President's Council on Integrity and Efficiency **SURVEY OF** OFFICE OF INSPECTOR GENERAL **INVOLVEMENT IN GPRA ACTIVITIES** August 1996

August 23, 1996

TO: John A. Koskinen

Chair, President's Council on Integrity and Efficiency

Office of Management and Budget

THRU: June Gibbs Brown

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Chair, Audit Committee Chair, Inspection & Evaluation Committee

SUBJECT: Survey of Office of Inspector General Involvement in Government Performance and Results

Act Activities

We are pleased to submit the results of the survey you requested on the role of the Inspectors General (IGs) in the implementation of the Government Performance and Results Act (GPRA) of 1993 within their host departments or agencies. The survey found that nearly all the PCIE IGs and half of the Executive Council on Integrity and Efficiency (ECIE) IGs reported some involvement in GPRA activities. Their involvement occurred most often as a result of their own initiative.

While the IGs overwhelmingly support an OIG role in GPRA activities, most believe OIGs should neither usurp management's responsibility for making decisions on plans nor take any actions that will compromise OIG independence. Most respondents also believe that OIGs should act in an advisory/consultative capacity in the implementation stages, but that they should also perform independent audits and reviews once GPRA has been implemented. There is no clear consensus on how OIGs should focus their resources. The survey further found that nearly all the IGs are involved in their own internal strategic planning process, but few have completed a fiscal year cycle.

As a result of the survey, several issues have been raised regarding the role of the IG community in the GPRA implementation process. It may be useful for the IGs to discuss (1) the level of resources required and their current availability, (2) whether the PCIE needs to establish a common position on the role the community should play, and (3) whether there should be a linkage between GPRA-driven program measures and the audited financial statements required by the Chief Financial Officers Act.

PURPOSE AND BACKGROUND

The Chair of the President's Council on Integrity and Efficiency (PCIE) asked the PCIE's Audit, and Inspections and Evaluation Committees to survey the Inspectors General (IG) to determine current and planned involvement in the implementation of the Government Performance and Results Act (GPRA) of 1993. The survey also sought the IGs' views on the development and tracking of performance measures, the appropriate role of the IGs in the GPRA process, and the status of strategic planning initiatives within individual OIGs.

The GPRA requires that most Federal departments and independent agencies develop strategic plans, annual performance plans, and supporting reports for submission to the Office of Management and Budget and the Congress. The perceived basis for an Inspector General community role in GPRA implementation and performance measurement lies in the Inspector General Act of 1978, as amended, the Chief Financial Officers (CFO) Act of 1990, the Government Management and Reform Act of 1994, and the *Inspectors General Vision and Strategies to Apply Our Reinvention Principles* of 1994. The underlying purpose of all these initiatives is to improve program efficiency, effectiveness, and accountability in the Federal Government.

METHODOLOGY

The survey was conducted in April and May 1996 by the OIGs of the Department of the Treasury and the U.S. Small Business Administration. The PCIE and Executive Council on Integrity and Efficiency (ECIE) IGs were canvassed for their views. All 27 OIG members of the PCIE and 27 of the 30 ECIE OIGs responded. Three Government agencies with OIGs are specifically exempted from the Act: the Central Intelligence Agency, the Panama Canal Commission, and the Government Printing Office. This report provides a summary of the survey's principal conclusions, and the appendix contains a copy of the survey with the tabulated results.

SURVEY RESULTS

OIG Involvement

Nearly all of the PCIE IGs and about half of the ECIE IGs reported some involvement in their host department's or agency's implementation of GPRA. An "OIG Initiative" was the most frequently stated reason for involvement in GPRA activities.

Most respondents selected more than one reason for involvement. The PCIE and ECIE respondents most often selected "OIG Initiative," either alone or along with other reasons like compliance with *the IG Vision Statement and Reinvention Principles (IG Vision Statement)*. Fifty-eight percent of the PCIE respondents cited the CFO Act as a reason for their involvement, including one large PCIE OIG which cited the CFO Act as its <u>only</u> reason to be involved in GPRA activities. A few IGs indicated that their host agency was not yet involved in GPRA, or that the agency had not yet asked for their involvement. ECIE IGs cited "Agency request" and "IG Act" frequently as a rationale for their participation.

Actual Participation

More than half of the PCIE IGs are consulting with their host agencies on the GPRA planning process and the development of mission statements, goals, and objectives for inclusion in their host department's or agency's strategic plans, while less than half of the members of the ECIE are engaged in these activities. It would appear from the responses that far fewer ECIE host agencies are currently involved with GPRA.

