



Using Performance Information to Drive Decision Making and Performance

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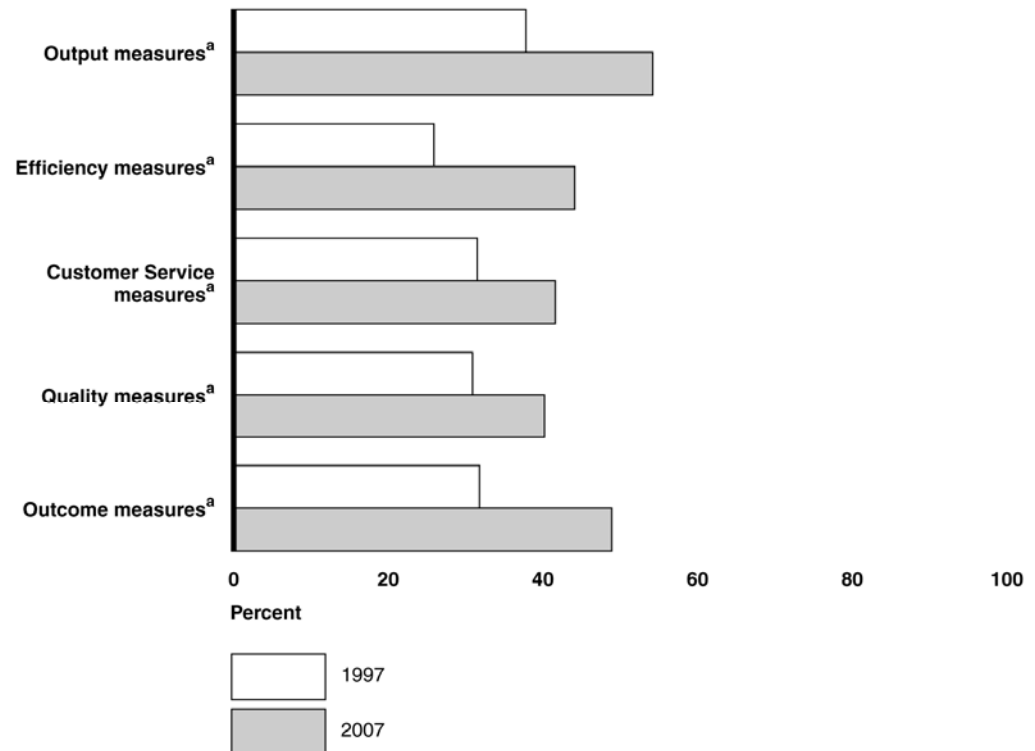
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Introduction

- Since 1997, GAO has conducted four surveys of managers across the federal government in order to gauge the extent to which a performance culture has taken hold.
- Most recent survey was conducted in 2007-2008, at request of Senate Subcommittee on Federal Financial Management, Government Information, Federal Services and International Security
 - Surveyed 4,500 federal managers with supervisory status at GS 13-15 levels and SES
- Questions focused on managers' experiences with performance information and their use of information in management decision making for the programs in which they were involved.

Overall Findings: More Information is Available....

