



READY TO GOVERN
DEVELOPING A MANAGEMENT ROADMAP
FOR THE NEXT ADMINISTRATION

Building an Enterprise Government

Creating an ecosystem for cross-agency collaboration
in the next administration

MARCH 2016

Jane E. Fountain



PARTNERSHIP FOR PUBLIC SERVICE



IBM Center for
The Business of Government

The Partnership for Public Service is a nonpartisan, nonprofit organization that works to revitalize the federal government by inspiring a new generation to serve and by transforming the way government works. The Partnership teams up with federal agencies and other stakeholders to make our government more effective and efficient. We pursue this goal by:

- Providing assistance to federal agencies to improve their management and operations, and to strengthen their leadership capacity
- Conducting outreach to college campuses and job seekers to promote public service
- Identifying and celebrating government's successes so they can be replicated across government
- Advocating for needed legislative and regulatory reforms to strengthen the civil service
- Generating research on, and effective responses to, the workforce challenges facing our federal government
- Enhancing public understanding of the valuable work civil servants perform

The IBM Center for The Business of Government connects research to practice, applying scholarship to real world issues and decisions for government. The Center stimulates research and facilitates discussion of new approaches to improving the effectiveness of government at the federal, state, local and international levels.

The Center's publications focus on major management issues facing governments today, including the use of technology and social media, financial management, human capital, performance and results, risk management, innovation, collaboration and transformation. Our intent is to spark creativity in addressing pressing public sector challenges—crafting new ways of improving government by identifying trends, ideas and best practices in public management that can help government leaders respond more effectively to their mission and management priorities.

Since its creation in 1998, the Center has awarded research stipends to public management researchers in the academic and non-profit communities that have resulted in nearly 350 reports—all of which are available on the Center's website, www.businessofgovernment.org.

FOREWORD

On January 20, 2017, the 45th president of the United States will be inaugurated. He or she will take the reins of one of the largest and most complex organizations in the world, ready to move ahead with a set of priorities that have been articulated throughout the campaign and the transition period.

A focus on management by the White House and executive branch agencies will be essential for the new administration to successfully implement policy goals, reduce the risk of costly missteps, and build public confidence in the federal government's ability to serve our nation.

The Partnership for Public Service and the IBM Center for The Business of Government have joined together in sponsoring a series of roundtable dialogues with key government leaders and stakeholders to inform the next president and his or her team about critical management issues and actions that can strengthen the new administration's capacity to address important challenges. Each one of our roundtables is focused on a key theme: Leadership Talent, Enterprise Government, Decision-Making, Innovation and Key Enablers.

Through these roundtables, the accompanying papers and related research, the Partnership and the IBM Center will develop a Management Roadmap for the next administration to share lessons learned, identify promising initiatives and offer ideas on successful implementation.

Roundtable participants include current and former political and career leaders from the executive and legislative branches, subject-matter experts, good-government organizations and the academic community. We have invited expert authors to write a paper following each roundtable that summarizes key themes and recommendations from the discussion.

This report, authored by Jane Fountain of University of Massachusetts Amherst, follows from a roundtable in September 2015 that focused on the challenge of working across agency silos to improve operations and reduce costs. Part I of the report highlights key challenges and ideas that emerged from the roundtable discussion, and Part II provides a set of recommendations for how the next administration can operate effectively across agencies and take a government-wide—enterprise—perspective to achieving presidential priorities.

We hope this report and the Management Roadmap can help the new administration successfully transition to power and improve the government's performance throughout the president's term.

Sincerely,



Max Stier
President and CEO
Partnership for Public Service



Daniel Chenok
Executive Director
IBM Center for The Business of Government

CONTEXT FOR THIS REPORT

DEVELOPING A MANAGEMENT ROADMAP FOR THE NEXT ADMINISTRATION

The IBM Center for The Business of Government and the Partnership for Public Service are sponsoring a series of dialogues to inform the next administration about issues and actions that strengthen the long-term organizational capacity of our government.

Bringing together external partners and government leaders during a series of roundtables, the IBM Center and the Partnership will craft a Management Roadmap for consideration by the next administration. The Roadmap is a key element in the Partnership's Center for Presidential Transition Ready to Govern® initiative (for more information, see presidentialtransition.org).

The Roadmap will distill the essence of lessons learned from the past and identify current and new management initiatives that will be needed to address key challenges facing the country. The focus areas of these roundtable discussions include:

DEVELOPING AND MANAGING EXECUTIVE TALENT

Focusing on strengthening federal senior leadership, including political appointees and career executives, and enhancing their collaboration.

BUILDING AN ENTERPRISE APPROACH

Strengthening governance, improving collaboration and using enterprise frameworks to build capacity to achieve cross-agency goals, improve operations and lower costs. (Note: this is the subject of this report.)

SUSTAINING INNOVATION

Creating and sustaining disciplined and replicable models of innovation to drive better customer service and improve outcomes.

IMPROVING DECISION-MAKING

Creating the capacity to enhance analytics decision-making through strategic foresight and integrating existing planning, program evaluation, risk management, analytics and benchmarking capabilities.

GETTING IT DONE

Outlining how to deliver real change in the federal government utilizing the full set of operational and change management levers available to leaders and implementing new governance and collaboration structures.

CONTENTS

FOREWORD.....	1
EXECUTIVE SUMMARY.....	5
ABOUT THE AUTHOR.....	6
INTRODUCTION.....	7
Part I: SUMMARY OF ROUNDTABLE DISCUSSION.....	9
Issue 1: Developing Administration Strategic Objectives.....	10
Issue 2: Evolving Role of Cross-Agency Institutions.....	13
Issue 3: Collaborating to Drive Mission Outcomes.....	17
Issue 4: Integrating Mission-Support Operations.....	20
Issue 5: Enablers—Getting It Done in Government.....	23
Part II: BUILDING AN ENTERPRISE GOVERNMENT.....	26
Recommendation 1: Create a group within the transition team that focuses on enterprise-wide management and implementation issues.....	28
Recommendation 2: Create a White House chief operating officer to support enterprise mission-focused initiatives.....	30
Recommendation 3: Leverage the existing ecosystem of cross-agency institutions to support an enterprise approach to government.....	32
Recommendation 4: Advance mission-focused outcomes by proactively coordinating cross-agency activities.....	36
Recommendation 5: Set ambitious enterprise mission-support goals to drive efficiency, innovation and customer satisfaction.....	38
CONCLUSION.....	41
REFERENCES.....	42
GLOSSARY.....	43
APPENDICES.....	44
Appendix One: Roundtable Participants.....	44
Appendix Two: Project Contributors.....	45
Appendix Three: Suggested Timing for Implementing Recommendations.....	46
Appendix Four: Cross-Agency Priority Goals, Fiscal 2014–2017.....	48
Appendix Five: Using GPRA Modernization Act as a Tool to Advance Enterprise Government.....	50
Appendix Six: An Emerging Ecosystem of Cross-Agency Institutions.....	51



WELCOME

EXECUTIVE SUMMARY

The next administration has a unique opportunity to leverage powerful developments in enterprise government—a government that operates across boundaries and engages in coordinated, cross-agency collaboration to address many of the nation’s complex challenges.

Leaders will accelerate achievement of the president’s priorities if they understand and use multi-agency initiatives and integrated management as key levers to accomplish policy goals and prevent operational failures. Given the hyper-connectedness of contemporary government, enterprise management—getting the government to operate as a single entity instead of as a set of separate, disconnected agencies and programs—should be a key issue for transition teams and the next administration.

Part I

Part I of this report presents central observations gathered from current and former senior government leaders during a roundtable on enterprise government that focused on:

- **Developing administration strategic objectives that cross agency boundaries**
- **Using the growing array of cross-agency institutions and roles to accelerate the president’s priorities and agenda**
- **Coordinating across departments and agencies to drive mission outcomes**
- **Integrating mission support operations**
- **Getting it done in the federal environment: tools, timing, people**

Part II

In Part II, the author offers five recommendations to guide the next administration in managing enterprise government.

- **Create a group within the transition team that focuses on the government’s enterprise-wide policy management and implementation issues.**
The transition teams should be set up to include a group that is organized around cross-agency goals and the integration of personnel, policy and management objectives. This group can establish a plan to utilize the existing management structures and tools, including the array of interagency councils.
- **Create a White House chief operating officer to support enterprise mission-focused initiatives.**
Designate a White House chief operating officer (COO) to create greater coherence in managing the portfolio of cross-agency mission objectives. The COO would ensure a clear implementation strategy for each mission-focused cross-agency administration priority and identify the management capacity needed to achieve each goal. While not all important goals lie across boundaries, complex challenges increasingly require co-production across agencies. The COO would work with the OMB deputy director for management and be responsible for retaining focus on core priorities as inevitable pressures and crises threaten to shift attention. In addition to the COO, the administration should create a cross-functional support team within the White House to guide implementation of the president’s key enterprise mission initiatives.
- **Leverage the existing ecosystem of cross-agency institutions to support an enterprise approach to government.**
Over multiple administrations, government leaders have developed an ecosystem of cross-agency institutions to support enterprise government. The next administration should strengthen the coherence, communication and transparency among these organizations. The White House COO should work with OMB to connect the president’s policy councils with the President’s Management Council (PMC), other cross-agency councils, the General Services Administration (GSA) and the Office of Personnel Management (OPM) to create and sustain shared ownership for mission and management outcomes.
- **Advance mission-focused outcomes by proactively coordinating cross-agency activities.**
The next administration should accelerate implementation of mission-focused cross-agency administration priorities. The new administration may find that it succeeds or fails based largely on its ability to tackle horizontal, cross-cutting policy problems that lie across vertical agency silos. These “wicked” problems range from income inequality, health and energy to security, innovation and economic prosperity. Secretaries and deputy secretaries should make the purpose and importance of cross-agency mission goals clear to their agencies. In addition, OMB and GSA should continue to develop capacity to institutionalize sustained management focus on statutorily mandated cross-agency goals.
- **Set ambitious enterprise mission-support goals to drive efficiency, innovation and customer satisfaction.**
The next president will have the opportunity to fundamentally reshape and improve the operations of the federal government using shared services in areas including information technology, financial management, acquisitions and human capital. The new administration should support development of the new governance and management structures recently announced for shared services. OMB, with the support of GSA and other lead agencies, should establish clear pathways to support agency migration to enterprise mission-support platforms.

ABOUT THE AUTHOR

Jane E. Fountain is Distinguished University Professor in Political Science and Public Policy, and Adjunct Professor of Computer Science at the University of Massachusetts Amherst. She is the founder and Director of the National Center for Digital Government and the Science, Technology and Society Initiative, based at the University of Massachusetts Amherst.

Professor Fountain has been the Chair and Vice Chair and is currently a member of the World Economic Forum Global Agenda Council on the Future of Government. She was an appointee to the Massachusetts Governor's Council on Innovation during the Patrick administration, served on the American Bar Association blue ribbon Commission on the Future of e-Rulemaking, and has been a member of several advisory bodies for organizations including the Social Science Research Council, the Internet Policy Institute and the National Science Foundation. She has given keynote addresses and worked with intergovernmental institutions including the World Bank and the European Commission, as well as research and policy organizations in several countries. She is a winner of the 2014 Federal 100 award in federal IT. From 1989 to 2005, she served on the faculty of the John F. Kennedy School of Government at Harvard University.