The IGs reported little or no activity in currently (1) providing their host department or agency with previously conducted OIG evaluative information for the purpose of establishing baselines for measuring results, (2) reporting actual performance, (3) analyzing the relevance of agency performance measures, (4) reviewing the supporting data systems, and (5) validating results in agency's GPRA reports. At this juncture, of course, none reported conducting audits and/or reviews for the purpose of validating results which would appear in the department's or agency's GPRA reports.

Planned Participation

Most IGs plan to become more involved in the process over the next 2 years. About half of the PCIE respondents will consult on developing agency mission statements, goals, and objectives for inclusion in their host department's or agency's strategic plan. The PCIE respondents also indicated they envisioned consulting with their hosts in the development of agency performance measures and the identification of agency data collection techniques. A significant number of the PCIE respondents (overall about 70 percent) will conduct audits/reviews on: data collection techniques, results measurement and reporting, data reliability, relevance of agency performance measures, data systems reliability and validity of reported results. Concurrence was not as high among the ECIE, although emphasis was placed on the same activities selected by their PCIE counterparts.

APPROPRIATE OIG ROLE

The IG respondents overwhelmingly support an OIG role in GPRA activities, but most believe OIGs should not usurp management's role by selecting or making decisions on plans and measures or by taking any actions that will compromise OIG independence.

The IGs agree that OIGs have a role to play in performance measurement and GPRA implementation. The majority of both the PCIE and the ECIE members agree that OIGs should at least consult with their agencies at some stage in the GPRA implementation process. When asked to comment on inappropriate OIG activities, more than half of each group indicated that it is not appropriate for an OIG to usurp the agency manager's role in making or implementing decisions on plans and measures. Among the inappropriate actions cited were developing, selecting, and/or approving strategic plans, annual performance plans, or performance measures. Approximately one third of the PCIE and ECIE IGs stated that the OIGs' independence to conduct audits/reviews should be protected, with several specifically noting the need for caution in dealing with the issue of performance standards.

Most respondents believe that OIGs should act in an active advisory/consultative capacity in the implementation stages, but they should perform independent audits and reviews of results once GPRA has been implemented.

Eighty-one percent of the PCIE and 65 percent of the ECIE IG respondents believe that it is appropriate to consult generally with the host agency on the GPRA planning process. Interestingly, they are less supportive of consulting on the development of a mission statement, goals, and objectives for inclusion in host department or agency strategic plans, and their support drops sharply for consultations on measuring results. As the GPRA activity shifts from implementation to review steps, the number of IGs who believe consulting is appropriate decreases in favor of conducting independent audits and reviews.

Two PCIE IGs and six ECIE IGs reject <u>any</u> IG role other than that of independent, post-implementation reviewer. While fewer than half of all OIGs are currently conducting independent audits and/or reviews on any GPRA activity, nearly all PCIE and ECIE respondents support performing independent audits and reviews once the agency has implemented GPRA. When asked to discuss an appropriate OIG role in GPRA implementation, both PCIE and ECIE IGs primarily addressed OIG assistance in formulating a strategic plan and supporting performance measures, validating performance measures, and conducting audits/reviews after implementation.

There is no clear consensus that OIGs should focus resources on one specific area.

Most IGs limited the number of GPRA activities on which OIGs should focus resources to a few primary activities. Activities often cited, but not necessarily together, were developing a strategic plan and performance measures, validating or assessing results, and performing audits, evaluations, and investigations. Some IGs supported a multiple focus, while others advocated a single focus. The largest proportion of both PCIE and ECIE IGs (approximately one-third of each) specified that the OIGs should focus resources on validating or assessing results. Almost one-third of each group stated that the OIGs should focus resources on verifying either performance measures or data collection techniques.

While the survey did not ask whether the IGs had the resources to take on the additional GPRA responsibilities, five PCIE members questioned whether they

have sufficient resources to support substantial involvement in their host department's or agency's GPRA process. Among the issues raised by these and several other IGs were: the resource intensive nature of the review activities as opposed to consulting on implementation steps, the cost effectiveness of validating performance measures, and the need to set priorities within such GPRA activities so as to accommodate all mandated IG work.

STRATEGIC PLANNING WITHIN OIGS

Nearly all of the IGs are involved in their own strategic planning, but few have completed a fiscal year cycle.

All but three ECIE IGs are addressing some activity in the strategic planning process. Only two PCIE members and one ECIE member have completed all activities listed in the strategic planning process. However, 56 percent of the PCIE respondents and 62 percent of the ECIE have developed a mission statement, goals, and objectives for their strategic plans. Most others are in various stages ranging from planning such initiatives to their completion. Less than half of either group have developed a performance plan, while even fewer have defined any levels of performance to meet their goals.

