



INSTITUTIONALIZING PERFORMANCE MANAGEMENT REFORM: LESSONS FOR GOVERNMENT LEADERS FROM THE GOVERNMENT PERFORMANCE AND RESULTS ACT (GPRA) MODERNIZATION ACT OF 2010



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April 22, 2022



PM REFORM IS A MAJOR PUBLIC MANAGEMENT CHALLENGE



Photo by [ElevenPhotographs](#) on [Unsplash](#)



Source:

<https://obamawhitehouse.archives.gov/omb/performance/president-signs-gprma>

- Congress legislated performance management (PM) reforms for 24 Chief Financial Officer Act departments and agencies in 1993 (GPRA) and 2010 (GPRAMA).
- Per GAO, **PM practices remain far from fully institutionalized** in many departments and agencies, especially purposive *use of performance data for management decisions*.
- Implications for public faith in the Federal Government

MY DISSERTATION RESEARCH QUESTIONS



Source of image: <https://www.military.com/daily-news/2020/11/12/shakeups-coming-some-military-congressional-committees-after-election.html>

How great is the influence of theoretical antecedents of PM reform institutionalization?

- External conditions in the governance environment
- Internal organizational conditions

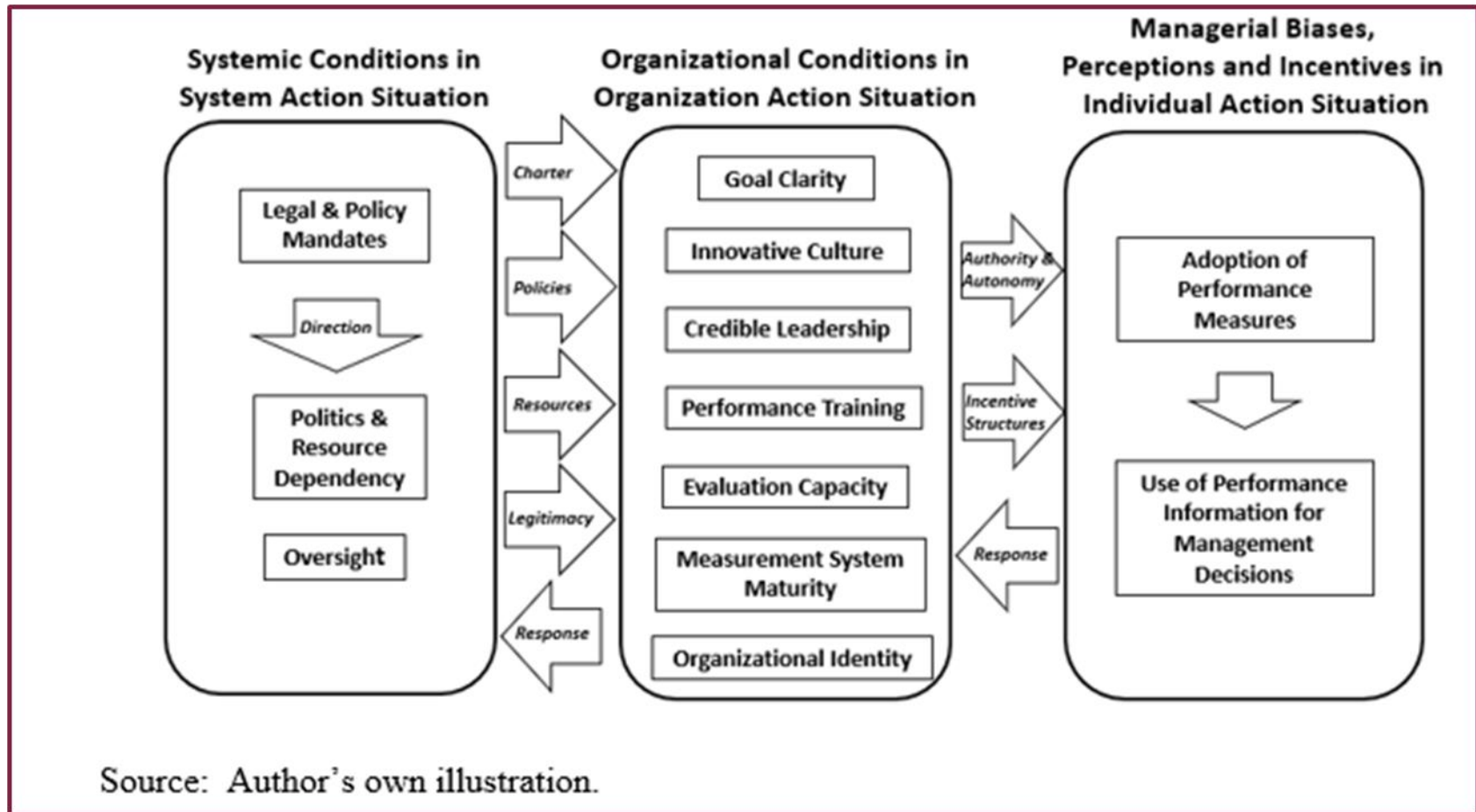


Source of image: https://www.nasa.gov/mission_pages/shuttle/images

Does “bureaucratic type” (J.Q. Wilson 1989) affect PM reform institutionalization?

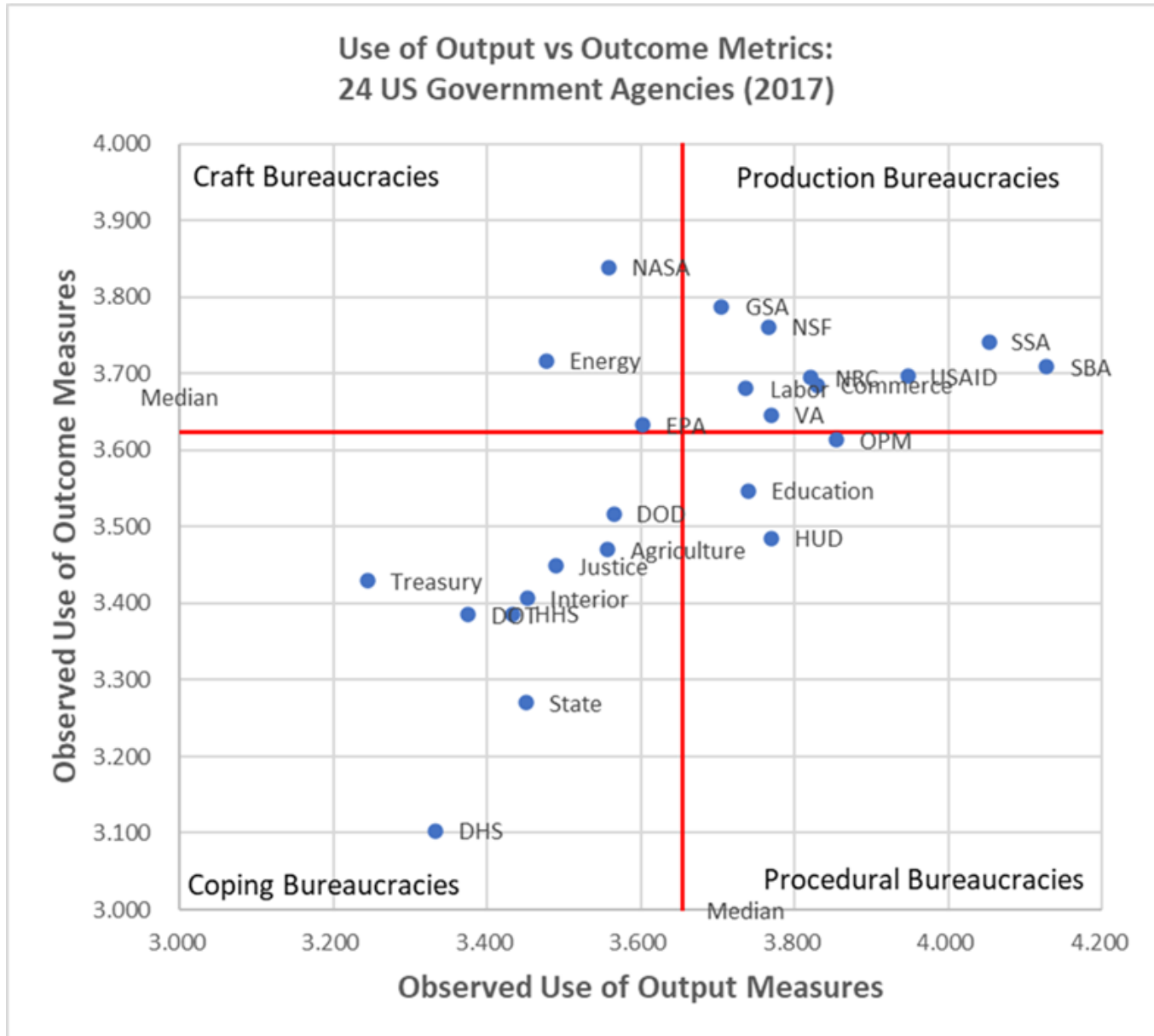
- Production
- Procedural
- Craft
- Coping