Fountain is the author or co-editor of works including *Implementing Cross-Agency Collaboration: A Guide for Federal Managers* (IBM Center for the Business of Government, 2013); *The GPRA Modernization Act of 2010: Cross Agency Collaboration* (ACUS, 2013); *The Future of Government Smart Toolbox* (World Economic Forum 2014), winner of the Forum's Vision Award; *The Future of Government: Lessons Learned from around the World* (World Economic Forum, 2011), translated into Arabic and Russian; *Building the Virtual State: Information Technology and Institutional Change* (Brookings Institution Press, 2001), awarded an Outstanding Academic Title by Choice and translated into Chinese, Japanese, Portuguese and Spanish; and *Digital Government: Advancing a Social Science Research Agenda* (NCDG, 2002). Her articles have been published in scholarly and policy journals including *Public Administration Review*, *Governance*, *Technology in Society*, *Science and Public Policy*, the *National Civic Review*, and the *Communications of the Association for Computing Machinery*.

Fountain has a Ph.D. from Yale University in Organizational Behavior and in Political Science, and graduate degrees from Harvard and Yale. She has been a Yale Fellow, a Mellon Fellow and Fellow of the Radcliffe Institute for Advanced Study. She is an inaugural Fellow of the Information Technology and Politics section of the American Political Science Association and a Fellow of the National Academy of Public Administration.

INTRODUCTION

The next president will assume office at a time when networks, agility, enterprise approaches, cross-agency capacity and partnerships are essential to address complex policy challenges. The new president will need agency executives with a strong grasp of cross-agency management. Fortunately, government and business leaders have been developing management structures and practices during the past 20 years and are nearing a tipping point with the potential to make enterprise government standard culture and practice.

What do we mean by enterprise government? The first form of enterprise is mission focused. It encompasses cross-agency collaboration to tackle complex policy problems that lie inherently across agencies. Presidents cannot address critical national challenges such as export promotion and disaster preparedness by using a single agency relying on hierarchies and bureaucratic approaches traditional to government. For mission-focused enterprise government, redundancy and duplication are not the problem; fragmentation and lack of coordination and communication across jurisdictions present the challenge.

The second form of enterprise government is mission-support focused and emphasizes streamlining and integration of administrative services, processes and functions that share common or identical elements. Examples include shared financial, human capital and IT services, and management of grants and loans. Shared services—through government-wide or more modest interagency systems—integrate, standardize and rationalize service production and delivery, aligning the right enterprise approach with the right problem. A shrinking federal workforce and continuing funding constraints demand that government efficiency keep pace with current business practices. Beyond efficiency gains, streamlining promises to increase service quality internally for agencies and externally for citizens and clients. Moreover, the use of shared services for mission-support functions often facilitates execution of mission-focused enterprise goals.

Typically, federal agencies accomplish their missions through programs managed within their bureaus and components. Legal, policy and budget constraints strongly reinforce the agency-centric perspective. But for many mission challenges that cross agency boundaries—such as food safety, cybersecurity, national security and veteran homelessness—an enterprise approach using cross-agency governance is arguably the most effective way to improve outcomes and decrease costs. In addition, citizens and businesses interact with multiple programs and agencies

in most policy domains, including health care, energy and financial reporting. They deserve streamlined, transparent, coherent, multi-agency systems.

The characteristics of collaboration and the processes required to achieve mission-focused and mission-support forms of enterprise government differ and should be clearly distinguished. That said, to succeed both types of enterprise government require clear goals, roles, resources, systems and procedures, detailed implementation plans and other dimensions of strong overall management. Both types of goals are impeded by agency-centric mindsets and incentives, congressional barriers to interagency authorities and resource sharing, unclear signals from key executives and overseers, and lack of sustained resources and leadership.

The future of government relies not simply on greater efficiency, but also on increasing capacity to work effectively across agency boundaries to gain traction on pressing, inherently cross-boundary challenges.

Background of this report

This report presents key lessons, observations and forward-looking suggestions for enterprise government that were the focus of discussion during a day-long roundtable meeting in September 2015 convened by the IBM Center for The Business of Government and the Partnership for Public Service. Participants included a select group of current and former political and career government leaders drawn from several administrations as well as other experts. The roundtable dialogues are part of a broader Partnership-IBM Center Management Roadmap initiative intended to help the next administration address key challenges facing the country by sharing lessons learned from past management reforms and by recommending steps to build on the strength of current initiatives. For a complete list of participants see Appendix One.

The second part of this report draws from the roundtable discussions, research by the author, and broader research findings to outline a framework that the next administration can use to leverage enterprise government. The central premise of the framework is that government's management processes must be modernized to address policy challenges that lie inherently across agencies.

The author recommends that the new administration use this framework that explicitly draws on an enterprise perspective to formulate strategic priorities, build greater coherence in the emerging ecosystem of cross-agency institutions, and manage mission and mission-support focused cross-agency goals.

Summary of Roundtable Discussion

The Enterprise Government roundtable identified key insights, experiences and recommendations for building the capacity to execute administration priorities by enhancing governance, improving collaboration and using enterprise approaches.

These are the focus areas around which the roundtable was organized:

Developing Administration Strategic Objectives

The incoming administration must translate its governing priorities into clear goals. How can the administration use the GPRA Modernization Act and the new processes it created to focus on mission results via cross-agency priority goals, agency priority goals and annual strategic reviews? How can new leaders leverage these processes to develop and support effective collaboration?

Evolving the Role of Cross-Agency Institutions

A number of cross-agency institutions have evolved in law and practice over the past two decades. How can a new administration effectively use existing cross-agency institutions to enact their agenda? What are key cross-agency roles and who should be in them? Who leads overall strategy and integration? How are the policy and management councils linked?

Collaborating to Drive Mission Outcomes

In responding to crises such as the British Petroleum oil spill and in tackling complex problems such as veteran homelessness, the federal government has demonstrated that effectively coordinating activities can deliver strong mission outcomes. What are some of the current challenges facing government that would be most, or least, appropriate to approach using an enterprise perspective?

Integrating Mission Support Operations

Actions over the past two decades have encouraged enterprise-wide behaviors including shared services, lines of business, e-government, benchmarking and strategic sourcing. What models of mission-support integration have been used, such as shared services or common requirements and standards?

Enablers—Getting It Done in Government

Who are key stakeholders that need to be engaged? What resources, authorities, processes, skills or structures are required? How can a new administration leverage the work of previous administrations while putting on their own stamp? What are the first actions that a new administration should take around enterprise government?

Developing Administration Strategic Objectives

ISSUE BACKGROUND

The incoming administration must translate its governing priorities into clear goals. How can the administration focus on mission results via existing statutory requirements to create and track the progress of cross-agency priority goals, agency priority goals and annual strategic reviews? How can new leaders leverage these processes to develop and support effective collaboration?

The Government Performance and Results Act Modernization Act of 2010 (GPRAMA) directs the Office of Management and Budget (OMB) to develop government-wide priorities in the form of cross-agency priority (CAP) goals. What is the process for a new administration to identify, vet and select CAP goals in the first months or year

of an administration? What are the timelines that a new administration needs to be aware of?

The law authorizes new roles and institutions focused on performance outcomes, including the establishment of performance improvement officers in each agency and the Performance Improvement Council (PIC), an interagency group made up of these officers. How can new leaders leverage these and related tools to advance effective collaboration within and among agencies and departments? Current federal executives and other key stakeholders have gained considerable experience in creating successful cross-agency initiatives. These successes will need to be captured and leveraged by the next administration.

ROUNDTABLE DISCUSSION

Leaders in the roundtable discussion of strategic goals examined how to build and maintain focus on enterprise approaches. Key topics from this discussion among experts included:

- Helping the president maintain focus on key priorities
- Developing a framework for cross-agency collaboration early in the administration
- Sustaining management developments across administrations
- Gaining commitment from agencies to enterprise approaches

Politics is a reality. A new administration will likely want to “rebrand” successful ongoing initiatives with new announcements and priorities. Roundtable participants stressed that this political necessity should not lead new leadership to ignore key management developments built and refined during the Clinton, Bush and Obama administrations. Participants emphasized the importance of maintaining positive momentum and the considerable benefits to the new administration of leveraging previous

work rather than starting anew. The roundtable discussion focused on the long-term development of enterprise approaches, the importance of legislative underpinnings and sustained continuation of capacity building across the federal government.

The commitment of senior leaders is imperative for enterprise government to succeed. Many agencies do not yet possess a mature culture to adopt enterprise approaches, especially when such initiatives conflict with agency-centric operations. Without the active involvement of Cabinet officials, interagency collaboration is likely to fall by the wayside. Roundtable members noted that new political appointees typically arrive in Washington lacking knowledge of the systems, roles and levers required to work across agencies. It often takes them a few years to learn; but the next administration cannot afford having key political executives climb a steep learning curve. With Cabinet officials focused collectively on central administration enterprise priorities, agency executives can gain the political cover necessary to commit the resources and people required to collaborate across agencies—especially when these commitments may be viewed as diverting resources away from primary agency missions.

INSIGHTS AND OPTIONS

- Focus on outcomes for cross-agency goals
- Develop a government-wide strategic plan
- Articulate a clear management agenda and build a roadmap to accomplish goals
- Be clear about the right number, scale and feasibility of priorities and align them with government capacity
- Create a cross-functional coordinating group in the White House to tie enterprise approaches directly to the president's priorities, help determine which goals are cross agency and what level of capacity is needed, and manage demands placed on agencies
- Develop a framework for enterprise government to improve collaboration early in the administration when a new group of appointees is nominated and confirmed
- Emphasize White House involvement in enterprise goals to signal importance to agencies

SUCCESS STORY

VETERAN HOMELESSNESS

Veteran homelessness, a multi-dimensional problem of enormous complexity and urgency, is being tackled through a cross-agency initiative led by the Department of Housing and Urban Development (HUD) and the Department of Veterans Affairs (VA).

Since the Obama administration program started in 2010, the estimated number of homeless veterans nationwide has declined by 27,000 to just under 48,000, according to a nationwide survey taken on one day in January 2015.

Success in this case has resulted from a commitment from the president and the close cooperation between HUD and VA, with senior leaders in both departments deeply engaged in promoting information sharing and ensuring coordination. Central to the joint HUD-VA program has been combining efforts to secure housing vouchers for homeless veterans while simultaneously providing targeted medical help and social services.

The program has depended on local implementation where services are delivered. The two agencies have collaboratively held intensive training and team building efforts, including boot camps for those who are assisting the veterans.

They developed local best practices that have been shared throughout a national network of communities and worked closely with public agencies and community organizations to expand outreach. The federal leaders have sustained this network using field visits, a shared website, shared materials and webinars that regularly bring local

managers from across the country together with federal managers.

This effort started with enabling legislation in 2009 that led to the creation of the U.S. Interagency Council on Homelessness (USICH), which was charged with developing a national strategic plan to end homelessness.

In 2010, USICH, a body comprised of 19 federal agencies, published the first national comprehensive strategic roadmap for ending homelessness rather than managing it, and the secretaries of HUD and VA directed their staffs to work in partnership to carry out that plan.