ISSUES FOR CONSIDERATION

Resources

Although the survey did not address the issue specifically, several respondents volunteered their concern over the limited availability of resources. Almost three-quarters of the IGs (88 percent of the PCIE and 52 percent of the ECIE) plan to audit or review underlying data systems within the next 2 years. Depending on the number and complexity of the systems to be reviewed and whether the systems are paper or electronic mediabased, such reviews may absorb a significant amount of resources -- the availability of which will vary by OIG. Consequently, prior to making final decisions on the nature of their commitment to the GPRA process, the Inspector General community may find it useful to discuss the perceived oversight task and the availability of resources required to be successful.

Guidance

The IGs may also wish to discuss whether there is a benefit in developing a common position within the community on an appropriate level of OIG participation in the implementation and review of GPRA activities. While there is substantial agreement on the level of appropriate and planned OIG involvement in some GPRA activities, respondents differ substantially on the most appropriate level. Moreover, some responses were not consistent with the 1994 *IG Vision Statement* wherein IGs unanimously agreed to "[a]ssist our agencies in developing performance standards and using performance measures." Several survey respondents believe that IGs should <u>not</u> be involved in performance standards/measures in any way.

CFO Audited Financial Statements and GPRA Program Reviews

The connection between CFO Act financial statements and GPRA activities needs to be further explored. More than half of the PCIE IGs answered that one reason for their involvement in GPRA activities is the requirements of the CFO Act. Indeed, in the *IG Vision Statement*, the IGs say they will "[u]se the audits of financial statements required by the Chief Financial Officers Act as a tool for identifying areas for further analysis, and for helping management improve financial management and program performance." A discussion on linking GPRA-driven program measures with the audited financial statements could help to ensure the consistent use of standard performance measures used in each host department's and agency's management and financial reports and annual budget estimates.



SURVEY OF OIG INVOLVEMENT IN GPRA

PART I. PARTICIPATION IN HOST AGENCY'S IMPLEMENTATION OF GPRA (other than implementation within your own OIG)

The purpose of this survey is to obtain information on your involvement in implementing GPRA and

performance measurement in your agency, It also solicits your perspective on the appropriate role for IGs in such activities. The questionnaire should take approximately 20-30 minutes to complete.

prompted		ve	check all that IG's V CFO	check all that apply.) IG's Vision Statement and Reinvention Principles CFO Act Other:							
	OIG Initiative	Agency Request	IG Act	IG's Vision Statement and Reinvention Principles	CFO Act	Other					
PCIE	80.8% ¹	38.5%	34.6%	61.5%	57.7%	11.5%					
ECIE	73.9%	30.4%	21.7%	39.1%	8.7%	17.4%					
TOTAL	77.6%	34.7%	28.6%	51.0%	34.7%	14.3%					
All of the planning said that	Other: PCIE respo to participa their host a	endents who te in their ho gency has n	are not exe est agency's ot yet becor	Manual Annual An	of GPRA. PRA or has	Five ECIE s not asked	members d for OIG				
implement	ation of GPR _ IG decided _ Host agend	RA, please che l OIG would no cy not yet invo	eck the reason ot participate. olved in GPR		ewing your	host agenc	y's				
				estion, one respo host agency is n							
inc that your r	licate with ch esponses pe	eck marks wh	nat your actua ost agency's	each GPRA activial level of involvem process, not to you	ent in GPRA	A has been	to date. Note				

¹ All results are based on the percentage of respondents to each question in the survey.