MODELING THE INSTITUTIONALIZATION OF PM REFORM



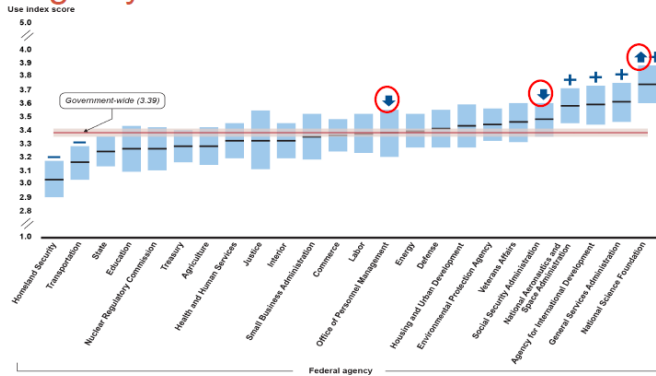
New 3-level inferential model based on Multiple Governance Framework (Hill and Hupe 2006) and the Institutional Analysis and Development (IAD) framework (Ostrom 2011), integrating predictors from the corpus of PM literature

APPLYING J.Q. WILSON'S TAXONOMY OF BUREAUCRATIC TYPES



DATA COLLECTION AND ANALYSIS

Survey of Federal Managers Dataset (GAO, 2017) 4,400 (67% response rate)



Factor Analysis, HLM, Random/Fixed Regressions, Multiple Imputation

Non-Random Survey of Federal PSMs (2021)

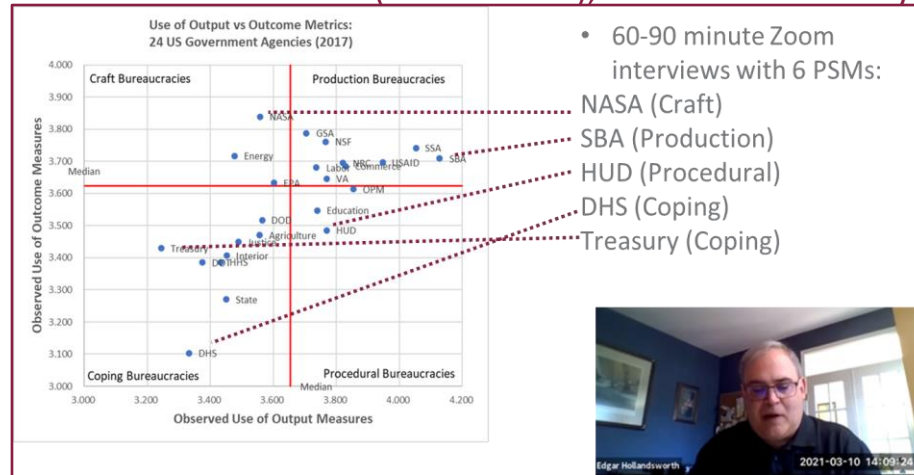
20 DPIOs and Senior PSMs in 12 Federal Agencies
(SES to GS-13)

	Strongly disagree	Somewhat disagree	Neither agree nor disagree	Somewhat agree	Strongly agree	Don't know
The organization has enough staff with the knowledge and skills to analyze performance information.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The organization has learning forums where employees develop skills in performance management.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>
The organization has analytical tools and methods to collect, analyze, and use performance information.	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>	<input type="radio"/>

Fuzzy Set Qualitative Comparative Analysis (QCA)

Structured Interviews with Federal Performance System Managers (Online)

6 DPIOs and Senior PSMs (SES to GS-13), All four bureaucracy types



- 60-90 minute Zoom interviews with 6 PSMs:
- NASA (Craft)
- SBA (Production)
- HUD (Procedural)
- DHS (Coping)
- Treasury (Coping)

Multiple Case Study Qualitative Analysis

JUST A FEW KEY FINDINGS – THERE WERE MANY OTHERS

An organizational culture of accountability and empowerment and the **capacity to evaluate performance** are the two most consistent and significant predictors of institutionalization of GPRAMA practices.

Credible Commitment of agency leaders to GPRAMA practices can “prime the pump” for institutionalization in the early phases, but later, not so much.

External oversight is not significant, except for PI use in contract management and program consolidation

Type of Bureaucracy/Organizational Identity Matters for Agency PM Institutionalization. Preliminary findings support predictions of Wilson’s (1989) taxonomy, so scholars should include Bureaucratic identity effects in future PM Reform research.



Questions?