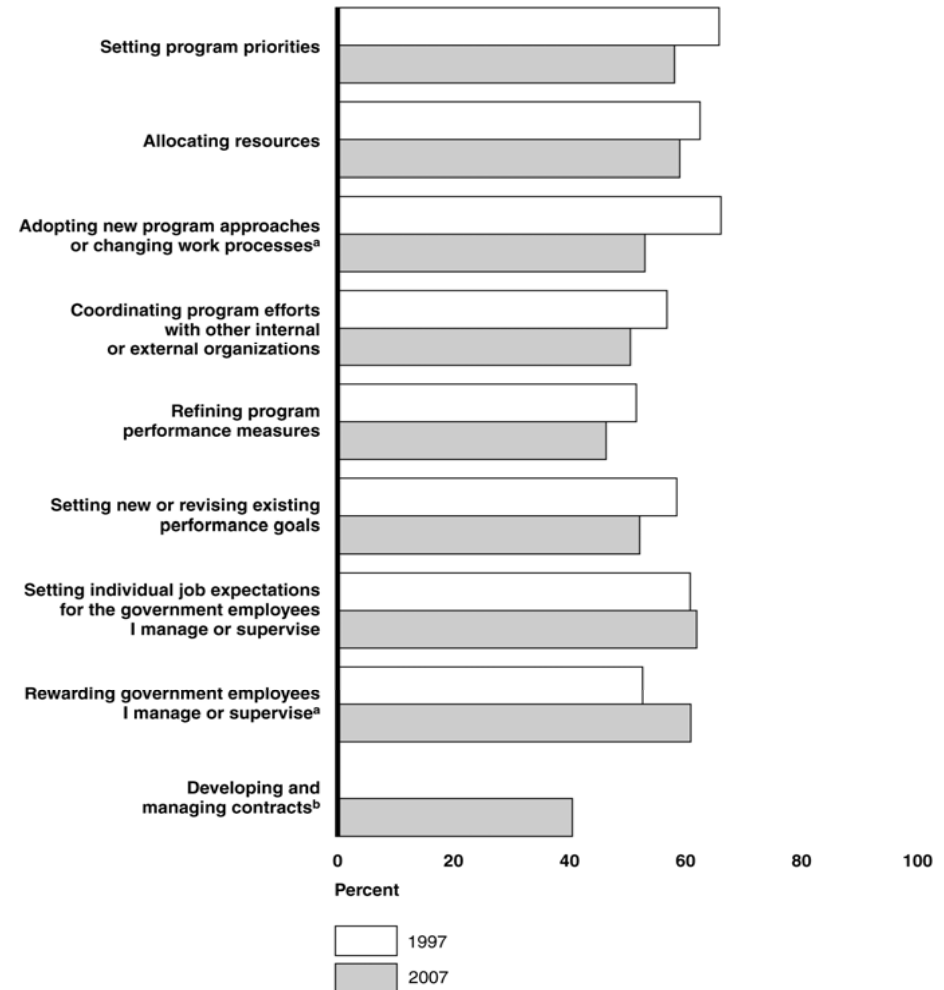
- In the federal government, GPRA has laid a foundation of results-oriented agency planning, measurement and reporting.
- According to GAO surveys, managers reported having more results-oriented performance measures in 2007 than 1997.



Source: GAO.

...But Little Change in Managers' Use

- For planning and performance measurement to be effective, managers need to use performance information to make management decisions.
- Managers' reported use of performance information for program management activities did not increase significantly between 1997 and 2007.



Source: GAO.

Agencies Vary in Use of Performance Information

Table 1: Agencies with Lowest and Highest Percent of Federal Managers Who Reported Using Performance Information for Various Management Activities

	Managers responding to a "great" or "very great" extent		
	Lowest percent (agency)	Highest percent (agency)	Governmentwide percent
Setting program priorities	43 (Interior)	78 (SSA)	58
Allocating resources	39 (Interior)	70 (NASA)	59
Adopting new program approaches or changing work processes	30 (FS)	71 (NSF)	53
Coordinating program efforts with other internal or external organizations	28 (FS)	62 (VA)	50
Refining program performance measures	28 (FS)	66 (Education)	46
Setting new or revising existing performance goals	33 (FS)	73 (Energy)	52
Setting individual job expectations for the government employees I manage or supervise	44 (FS)	79 (SSA)	62
Rewarding government employees I manage or supervise	47 (FEMA)	78 (NASA)	61
Developing and managing contracts	24 (FS)	70 (NASA)	41

Source: GAO.

Notes: Percentages are based on those respondents answering on the extent scale.

Education = Department of Education.

Energy = Department of Energy.

FEMA = Federal Emergency Management Agency.

