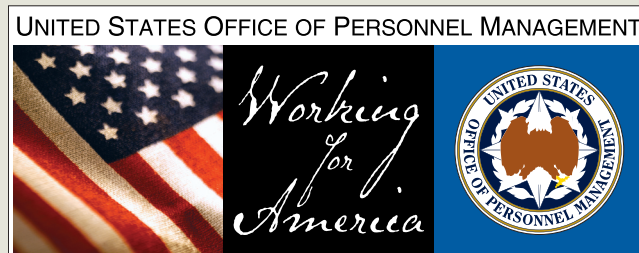




UNITED STATES OFFICE OF PERSONNEL MANAGEMENT

**ALTERNATIVE  
PERSONNEL SYSTEMS  
OBJECTIVES-BASED  
ASSESSMENT  
FRAMEWORK HANDBOOK**

June 2008





## Foreword

Federal agencies continue to face unprecedented changes in their missions. The attacks and aftermath of 9/11, the rise of computer hacking and identity theft, the response to natural disasters, and the discovery of dangerous levels of lead in children's toys are but a few examples of challenges facing Government agencies. These complex changes are driving the need for a transformation of the civilian workforce. Employees are being asked to assume new and different responsibilities, take more risks, and be more innovative, agile, and accountable than ever before. Furthermore, the Federal Government faces significant recruiting and retention challenges in the coming years; within the next 10 years, up to 60 percent of the Government workforce will be eligible to retire, putting at risk agencies' critical competencies and institutional knowledge.

Federal agencies are recognizing the need to improve their ability to recruit and retain highly motivated and qualified employees and are thus transforming their human capital systems, usually with a focus on results-oriented performance management and performance-based pay. A number of studies advocate replacing the traditional General Schedule pay structure with a system that more closely links employee pay to market conditions and job performance. Traditionally, Federal agencies have used the General Schedule pay system, in which employee pay increases are essentially automatic or time-based. Under this system, employees receive annual pay increases and within-grade pay increases based on organizational tenure. The process sometimes discouraged highly qualified job seekers from applying for Federal employment, as they were often given better pay opportunities elsewhere. Similarly, those who had the lowest levels of performance had the most to gain from staying at the organization and the most highly qualified candidates often left for other positions. Alternative Personnel Systems (APS) are designed to address these longstanding issues in Federal agency performance management and compensation.

Although not limited to pay and performance management by law, many APSs, including demonstration projects, have been designed to create results-oriented performance cultures that attract and retain highly qualified and motivated candidates and increase organizational effectiveness by aligning individual employee goals with organizational goals. Most of these systems establish pay structures and reward policies consistent with reinforcing the link between individual performance and the achievement of organizational goals and objectives. OPM has developed the APS Objectives-Based Assessment Framework with standards for evaluating APSs, including demonstration projects, which establish new pay systems and related interventions. The Framework was first used to conduct the 2007 assessments of the new Department of Homeland Security APS and the Department of Defense APS – the National Security Personnel System (NSPS).

The APS Objectives-Based Assessment Framework Handbook is a “how to” manual describing the new approach and using examples from the pilots to illustrate application. The first half of the Handbook – Sections I through IV – provides an overview of the Framework, its key parts, instructions on how to apply it, and additional requirements for evaluating demonstration projects. The second half – Sections V and VI – provides a more detailed description of the Framework and its components, along with OPM contact information and other helpful resources. The examples used in this document came from those assessments. The Framework can and should be modified to cover other types of interventions, such as staffing interventions.



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## **Section I: Introduction**

### ***Background***

Alternative Personnel Systems (APS) with performance-based pay have existed for more than 25 years and today cover over 150,000 Federal employees. An APS may be established under discrete legislation for an agency or a community of agencies, under the demonstration project provisions of chapter 47 of title 5, United States Code (U.S.C.), or under new provisions of title 5, such as those which now allows the Department of Defense (DoD) to establish an independent contemporary human resource management system. Taken together, these systems represent a movement away from the current Governmentwide classification and pay systems toward alternative approaches where market rates and performance centrally drive pay. The alternative systems vary in some of their technical details, but share many common objectives and practices.

Because the U.S. Office of Personnel Management (OPM) is statutorily charged in the Chief Human Capital Officers Act of 2002 with improving strategic human capital management of the Government's civilian workforce, including associated planning and evaluation efforts, it is required to coordinate with agencies on human capital transformation, assess agency efforts in implementing new human capital systems and programs, and leverage program outcomes for future agency human capital transformation. To aid its coordination efforts, OPM develops APS assessment standards Federal agencies should meet and collaborates with them to help them meet these standards. OPM uses the results of the assessments to improve existing human capital management policies, programs, and operations. OPM's roles and responsibilities are best fulfilled by a strategic view, which answers overarching questions, while leveraging existing data and internal evaluations to the extent possible.

