance information easier for the public, the Congress, delivery partners, agency employees, and other stakeholders. *Evaluation.gov* offers a comprehensive view of agency evidence-building plans and associated program evaluation activities and resources.

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

Agencies are working to expand their existing management routines to incorporate more coordinated considerations and indicators of ‘organizational health’ and ‘organizational performance’ in order to better monitor progress and diagnose issues related to both, and collectively drive performance results in support of their missions. This initiative builds on principles previously set forth by OMB, OPM, and the General Services Administration (GSA) in OMB Memorandum M-21-25, *Integrating Planning for A Safe Increased Return of Federal Employees and Contractors to Physical Workplaces with Post-Reentry Personnel Policies and Work Environment* (June 10, 2021).

## **Building and Using Evidence to Improve Government Effectiveness**

This chapter highlights “new and sustained investments necessary for agencies to establish and staff the evaluation function, plan and execute evidence-building activities that employ high-quality evaluation methods, and deliver on evidence-based policymaking.” To do this also requires agencies to develop processes and practices that establish habitual and routine reliance on evidence across agency functions and demand new or better evidence when it is needed. “A key marker of a culture of evidence is thinking about evidence needs and building in data and evaluation activities from the start.”

## **Recent Progress in Advancing Evidence**

Establishing Evaluation Officers in a senior leadership position with the responsibility for working with other senior leaders to implement the law’s many activities. OMB has convened the *Evaluation Officer Council* (EOC).



The Council supports an annual workshop series to build evaluation capacity across the Government. The Interagency Council on Evaluation Policy, a formal technical workgroup of the EOC, builds on this work by convening evaluation experts with a variety of methodological and topical expertise to support the Federal evaluation community through technical assistance,

OMB partnered with the White House Office of Science and Technology Policy (OSTP) to launch the *Year of Evidence for Action* to support agencies as they turn from planning to doing in implementing their Learning Agendas and Annual Evaluation Plans. *Readouts* from the Forums are available on Evaluation.gov.

This year also saw the launch of a new interactive Learning Agenda Question *Dashboard* on Evaluation.gov to provide a critical first step in helping agencies and external researchers engage more effectively with one another.

Building an evidence culture requires institutionalizing both the demand for and generation of evidence while also making the available evidence easier to find and use. A forthcoming Research Portal will share concrete opportunities for the external research community to engage directly with Federal agencies in support of their evidence-building needs.

Cross-Government Learning Agendas, including the President's Management Agenda Learning Agenda and the American Rescue Plan Equity Learning Agenda, were developed.

OMB's implementing guidance (*OMB Memorandum M-22-12, Advancing Effective Stewardship of Taxpayer Resources and Outcomes in the Implementation of the Infrastructure Investment and Jobs Act*) for IIJA states that "agencies must design programs with clear goals and objectives, consistent with statutory requirements and informed by an understanding of the people they are meant to serve, draw from the best available data and evidence about effective strategies for similar programs and investments." Agencies were encouraged to include language in funding notices requesting that applicants allocate funding in their budgets for personnel and data infrastructure needs to support performance management and program evaluation.

The PMA Learning Agenda galvanizes the Federal evaluation community as well as external academics and public management researchers to work together to generate the evidence needed to guide PMA implementation.

The Department of the Treasury (Treasury) integrated clear expectations around the use of evidence and evaluation in the compliance and reporting *guidance* for the State and Local Fiscal Recovery Fund.

The OMB Evidence Team and OES are working together to lead a national evaluation conducted by an independent contractor.

In January 2023, the Administration released the *Federal Evidence Agenda on Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex Individuals (LGBTQI+) Equity* under the auspices of the National Science and Technology Council's Subcommittee for Equitable Data in response to Executive Order 14075, "Advancing Equality for Lesbian, Gay, Bisexual, Transgender, Queer, and Intersex Individuals."



The Administration has emphasized the importance of evidence-building, including evaluation, in its guidance and Executive Orders. For example, the Executive Order 14058, “*Transforming Federal Customer Experience and Service Delivery to Rebuild Trust in Government*” includes a specific requirement that High-Impact Service Providers conduct assessments of their work, including rigorous program evaluation (Section 6) and to engage with key evidence-building colleagues, including the Evaluation Officer Council.

Learning Agendas and Capacity Assessments, as well as their FY 23 Annual Evaluation Plans. These evidence plans are now available on agency websites and *linked centrally* on Evaluation.gov.

