COE can help **Your Agency**

- Analyze Activities
- Restructure and Merge Activities
- Eliminate Activities
- Develop a Plan to Implement the FY2018 President's Budget
- Improve Organizational Efficiency and Effectiveness
- Improve Performance, Increase Accountability, and Reduce Cost
- Develop a Long-term Workforce Reduction Plan
- Develop a Plan to Maximize Employee Performance
- Implement Cross-Agency Reforms

Reforming Cross-Agency Programs

Meeting the Requirements of OMB Memorandum M-17-22

May 2017

Creating Efficiency and Effectiveness in Cross-Agency Programs

This document outlines a high level approach to assessing and developing reform plans to improve the efficiency, effectiveness, and accountability of cross-agency programs as required by OMB Memorandum M-17-22 Dated April 12, 2017.

Definition

A program is a function or activity of government that leads to the achievement of a specific objective or result and consumes funds and resources. It is required to carry out the responsibility of an agency and may be vertical (direct service) or horizontal (infrastructure/administrative). A program can be funded through appropriations, trusts, working capital funds, interagency transfers, or fees. A cross-agency program is a program which requires more than one agency to administer or is related or similar in nature to other programs either vertical or horizontal. A cross-agency program exists under three possible conditions:

- Agencies conduct the same program or function to serve the American people
- Agencies conduct related programs or functions to serve the American people
- Agencies conduct infrastructure or administrative programs in the same or similar way

Purpose

The purpose of this effort is to develop a cross-agency program reform proposal consistent with OMB M-17-22 to:

- Identify and eliminate waste and duplication
- Create opportunities for improved efficiency, effectiveness, and service to the American people
- Enhance the culture and outcomes of accountability

High-Level Approach

1. Identify programs within the agency that involve other agencies to complete the work or that conduct similar programs (for example, drug control programs across HHS, DOJ, HUD and ONDCP).
2. Review programs to identify those that appear duplicative, similar, or related (multiple phases of a program in different agencies) in function and intent.
3. Create a portfolio of programs to review and obtain agency leadership and OMB input/approvals.
4. Form and charter an interagency working group to address the efficiency, effectiveness, and accountability of the cross-agency program(s).
   - Ensure working group members have the knowledge and authority to participate and make decisions
   - Train the interagency working group in:
     - Project's purpose;
     - Best practices in improving efficiency, effectiveness, and accountability; and
     - The established approach for achieving the intended result.

Suggested Work Group Member Knowledge and Skills

- Program purpose, processes, outputs, and outcomes
- Budget development and process
- Organizational effectiveness processes, and methods
- Change management
- Communications
- Workgroup management
- Understanding of relevant legislation and governance structures

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High-Level Approach (continued)

5. Conduct research to define and profile each of the interrelated cross-agency programs (see Data Source Map below). While a data map needs to be specific to the cross-agency program, this map is intended to guide the working group's thinking regarding data sources and use.

6. Assess the efficiency effectiveness, duplication, fragmentation, and overlap. Use the Study Questions found on page 4 as a guide.

7. Decide on reform approach for the cross-agency programs.

8. Develop a reform plan which will begin with the FY19 budget year. Include:

   - Identification of the programs and agencies
   - "As is" and "to be" profile of the program(s) model
   - Transition activities, accountabilities, timeline and resources required
   - Robust answers to the study questions below with corresponding evidence
   - Anticipated cost savings and budget impacts

9. Obtain input and commitment from the highest levels of all the agencies involved.

10. Prepare government leadership outside the agency as appropriate.

11. Prepare FY19 budget submission.

12. Transition to new way of working — legislative/policy change, reengineering, merging, reductions, etc.

Data Source Map

This Data Source Map provides high-level areas, sources, and approach to capturing data for assessment and reform planning. It serves as a starting point, some of which may not apply. Other areas can be added that are unique to the specific cross-agency program being addressed.