While OPM has provided requirements and guidance for demonstration project evaluation over the years, there has been a need for an overarching transformation assessment framework. To meet that need, OPM has developed a set of standards which, based on past experience in the public and private sectors and input from key stakeholders in OPM and other agencies, is essential to successfully implementing significant human capital system reforms. These quantitative and qualitative standards have been incorporated into a framework designed to assess agency APSs, including pay for performance demonstration projects, which implement new pay structures with other interventions to drive change. With modification, this framework can be used for any APS. The standards enable a view of the project as a whole, including whether or not project objectives have been met. When used for an APS that is not a demonstration project, the framework provides for comparison of agency preparedness or progress against a pattern of expectations generated by historical data and best-practice knowledge of the requirements for successful human capital transformation. When used for a demonstration project, the framework gives leaders a meaningful assessment of preparedness and progress. Section IV outlines additional evaluation requirements for demonstration projects.

## ***About This Handbook***

OPM has developed a new approach to assessing and evaluating APSs, including demonstration projects, the APS Objectives-Based Assessment Framework (Framework) and has piloted it on the DoD and DHS APSs. The APS Objectives-Based Assessment Framework Handbook (Handbook) is a “how to” manual describing the new approach and using examples from the pilots to illustrate application. The first half of the Handbook – Sections I through IV – provides an overview of the Framework, its key parts, instructions on how to apply it, and additional requirements for evaluating demonstration projects. The second half – Sections V and VI – provides a more detailed description of the Framework and its components, along with OPM contact information and other helpful resources. The Handbook appendices include a variety of information that will be helpful in understanding the Framework, including an explanation of key terms, a description of how the Framework relates to the Human Capital Assessment and Accountability Framework (HCAAF), and a table including examples of assessment criteria and possible data sources.

Agencies are encouraged to use the APS Objectives-Based Assessment Framework for their APSs and demonstration projects to help inform stakeholders and OPM as to whether these new systems are meeting human capital goals and objectives. The results of these assessments can significantly influence whether such systems should be authorized on a Governmentwide scale.

## ***The New Assessment Framework***

The Framework described in this report allows OPM and/or other agencies to assess APSs that include new pay systems along with other changes in personnel management policies and procedures (usually referred to as interventions in demonstration projects). Because demonstration projects are established under different law and regulation than that governing other APSs, this handbook will, where appropriate, compare the two types of APSs. Since APSs currently emphasize moving away from traditional classification and pay systems toward alternative systems where market rates and performance are central drivers of pay, most APSs incorporate new pay systems.

The APS Objectives-Based Assessment Framework is designed to provide an agency with a credible approach to assessing the effectiveness of APSs, including demonstration projects. The Framework addresses the two clearly defined areas of Preparedness and Progress. The Preparedness component refers to an agency’s readiness to implement an alternative pay system, while the Progress component addresses the extent to which the agency has achieved, or is in the process of achieving, the broad human capital transformation goals associated with the APS.

The assessment criteria for preparedness and progress can be applied to an agency’s APS as-is, or may be modified to address specific project requirements. Each agency has unique circumstances, timing, and status with regard to deploying an APS. Thus, any elements or indicators that do not apply to individual agencies should not be assessed. Assessments should be based on a “snapshot in time” for each agency and should leverage existing data and internal evaluations wherever possible. Data for assessments should be collected annually, and



assessment reports should be done periodically (ideally once every year to two years) to help agencies assess specific areas in which they should focus future efforts.

OPM requires demonstration projects to have:

- A baseline/implementation report early in the demonstration project
- An interim report prior to termination of the project, from which decisions about continuing or expanding the project will be made
- A summative report within one year after the end of the project

Additional, early interim results would be required to make any substantive mid-course corrections in the project.

Information gathered from the assessment will help to improve existing human capital management policies, programs, and operations. Furthermore, analyses from the assessment may show issues, trends, or unusual findings which may warrant special studies in areas of interest to specific agencies.



## **Section II: APS Objectives-Based Assessment Framework**

The APS Objectives-Based Assessment Framework is an evaluation structure for determining the extent to which an agency is adequately preparing for and progressing on the human capital transformation goals and objectives of its APS. The Framework includes assessment components, dimensions, elements, and indicators adaptable to agency APSs, including demonstration projects.

### ***The Framework and Past Demonstration Project Evaluations***

OPM's APS Objectives-Based Assessment Framework complements the approach in previous demonstration projects where the evaluation assessed both the implementation and impact of specific interventions and determined whether these interventions would be effective and beneficial Governmentwide. The Framework is a standardized approach based on a broad framework that assesses project implementation and the extent to which personnel system changes are meeting their intended objectives. It allows stakeholders, including OPM, to draw conclusions on the success of the project.