As the *Capacity Assessments* demonstrate, agencies with more mature and long-standing evidence, statistical, data, and evaluation functions were better positioned to implement the Evidence Act. For example, HUD’s long-standing practice of developing and publishing their “Research Roadmap” allowed them to utilize their established practice to craft an agency-wide Learning Agenda. For a number of other agencies, the Evidence Act has catalyzed the creation of previously absent capabilities. The Department of Homeland Security is another leading example of agency progress. In 2022, DHS launched a pilot process to explore how the agency can use evidence planning to strengthen program design and planning.

The Budget sustains or enhances funding for evaluation offices or units that pre-date the Evidence Act, including for evaluation activities at the Department of Education’s (ED) Institute of Education Sciences; several parts of HHS, including the Office of the Assistant Secretary for Planning and Evaluation (ASPE), the Office of Planning, Research and Evaluation (OPRE), and the Centers for Disease Control and Prevention (CDC); HUD’s Office of Policy Development and Research; USDA’s Food and Nutrition Service; DOL’s Chief Evaluation Office; GSA’s OES; the Millennium Challenge Corporation; and AmeriCorps. The Budget includes an investment in dedicated staff to support the Evaluation Officer at the Social Security Administration (SSA), in order to ensure the agency completes the activities on its Learning Agenda and Annual Evaluation Plans. It also includes modest investments to advance professional development opportunities for DOL and SSA’s research and evaluation staff. At HHS, the Budget continues to support evidence and evaluation activities in ASPE. The Budget includes significant support for the research, evaluation, and demonstration activities that HUD conducts, as well as resources targeted specifically to eviction-prevention programs and HUD-wide technical assistance. It also includes continued investments at the US Agency for International Development in the Bureau for Policy, Planning and Learning for implementation of the Evidence Act and associated evidence-building activities, including evaluation.

OMB notes that “agencies are expected to fill the role of Evaluation Officer with someone who brings superior skills and demonstrated expertise, and who has the time and resources needed to lead and execute the Learning Agenda and evaluation activities across their agency.”

The Budget provides funding to ensure that each CFO Act agency has at least some dedicated staff that have specialized evaluation experience to support the Evaluation Officer in planning and executing Learning Agendas and Annual Evaluation Plans. Such proposed investments can be found at DHS, the Department of Commerce, DOI, the Department of Justice, the Environmental Protection Agency (EPA), the National Aeronautics and Space Administration (NASA), the Nuclear Regulatory Commission, SSA, Treasury, USDA, OPM, and VA.

*Investments in Evaluation-Focused Evidence-Building Activities*



One example of such a funding mechanism is the proposal for the Congress to continue allowing the Department of Education to set aside funding for evaluations of higher education programs. This pooled evaluation authority, first provided in fiscal year 2022, would continue to permit ED to expand its ability to evaluate higher education programs, analogous to the evaluation set-aside in the Elementary and Secondary Education Act for k-12 programs. The Budget also maintains the authority for DOL to set aside up to 0.75 percent of appropriations so that there may be sufficient funds for conducting significant and rigorous evaluations, and it continues to provide DOL's Chief Evaluation Office the authority to carry out grants and demonstration projects to test innovative strategies for building evidence. The Budget includes an investment at SSA to conduct an evaluation of the agency's outreach efforts with individuals potentially eligible for benefits.

OMB will launch a cross-Government, comprehensive resource analysis, in collaboration with Council colleagues, during the remainder of 2023 and into 2024 in order to inform a comprehensive set of proposals to develop a consistent and sustainable mechanism for identifying and obtaining the resources needed for full Evidence Act implementation. In the meantime, the Budget invests once again in the Maternal, Infant, and Early Childhood Home Visiting (MIECHV) Program, which provides funding for States, territories, and tribal entities to implement evidence-based home visiting programs. MIECHV includes funding for evaluation to continue building the evidence base.

The Budget also includes \$165 million at ED to expand an existing postsecondary retention and completion grants program that provides competitive grants to States, tribal colleges and universities, and institutions of higher education to implement or expand evidence-based, statewide, and institutional level retention and completion reforms that improve student outcomes, including retention and completion rates, transfers from two- to four-year institutions, and employment outcomes.

At DOL, the Budget continues to invest in evidence-based programs, including \$335 million to expand investments in Registered Apprenticeship programs that have been shown to improve employment outcomes and will provide greater opportunities for women to enter Registered Apprenticeship and nontraditional occupations. In addition, the Budget includes \$550 million for Reemployment Services and Eligibility Assessments (RESEA). By law, States are required to use no less than 25 percent of RESEA funds for interventions or service delivery strategies with strong causal evidence showing a demonstrated capacity to improve employment and earnings outcomes for program participants. There's also a \$1 million cross-Governmental Program Evaluation Fellowship Program to be housed at the Administration for Children and Families at HHS.