To determine...	Use...	By conducting...
Program Intent	- Current legislation - Legislative priorities - Policy documents - Mission/Vision statements - Strategic plans - Performance and GPRAMA reports, FedStats - Leadership/Program Leads - GAO, IG, Waste reports - Output/Outcome Data - Internal/external program studies - CBO studies - Profile of audience served - Cost data	- Documentation reviews - Interviews - Data analysis - Program cross walks to compare program outputs, outcomes, functions, activities, and results; audience served and common practices and processes.
Structure	- Program management structures within each agency - Decision making authorities - Current legislation - Legislative priorities - Policy documents - Mission/Vision statements - Strategic plans - Organizational structures	- Documentation reviews - Working group knowledge - Decision making process cross walk - Program cross walks to compare program outputs, outcomes, functions, activities, and results; audience served and common practices and processes.

To determine...	Use...	By conducting...
Efficiency and Effectiveness	▪ Policy, SOPs, and process documentation ▪ Organizational structures ▪ Process maps ▪ Technology profiles Exhibit 300s ▪ Data standards and dictionaries ▪ Budget/Cost data of each program ▪ GAO, IG, Waste reports ▪ Internal/External program studies ▪ A-123 risk profiles ▪ Agency performance plans ▪ A-11 review outcomes ▪ Cross agency benchmark data ▪ Leadership/Program Leads ▪ Program staff ▪ Workforce profiles ▪ Workload data ▪ Customer service data ▪ USSM shared service plans ▪ Contracts ▪ Real property profiles	▪ Documentation reviews ▪ Data analysis ▪ Program/Process analysis ▪ Focus groups ▪ Technology reviews ▪ Cost benefit analysis ▪ Workforce analysis and performance reviews ▪ Decision-making processes ▪ Output/Outcome analysis ▪ Quality reviews ▪ Contract reviews ▪ Real property reviews ▪ Workload profiles ▪ Conduct process cross walks
Workforce	▪ Workforce plans ▪ Human Capital plans ▪ FTE counts and staffing profiles ▪ Organizational structures ▪ Position descriptions ▪ Training plans and reports ▪ Workforce modification options ▪ Workload data ▪ Trend data ▪ Cost data ▪ Contract workforce profiles and cost ▪ Detail assignment profiles ▪ Collective bargaining agreements ▪ Appointment status ▪ Authorizations v. end strength ▪ Age and Retirement eligibility data ▪ Force mix (Federal employee v. contractor) ▪ Career levels ▪ Number of supervisors, span of control ▪ Attrition/accession data ▪ Federal Employee Viewpoint Survey (FEVS)	▪ Workforce planning ▪ Human Capital planning ▪ Documentation reviews ▪ Working group knowledge ▪ Data analysis ▪ OPM input and analysis ▪ Reviews with unions ▪ Performance/Productivity analysis
Governance	▪ Current legislation ▪ Legislative priorities ▪ Policy documents ▪ Mission/Vision statements ▪ Strategic plans ▪ Performance and GPRAMA Reports ▪ FedStats ▪ Leadership/Program Leads ▪ Non-government profile analysis ▪ USSM shared service plans	▪ Documentation review and modeling ▪ Barrier analysis ▪ Working group knowledge and reviews ▪ Data analysis ▪ Organizational structure design ▪ Agency plans and policy analysis ▪ Leadership briefings ▪ Hill liaison visits for perspective ▪ OMB reviews and input

To determine...	Use...	By conducting...
Risk Assessment	▪ Policy, SOPs, and process documentation ▪ Organizational structures ▪ Program/process maps and program/process cross walks ▪ Technology profiles Exhibit 300s ▪ Data standards and dictionaries ▪ Budget/Costs data of each program ▪ GAO, IG, Waste reports ▪ Internal/External program studies ▪ A-123 risk profiles ▪ Agency performance plans ▪ A-11 review outcomes ▪ Cross agency benchmark data ▪ Leadership/Program Leads ▪ Program staff ▪ Audience served ▪ Workforce profiles ▪ Cost data ▪ Customer service data and workload data ▪ USSM shared service plans ▪ Contracts and real property profiles	▪ Risk assessment/mitigation models/protocols ▪ Documentation reviews ▪ Data analysis ▪ Working group knowledge and reviews ▪ Focus groups ▪ Interviews
Transition	▪ Investment planning approaches ▪ Workforce planning ▪ Contract plans ▪ Scheduling software ▪ Agency head approvals ▪ Budget process ▪ Legislative process ▪ Strategic plans ▪ Internal controls	▪ Plan development ▪ OPM support activity ▪ GSA support activity ▪ OMB budget formulation ▪ Procurement support ▪ Workforce planning ▪ Strategic planning ▪ Reviews with unions
Change Management	▪ Communication strategies ▪ Change management plans ▪ FOIA process	▪ Change assessment and planning ▪ Communication strategies ▪ Change strategies as per transition plan ▪ FOIA office activity