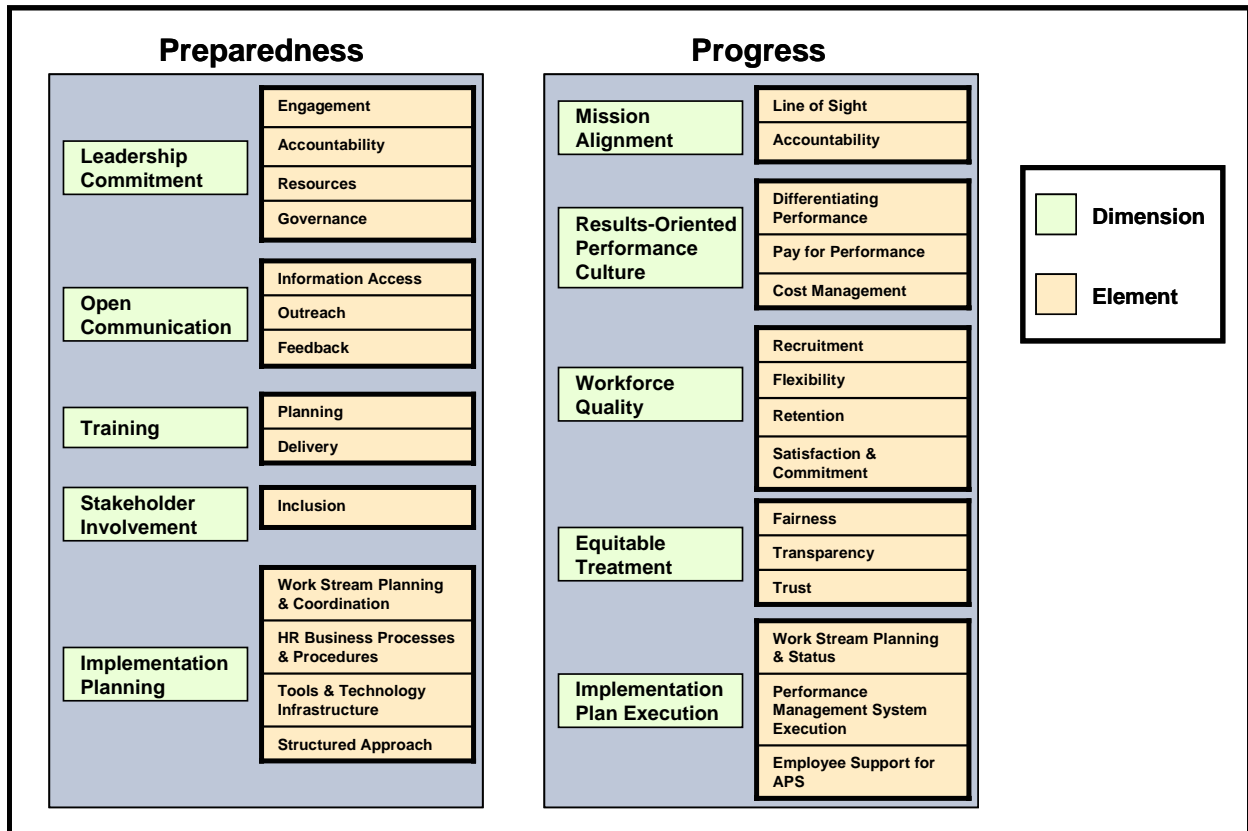
### ***APS Assessment Framework and the HCAAF***

The APS assessment approach is based on the OPM Human Capital Accountability and Assessment Framework (HCAAF). The HCAAF is the framework OPM developed to implement those sections of the Chief Human Capital Officers (CHCO) Act of 2002 pertaining to human capital management and evaluation. Under the CHCO Act and the HCAAF, agencies are required to develop human capital plans. An agency implementing an APS would be expected to include APS goals and objectives under each applicable HCAAF system in its human capital plan. The function of the HCAAF's Accountability System is to contribute to agency performance by monitoring and evaluating the results of its human capital management policies, programs, and activities, as documented in the agency human capital plan. The APS Objectives-Based Assessment Framework provides comprehensive information about how to monitor and assess when preparing for and implementing an APS (or parts thereof). Therefore, when the human capital plan includes implementation of an APS, e.g., a demonstration project, the HCAAF Accountability System incorporates the Framework as the approach for measuring and monitoring how well the agency is implementing its human capital plan. See Appendix B for a complete explanation of the place of the APS Assessment Framework in the HCAAF.

### ***The APS Objectives-Based Assessment Framework Overview***

Figure 1 provides an overview of the Framework. This schematic portrays the relationship among key parts of the Framework, including components, dimensions, and elements described in Figure 1. See Section V for a complete depiction of the Framework.

**Figure 1 – Overview of APS Objectives-Based Assessment Framework**



*Components:* There are two *components* (or major parts) in the Framework: Preparedness and Progress. The Preparedness component refers to an agency’s readiness to implement an APS. The Progress component addresses the extent to which the agency has achieved, or is in the process of achieving, the broad human capital transformation goals associated with an APS.

Please note: Once all systems of an APS have been implemented and assessed for Preparedness, there is no requirement to reassess this component. However, the Progress component has been designed to be assessed periodically and has trend and stability indicators built into the Executive Dashboard. The Executive Dashboard is a mechanism for depicting the results of the assessment (See Appendix E). If the Framework is used for a demonstration project, baseline data is collected on the Progress component prior to implementing the interventions and on-going evaluations are conducted following implementation using the Progress component.