As part of this effort, the secretaries conducted joint briefings to Congress and appeared publicly as a team whenever possible to convey the message that the agencies were working together. They also were successful in building a jointly administered, jointly funded program working with their appropriations staff in Congress, and made a joint decision to develop a single method to count and monitor veteran homelessness over time and to report to Congress with one voice (Fountain 2013b).

In addition, HUD and VA used the Government Performance and Results Modernization Act of 2010 as a catalyst to forge goal alignment, coordinate metrics and hold joint review sessions in order to channel resources, staff and data toward their shared outcome. The partnership drew from the resources of the Performance Improvement Council and leadership at the Office of Management and Budget.

Evolving Role of Cross-Agency Institutions

ISSUE BACKGROUND

In their efforts to sustain cross-agency collaboration, federal executives and managers have developed an ecosystem of cross-agency institutions during the past three administrations. The next administration should strategically exploit this emerging network of organizations to advance enterprise government even further.

In an ecosystem, each organization has its niche or specific role to play. The interaction of these organizations provides the ecosystem's dynamic force, specifically the capacity to connect policy formulation to implementation and management of cross-agency initiatives, and to support management systems of the federal government as they, too, become increasingly integrated.

The presidential transition teams should focus on how a new administration can effectively use existing cross-agency institutions to enact its agenda. What are key cross-agency roles and who should be in them? Who leads overall strategy and integration? How are the policy and mission-support councils linked?

The Executive Office of the President (EOP) includes several policy councils of senior leaders who assist the president in the formulation of the administration's goals and priorities. Connecting policy and management is increasingly critical to implementing enterprise objectives because policies are not useful if they are implemented poorly—or not implemented at all.

The Office of Management and Budget (OMB) is the executive office with budget and management responsibilities. The "management" role of OMB is critical in the ecosystem of cross-agency institutions because OMB plays a vital role in linking policy and management. Yet OMB management offices possess little staffing or budget, and management roles have evolved rapidly as public leaders have learned through trial and error to manage cross-agency initiatives differently from agency-centric missions.

In addition, OMB connects to several cross-agency management councils, notably the interagency chief executive officer (CXO) councils responsible for improving acquisitions, financial management, IT management and human capital. (Note that the term "interagency

management council" also encompasses non-CXO functions and roles such as interagency councils for customer service, privacy and enterprise risk management.) The CXO councils have been formed in law and practice during the past 25 years. Their primary role is to help an administration advance its priorities with respect to an increasingly inter-connected federal government and to bring government-wide coherence to core mission-support functions.

Government-wide agency offices include those at Treasury, the Office of Personnel Management and the General Services Administration (GSA). The GSA Office of Executive Councils (OEC) supports the CXO councils with staff and analysis using modest funding drawn from the agencies. The GSA office also supports the Performance Improvement Council (PIC). The PIC and OEC staff provide primary support to agencies in the pursuit of their performance goals, including those related to cross-agency and agency priority goals. Together, the organizations summarized above form an ecosystem of support for cross-agency initiatives and enterprise government. Yet the connections within this system are rarely analyzed to evaluate their effectiveness in connecting policy to practice.

ROUNDTABLE DISCUSSION

The roundtable discussion focused on OMB, the CXO councils and the relationships among the White House, OMB, GSA and cross-agency councils in the formulation and implementation of the president's agenda. Among the major points of discussion:

- The need for government-wide strategy, mechanisms and tools for enterprise government
- Building capacity for management at OMB
- Building more effective alignment among the White House, OMB and agencies
- Developing capacity within cross-agency councils for mission accomplishment

Roundtable participants noted that there is no entity or framework during a presidential transition for assessing the growing array of cross-agency institutions and their various roles in enterprise government. OMB played this role during the last transition and will likely do so again. Yet OMB has grown into its role with respect to enterprise government almost by default. Participants observed that it is important to examine OMB's role going forward to be sure it is the right entity to manage cross-agency performance and, if it is, that it has sufficient resources and staff. Participants noted that OMB knows how to direct people and money to move enterprise initiatives forward. But they also expressed the need from the agency perspective for a more clearly communicated government-wide strategy to provide a compelling rationale for agencies to pursue collaborative efforts and more effective communication of the mechanisms and tools that should be used to implement enterprise initiatives.

Roundtable members also focused on the CXO councils:

- Statutory councils including:
 - Chief Acquisition Officers Council
 - Chief Information Officers Council
 - Chief Financial Officers Council
 - Chief Human Capital Officers Council
 - Performance Improvement Council
- President's Management Council (which supports agency deputy secretaries, who serve as de facto agency chief operating officers)

Roundtable participants observed that these councils require sufficient resources to accomplish their increasingly vital enterprise missions. They recommended that executives in OMB management offices work with the GSA Office of Executive Councils to communicate clearly and consistently to the councils the White House's priorities. This would provide stronger integration of policy and management by connecting the lead agencies for each cross-agency goal with the relevant CXO council. Roundtable members also noted the importance of high-level governance of councils and recommended that the OMB director and the White House lead the effort. To strengthen strategic alignment across key stakeholders, roundtable members noted that it is critical for Cabinet secretaries to be involved as well so that agency leaders with responsibility for cross-agency priority goal projects have clear and compelling direction.

Roundtable participants emphasized that new political appointees require a clear framework for enterprise government that they can understand and implement. Incoming political executives often are unfamiliar with the organizations, tools and structures available to support collaboration. It takes them too long to discover how to work effectively across organizations. In sum, new appointees need greater clarity from the beginning on the roles of cross-agency institutions and the enterprise practices that they will need to deliver on mission objectives for the president.

INSIGHTS AND OPTIONS

- Better align the management and budget sides of OMB to help set enterprise priorities and coordinate support for cross-agency initiatives.
- Orient new appointees on the legal requirements of the budget process, the Government Performance and Results Act Modernization Act and other annual cycles to allow the new administration to focus rapidly on key administration priorities. OMB's Office of Performance and Personnel Management and the Performance Improvement Council should lead this training effort.
- Establish cross-agency support for agencies that lead enterprise initiatives by involving department secretaries to set the tone and sustain engagement.
- OMB should work to provide GSA's Office of Executive Councils and the CXO councils with greater visibility into White House priorities and views on key management issues.
- To foster information sharing and coordination between the CXO councils and the President's Management Council (PMC)—particularly on cross-functional priorities—council chairs should designate liaisons from the PMC to the CXO councils and vice versa.
- Ensure adequate funding and resources for the CXO councils and other cross-agency institutions to accomplish their mission of improving agency performance, both by sharing best practices and partnering with OMB to achieve better policy outcomes through collaborative policy development and implementation.
- Create an incentive structure to spur agency involvement. Include participation in interagency councils as part of individual leadership performance plans. Link cross-agency goals to an agency's performance plan. Track actual performance against the plan and administer consequences for poor performance.
- Ensure agency participation in cross-agency priority goals with designated agencies to head goal initiatives. Use interagency committees to continue goals that the new administration supports. Establish a career leader for these goals, whose tenure will outlast a single administration, to provide continuity amid changing political appointees.

FEDSTAT

FedStat is a good example of management and budget integration in working with agencies to jointly address performance improvement opportunities in mission-support functions. OMB introduced FedStat in 2015 in its fiscal 2017 A-11 guidance on budget development.

The goal of FedStat is to help agencies review mission performance in conjunction with management performance. FedStat included the use of an extensive benchmarking tool built by GSA, an agency can compare the performance of any component with an equivalent component in another agency. This allows executives not only to review internal performance, but also to compare performance across agencies. The information gathered through FedStat informs both the management and budget sides of OMB.

SUCCESS STORY

INFRASTRUCTURE PERMITTING MODERNIZATION

Streamlining infrastructure permitting across government represented a compelling opportunity for enterprise government, and has become a prime target for the Obama administration.

Since major infrastructure projects often require multiple agency permits and reviews, the administration set in motion a process to improve interagency coordination and speed permitting as one of its cross-agency priority goals.

The plan involves having a lead agency for each major project, synchronizing reviews by multiple agencies, institutionalizing best practices, strengthening dispute resolution mechanisms to quickly resolve conflicts, increasing transparency and improving environmental and community outcomes.

A 2011 presidential memorandum initially led to a pilot program to identify and track 14 “initial high priority projects” dealing with federal review and permitting.¹ It also led to creation of a public online Permitting Dashboard for federal agencies, project developers and the public to track the government’s permitting and review process for large or complex infrastructure projects. As of March 1, 2016, 23 projects were listed from the Departments of Transportation, Commerce, Interior, and Energy as well as the Army Corps of Engineers.

The participating departments are required to report performance schedules for all new infrastructure projects that meet certain criteria of size and complexity. Timelines have been set for agencies to post a description

of improved environmental and community outcomes that resulted from the permitting and review processes.

The Government Performance and Results Act Modernization Act provided the structure, timeline and overall deliverables to keep the project moving forward. A steering committee, which released a detailed implementation plan, has been led by principals at the Office of Management and Budget and the Council on Environmental Quality, with the co-lead from the department of Transportation as the host agency for the cross-agency goal project. Executives from 12 departments, agencies and offices are steering committee members.

Key elements of success for this project include the overall process and its rigor, including emergent indicators and metrics; development of effective working relationships between headquarters, regional and local offices of federal agencies; and use of the Permitting Dashboard which is designed to provide clear, systematic, up-to-date information across agencies and to the public (Fountain, 2013b).

¹ The 14 projects are described and federal reviews, approvals and permits are listed at <http://1.usa.gov/1RyhYBb>

Collaborating to Drive Mission Outcomes

ISSUE BACKGROUND

In its responses to crises such as the massive 2010 oil spill in the Gulf of Mexico and in tackling complex problems such as veteran homelessness, the federal government has demonstrated that effective coordination can deliver strong mission outcomes. How can transition teams and the next administration enhance coordination capacity across agency boundaries, absent dramatic crises, to achieve outcomes?

When agencies coordinate with one another to implement mission-focused projects, they are not joining up to reduce redundancy and streamline similar administrative processes such as payroll or human resource management functions. Mission-focused cross-agency priority (CAP) goals are defined by the outcome to be achieved through joint production across agencies. When agencies coordinate to achieve mission goals, they bring their respective expertise, capacity, knowledge and authorities to bear jointly in order to co-produce solutions that would not otherwise be possible.

Mission CAP goals are established to develop solutions to what policy researchers call “wicked” policy challenges. Wicked problems are characterized by their highly interdependent nature; solutions cannot be separated by agency jurisdiction. These are policy challenges that lie inherently across agency boundaries. An additional layer of coordination and joint problem solving—beyond that within agencies—is required to develop crosscutting solutions when mission goals span the vertical silos of government.

The current CAP goals for the federal government were announced in the 2015 budget and selected by the Office of Management and Budget based on nominations gathered from congressional committees and agencies. The current mission-focused CAP goals, in effect until the end of fiscal 2017, are:

- Cybersecurity
- Climate change
- Insider threat and security clearance reform
- Job-creating investment
- Infrastructure permitting modernization
- Science, technology, engineering and math education
- Service members and veterans mental health

(For CAP goal descriptions, see Appendix Four.)

Agency executives and managers must devote considerable additional effort to develop interagency solutions, exceeding their agency-level mission requirements. For example, to implement electronic health records seamlessly across agencies to improve delivery of public health care, the Department of Health and Human Services, the Department of Veterans Affairs and other stakeholder agencies must harmonize policies and operations for information protection, information transmission to medical providers and citizen access. A range of policy domains including education, energy efficiency and reducing homelessness requires similar development of co-production strategies and structures across agencies.