General Study Questions

While there may be study questions unique to the cross-agency program(s) under consideration, these are common questions that should be addressed for all studies. Specific evidence is required for each area.

Program Intent

▪ What is the specific product or service being provided for each program? How are they related?

▪ Is the cross-agency program, any of the individual programs, or any component of each program not mission critical or an essential program of government?

▪ Should one or more of the programs be eliminated because they are duplicative or no longer effective in serving the American people?

▪ Should one or more programs be eliminated, combined, or transferred to one agency or merged to save cost and better serve the American people?

▪ Do the multiple programs serve a similar or different audience?

General Study Question (continued)

- Do the multiple programs have similar service delivery models, administrative processes, legislative roots, etc.? This could be true for subsidy, income support, grants, job training, and many other programs.

- Is there any anticipated change in workload or legislative mandate causing a decrease or increase in level of effort?

- Should the audience served for the program be changed?

- What is the impact of Administration or Congressional priorities on these programs?

- How would stakeholders be impacted by a cross-agency reform initiative?

Structure

- What functions can be consolidated in other agencies, or transitioned to a cross-government shared service model? Do shared services currently exist? How prepared or effective is the shared services function to assume the function or program?

- What agency structural changes are required to affect the change?

- Could decision making be more effective if one agency is selected as the managing agency for the function and given budget authority? Could management layers be reduced?

- Is there opportunity to streamline like services across audiences within a Department such as HR, IT, Procurement, Budget, etc.
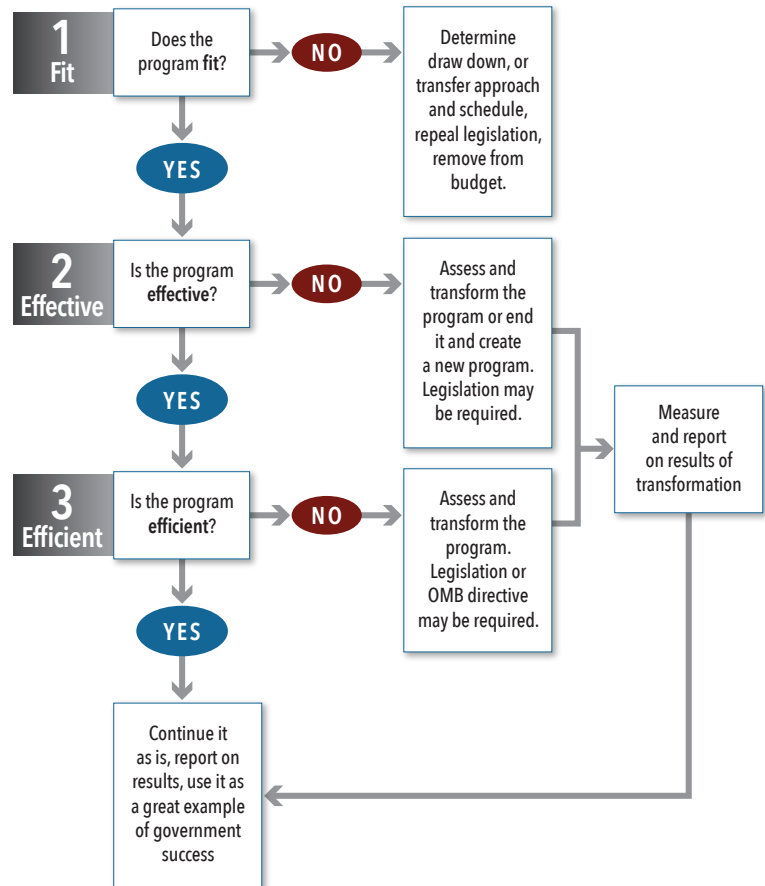
Program Efficiency and Effectiveness

- Could the associated processes be reengineered to improve efficiency, effectiveness, and accountability?