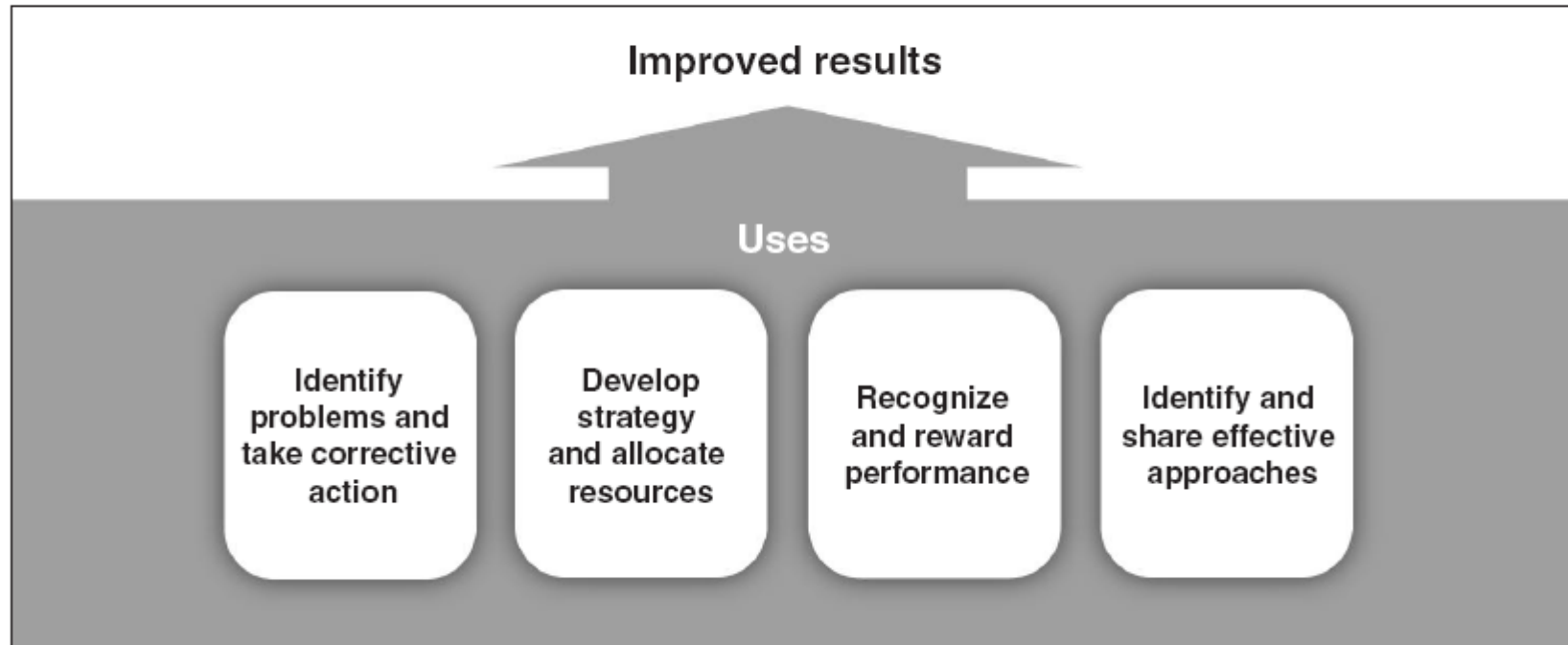
VA = Department of Veterans Affairs.

Agencies Vary in Use of Performance Information

RANK	AGENCY/COMPONENT
1	National Aeronautics and Space Administration
2	Nuclear Regulatory Commission
3	Department of Veterans Affairs
4	Social Security Administration
5	National Science Foundation
6	General Services Administration
7	Department of Energy
8	Department of Housing And Urban Development
9	Department of Education
10	Department of Treasury (excluding Internal Revenue Service)
11	Internal Revenue Service
12	Environmental Protection Agency
13	Small Business Administration
14	Centers for Medicare And Medicaid Services
15	Office of Personnel Management
16	Department of Commerce
17	Federal Aviation Administration
18	Agency for International Development
19	Department of Labor
20	Department of Agriculture (excluding Forest Service)
21	Department of Homeland Security (excluding Federal Emergency Management Agency)
22	Department of Defense
23	Department of State
24	Department of Transportation (excluding Federal Aviation Administration)
25	Health and Human Services (excluding Centers For Medicare And Medicaid Services)
26	Department of Justice
27	Department of Interior
28	Federal Emergency Management Agency
29	Service

How Can Managers Use Performance Information for Decisionmaking?

Figure 4: Uses of Performance Information



Source: GAO.

Identify Problems/Take Corrective Actions

- DOL Office of Workforce Investment operates the Performance Enhancement Program.
- Used performance information to identify the technical assistance needs of state and local employment and training programs.
- Poorly performing states received technical assistance designed to improve their performance.
- Effectiveness of technical assistance evaluated to improve next year's program.