Although progress toward an enterprise perspective has been made, many agency decision-makers continue to operate under strong agency-centric incentives. Congress plays a decisive role in reinforcing agency stovepipe behavior, which by traditional design reflects authorization and appropriation divisions. Yet Congress has passed legislation that requires CAP goals and performance management. Without building support for enterprise activities from congressional committees and staff, attempts by the next administration to develop cross-jurisdictional capacity will face considerable barriers (Fountain 2001, 2013).

ROUNDTABLE DISCUSSION

The main focus of the roundtable discussion on mission-focused cross-agency goals centered on the following challenges:

- Conflicting authorities and overlapping congressional committee oversight as barriers to enterprise activities
- Balancing responsibilities for enterprise initiatives with agency initiatives
- The need for agency leadership to design incentives strong enough to prevent enterprise goals from being de-prioritized in favor of more familiar agency missions
- Inconsistent attention to enterprise-wide risk management
- Lack of enterprise-wide measures of effectiveness making cross-agency mission alignment and comparisons difficult

Roundtable members noted that the relatively brief tenure of many political appointees produces instability in executive leadership that diminishes the sustained leadership and executive team building required to achieve mission-focused cross-agency goals. They also observed that selection of political appointees for key leadership positions is delayed far too long to produce a cadre of enterprise leaders able to sustainably drive forward the president's priorities. The political confirmation process is lengthy; often, appointees are not selected until well into the first year of the administration; most appointees face a steep learning curve. These delays impede enterprise government.

Among the challenges for agencies is clear communication of the benefits of enterprise initiatives. The direct benefit of an enterprise approach may not be clear or compelling, leading agencies to focus on their self-contained operations. This signals a need for senior leadership to work aggressively to overcome embedded agency-specific pressure by developing a clear communication strategy to explain the benefits to an agency of taking on the additional work and resource commitments to engage in cross-agency projects.

INSIGHTS AND OPTIONS

- Define to what end and why agencies should collaborate. Agencies are motivated by different missions, goals and priorities. Without agency leadership that is responsible and accountable for achieving enterprise goals, they will be de-prioritized in favor of more familiar agency-centric objectives.
- Capture energy early in the administration to build enterprise initiatives that will endure
- Identify and where possible remove legal barriers to enterprise capacity building
- Provide enterprise leaders with the capacity and authority to accomplish their missions
- Onboard appointees with training on collaboration priorities, partners and practices
- Document success stories of mission enterprise initiatives that work; use these models for best practice; harvest shared processes and practices for dissemination across agencies
- Develop plans with integrated funding models, leadership and oversight to align with and execute cross-agency priorities and goals, such as veteran homelessness
- Develop budgetary resources for cross-agency projects
- Distinguish between collaboration within a department and collaboration across departments. Cross-agency and cross-department mission outcomes differ in nature.

SUCCESS STORY

SHARING INFORMATION RELATED TO TERRORISM

Since September 11, 2001, cross-agency coordination to prevent terrorism has been a key government priority. Information sharing was a major recommendation of the 9/11 Commission. It is an area of success exemplified by the Information Sharing Environment. This federal entity facilitates the sharing of terrorism-related information among key national security and law enforcement agencies and provides a unified, interagency structure and a set of priorities that focus agency activities on cross-agency goals.

In 2012 President Obama released the National Strategy for Information Sharing and Safeguarding to provide government-wide guidance for policy development, standards and technologies to enhance national security information sharing.

In 2013, a high-level cross-agency team collaboratively led by national security staff and the program manager for the Information Sharing Environment, with key departments and agencies that participate on the Information Sharing and Access Interagency Policy Committee, published the Strategic Implementation Plan for the National Strategy to communicate the joint roadmap for implementation. The plan articulates 16 priority objectives, those responsible for each objective, and the timelines and milestones to measure achievement of joint goals and objectives.

Integrating Mission-Support Operations

ISSUE BACKGROUND

Mission-support cross-agency priority goals typically emphasize standardization, integration and consolidation of shared administrative functions. The current federal environment remains highly fragmented and less customer facing than it should be. Yet substantial strides have been made in mission-support cross-agency projects. In fact, the notion of “back office” mission support is yielding to a more strategic perspective on enterprise management as the transformative implications and substantial cost savings potential of such efforts have become clearer. Agencies have an opportunity to free up considerable capacity and resources for mission goals if they can shed responsibility for managing generic administrative functions.

The current mission-support CAP goals, in place until the end of fiscal 2018, are:

- Customer service
- Smarter IT delivery
- Category management
- Shared services
- Mission-support operations benchmarks and improvement
- Open data
- Lab-to-market
- People and culture

(For additional details see Appendix Four or visit performance.gov.)

Shared services approaches frequently face resistance from agencies. Currently, many agencies prefer to control administrative service provision in-house rather than through purchasing arrangements with other agencies. Lack of trust in the continued quality and responsiveness of shared services solutions remains a challenge. Agencies that enter shared services agreements must rely on continued innovation in an agency provider, but would not necessarily have the power to prevent bureaucratization and lethargy. Ironically, agencies with older legacy computer systems and idiosyncratic data structures—those most in need of modernization—find it difficult and expensive to move to a more up-to-date, integrated, shared environment.

From a citizen’s perspective, fragmented systems in standard mission-support functions such as acquisition, grants, loans and benefits make interaction with the federal government confusing, costly and frustrating. Such fragmentation is costly for state and local governments, businesses and nongovernmental organizations as well. Poorly managed mission-support services reduce trust in government, increase costs of doing business and divert agency resources from the mission.

ROUNDTABLE DISCUSSION

Key topics in the roundtable discussion of this issue included:

- The imperative to demonstrate the benefit and quality of shared management, including shared services
- The challenges of pooling and aligning resources and personnel to develop a shared services environment for enterprise government
- The role of Congress in furthering integrative operations across agencies
- Benchmarking as an essential activity to build transparency and predictability of results across agencies
- Governance and management institutions for cross-agency management of shared services

Roundtable participants observed that the government will need to create enterprise-wide agencies suited for enterprise missions to capture value and help solve some of the nation's complex challenges. They noted the success of the government at consolidating payroll from more than 140 agency systems to four. They recommended developing methods to innovate newer, faster procedures to move funds and personnel in order to build enterprise systems. Roundtable participants observed that Congress is not organized in a way that aligns with enterprise approaches. Integration efforts across agencies may be hampered when different congressional committees are responsible for two agencies that wish to integrate services.

Roundtable experts emphasized that shared mission-support functions require considerable alignment of goals, measures, cost estimates and benchmarks for an agency to determine the potential benefit of moving to a shared services model. Customer satisfaction

metrics are needed as well for agencies to make rational choices. Roundtable members discussed the difficulty of managing employee attrition if shared services move forward across the federal government. Moreover, they observed that grant and loan processes are not currently targets for shared services even though longstanding federal communities of practice and shared systems exist for these functions. For example, individuals currently must still move from the benefits.gov portal, established several years ago, to agency-specific portals for service delivery.

Recently, actions by the Obama administration to create a Shared Services Governance Board and a Unified Shared Services Management Office have built momentum for expansion of shared services. Roundtable participants discussed whether the U.S. should develop a shared services agency, perhaps similar to that established by the government of Canada, and, if so, where it should be located. The federal government has an opportunity to learn from the strengths and weaknesses of Shared Services Canada. Created in 2011 to transform IT infrastructure management using a government-wide approach, the enterprise agency consolidates email systems, data centers and telecommunications networks to increase reliability, reduce fragmentation, build interoperability and enable modern government operations (Shared Services Canada, 2015). Yet implementation and results are mixed and warrant careful examination by U.S. federal executives.

The findings on shared services are consistent with a related roundtable initiative being led by the Partnership for Public Service around shared services, with support from the IBM Center and numerous other government and industry partners. For more information on the Shared Services Roundtable, visit ourpublicservice.org.

INSIGHTS AND OPTIONS

- Determine and provide the benefits of shared services and management up front, along with an associated business case
- Make incentives for integration clear to agencies
- Make it simpler for agencies to move to shared services by creating clear migration pathways
- Develop processes for agencies to capture a percentage of savings from shared services to invest back into the agency
- Highlight successes, reward first movers and demonstrate usefulness with case studies
- Invest in shared services infrastructure
- Plan in advance for how to manage employees made redundant by shared services
- Elevate and support those agencies that are integrating operations well
- Benchmark to produce comparisons across agencies and to build transparency
- Develop a uniform shared services model
- Reform cross-agency spending for funding functional areas

SUCCESS STORY

PARTNERSHIP FOR SUSTAINABLE COMMUNITIES

The Partnership for Sustainable Communities brings together efforts by the Department of Housing and Urban Development, the Department of Transportation and the Environmental Protection Agency to more closely coordinate policies and plans for housing, transportation and environmental cleanup. The aim is to help communities develop affordable housing options that are coordinated with public and other affordable transportation systems to enhance economic growth, job creation and well-being for citizens. Environmental cleanup in communities conducted in coordination with economic development planning leverages environmental impact for economic gain where it is needed most by citizens.

The three agencies that make up the Partnership for Sustainable Communities also have worked together to reduce the burden on municipal governments involved in writing and competing for federal grants. Typically grant requirements and deadlines vary from one federal agency to another, creating a heavy burden for large mu-

nicipalities that lack the resources to respond to varying and contradictory grant requirements.

By coordinating grant requirements, standards, definitions of data and timelines, the three agencies have reduced barriers significantly to local governments for interacting with the federal government. Moreover, a coordinated strategy for communities across housing, transportation and environmental needs prevents costly fragmentation in large infrastructure and systems projects. The most difficult area for coordination is use of funds for sustainable communities when funds appear to be “commingled” across boundaries or used outside their authorized purposes.

The Partnership has developed a national network of local governments that share lessons learned, best practices and development strategies in order to advance innovation, spur competitiveness and increase information sharing. They do this through a shared website, webinars and other online platforms and tools with strong coordination from federal managers.

Enablers—Getting It Done in Government

ISSUE BACKGROUND

Problem identification is important. Solving problems is even more important. What are the key actions for transition teams and for the next administration to take pre-inauguration, during the first few months and during the first year of a new presidency to capitalize on existing capacity that should be leveraged to further a cross-agency, enterprise approach to governance? Who are the key actors among the new political appointees and the career managers already in place? What resources, authorities, processes, skills or structures are required? How can a new administration leverage the work of previous administrations while putting on its own stamp?

Broadly speaking, enterprise government requires that agency leaders think differently than they have to date. A leading management expert recommends that contemporary leadership should include operational leaders skilled at accomplishing tasks and “network leaders” skilled at building relationships between diverse agencies (Maccoby 2015). Research carried out at Google, an enterprise run primarily by engineers, demonstrated that even engineering teams require leaders with “network” skills who are adept at coaching individuals and managing teams to produce operational results. In fact, the Performance Improvement Council is using Google’s results to enhance performance management capacity throughout the federal government. Increasingly, it is essential to include the integrative skills of network managers with those of operational capacity building.