ACTUAL LEVEL OF INVOLVEMENT IN DEPT/AGENCY GPRA

GPRA ACTIVITY	a. Consulting with agency		b. Independently conducting audits and/or reviews		c. Providing agency with previously conducted OIG evaluative information to establish baselines		d. Other including not participating. Please explain below under "Comments"	
Implementation Steps								
	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE
Assisting with the agency's GPRA planning process	69%	45%	19%	10%	19%	10%	19%	40%
	Total	=59%	Total	=15%	Total=	=15%	Total	=28%
Developing agency mission statement, goals and objectives for strategic plan	50%	40%	19%	10%	12%	5%	27%	40%
	Total	=46%	Total	=15%	Total	=9%	Total=33%	
Developing agency performance measures	46%	35%	35%	15%	12%	0%	15%	55%
	Total=41%		Total=26%		Total=7%		Total=33%	
Identifying agency data collection techniques	31%	30%	35%	15%	4%	0%	27%	55%
	Total	=30%	Total=26%		Total=2%		Total	=39%
5. Measuring the results	12%	15%	38%	10%	0%	0%	27%	65%
	Total	=13%	Total=26%		Total=0%		Total=43%	
Reporting on overall agency performance v. plan	12%	20%	27%	5%	0%	5%	35%	60%
	Total	=15%	Total=17%		Total	=2%	Total=46%	
Review Steps								
7. Analyzing reliability of agency data	12%	15%	42%	25%	4%	0%	27%	60%
	Total	=13%	Total	=35%	Total	=2%	Total	=41%
Analyzing value of agency performance measures	27%	15%	31%	10%	0%	0%	23%	65%
	Total	=22%	Total	=22%	Total=0%		Total	=41%
Reviewing underlying data systems	8%	10%	42%	25%	0%	0%	15%	60%
	Tota	ıl=9%	Total	=35%	Total=0%		Total=35%	

10.Validating results in agency's GPRA reports	8%	10%	0%	5%	0%	0%	50%	65%
	Total=9%		Total=2%		Total	=0%	Total=57%	
11.Other reviews (specify):	8%	5%	12%	0%	0%	0%	23%	40%
	Total=7%		Total=7%		Total	=0%	Total	=30%

5. **Planned Level of Involvement in GPRA.** For each GPRA activity (1 through 11) listed below, indicate with check marks what your planned level of involvement in GPRA *over the next two years* will be. Note that your responses pertain to the host agency's process, not to your office's internal procedures. Please add any comments or explanations below.

PLANNED LEVEL OF INVOLVEMENT IN DEPT/AGENCY GPRA

GPRA ACTIVITY Implementation Steps	a. Consulting with agency		b. Independently conducting audits and/or reviews		c. Providing agency with previously conducted OIG evaluative information to establish baselines		d. Other including not participating. Please explain below under "Comments"	
Implementation dteps	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE
Assisting with the agency's GPRA planning process	69%	45%	38%	18%	27%	14%	8%	14%
	Total	=58%	Total	=29%	Tota	l=21%	Total	=10%
Developing agency mission statement, goals and objectives for strategic plan	50%	36%	27%	9%	15%	14%	23%	32%
	Total=44%		Total=19%		Total=15%		Total=27%	
Developing agency performance measures	69%	50%	35%	14%	19%	14%	4%	18%
	Total=60%		Total=25%		Total=17%		Total=10%	
Identifying agency data collection techniques	58%	41%	65%	27%	19%	14%	4%	23%
	Total	=50%	Total=48%		Total=17%		Total=13%	
5. Measuring the results	35%	32%	73%	50%	15%	14%	8%	27%
	Total	=33%	Total=63%		Total=15%		Total=17%	
Reporting on overall agency performance v. plan	35%	27%	77%	50%	12%	14%	12%	23%
	Total=31%		Total=65%		Total=13%		Total=17%	
Review Steps								
Analyzing reliability of agency data	38%	27%	88%	55%	12%	18%	8%	23%
	Total	=33%	Total	=73%	Tota	l=15%	Total	=15%
Analyzing value of agency performance measures	35%	27%	77%	55%	12%	14%	8%	23%
	Total	=31%	Total=67%		Total=13%		Total=15%	
9. Reviewing underlying data	42%	27%	88%	50%	15%	18%	4%	23%

systems								
	Total	Total=35%		Total=71%		Total=17%		=13%
10.Validating results in agency's GPRA reports	27%	27%	73%	59%	12%	9%	12%	23%
	Total=27%		Total=67%		Total=10%		Total=17%	
11.Other reviews (specify):	8%	9%	12%	5%	4%	5%	8%	14%
	Total=8%		Total=8%		Total=4%		Total=10%	

PCIE Respondents = 26 ECIE Respondents = 22

PART II. APPROPRIATE OIG ROLE IN THE IMPLEMENTATION OF GPRA BY YOUR HOST DEPARTMENT OR AGENCY

1. For each GPRA activity (1 through 11) listed below, indicate with check marks what you believe the appropriate role of the Inspector General **should be**. Note that your responses pertain to the host agency's process, not to your office's internal procedures.