*Dimensions:* Each of the two components in the APS Assessment Framework includes five *dimensions*. A dimension is a key attribute of either the Preparedness or Progress component in the Framework. The dimensions of the Preparedness component include Leadership Commitment, Open Communication, Training, Stakeholder Involvement, and Implementation Planning. Agencies that take the steps necessary to ensure the Preparedness dimensions are

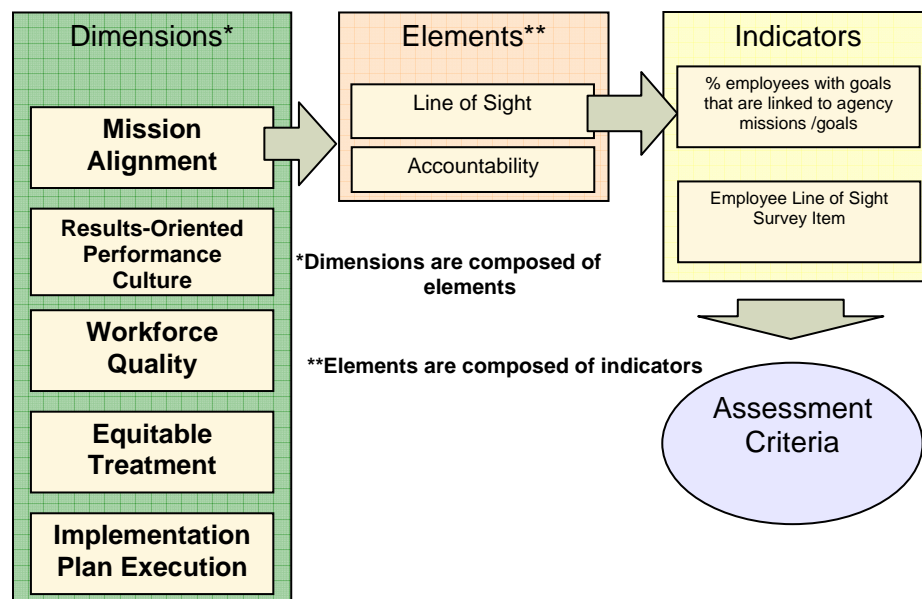
adequately addressed will be well positioned to successfully implement an APS. The dimensions of the Progress component include Mission Alignment, Results-Oriented Performance Culture, Workforce Quality, Equitable Treatment, and Implementation Plan Execution. Agencies that demonstrate Progress in achieving these broad goals are successfully implementing their APS.

*Elements:* Each dimension in the Framework is made up of one to four separate elements. Elements are specific features that define respective dimensions. For example, Leadership Commitment (a dimension of the Preparedness component) includes four elements: Engagement, Accountability, Resources, and Governance. In this example, leaders demonstrate Leadership Commitment when they are fully engaged in efforts to promote the APS, are accountable for driving the APS forward, dedicate sufficient resources and staff to the APS, and provide for effective governance.

*Indicators:* Each Framework element can be assessed by one or more indicator. An indicator is a characteristic used to measure or assess the agency’s performance against an element. An example of a suggested indicator for the Line of Sight element of the Mission Alignment dimension in the Preparedness component is the Employee Line of Sight Survey item.

Figure 2 provides a summary of OPM’s approach to using the Framework to assess agency performance in implementing the APS. This figure identifies the five dimensions associated with the Progress component. The Mission Alignment dimension is made up of the Line of Sight and Accountability elements. In turn, the Line of Sight element is defined by two indicators. Each indicator has a set of assessment criteria assigned to it (discussed below).

**Figure 2 – Example of APS Objectives-Based Assessment Approach: Progress**



## Assessment Criteria

The criteria for assessing the Preparedness and Progress dimensions and elements OPM developed are based on a combination of historical data, best practices, lessons learned associated with implementing APS programs and/or other enterprise-scale human capital systems, literature reviews, and input from subject matter experts. The specific criteria provided later in this report are based on the criteria used in pilot assessments of the DoD National Security Personnel System (NSPS) and the DHS APS and are meant to be modified and/or adapted to specific agency projects if necessary (see Appendix C for a complete representation of the assessment criteria). What is important to look at here is the format and relationship as shown in the example in Figure 3.