Develop Strategy and Allocate Resources

- NHTSA used performance information on alcohol-related injuries and fatalities to target tested program strategies to states with the highest impaired driver rates.
- Identified 13 states that accounted for 46 percent of alcohol-related fatalities.
- Strategies involved state-sponsored, high-visibility law enforcement activities in conjunction with a NHTSA-designed media campaign.
- Provided grant funds to states employing the strategies.

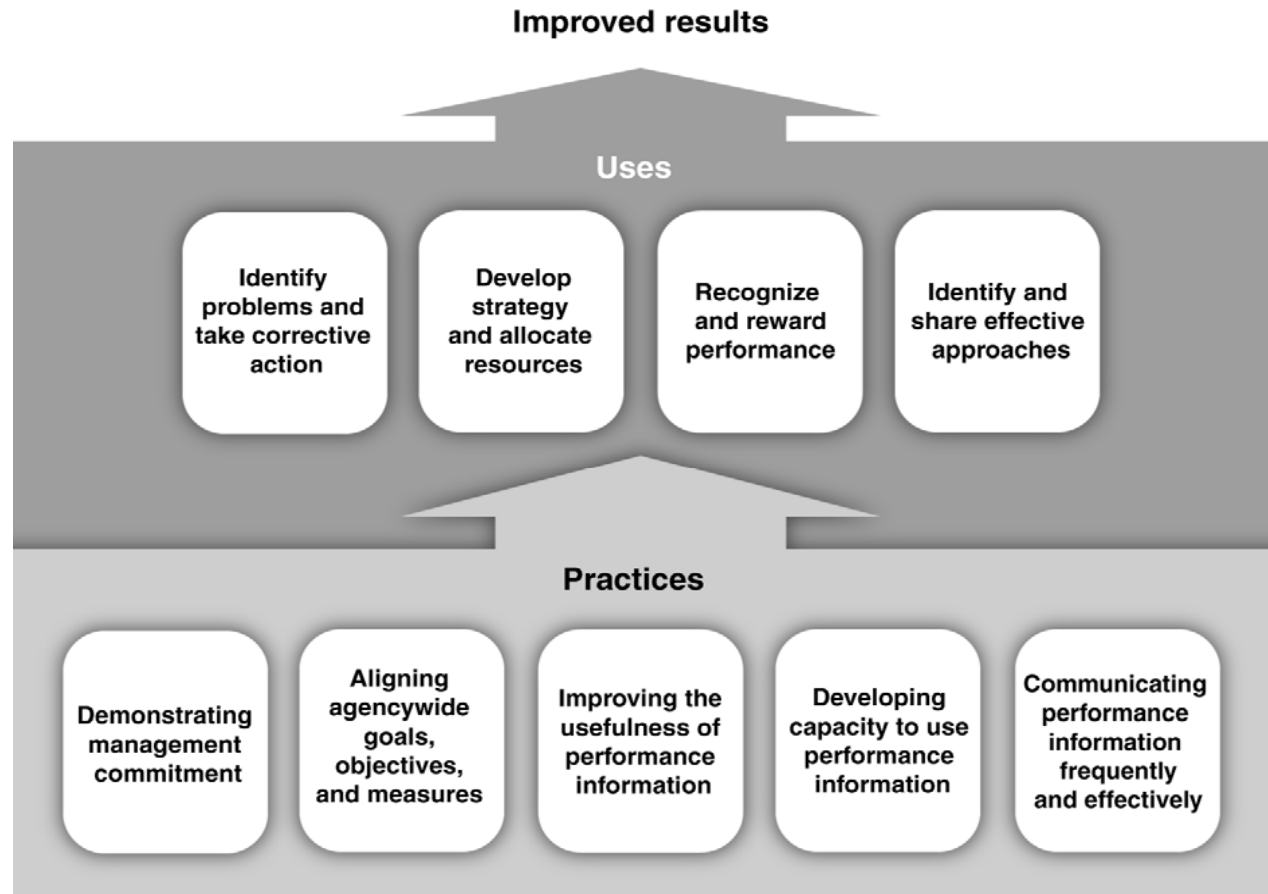
Recognizing and Rewarding Performance

- VHA uses performance information to create incentives for network directors.
- Network directors ratings and bonuses are linked to performance of network on key measures, e.g., clinical wait times, percent of patients receiving cancer screenings, patient satisfaction.
- Half of Network director's performance evaluation is based on the cumulative score on the network's performance measures.