ROUNDTABLE DISCUSSION

Roundtable participants drew on first-hand experience during previous transitions in their observations and comments. Key topics included:

- The need for systems thinking that is enterprise-wide, not simply within silos
- Government-wide leadership and vision in the Senior Executive Service
- Cross-agency priority goals as important instruments for effecting change
- Redefining the roles of the Office of Management and Budget (OMB), Office of Personnel Management (OPM), General Services Administration (GSA) and other institutions in creating an enterprise government
- The imperative to retain focus on key goals especially when inevitable unexpected events threaten to derail the president's priorities

Roundtable experts stressed the importance of leadership and its central role in promoting interagency integration. They observed that the leadership DNA of an agency would have to change to advance enterprise government, noting also that leadership formation was part of the original vision of the Senior Executive Service. They emphasized that OMB cannot spearhead all efforts within agencies and that agencies will have to take the lead in many cases, be willing to pursue challenging goals and to persist in their attainment.

Roundtable participants said the George W. Bush administration's quarterly meetings on the President's Management Agenda, with budget teams from OMB presenting updates, created a sense of shared ownership of the management agenda and regular high-level review. Other roundtable members noted that when enterprise collaboration has been successful at the Department of Defense and at the Department of Homeland Security, political appointees received goals in writing and evaluated employees based on those goals. Some roundtable participants said that technology is a key enabler of enterprise government, increasing the agility and capacity of an agency to address more complex, dynamic challenges.

INSIGHTS AND OPTIONS

- Draw upon career leaders during the transition to preserve continuity and knowledge across administrations
- Educate incoming appointees to rapidly build understanding of enterprise government
- Set mandatory management objectives and hold agency executives accountable for them
- Consider using individual executive performance review scorecards for enterprise goals
- Continue the practice of appointing co-leads, one from the Executive Office of the President and one from a lead agency, for cross-agency priority goals
- Develop a focused plan and measure progress toward goals

PART II

Building the Enterprise Government

This section integrates insights and observations gathered during the roundtable discussion, presented in Part I, with the author's research and related work to develop a framework for advancing enterprise government in the next administration. Enterprise perspectives, and the management systems and tools to support them, will be critical to the success of the next president.

A set of premises is presented that underlie the report's recommendations, followed by recommendations for transition teams and the next administration:

The roundtable discussion and recent research lead to four premises on which the recommendations in this section are based:

Contemporary policy problems are increasingly cross-boundary in nature.

Such challenges require cross-boundary responses. This compels the federal government to build such capacity.

Imperatives for cost reduction, greater efficiency, effectiveness and streamlined, citizen-facing services will continue.

Given contemporary management systems and practices, these imperatives can only be addressed through enterprise approaches.

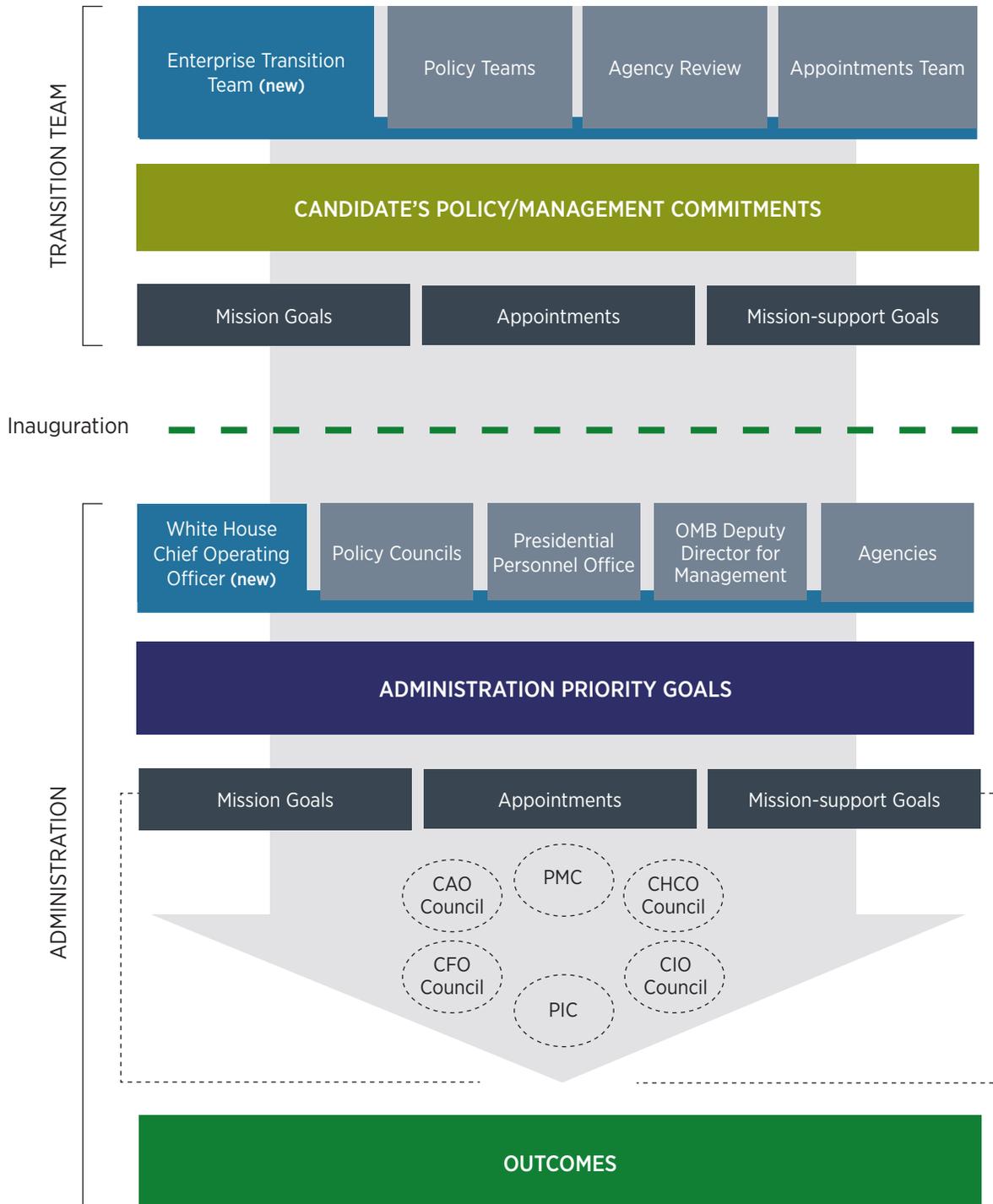
A concerted effort to adapt and incorporate information and communication technologies across the federal government is required.

It is the digital revolution that makes possible cross-boundary coordination, control and service delivery. Therefore, the federal government must continue to strive to use IT strategically and effectively to build a government for the information age.

A new administration possesses a unique opportunity during its first year to use its mandate to promote change.

The evolution of governance toward enterprise approaches can be given fresh momentum and increased focus during the initial period of a new presidency.

ENTERPRISE GOVERNMENT MODEL



RECOMMENDATION 1

Create a group within the transition team that focuses on enterprise-wide management and implementation issues

The transition teams should be set up to include a group that is organized around cross-agency goals and the integration of personnel, policy and management objectives. This group should establish a plan to utilize existing management structures and tools, including the array of interagency councils.

ACTIONS

Identify which administration priorities are enterprise, cross-agency or single-agency and establish the appropriate management capacity required for their achievement.

- Just as the transition teams or the administration will create policy and legislative strategies to achieve priorities, management considerations should be embedded into the planning for how to achieve the president's goals and ensure effective management of the government. Develop a common set of agreed-upon outcomes in cases where strategic goals involve multiple agencies, such as education, health care and homeland security. Once the outcome goals are established, develop measureable objectives that enable agencies to act together to drive change, monitor progress in ways that are transparent and verifiable, and hold leaders accountable for performance.

Build on existing initiatives, progress and governance structures.

- Don't start over to reinvent enterprise approaches and practices. The next administration can rebrand initiatives and use existing programs to create momentum early in the administration. The historical record clearly shows that agencies make positive progress on which to build, even when administrations change parties. For example, the cross-agency projects of the Obama administration build, in part, on the e-government agenda of the Bush administration established in 2001, which in turn built on successes in crosscutting initiatives made toward the end of the Clinton administration.

Identify the top 50 management positions and fill them in the first 100 days, selecting appointees with the expertise and knowledge to advance enterprise government.

- Identify key management roles and work with the personnel team to fill those positions at the start of the administration with highly qualified appointees who possess demonstrated management experience and competence. Moving quickly to establish strong leadership will significantly enhance the ability of the administration to implement strategic objectives.

RECOMMENDATION 2

Create a White House chief operating officer to support enterprise mission-focused initiatives

Select a chief operating officer (COO), working for the president and reporting to the chief of staff, to provide sustained attention and greater coherence for setting and achieving mission-focused cross-agency objectives that are administration priorities. This individual and a small support team would be a key driver for success by coordinating across White House offices and bringing agencies together around selected enterprise-wide initiatives. The COO should be a seasoned executive with federal government experience who has the capabilities and reputation to successfully shepherd initiatives.

ACTIONS

Make the chief operating officer responsible for maintaining a focus on key enterprise priorities.

- The president's management agenda should remain tightly focused on the key objectives of the administration even when unanticipated events and political demands for new announcements threaten to expand or derail priorities. Given the increasing importance of enterprise government, particularly on the mission side, the role demands sustained senior leadership to strengthen coherence in orchestrating a portfolio of enterprise, cross-agency and agency-focused priority goals for the president. The COO should also play a lead role in working with Congress to build support for enterprise initiatives.

The chief operating officer should use a set of routines and practices to keep the White House and agencies focused on a clear set of administration priorities.

- In the Bush and Obama administrations, the importance of monthly and quarterly data-driven performance review meetings has been demonstrated when such meetings have clear, compelling agendas and focus on problem solving and deliverables. The Bush administration used a scorecard that was updated regularly and reviewed with the president and Cabinet. Monthly management meetings and quarterly high-level meetings, which include review of measures of progress and outcomes, refocus key executives on the core goals of the administration and re-charge goal alignment between the White House and federal agencies.
- The COO should work closely with the Office of Management and Budget deputy director for management in aligning cross-agency goals with existing cross-agency councils, as well as evolving resource priorities.

Name the White House chief operating officer prior to inauguration as part of the first wave of nominees.

- The new White House COO, working with OMB, should begin to formulate the next set of cross-agency priority goals, to begin in fiscal 2018, during the first year of the administration. The COO, together with the heads of OMB, the Office of Personnel Management and the General Services Administration, forms the core of the administration's management leadership team. Having these leaders in place at the start of the administration will allow for quicker action on implementation of the president's priorities and allow for accelerated focus on enterprise management initiatives.

RECOMMENDATION 3

Leverage the existing ecosystem of cross-agency institutions to support an enterprise approach to government

As Robert Gates, former secretary of defense, lamented: “America’s interagency toolkit is a hodgepodge of jerry-rigged arrangements constrained by a dated and complex patchwork of authorities, persistent shortfalls in resources, and unwieldy processes” (Gates, 2010). To reduce fragmentation, an ecosystem of cross-agency institutions has evolved that can support enterprise government. The next administration should strengthen the coherence, communication and transparency of these organizations.

ACTIONS

Improve alignment across the ecosystem of existing cross-agency institutions.

- The White House COO should have the responsibility to strengthen alignment across the ecosystem of existing cross-agency institutions. This could be achieved in part by clearly communicating to new political appointees how these institutions interact and the appointees' role in enterprise government initiatives.