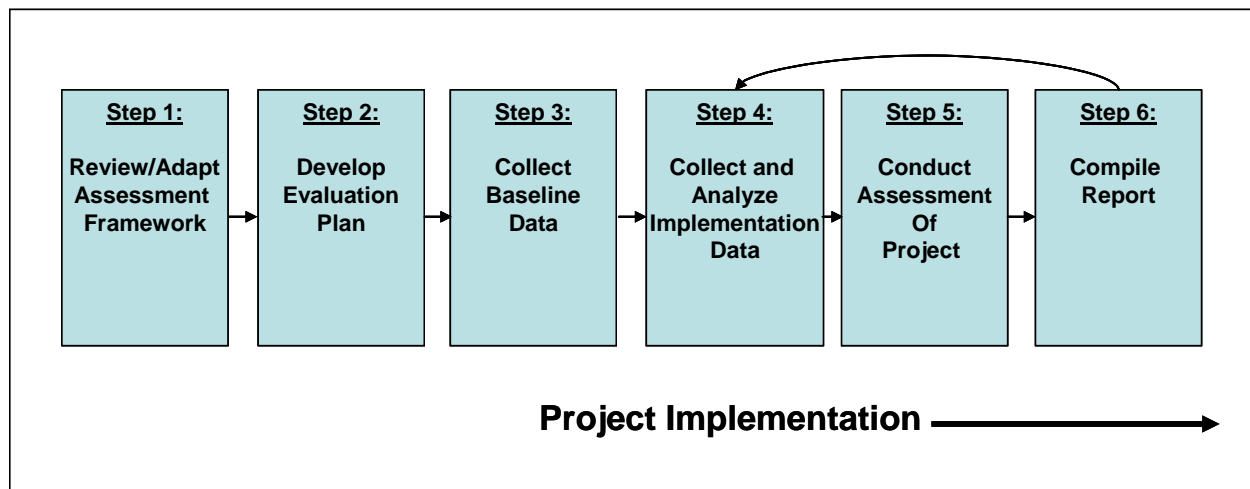
**Figure 3 – Assessment Criteria Example**

Dimension	Element	Indicator	Assessment Criteria	Data Sources
<b>STAKEHOLDER INVOLVEMENT</b>  <i>Stakeholders are actively consulted about the program design and evaluation process and play a supportive role in the implementation of the program, in accordance with applicable law</i>	<b>Inclusion</b>	Extent to which stakeholder groups are consulted about the program design, development, and implementation processes.	<ul style="list-style-type: none"> <li>• Implementation of a process by which stakeholder groups are consulted with respect to the design, development, and implementation of the APS, to the extent permissible by law.</li> <li>• Stakeholder groups and stakeholder group interests have been identified.</li> <li>• Feedback is sought from key stakeholder groups throughout stages of the program design, development, and implementation.</li> </ul>	List of identified stakeholders; Program Management Office (PMO) documentation regarding the participation of key stakeholder groups in design, development, and implementation planning; documentation indicating the agency has a process for collecting, consolidating, and considering input/ feedback provided by key stakeholder groups; PMO interviews documenting the impact stakeholders have on the design, development, and implementation; lists of areas in which stakeholder feedback is sought (e.g., documentation of the existence of focus groups, town halls, comments from the regulation comment period, meetings); demonstration project final <i>Federal Register</i> notice introduction

## Section III: Applying the APS Objectives-Based Assessment Framework

The Framework is best suited for APSs that implement new pay systems and related interventions. The steps for applying the Framework are illustrated in Figure 4. While this looks like a linear one-time assessment, it is expected (required for demonstration projects) that multiple assessments be done over the life of the project. The slight modifications to using the Framework for demonstration projects will be addressed here and in the next section of the handbook.

**Figure 4 - Steps for Using APS Objectives-Based Assessment Framework**



### ***Step 1: Review/Adapt Assessment Framework***

The first step in the assessment process is to adapt the Framework to your project as appropriate. It is envisioned the assessment components, dimensions, and elements will remain unchanged while the indicators and assessment criteria will be validated or modified to align with the agency project scope and objectives. Attention should be paid to developing new Progress indicators and assessment criteria that focus on the specific project interventions.

### ***Step 2: Develop Evaluation Plan***

Regardless of the type of APS being implemented, it is a good idea to have a well developed project evaluation plan. Once the Framework has been adapted to your project, a large portion of your evaluation plan is complete. The plan should take into account such things as:

- Creating an assessment project team (the potential to outsource the evaluation, roles, responsibilities, timing, cost)
- Strategies for data collection (sources, scope)
- Convening an assessment panel (members, role, timing)
- Completing supportive quantitative and qualitative data analysis (scope, timing)

- Evaluations projected over the life of the project (longitudinal analysis, timing, cost)
- Impact of APS Objectives-Based Assessment Framework on any other evaluations or reports, such as the Annual Accountability Report.

**Agencies conducting demonstration projects are required to publish their project plans in the *Federal Register* and have their Evaluation Plans approved by OPM prior to implementation. See Section IV for additional demonstration project evaluation requirements.**

### ***Step 3: Collect Baseline Data***

Baseline data establish conditions before the project begins to provide an initial reference point for evaluating change over time and for evaluating cause and effect relationships (i.e., impact). Baseline data collection should focus on the Progress elements of the APS Assessment Framework, as there is no “baseline” for Preparedness or implementation data. Baseline data should be collected for the quantitative indicators used for the following Progress elements: Line of Sight, Differentiating Performance, Pay for performance, Recruitment, Retention, Satisfaction and Commitment, Fairness, Transparency, Trust, and Employee Support for APS. Baseline data can be collected from several sources, including Annual Employee Survey and Federal Human Capital Survey databases, employee attitude surveys, agency internal evaluations, agency HR information systems, and OPM’s Central Personnel Data File (CPDF).