APPROPRIATE LEVEL OF INVOLVEMENT IN DEPT/AGENCY GPRA

GPRA ACTIVITY	a. Consult with agency		b. Conduct audits and/or reviews independently		previousl conducte evaluative information	d OIG e	d. Other including no participation. Please explain below under "Comments"	
Implementation Steps		T	I	I		T		I
	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE
Assisting with the agency's GPRA planning process	81%	65%	38%	39%	54%	43%	8%	9%
	Total	=73%	Total	=39%	Tota	I=49%	Total	=8%
Developing agency mission statement, goals and	65%	48%	31%	26%	31%	35%	15%	22%
objectives for strategic plan								
	Total	=57%	Total=29%		Total=33%		Total=18%	
Developing agency performance measures	69%	61%	42%	35%	54%	39%	8%	13%
	Total	=65%	Total	=39%	Tota	l=47%	Total=	=10%
Identifying agency data collection techniques	77%	52%	58%	48%	50%	35%	0%	9%
	Total	=65%	Total	=53%	Tota	l=43%	Total	=4%
5. Measuring the results	50%	48%	73%	65%	31%	39%	0%	13%
	Total	=49%	Total	=69%	Tota	l=35%	Total	=6%
Reporting on overall agency performance v. plan	38%	52%	77%	70%	27%	0%	12%	9%
	Total	=45%	Total	=73%	Tota	l=14%	Total=	=10%
Review Steps	-		-					
Analyzing reliability of agency data	38%	26%	100%	87%	23%	22%	0%	9%

	Total	=33%	Total	=94%	Tota	l=22%	Total	=4%
Analyzing value of agency performance measures	42%	30%	92%	87%	27%	17%	0%	9%
	Total	=37%	Total	=90%	Tota	l=22%	Total	=4%
Reviewing underlying data systems	38%	26%	96%	83%	27%	0%	0%	9%
10.Validating results in agency's GPRA reports	31%	30%	92%	87%	19%	17%	0%	9%
	Total	=31%	Total	=90%	Tota	l=18%	Total	=4%
11.Other reviews (specify):	0%	9%	12%	9%	0%	4%	8%	9%
	Tota	l=4%	Total=10%		Tota	al=2%	Total=8%	

2. What do you think the appropriate role of an OIG in GPRA should be, and why?

Most frequent responses:

- A. Auditing/reviewing actual performance and/or agency's review of this.
- B. Formulating the Agency strategic plan and/or performance measures.
- C. Validating performance measures.
- 3. Where do you think an OIG should focus its resources in implementing GPRA, e.g., assistance to host agency in developing its strategic plans and/or annual performance plans, identification of performance measures, verification of performance measures, assessment of results, and/or validation of agency's results?

Most frequent responses:

- A. Validating or assessing results.
- B. Verifying performance measures or data collection techniques.
- C. Assisting in developing performance goals.
- 4. What actions concerning GPRA do you consider *inappropriate* for an OIG, and why?

Most frequent responses:

- A. Making management decisions on implementing GPRA.
- B. Anything that would compromise OIG independence.

PART III. IMPLEMENTATION OF STRATEGIC PLANNING WITHIN YOUR OIG

1. For each activity (1 through 6) listed below, use a check mark to indicate the response (a through e) which most closely resembles the status of implementing strategic planning within your OIG. Please add any comments or explanations below.

LEVEL OF INVOLVEMENT IN OIG STRATEGIC PLANNING

STRATEGIC PLANNING ACTIVITY	yet on whethe	No decision		b. Planning initiated		c. Implementation partially completed		d. Completed		e. Other. Please explain below under "Comments"	
7.5	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE	PCIE	ECIE	
Developing mission statement, goals, and objectives for strategic plan	0%	4%	30%	12%	26%	19%	56%	62%	0%	4%	
	Tota	l=2%	Total	=21%	Total	=23%	Total	=58%	Tota	l=2%	
Developing OIG- wide performance plans with goals and objectives	0%	8%	30%	19%	33%	23%	41%	35%	11%	12%	
	Tota	l=4%	Total	=25%	Total	=28%	Total	=38%	Total=11%		
Defining level of performance to meet the goals and objectives	4%	8%	33%	27%	37%	19%	26%	27%	11%	15%	
	Tota	l=6%	Total	=30%	Total	=28%	Total	=26%	Total	=13%	
Evaluating data collection techniques	7%	8%	37%	35%	41%	31%	7%	8%	11%	15%	
	Tota	l=8%	Total	=36%	Total	=36%	Tota	l=8%	Total	=13%	
Measuring the results	7%	8%	48%	38%	26%	23%	7%	8%	15%	15%	
	Tota	l=8%	Total	=43%	Total	=25%	Tota	l=8%	Total	=15%	
Reporting on overall performance v. plan	7%	23%	44%	27%	30%	19%	7%	12%	15%	12%	
	Total	=15%	Total	=36%	Total	=25%	Tota	l=9%	Total	=13%	