New appointees in executive positions should be presented with a directory or map of the cross-agency institutions that support enterprise government. A similar overview was provided during the 2008 transition by OMB. The COO also should ensure that communication channels across the ecosystem function effectively to align policy and management. This includes keeping White House priorities in front of agencies and promoting knowledge sharing across peer groups—for example, across agency COOs, performance improvement officers and other mission support chiefs.

Directly align policy with implementation by connecting the president's policy councils with the President's Management Council (PMC).

- The White House COO should connect the planning and activities of the policy councils with those of the PMC. The White House COO and the OMB director should strengthen high-level governance and coordination of the policy and cross-agency councils. White House policy councils should work with OMB to communicate the White House view to the PMC and to the cross-agency councils. These are critical links in aligning policy and implementation.

Strengthen the President's Management Council to better link mission-focused and mission-support priorities and align the PMC more closely with cross-agency councils.

- The OMB deputy director for management should be given responsibility to link the PMC more closely with cross-agency councils. A promising approach would be to designate a PMC liaison to each cross-agency council in an ex-officio capacity and for each of the cross-agency councils to establish a liaison to the PMC. This model is similar to those that often assist governance coordination in the private sector.

Strengthen the role of agency chief operating officers by recruiting and selecting political appointees with expertise and experience in complex management operations.

- Agency-level COOs (typically deputy secretaries and deputy administrators) are responsible for helping to achieve their agencies' mission. Moreover, these executives are responsible for coordinating across mission-delivery and mission-support functions, including IT, human capital, financial management, acquisition and performance management, to bring these functions to bear in a coordinated fashion to achieve policy and program objectives.

Although the agency COO role began during the Clinton administration, its formalization in law is relatively new. Appointees to this position should be selected for the depth of experience required for this demanding role. They should have a track record of achieving results in complex, cross-boundary environments. The experience of COOs as coordinators and implementers of agency operations has been uneven to date, which has been detrimental to the effectiveness of the PMC and to the achievement of enterprise-wide initiatives—both within large departments and across the government.

The next administration should select appointees for agency COO positions who have strong expertise and experience in complex operations. Similarly, agency COOs require strong career executives to work with them and to provide continuity as appointees change. And agency COOs should be onboarded and incentivized with an eye toward the importance of working across agencies for enterprise goals.

Create capacity to effectively implement enterprise mission-focused and mission-support initiatives.

- The next administration should create capacity to institutionalize sustained management focus on mission and mission-support cross-agency goals. It should “bake in” enterprise capacity for ongoing government operations that benefits from enterprise approaches but are not emergencies, leveraging cross-agency collaboration platforms, such as OMB's “Max” system that has thousands of users across multiple agencies.

During emergencies, such as organizing the response to Hurricane Sandy, the federal government effectively organizes interagency collaboration. But such sustained focus is difficult to maintain for non-emergencies.

Federal executives require two types of capacity to manage across the ecosystem of cross-agency institutions:

- Organizational capacity
- Fiscal capacity

NEW CROSS-AGENCY TALENT DEVELOPMENT MODELS

In December 2014, President Obama launched the White House Leadership Development Program sponsored by the Executive Office of the President, supported by the President's Management Council and the Performance Improvement Council. The program is part of the President's Management Agenda. In November 2015, the first cohort of 16 federal managers began their rotation through the program, which develops high-potential career GS-15s to nurture their preparation for the Senior Executive Service. Program participants focus on implementation of the cross-agency priority projects. The program's purpose is to develop an enterprise perspective in high-potential managers while providing management support to cross-agency priority initiatives.

To accelerate innovation and the use of IT, the GSA started 18F, a team of designers and developers founded by a group of Presidential Innova-

tion Fellows in 2014. This network includes more than 100 technology and design experts from inside and outside the federal government who work on the building and acquisition of digital services.

Similarly, the U.S. Digital Service Team, a group of experienced IT professionals from the private sector, are placed in Schedule A positions for two-year service commitments. They are based in the office of the federal-CIO at OMB and work with agency digital service teams to move government services from legacy systems to current standards. Yet another group, the Presidential Innovation Fellows, a program that began in 2012, brings private sector IT specialists into government for one year. Fellows are paired with agency executives to bring innovative design and tech skills to bear on agency challenges. While Innovation Fellows are not assigned exclusively to cross-agency projects, their design and IT skills lend themselves to enterprise initiatives.

Organizational Capacity

Creating an effective enterprise government approach requires organizational capacity in departments and agencies as well as within the “center of government” agencies such as OMB. If the next administration is going to be successful in using an enterprise government approach, it will need to ensure that such broad capacity exists to operate effectively.

To that end, the next administration should strengthen the GSA Office of Executive Councils (OEC), and the Performance Improvement Council (PIC), which play critical support roles for agencies and OMB. OEC staff, and the PIC team, form the chief interface with agency chief executive officers (CXO) and performance managers as they work with agencies to gather information, benchmark and promote best practices. The next administration might also consider expanding direct coordination across interagency councils, for example by reconstituting the Clinton administration’s “Quad Council” that brought together the CIO, CFO, CAO and CHCO councils on a regular basis.

OMB, working with GSA and OPM, should strengthen coordination across management and policy councils. To do so, the OMB management offices will likely need greater capacity.

Fiscal Capacity

One of the challenges to cross-agency efforts is lack of formalized means to fund them. Yet there is reason to hope this may be changing. The omnibus appropriations bill passed by Congress in December 2015 includes \$15 million for CAP goal implementation. However, in addition to funding for coordination activities, there is a need for greater flexibility in programmatic funding for enterprise mission initiatives.

OMB can strengthen crosscutting initiatives on the budget side by selecting an OMB examiner to act as a champion to coordinate program dollars. For example, the STEM cross-agency initiative includes several agencies and appropriate accounts for each. The budget examiner could produce greater coherence in funding through stronger coordination across these accounts.

Many other projects depend upon appropriations accounts that lie across different agencies. In these cases better tracking of funds, perhaps with the help of the the Digital Accountability and Transparency Act of 2014, would increase agency confidence in sharing funds for cross-agency projects because executives would possess increased visibility and transparency. For each cross-agency goal project, a goal leader could have a counterpart at OMB assigned, perhaps a program associate director or deputy associate director, with a branch chief tracking programmatic dollars across agencies tied to a given cross-agency project.

Fedstat is an excellent model of budget and management integration. The Fedstat process brings relevant and timely performance data together with the convening of major stakeholders to drive continued focus and results on key initiatives. The Fedstat model can be applied to initiatives across the federal enterprise and should be continued and expanded by the next administration.

Advance mission-focused outcomes by proactively coordinating cross-agency activities

The next administration may find that it succeeds or fails based largely on its ability to tackle crosscutting problems that lie across vertical agency silos. Yet there is less experience with cross-agency mission-focused projects than there is with the management of crosscutting mission-support functions.

Government executives should recognize that each mission-focused CAP goal will have unique features related to mission characteristics. But in addition to distinct features, mission-focused cross-agency initiatives often provide opportunities for integration across agencies such as increasing standardization and harmonizing practices, data standards, metrics and terminology.

In tackling complex problems such as veteran homelessness, federal permitting and sustainable communities, federal executives and their teams have demonstrated that effectively coordinating activities across agencies can indeed deliver strong mission outcomes.

ACTIONS

Complete the fiscal 2014-2017 mission-focused CAP goals and learn from their implementation.

- Cross-agency projects to promote consolidation and integration of standard administrative functions and lines of business have helped public managers build a considerable knowledge base for how to work effectively across agency boundaries for more than 15 years. But mission-focused cross-agency goals are qualitatively different.

The next administration has a unique opportunity to leverage what has been learned from the first group of mission-focused projects to deepen the capacity of the government to solve complex, highly interdependent, cross-boundary problems. It will inherit a set of seven mission-focused CAP goals. These initiatives should be reaching maturation and should yield demonstrable results. It will be imperative to harvest lessons learned from these cross-agency executive teams to inform the next set of CAP goals that will be launched in 2018 as well as other mission-focused enterprise initiatives.

Secretaries, deputy secretaries and their teams should make the rationale and purpose of cross-agency mission goals clear to agencies.

- Cabinet secretary involvement is critical to engaging agency leadership on key cross-agency priorities. Each agency and bureau tends to focus on its unique identity and distinct mission, goals and priorities. Without a reason to drive enterprise actions and a network of people who are responsible for moving those actions forward, enterprise missions are likely to be displaced by agency-centric missions. Agencies have been forced to do more with less; they therefore require clarity about the administration's priorities if they are to make cross-agency projects a priority.

OMB has improved the governance of CAP goal projects by adding, for each project, a co-leader from a key agency to work with the goal leader from the Executive Office of the President. The addition of an agency co-goal leader contributes on-the-ground expertise and an ability to leverage agency capacity more effectively. For example, the goal leader from the National Economic Council shares leadership with the deputy secretaries of the departments of Commerce and State to advance the mission-oriented CAP goal to increase foreign direct investment and accelerate job growth by strengthening interagency coordination and federal investment vehicles. In addition, having a career leader on the executive team ensures continuity across administrations and when appointees change.

RECOMMENDATION 5

Set ambitious enterprise mission-support goals to drive efficiency, innovation and customer satisfaction

The next administration has a unique opportunity to harvest the substantial potential benefits of shared services, which are reaching a tipping point in terms of maturity and feasibility.

Developments in shared services are the result of sustained work by federal officials for more than two decades. In 1993 the Clinton administration sought to use IT to eliminate duplication and as a key enabler for greater efficiency and innovation. In 2001, the Bush administration expanded this effort toward “citizen-centered, results-oriented, and market-based” public services through the President’s Management Agenda. Building cross-agency capacity and shared services were central to these developments. The federal government has seen an evolution from e-government to enterprise architecture, cross-agency projects and, in 2004, the creation of government-wide service providers called lines of business. During the past decade several lines of business have matured to shared services models, making further integration and streamlining possible.

In 2015 the shared services leadership community—including executives at OMB, GSA, OPM and Treasury—made impressive strides to consolidate and formalize gains that have been in development for several years. Large agencies such as the departments of Housing and Urban Development, Homeland Security, Veterans Affairs and others are migrating to shared solutions, with financial management and human resources shared services in the lead at this time (OMB 2015). In October 2015, OMB and GSA announced the first government-wide shared services management and oversight operating model for mission-support functions.

ACTIONS

Continue to develop and refine new governance and management structures that foster enterprise mission support.

- The new administration should continue to support and develop the Shared Services Governance Board to be led by OMB for strategic direction of cross-administrative functions. GSA should continue to support the Unified Shared Services Management Office at GSA to integrate across functions, providers and consumers to further implementation of cross-administrative functions (Cordell 2015).

Make it simpler for agencies to move to shared services.

- The next administration can accelerate agency adoption of shared services by supporting the development of common migration approaches with clear, consistent pathways. An enabling pathway would include common and repeatable processes rather than reinventing approaches for each common line of business.

Leaders need to demonstrate clear up-front benefits to agencies that migrate to common approaches. These benefits can involve cost reductions, service improvement and allowing agencies to focus on their mission. The next administration should continue to gather lessons learned (successes and pitfalls to avoid) from the migration stories of large agencies currently moving to shared services to build a systematic knowledge base to structure future migrations. There is also a need for more flexible funding to make it possible for shared services providers to support continued innovation in customer service delivery.