### ***Step 4: Collect and Analyze Implementation Data***

After implementation of the APS has begun, implementation data can be collected. The data collected should be based on the Assessment Framework and include data for all indicators for both the Preparedness and Progress components of the Framework. Data should be obtained periodically to monitor the project operations and determine need for mid-course adjustments.

Application of the APS Assessment Framework can include data collection from the following sources:

- OPM archives of data collected for the evaluation of demonstration projects and early APSs, including both survey results and objective data
- Federal Human Capital Survey (FHCS) and Annual Employee Survey (AES) databases
- Agency-specific employee surveys
- Agency internal APS evaluations
- Agency HR information systems and/or OPM’s CPDF
- Agency APS program office staff and/or CHCO staff
- APS or other agency websites
- Other publicly available documents, such as announcements and media reports regarding consultation with stakeholders about the design and implementation of the APS
- In-person interviews with selected agency leaders, staff, and/or employees



The project team should be aware of existing and readily available data and documentation in order to define the data sources. New data requirements should only be developed if specific data are not being collected. As the data collection process proceeds, the project team will create a formal data call, which will be tailored to the project and cover suggested data the agency might provide to document its accomplishments, to include individual data element codes, population covered, time period or “as of” date, and frequency of collection (see Appendix D for sample data call).

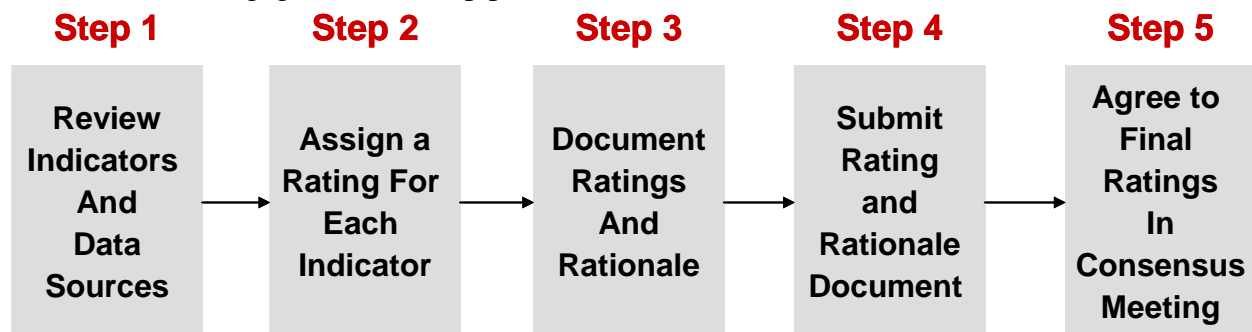
### **Step 5: Conduct Assessment of Project**

The following activities will take place as the assessment panel is formed and trained, and provides assessment ratings:

- **Identify Panel Members:** Individuals should have competencies in design, implementation, measurement, and evaluation of demonstration projects and/or APSs; Federal human capital leadership; program evaluation; and design and implementation of major human capital systems. The panel should consist of 5-7 members who are available to spend several days on the project. These panel members should be organizationally independent of the program being assessed.
- **Provide Panel Training:** Panel members require training. A sample one-day training brief can be found in Appendix H. The training should provide project background information (including a discussion of the APS deployment status of the project consideration); an in-depth explanation of the APS Objectives-Based Assessment Framework including the Executive Dashboard and Assessment Criteria; specific instructions regarding the assessment panel process; and the opportunity to practice ratings.
- **Panel Ratings:** Each panel member will review indicators and data sources, individually assign a rating for each indicator, document ratings and rationale, and participate in consensus meetings. Panel members will be instructed to work independently, avoid making common assessment errors, remain objective and fact-based, and keep in mind issues, trends, concerns, or unusual findings that may warrant special studies.

#### *Panel Process*

Panel members engage in a five-step process.



Each panel member completes the following:

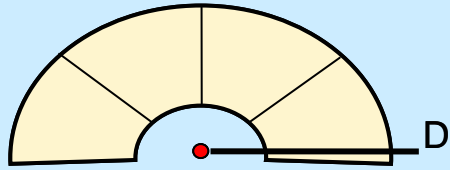
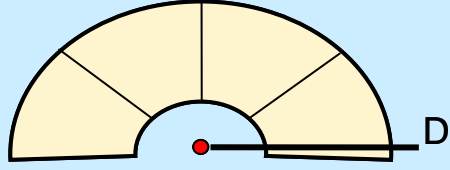
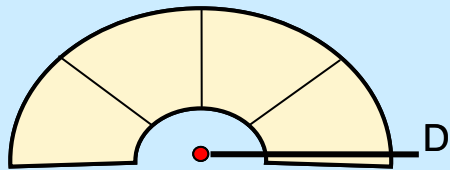
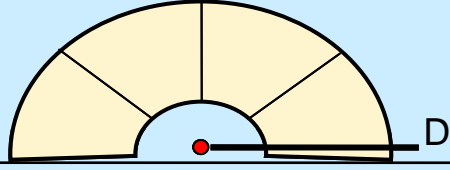
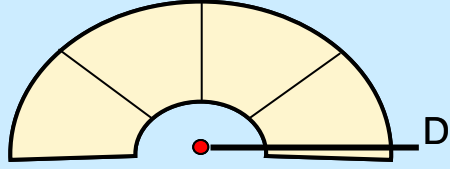
- **Review Indicators and Data Sources:** Each panel member individually reviews indicators and data sources and assesses each indicator using a combination of quantitative and qualitative data. Each panel member compares results of the document review to the assessment criteria to make a judgment on whether APS targets for each indicator were met (Stemler, 2001). The project team may also want to introduce historical charts for comparative purposes. Appendix G contains OPM’s analysis of survey answers tracked across demonstration projects over time. These charts may give the raters a different perspective on the results they are seeing. For example, OPM found employee acceptance showed a steady rise and then stabilized over time. As they review the data, raters should keep notes of findings, indicators studied, and any identified common themes. They should compare when key actions occurred, how well they were carried out, and what influenced both timing and quality of performance. A protocol is developed to define the instruments, procedures, and ground rules for document analysis.
- **Assign a Rating For Each Indicator:** Each data indicator is assessed on a 3-point scale - “Preparedness/Progress demonstrated”, “Preparedness/Progress not demonstrated” or if data are not available, the rating will be “Not Ratable”.
- **Document Ratings and Rationale:** Each panel member documents his/her ratings and rationale for each rating.
- **Submit Rating and Rationale Document:** Panelists submit their documentation to the project team for compilation.
- **Agree to Final Ratings in Consensus Meeting:** After panel assessment, all individual ratings are compiled by the project team and areas of disagreement are identified for consensus discussion. If there is not complete agreement on the rating for an indicator, the panel will participate in a consensus discussion. All members of the expert panel should be present at the consensus meeting. The goal is for panel members to reach agreement on the ratings for each indicator.

### *Panel Rating Procedure*

An agency is given an overall rating indicated by the placement of a “needle” on a dashboard for each dimension. This rating falls somewhere along a continuum between “not demonstrated” and “demonstrated” (see Figures 5a and 5b). The dimension rating is comprised of element ratings, and element ratings are comprised of indicator ratings. Indicator ratings are based on fulfillment of assessment criteria.

For each indicator, an agency can receive an assessment of “Preparedness/Progress not demonstrated at this time” or “Preparedness/ Progress demonstrated at this time”. Likewise, for each element, an agency can receive the same assessment. These assessments are further defined on the next page.

Figure 5a – Executive Dashboard--Preparedness

PREPAREDNESS		
Dimension	Element Rating (D/N)	Status
<b>Leadership Commitment</b> Engagement Accountability Resources Governance	D D D D	N 
<b>Open Communication</b> Information Access Outreach Feedback	D D D	N 
<b>Training</b> Planning Delivery	D D	N 
<b>Stakeholder Involvement</b> Inclusion	D	N 
<b>Implementation Planning</b> Work Stream Planning and Coordination HR Business Processes and Procedures Tools and Technology Infrastructure Structured Approach	D D D D	N 
N= Preparedness not demonstrated at this time D = Preparedness demonstrated at this time NR = Not ratable; No data available		

**Preparedness Not Demonstrated at This Time [N]:** An agency has not demonstrated preparedness across the relevant assessment criteria/indicators of this element for the applicable phase of the APS program. In this context, “Not demonstrated” can either mean that no data were available or that the evidence provided does not show the program meets the criteria for the indicator being assessed, as defined by the rating guidance and assessment criteria for the indicator.

Please note: A value of “not demonstrated” does not necessarily mean the program does not meet the criteria; rather, the evidence provided was insufficient to show the program meets a particular criterion or set of criteria.

**Preparedness Demonstrated at This Time [D]:** An agency has demonstrated preparedness across the relevant assessment criteria/indicators of this element for the applicable phase of the APS program. In this context, “Demonstrated” means the evidence provided shows the program indicator meets the requirements, as defined by the assessment criteria.

Figure 5b – Executive Dashboard—Progress

PROGRESS		
Dimension	Element Rating (D/N)	Status
<b>Mission Alignment</b> Line of Sight Accountability	D D	
<b>Results-Oriented Performance Culture</b> Differentiating Performance Pay for Performance Cost Management	N N D	
<b>Workforce Quality</b> Recruitment Flexibility Retention Satisfaction and Commitment	D D D N	
<b>Equitable Treatment</b> Fairness Transparency Trust	N D N	
<b>Implementation Plan Execution</b> Work Stream Planning and Status Performance Management System Execution Employee Support for APS	D N NR	
N = Preparedness not demonstrated at this time D = Preparedness demonstrated at this time NR = Not ratable; No data available = Trend     = Stable		

**Progress Not Demonstrated at This Time [N]:** An agency has not demonstrated Progress across the relevant assessment criteria/indicators of this element for the applicable phase of the APS program. In this context, “Progress not demonstrated” can either mean that no data were available or that the evidence provided does not show the program meets the criteria for the indicator being assessed, as defined by the rating guidance and assessment criteria for the indicator, a sign an agency may be at risk of not meeting the objectives of the APS.