## **Top Implementation Priorities for the Year Ahead**

- Act on evidence within agencies and across the Government.
- Embed evidence use in core agency functions.
- Build evaluation in from the start of new programs and identify evidence opportunities within existing programs.
- Increase agency capacity to build evidence for use in decision-making.
- Expand support for the Federal evaluation community through engagement and collaboration with the external research community.

## **Information Technology and Cybersecurity Funding**





This chapter is lighter in substance than the other management focused chapter in the Analytical Perspectives volume, even though it posits that “[t]echnology serves as the foundation of the Federal Government’s ability to deliver on its mission.”

The Budget proposes \$74 billion for IT at civilian agencies. The Chapter notes that “[i]n June 2022, OMB released the ‘Information Technology Operating Plan’ that focuses on four strategic priorities all enabled by a strong Federal workforce.”

**Cybersecurity** - implementing the requirements contained in the Executive Order 14028, “Improving the Nation’s Cybersecurity,” as well as the Federal Zero Trust Strategy.

**IT Modernization** - continued funding for the Technology Modernization Fund (TMF), an “innovative funding vehicle that gives agencies additional ways to deliver services to the American public more quickly, to better secure sensitive systems and data, and to use taxpayer dollars more efficiently.”

**Digital-First Customer Experience** – budget supports multi-year implementation of the 21st Century Integrated Digital Experience Act (Public Law 115-336) and supports technology resources for high impact service providers and other Government-wide customer experience improvements under Executive Order 14058, “Transforming Federal Customer Experience and Service Delivery to Rebuild Trust in Government,” including increases to Government-wide common products, platforms, and services that enable interactions that are consistent across Government.

**Data as a Strategic Asset** - Driving key insights into the decision-making process by harnessing accurate, available, and actionable data to power intelligent Government operations and citizen experiences.

## Federal Spending on IT

The chapter documents that Budget for IT at civilian Federal agencies is estimated to be \$74 billion in 2024, a 13 percent increase from the 2023 estimate. This includes funding for 4,529 investments at 25 agencies.

## Federal Spending on Cybersecurity

OMB has released several governmentwide policies that align to the zero trust vision outlined in Executive Order 14028. On January 26, 2022, OMB released *OMB Memorandum 22-09, Moving the U.S. Government Toward Zero Trust Cybersecurity Principles*; *OMB Memorandum 22-18, Enhancing the Security of the Software Supply Chain through Secure Development Practices*; and *OMB Memorandum 23-02, Migrating to Post-Quantum Cryptography*.” The Budget includes approximately \$12.7 billion of budget authority for civilian cybersecurity-related activities, an increase of 13 percent over the prior year.

## Strengthening the Federal Workforce

The Strengthening the Federal Workforce Chapter outlines the strategy OPM will use to drive improvements in the government’s workforce management.

**Strategy 1:** Attract and hire the most qualified employees, who reflect the diversity of our country, in the right roles across the Federal Government



- Recruiting Highly Qualified Talent
- Improving the Effectiveness of the Hiring Process
- Civil Service Diversity, Equity, Inclusion, and Accessibility
- Personnel Vetting Transformation
- Federal Executive Board Reform

**Strategy 2:** Make every Federal job a good job, where all employees are engaged, supported, heard, and empowered, with opportunities to learn, grow, join a union and have an effective voice in their workplaces through their union, and thrive throughout their careers.

**Strategy 3:** Reimagine and build a roadmap to the future of Federal work informed by lessons from the pandemic and nationwide workforce and workplace trends.

**Strategy 4:** Build the personnel system and support required to sustain the Federal Government as a model employer able to effectively deliver on a broad range of agency missions.

This chapter enumerates the “historic investments” the budget makes in the federal workforce.

- An average pay increase of 5.2 percent for both civilian and military employees
- Investment in departments and agencies to sustain well-resourced human capital functions.
- Expand and bolster Federal strategic agency hiring capacity by advancing “Talent Teams” and promoting the use of pooled hiring actions leveraging scalability and vigorous employee assessments including Subject Matter Expert Qualification Assessments (SMEQA).
- Promote recruitment and bring onboard the most qualified employees, including by prioritizing robust early-career and internship program pipelines.
- Prioritize implementation of agency crafted strategic diversity, equity, inclusion and accessibility (DEIA) plans designed to embed a new workplace culture in routine actions and practices.
- Provide stable and predictable funding for reimagined and reinvigorated Federal Executive Boards (FEBs) to strengthen the Federal workforce, better communicate and execute management and workforce priorities, and encourage cross-agency local community engagement.