Make shared services metrics a priority, including benchmarking and related analyses that support increased transparency and enable better cross-agency comparisons.

- Current benchmarking by GSA and others is essential to provide reliable numbers that allow for analysis of the benefits of shared services. The next administration also can build on current efforts led by OMB to articulate a clear enterprise strategy for shared services, including benchmarks to demonstrate impact compared with current practice at federal agencies and with commercial standards.

Among the barriers to expanded use of shared services is lack of transparent quality and cost data. Lack of information makes it difficult to document savings and inhibits the ability of managers to compare service and cost across agencies. This in turn reduces competitiveness in shared services offerings and increases agency resistance to relinquishing control over services.

CONCLUSION

The next president will enter office with a long list of campaign promises and an overriding desire to get things done. By identifying priorities that cut across agency boundaries and taking an enterprise approach to governing, the administration can deliver faster, more effective results.

In making enterprise government a strategic imperative, starting in the transition period and continuing into the administration, a platform can be created that will accelerate the next president's agenda. To do this, leaders must have a disciplined timeline and a clear sense of the key stakeholders to be mobilized. The first year of a four-year administration should not be wasted simply gaining familiarity with key resources and management systems.

To get a fast start, management and implementation need to be priorities for transition teams—with special attention to enterprise management. The traditional focus of transition teams on policy priorities and agencies is no longer sufficient.

For the new administration, the importance of management cannot be overstated because management systems are key enablers for much of the government's ca-

capacity. The implementation of administration priorities will rely on an ability to use increasingly complex management systems, many of which lie across agencies.

Coming off a winning campaign, the members of the new team will bring new ideas and urgency to government. By building on existing management efforts, rather than throwing them out and starting over, the new team can enable quick wins for the administration and free up time and energy to focus on pushing forward with administration priorities.

In this report, we have captured the knowledge and experience of those who have been through transitions before and sought to provide actionable recommendations to support the next president, whomever that might be. From setting strategic goals to developing robust implementation plans and linking mission and mission-support, there are actions that the next administration, including the transition teams, can take to approach the challenges of governing with an enterprise perspective.

In doing so, the administration can demonstrate competence and effective government to the benefit of the president—and the nation.

REFERENCES

- Brook, Douglas A. and Maureen Hartney, *Managing the Government's Executive Talent—Ready to Govern: Developing a Management Roadmap for the Next Administration*. Partnership for Public Service and IBM Center for the Business of Government, 2015.
- Chenok, Dan and Alan Howze, "Enterprise government: How the next administration can better serve citizens," October 14, 2015, Federal Times. <http://bit.ly/1OIOsfS>
- Chenok, Dan and Alan Howze, "How to enable coordination and integration among agencies," October 22, 2015, Federal Times. <http://bit.ly/1LOSUJB>
- Cordell, Carten, "Shared services moves forward with governance board," Federal Times, October 23, 2015. <http://bit.ly/1LOSUJB>
- Fountain, Jane, "Implementing Cross-Agency Collaboration: A Guide for Federal Managers," The IBM Center for the Business of Government, 2013.
- Fountain, Jane, "The GPRA Modernization Act of 2010: Examining Constraints to, and Providing Tools for, Cross-Agency Collaboration," Administrative Conference of the United States, 2013.
- Fountain, Jane, *Building the Virtual State: Information Technology and Institutional Change*, Brookings Institution Press, 2001.
- Gates, Robert. <http://1.usa.gov/1ntSYmz>. Accessed January 26, 2015.
- Government of Canada, "Background—Why Shared Services Canada?" <http://bit.ly/1RQ2JpX>
- Maccoby, Michael, *Strategic Intelligence: Conceptual Tools for Leading Change*, Oxford University Press, 2015.
- Mader, David and Denise Turner Roth, "Scaling Implementation of Shared Services," The White House, October 22, 2015. <http://bit.ly/1RQ2JpX>
- Partnership for Public Service and Booz Allen Hamilton, *Bridging Mission and Management: A Survey of Government Chief Operating Officers*, June 2015.
- Partnership for Public Service. Building a Shared services Marketplace: Recommendations from the Shared Services Roundtable. March 2015.
- Redburn, F. Stevens and Paul L. Posner, *Budgeting for National Goals—New Ideas for Federal Budgeting: A Series of Working Papers for the National Budgeting Roundtable*, Centers on the Public Service, School of Policy, Government, and International Affairs, George Mason University. August 2015.
- GAO, *Managing for Results. Implementation of GPRA Modernization Act Has Yielded Mixed Progress in Addressing Pressing Governance Challenges*, GAO-15-819, September 2015. <http://1.usa.gov/1TpPSy4>
- U.S. Office of Management and Budget, "Shared Services Update," October 22, 2015. <http://1.usa.gov/1TpPSy4>

GLOSSARY

CAP goals	Cross-Agency Priority goals
CAO	Chief Administrative Officer
CEQ	Council on Environmental Quality
CFO	Chief Financial Officer
CHCO	Chief Human Capital Officer
COO	Chief Operating Officer
CXO	Chief executive suite roles (e.g. CIO, CFO, CAO)
DDM	Deputy Director for Management within the Office of Management and Budget
DPC	Domestic Policy Council
EOP	Executive Office of the President
GPRAMA	The GPRA Modernization Act of 2010 (GPRAMA) (Public Law 111-352)
GSA	General Services Administration
NEC	National Economic Council
OEC	Office of Executive Councils within the General Services Administration
OFFM	Office of Federal Financial Management within the Office of Management and Budget
OFFP	Office of Federal Procurement Policy within the Office of Management and Budget
OMB	Office of Management and Budget
OPM	Office of Personnel Management
OPPM	Office of Performance and Personnel Management within the Office of Management and Budget
PMC	President's Management Council
PPO	Presidential Personnel Office
PIC	Performance Improvement Council
PIO	Performance Improvement Officer
STEM	Science, Technology, Engineering and Math
WH	White House

APPENDIX ONE
ROUNDTABLE PARTICIPANTS

Mark Abramson Leadership Inc.	Alan Howze IBM Center for The Business of Government
Thad Allen Booz Allen Hamilton	Adam Jelic IBM Public Sector Services
Alan Balutis Cisco Systems, Inc.	John Kamensky IBM Center for The Business of Government
Rafael Borrás A.T. Kearney	Sally Katzen NYU Law School
Jonathan Breul Georgetown University	Lee Lofthus Department of Justice
Steve Brockelman General Services Administration	Michael Maccoby The Maccoby Group
Dustin Brown Office of Management and Budget	Beth McGrath Deloitte
Dan Chenok IBM Center for The Business of Government	Adam Neufeld General Services Administration
Nani Coloretti Department of Housing and Urban Development	Greg Parham Department of Agriculture
Carolyn Colvin Social Security Administration	Chuck Prow CPS-Professional Services
James Cook The MITRE Corporation	Scott Quehl Accenture Federal Services
Chris Cumiskey Cumiskey Solutions LLC	Steve Redburn George Mason University
Mark Doboga Partnership for Public Service	Mark Reger Office of Management and Budget
David Eagles Partnership for Public Service	Ron Sanders Booz Allen Hamilton
Judy England-Joseph Partnership for Public Service	Robert Shea Grant Thornton
Liseanne Forand Government of Canada	Kristine Simmons Partnership for Public Service
Jane Fountain University of Massachusetts Amherst	Max Stier Partnership for Public Service
Indu Garg Office of Personnel Management	Tina Sung Partnership for Public Service
Dan Glickman Aspen Institute & Bi-Partisan Policy Center	Jim Taylor Grant Thornton
Mark Glorioso NASA Shared Services Center	Dave Wennergren Professional Services Council
Adam Goldberg GSA	Danny Werfel The Boston Consulting Group
Scott Gould The Boston Consulting Group	Neal Wolin Self-employed

APPENDIX TWO
PROJECT CONTRIBUTORS

PARTNERSHIP FOR PUBLIC SERVICE

Bob Cohen, Editor

David Eagles, Director of the Center for Presidential Transition

Bevin Johnston, Creative Director

Audrey Pfund, Associate Design Manager

Kristine Simmons, Vice President of Government Affairs

Matt Sanford, Fellow

Max Stier, President and CEO

IBM CENTER FOR THE BUSINESS OF GOVERNMENT

Dan Chenok, Executive Director

Alan Howze, Management Roadmap Project Lead

John Kamensky, Senior Fellow

APPENDIX THREE
SUGGESTED APPROACH FOR IMPLEMENTING RECOMMENDATIONS

RECOMMENDATIONS & ACTIONS
Recommendation 1: Create a group within the transition team that focuses on enterprise-wide management and implementation issues
Identify which administration priorities are enterprise, cross-agency or single-agency and establish the appropriate management capacity required for their achievement.
Build on existing initiatives, progress and governance structures.
Identify the top 50 management positions and fill them in the first 100 days, selecting appointees with the expertise and knowledge to advance enterprise government.
Recommendation 2: Create a White House chief operating officer (COO) to support enterprise mission-focused initiatives
Make the chief operating officer responsible for maintaining a focus on key enterprise priorities.
The chief operating officer should use a set of routines and practices to keep the White House and agencies focused on a clear set of administration priorities.
Name the White House chief operating officer prior to inauguration as part of the first wave of nominees.
Recommendation 3: Leverage the existing ecosystem of cross-agency institutions to support an enterprise approach to government
Improve alignment across the ecosystem of existing cross-agency institutions.
Directly align policy with implementation by connecting the president’s policy councils with the President’s Management Council.
Strengthen the President’s Management Council to better link mission-focused and mission-support priorities and align the PMC more closely with cross-agency councils.
Strengthen the role of agency chief operating officers by recruiting and selecting political appointees with strong expertise and experience in complex management operations.
Recommendation 4: Advance mission-focused outcomes by proactively coordinating cross-agency activities
Complete the fiscal 2014-2017 mission-focused cross-agency priority goals and learn from their implementation.
Secretaries, deputy secretaries and their teams should make the rationale and purpose of cross-agency mission goals clear to agencies.
Recommendation 5: Set ambitious enterprise mission-support goals to drive efficiency, innovation and customer satisfaction
Continue to develop and refine new governance and management structures that foster enterprise mission support.
Make it simpler for agencies to move to shared services.
Make shared services metrics a priority, including benchmarking and related analyses that support increased transparency and enable better cross-agency comparisons.

	Time Period		Organizational Responsibility				
	Transition Period	First Year	Transition Team	White House COO	PPO	OMB	Agency
	•	•	•	•		•	•
	•	•	•			•	•
	•		•		•		
	•	•	•	•	•		
		•	•	•			
	•		•		•		
		•		•		•	•
		•		•		•	•
		•		•		•	
	•	•	•	•	•	•	•
	•	•	•	•		•	•
		•		•		•	•
	•	•	•	•		•	•
		•				•	•
		•				•	•

APPENDIX FOUR
CROSS-AGENCY PRIORITY GOALS, FISCAL 2014–2017

MISSION CAP GOALS

Cybersecurity

Improve cybersecurity performance through ongoing awareness of information security, vulnerabilities and threats impacting the operating information environment, ensuring that only authorized users have access to resources and information; and implement technologies and processes that reduce the risk of malware.