Identify and Share Effective Approaches

- Employment Training Administration National business Learning Partnership Peer-to-Peer Mentoring program uses performance information:
 - Links local workforce areas that want to improve their services (protégés) with workforce areas that have exceeded performance standards (mentors).
 - Proteges and mentors hold site visits and exchange information on good practices
 - NBLP case studies have been developed to provide a wider audience with access to participants' experiences and learning. Each case study includes practices and principles to improve performance outcomes.

What Practices Can Make Performance Information More Useful and Used?



Source: GAO.

Demonstrate Leadership Commitment to Results-Oriented Management

- Federal managers were more likely to report using performance information in key management activities if:
 - senior leadership demonstrated a commitment to results-oriented management
 - their immediate supervisors paid attention to performance information
- Leaders can demonstrate their support for results-oriented management by:
 - reviewing performance information on a regular basis
 - communicating performance information frequently and effectively through different mediums, such as poster displays, performance scorecards, intranet sites, etc.



Demonstrating Leadership Commitment: Review Information on a Regular Basis

- State of Washington's Government Management Accountability Program (GMAP)
 - Agencies are held accountable for results
 - Governor and her senior staff personally review performance data with agency directors
 - Remove bureaucratic barriers
 - Make decisions based on data
 - Discussions are frank, direct, and open to the public
 - Agencies report quarterly and are expected to follow up on their action plans



Demonstrating Leadership Commitment: Communicate Performance Information Frequently and Effectively

FAA FY2007 Performance Targets: Monthly Status 12/2006*

Measure (Location)	Actual (Line)	Target (Line)	
	Data	Data	Index Range
INCREASED SAFETY 07 (FAA)	--	--	Green
07S1 Commercial Airline Fatal Accident Rate (FAA)	0.023	0.010	Red
07S2 General Aviation Fatal Accidents (FAA)	82	82	Yellow
07S3 Alaska Accidents (FAA)	7	13	Green
07S4 Runway Incursions (FAA)	0.20	0.53	Green
07S6 Commercial Space Launch Accidents (FAA)	0	0	Green
07S7 Operational Errors (FAA)	3.80	4.27	Green
07S65 Safety Risk Management (FAA)	0	0	Green
GREATER CAPACITY 07 (FAA)	--	--	Green
07C1 Average Daily Airport Capacity (35 OEP Airports) (FAA)	101,786	101,562	Green
07C2 Average Daily Airport Capacity (7 Metro) (FAA)	61,801	63,080	Red
07C3 Annual Service Volume (FAA)	3	3	Green
07C4 Adjusted Operational Availability (FAA)	99.82%	99.70%	Green
07C5 NAS On-Time Arrivals (FAA)	85.98%	87.67%	Red
07C6 Noise Exposure (FAA)	-27.00%	-4.00%	Green
07C7 Aviation Fuel Efficiency (FAA)	-8.23%	5.00%	Green

*FAA scorecard is posted monthly and quarterly to intranet

Demonstrating Leadership Commitment: Communicate Performance Information Frequently and Effectively

07C5 NAS On-Time Arrivals

Description

Achieve a NAS on-time arrival rate of 88.76 percent at the 35 OEP airports by FY 2011.

FY 2007 Target: 87.67 percent.

Period Table

	Actual	Target (Line)	Target (Line) - Index	Target (Line) - Index Range
10/2006	84.81%	87.67%	96.7%	Red
11/2006	85.97%	87.67%	98.1%	Red
12/2006	85.98%	87.67%	98.1%	Red
01/2007		87.67%		Unknown
02/2007		87.67%		Unknown
03/2007		87.67%		Unknown
04/2007		87.67%		Unknown
05/2007		87.67%		Unknown
06/2007		87.67%		Unknown
07/2007		87.67%		Unknown
08/2007		87.67%		Unknown
09/2007		87.67%		Unknown

Demonstrating Leadership Commitment: Communicate Performance Information Frequently and Effectively

07C5 NAS On-Time Arrivals

Achieve a NAS on-time arrival rate of 88.76 percent for OEP airports by FY 2011.