- Should new policies or procedures be adopted across agencies that will more consistently and efficiently serve the American people? This could mean other agencies with similar programs adopt one agency's policies and procedures or they are rewritten to streamline operations and improve customer service.

- Is there a technology platform from one agency that can be used more broadly, could technology be combined onto a single platform, or is new technology needed to make the program more efficient and effective?

- What data and data standard would be required to affect a merged or consolidated program?
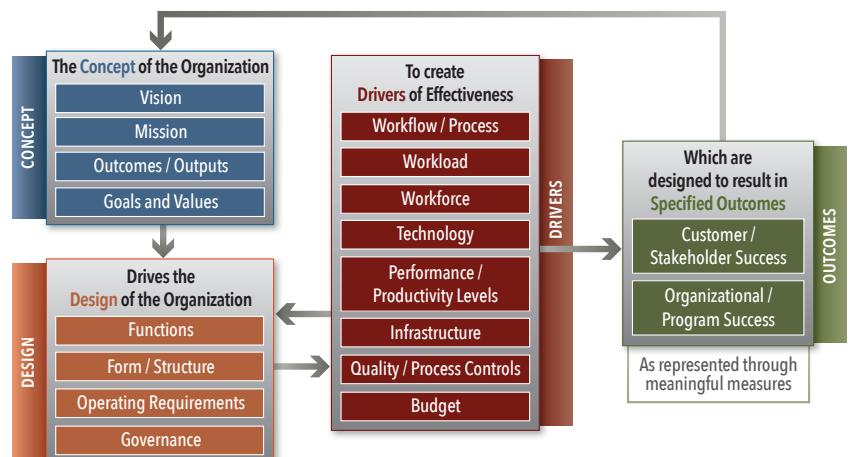

Figure 1. Assessing Government Programs[1]

Figure 2. Organizational Logic Model[1]

[1] Goodrich, Steve. "Chapter 5: Transforming Government." © 2016. In *Transforming Government: From Congress to the Cubicle,* 99–101.

- What resources can be reduced or streamlined to realize cost savings/ avoidance as well as efficiency and effectiveness – real property, staff, policy, regulatory, technology, etc.?
- Could the program be consolidated to one location? Is there a lower cost geographic region which can be used to implement the program?

Workforce

- What workforce planning is required? How can this event be used to improve performance? What training is required?
- What skills and skill levels will be required to implement the revised program?
- Based on anticipated (revised) workload, what staff levels are required?
- How will the workforce be transitioned (reduced, developed, transferred, etc.)?

Governance

- What legislative, executive, regulatory, or administrative authorities currently exist and what changes are required to effect the planned change? Are there any barriers to achieving the intended result? What can be done to overcome the barriers?
- Should the program be better executed by a single agency or a reduced number of agencies?
- Are there any workgroup recommendations that will complicate the program or make them more inefficient or ineffective?
- Can/Should the program be better executed by an entity outside the federal government such as states, local or tribal governments, private sector, NGO's, etc.

Risk Assessment

- What are the risks associated with making this potential change? Do they impact audience, cost, mission, achievement, etc.?
- How will those risks be managed/mitigated?

Transition

- What investment is required over what period to ensure the change is effective? What is the potential return on investment?
- What contracts would need to be added, modified, or terminated?
- What support is needed from others within the agencies or outside the agencies such as OPM, GSA, OMB, or others?
- How will the transition be managed, what resources or program office support is needed?
- What are the metrics that will be used to demonstrate efficiency, effectiveness, and accountability? What are the reform progress indicators?

Change Management

- What barriers exist to affecting this change (structural, resistance, etc.)?
- How will those served by the program be prepared?
- What communication and change management plan is essential for affecting a strong transition?
- How will the plan be communicated for maximum adoption to the Administration, Congress, and other critical stakeholders? How are key stakeholders being involved early for maximum support?

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