- Federal Chief Information Office
- Special Assistant to the President and Cybersecurity Coordinator
- Department of Homeland Security
- Department of Defense

Infrastructure Permitting Modernization

Modernize the federal permitting and review process for major infrastructure projects to reduce uncertainty for project applicants, reduce the aggregate time it takes to conduct reviews and make permitting decisions by half, and produce measurably better environmental and community outcomes.

- Office of Management and Budget
- Council on Environment Quality
- Department of Transportation

Job-Creating Investment

Improve Federal investment tools and resources, and also increase interagency coordination, to encourage foreign direct investment and spur job growth.

- National Economic Council
- Department of Commerce
- Department of State

STEM Education

Improve science, technology, engineering and mathematics (STEM) education by implementing the Federal STEM Education 5-Year Strategic Plan, announced in May 2013.

- Office of Science and Technology Policy
- National Science Foundation

Insider Threat and Security Clearance

Mitigate the inherent risks and vulnerabilities posed by personnel with trusted access to government information, facilities, systems and other personnel.

- Office of Management and Budget
- Director of National Intelligence
- Office of Personnel Management
- Special Assistant to the President and Cybersecurity Coordinator

Service Members and Veterans Mental Health

Improve mental health outcomes for service members, veterans and their families.

- Domestic Policy Council
- Department of Veterans Affairs

Climate Change

More than double federal government consumption of electricity from renewable sources to 20 percent by 2020 and improve energy efficiency at federal facilities as part of the wider strategy to reduce the federal government's direct greenhouse gas emissions by 28 percent and indirect greenhouse gas emissions by 13 percent by 2020 (2008 baseline).

- Council on Environmental Quality
- General Services Administration

MANAGEMENT CAP GOALS

Customer Service

Deliver world-class customer service to citizens by making it faster and easier for individuals and businesses to complete transactions and have a positive experience with government.

- Office of Management and Budget
- Social Security Administration

Lab-to-Market

Increase the economic impact of federally-funded research and development by accelerating and improving the transfer of new technologies from the laboratory to the commercial marketplace.

- Office of Science and Technology Policy
- Department of Energy

Open Data

Fuel entrepreneurship and innovation and improve government efficiency and effectiveness by unlocking the value of government data and adopting management approaches that promote interoperability and openness of this data.

- Office of Science and Technology Policy
- Office of Management and Budget

People and Culture

Innovate by unlocking the full potential of the workforce we have today and building the workforce we need for tomorrow.

- Presidential Personnel Office
- Office of Personnel Management

Smarter IT Delivery

Improve outcomes and customer satisfaction with federal services through smarter IT delivery and stronger agency accountability for success.

- Office of Science and Technology Policy
- Office of Management and Budget
- U.S. Digital Service
- Department of Veterans Affairs

Strategic Sourcing

Expand the use of high-quality, high-value strategic sourcing solutions in order to improve the government's buying power and reduce contract duplication.

- Office of Management and Budget
- Department of Defense

Benchmark and Improve Mission-Support Operations

Improve administrative efficiency and increase the adoption of effective management practices by establishing cost and quality benchmarks of mission-support operations and giving agency decision-makers better data to compare options, allocate resources and improve processes.

- Office of Management and Budget
- General Services Administration

Shared Services

Strategically expand high-quality, high-value shared services to improve performance and efficiency throughout government.

- Office of Management and Budget
- General Services Administration

APPENDIX FIVE
USING GPRAMA MODERNIZATION ACT AS A TOOL TO ADVANCE ENTERPRISE GOVERNMENT

The Government Performance and Results Act Modernization Act of 2010 (GPRAMA) set out a clear system for goal development, implementation and evaluation, and introduced in law a set of roles, authorities and responsibilities to advance performance management.

Building on these legislative requirements, the federal government has moved toward a stronger focus on enterprise approaches in part by using GPRAMA's requirements for initiation of cross-agency priority (CAP) goals. Lessons learned and improvements to guidance, capacity, support and implementation continue to strengthen performance management within and across agencies.

GPRAMA requires that the Office of Management and Budget (OMB) coordinate with agencies to establish federal government priority goals, including mission-focused and mission-support (or management focused) CAP goals. The next administration should build greater capacity in the White House to achieve administration priorities that are enterprise in nature by more coherently connecting policies with the performance management practices already implemented under the leadership of OMB.

The law also requires OMB to work with agencies to develop annual performance plans and targets for CAP goals. Under GPRAMA, OMB is to work with agencies to develop agency priority goals, which are to be informed by CAP goals, and to address cooperation potential with other agencies and programs. For fiscal years 2016 and 2017, 23 agencies committed to achieving 96 agency priority goals. The law also requires quarterly reports on progress toward milestones for each goal. The reports are available to the public on the performance.gov website. Quarterly meetings, also required under the law, have proven to be highly effective tools for promoting information sharing, problem solving, transparency and accountability and for sustaining a focus on outcomes. FedStat, a data-driven performance review system, and other important advances increasingly integrate budget, management, benchmarking and strategic agency reviews using the rhythm established for regular review meetings.

GPRAMA provides statutory authority for several leadership roles, including some that existed previously through non-legislative authorities. The law formally established the agency chief operating officer (COO) role, the deputy agency head or equivalent with "overall responsibility to improve agency performance and management." The President's Management Council comprises the agency COOs. It established the performance improvement officer (PIO), a senior agency executive who reports to the COO. The Performance Improvement Council (PIC), also created by the law, is made up of the PIOs.

The next administration has an opportunity to leverage what the author calls an "emerging ecosystem" of cross-agency institutions to advance the president's priorities. To do so will require strengthening key roles and deepening communication and integration across the White House, OMB, General Services Administration, Office of Personnel Management, cross-agency councils and agencies. The report in this Roadmap series that focused on managing executive talent outlines a framework for building the management cadre to help accomplish this objective (Brook and Hartney 2015).

A recent evaluation by the Government Accountability Office found that OMB "has increased emphasis on governance of cross-agency priority (CAP) goals," but that the executive branch should do more to deal with crosscutting challenges (GAO, 2015). The report notes: "Even with sustained leadership, crosscutting issues are difficult to address because they may require agencies and Congress to reexamine (within and across various mission areas) the fundamental structure, operation, funding, and performance of a number of long-standing federal programs or activities."

In sum, GPRAMA created a framework for enterprise government, but building out enterprise capacity as a strategic priority will require executive-level leadership and concerted effort to avoid a compliance mentality and to focus on strategic opportunities.

APPENDIX SIX AN EMERGING ECOSYSTEM OF CROSS-AGENCY INSTITUTIONS

An increasing array of cross-agency management institutions has grown up since the 1990s to build coherence across agencies. The next administration should quickly learn this terrain and its role in the life cycle of enterprise projects from formulation to capacity building to execution and sustainability.

The Executive Office of the President (EOP) was established in 1939 by President Franklin D. Roosevelt to support the president in governing effectively. While not created as a cross-agency institution, the White House Office includes the top-level policy formulation and management of the president's agenda, including cross-agency priorities. Offices within the EOP are essential to leadership, implementation and sustainability of enterprise capacity.

The EOP includes policy councils such as the Council of Economic Advisors, the National Security Council, the Council on Environmental Quality and, within the White House Office, the Domestic Policy Council. Several other councils and offices work with EOP entities and with agencies to develop policies and initiatives. While these were not designed as cross-agency institutions, they bear primary responsibility for the success of enterprise government. Over time, ad hoc groups in the White House have had to devote more focused and systematized attention to the president's portfolio of mission-oriented cross-agency initiatives. White House councils and advisers are the source for enterprise initiatives as the president's priorities are translated into policy goals, formulation and guidance. Currently, each of the mission CAP goal projects is led by a member of one of the president's councils and a co-lead from a federal agency. These developments have been emergent and are yet to be formalized.

OMB, an entity within the EOP, encompasses, as its name implies, both management and budget. OMB management offices include the Office of E-Government and Information Technology, the Office of Federal Financial Management (OFFM), the Office of Federal Procurement Policy (OFPP) and the Office of Performance and Personnel Management (OPPM), the last of which is specifically responsible for priority goals and performance management in the federal government.

Beyond the EOP are several other critical institutions to support enterprise government. Government-wide administrative function policy agencies include the Department of the Treasury, the Office of Personnel Management (OPM) and the General Services Administration (GSA).

The cross-agency management councils that are supported by GSA's Office of Executive Councils include the President's Man-

agement Council (PMC) and the CXO councils. The Chief Human Capital Officers Council is supported by OPM.

The **President's Management Council** is led by the OMB deputy director of management and made up of agency COOs (typically deputy secretaries and deputy administrators), and agency heads from GSA and OPM. It sponsors the President's Management Advisory Board, a group of private sector executives whose role is to recommend best practices in management and operations from business and industry to the federal government as a means to boost performance and accelerate innovation.

The **Chief Acquisition Officers Council** comprises a diverse collection of department and agency acquisition professionals. It is a senior-level forum established to monitor and make improvements to the federal acquisition system and to lead timely delivery of products and services that represent best value to agencies. The council works closely with the leaders of OMB, OFPP and the Federal Acquisition Regulatory Council.

The **Chief Financial Officers Council** is tasked with improving financial management in the federal government. Its members include the chief financial officers of agencies, the OMB deputy director of management, the OMB controller and the fiscal assistant secretary of the Treasury.

The **Chief Information Officers Council** develops recommendations for federal IT management policies and requirements to assist the federal CIO. It is the principal interagency forum for all dimensions of federal information resources. Current initiatives include digital services, information sharing and cybersecurity.

The **Chief Human Capital Officers Council** is tasked with developing human capital strategies for the government and is chaired by the OPM director. This council is supported by OPM.

The **Performance Improvement Council (PIC)** was created by GPRAMA. It consists of the performance improvement officers of each agency and works with OMB and OPPM to implement the priority goals of the president and increase performance management capabilities across the federal government. PIC staff support CAP goal implementation through several means including performance-based consultative engagements, cross-agency summits, a collaboration studio for facilitated problem solving, management of the performance.gov website, coaching, online learning and training, a speaker series, and a variety of working meetings to promote cross-fertilization of effective performance management practices.

The GSA **Office of Executive Council (OEC)** and the PIC, working with OMB, provide critical support to mission-focused and mission-support (management) cross-agency projects.

From the GSA, the Office of Executive Councils and the Office of Government-wide Policy support the interagency management councils through strategic priority-setting, project management, analytical capabilities and logistical services. The OEC collaborates with OMB and the management councils to diagnose shared challenges and identify performance improvement opportunities using benchmarking, working groups, facilitated strategy off-sites, targeted training and development, and several other tools and techniques. OEC staff often act as brokers and integrators connecting OMB, GSA and the interagency councils. They are key to knowledge management and sharing.

These institutions form the core of the ecosystem that supports cross-agency collaboration. This ecosystem is not yet well recognized but plays a vital role in enterprise government. The next administration must develop strong communication and coordination across these entities and, through them, align policy with management.



**PARTNERSHIP
FOR PUBLIC SERVICE**

1100 New York Avenue NW
Suite 200 East
Washington DC 20005

(202) 775-9111
ourpublicservice.org
CFC# 12110



IBM Center for
The Business of Government

600 14th Street NW
Second Floor
Washington DC 20005

(202) 551-9342
businessofgovernment.org