Description

FY 2007 Target: 87.67 percent.

Commentary (12/2006)

The target is Red. The average NAS On Time Arrivals at the 35 OEP Airports in December 2006 was 85.69%. This was a 2% decrease from November 2006 (87.42) and less than 1% decrease from December 2005 (85.75). NAS On Time performance for December 2006 did not meet the yearly target rate of 87.67%. Total operations were 1,272,137. This was a 1.4% increase from November 2006 (1,254,188) and a less than 1% decrease from December 2005 (1,277,002). There were also adverse weather conditions. Total delays for the OEP 35 Airports for December 2006 (32,852) decreased 2.9% from November 2006 (33,848) and increased 26.8% from December 2005 (25,918). Weather delays 22,068) decreased 1.3% from November 2006 (22,348) and increased 18.5% from December 2005 (18,618).

Wind, low ceilings, low visibility, thunderstorms, rain, fog, and snow impacted performance at Atlanta Hartsfield International (ATL), Dallas-Fort Worth International (DFW), Newark International (EWR), George Bush Intercontinental (IAH), New York John F. Kennedy International (JFK), New York LaGuardia (LGA), Chicago O'Hare International (ORD), Philadelphia International (PHL), Phoenix Sky Harbor International (PHX), and San Francisco International (SFO).

There were 129 ground delay programs run in December 2006 with a total of 1,383,643 ground delay program minutes. There were 201 ground stops with a total of 146,418 ground stop minutes.

Aligning Agency Goals, Objectives, Measures, and Individual Performance

- Performance management systems create a “line of sight” showing how team, unit, and individual performance contribute to overall organizational results AND hold employees accountable
- Federal managers were more likely to report using performance information in key management activities if they also reported that:
 - agency managers at their level use performance information to recognize employees for performance
 - employees in their agency receive positive recognition for helping the agency accomplish its strategic goals

Aligning Agency Goals, Objectives, Measures, and Individual Performance

- FAA promotes alignment by requiring that all organizations use the same alignment framework and approach in preparing their annual business plans.
- FAA's strategic plan drives new strategic initiatives and the ongoing, day-to-day operations of FAA, referred to as their core business functions.
- Organizations align themselves with the strategic plan and performance targets cascade down through the organization into employee performance plans.

Build Organizational Capacity to Collect and Use Performance Information and Improve Usefulness

- Agencies must ensure they have the **capacity** to use performance information, in terms of:
 - Analytical staff familiar with and trained on the uses of performance information for management decision making
 - Easily accessed data systems which provide valid, reliable, relevant performance data
- Training correlated with greater use of performance information
 - One VHA network provided annual training on performance measures as well as ongoing assistance and support to facility managers
- Managers more likely to report using performance information if they have sufficient information on the validity of the performance information

Build Organizational Capacity to Collect and Use Performance Information and Improve Usefulness

- Program evaluation capacity can improve agency use of performance information by:
 - providing performance information that may otherwise be unavailable
 - validating the accuracy of performance data
 - explaining the reasons for observed performance
 - identifying ways to improve performance.
- National Highway Traffic Safety Administration (NHTSA) used program evaluation techniques to enhance its capacity to use performance information to improve highway safety results.
- NHTSA used performance information to identify, develop, and share effective programs and strategies that increase safety belt usage, contributing to an increase in seat belt usage nationally from 11% in 1985 to 83% in 2008.

Next Steps

- Our work for Senate subcommittee is ongoing –the next phase entails detailed case studies of 2 agencies that ranked lower on use of performance information in both 2000 and 2007 and one agency whose use of performance information grew significantly between 2000 and 2007.
- We will be looking for ways the agencies can employ key management practices to improve their use of performance information.
- We plan to issue our results later this spring.

Sources

- Government Performance: Lessons Learned for the Next Administration on Using Performance Information to Improve Results, GAO-08-1026T, July 24, 2008
- Managing For Results: Enhancing Agency Use of Performance Information for Management Decision Making, GAO-05-927, September 9, 2005







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