Please note: A value of “not demonstrated” does not necessarily mean the program does not meet the criteria; rather, the evidence provided was insufficient to show the program meets a particular criterion or set of criteria.

**Progress Demonstrated at This Time [D]:** An agency has demonstrated Progress across the relevant assessment criteria/indicators of this element for the applicable phase of the APS program. In this context, “Progress demonstrated” means evidence provided shows the program meets the criteria for the indicator being assessed, as defined by the assessment criteria for the indicator, showing the agency is well-positioned to achieve the objectives of the APS after the full implementation of the system.

**Trend arrows and stability indicators:** As assessments of Progress are done over time, the Progress Dashboard may show trend arrows and stability indicators as defined by the comparison of new findings to old.

As previously mentioned, assessment criteria are used to assess indicators, indicators are used to assess elements, and elements are used to assess dimensions. The rating guidance provided below generally applies in all situations; however, members of the expert panel are able to provide their own judgment regarding the weight of particular indicators and elements in the final dimension rating.

**Assessment Criteria to Indicators:** Each indicator has a list of assessment criteria. An agency should fulfill all of the assessment criteria in order to receive a rating of “demonstrated” for any particular indicator. If any of the assessment criteria are not met, an agency will receive a rating of “not demonstrated”.

**Indicators to Elements:** Indicator ratings are rolled into element ratings. In the DoD and DHS pilot assessments, the majority of elements had one indicator. For those elements, if the agency received a rating of “demonstrated” on the indicator, it received a rating of “demonstrated” on the element. Likewise, if the agency received a rating of “not demonstrated” on the indicator, it received a rating of “not demonstrated” on the element. (However, in the pilots, when there were two indicators for a particular element, each indicator was rated and if there was a rating of “demonstrated” for at least one indicator, the overall rating for element was shown as “demonstrated.”) It should be noted that when the agency received a “demonstrated” for only one of the two indicators, the needle on the dashboard was moved accordingly. For example, in the Leadership Commitment dimension, each element reflects roughly one quarter of the needle placement. The Accountability element has two indicators. If the agency fulfilled only one of the two accountability indicators for this element, it received approximately 12.5 percent of the dashboard rating for this element (instead of the full 25 %). If you choose to develop a different

set of indicators, this should be taken into account when calculating the placement of the needle on the dashboard. In this example and the example to follow, for the pilot assessments, all indicators were determined to be of equal value in assessing whether an element was met. However, if an agency determines that different values are appropriate, the agency can assign different values depending on what is being assessed, so long as they add up to 100 percent.

**Elements to Dimensions:** Element ratings are rolled into a dimension rating. Each dimension is comprised of a number of elements. Together, the elements represent 100 percent of the total rating on any dimension. Each element contributes equally (or its proportionate share if agencies adjust values) to the dimension rating. For example, Leadership Commitment has four elements; thus, each element contributes to 25 percent of the rating on the Leadership Commitment dimension. The needle on the dashboard represents the rating for the dimension and portrays the percentage of the dimension an agency has demonstrated.

As assessments of progress are done over time, the Progress Dashboard may show trend arrows and stability indicators as defined by the comparison of new findings to old. The dashboards here and in Appendix E are embedded pictures that may be edited for needle/trend/stability placement in agency assessments.

### ***Step 6: Compile Report***

The assessment report documents the results of the panel's findings and includes an Executive Dashboard. The Executive Dashboard (see Appendix E for templates) is a summary-level assessment of APS preparedness and progress results for use by OPM and other stakeholders. The Dashboard provides senior policymakers with an overview of APS status and identifies areas requiring special emphasis. It shows the level of preparedness and progress agencies have demonstrated.

Results are rolled up to the dimension level and are plotted along a continuum ranging from "preparedness/progress demonstrated at this time" [D] to "preparedness/progress not demonstrated at this time" [N]. The rating scale in later Progress assessments will include a trend arrow and stable status indicator. The stable status indicator shows the status of an agency on a particular dimension has remained stable since the last assessment. The trend arrow indicates the direction an agency is moving on a particular dimension since the last assessment.

Please note: As the 2007 assessments were the first assessment of the DoD and DHS systems, no trend arrows or status indicators were provided but will appear in future assessments.

Final reports should be compiled and submitted to OPM. These reports will include preparedness and progress analyses by the assessment panel as well as conclusions and recommendations. The progress assessment is designed to be longitudinal and it is recommended that all APS projects be assessed on a periodic basis.

As previously mentioned, OPM requires agencies conducting demonstration projects to provide:

- A baseline/implementation report early in the demonstration project
- An interim report prior to termination of the project from which decisions about the project's future will be made
- A summative report within one year after the end of the project.

Additional, early interim reports will be required to make any substantive mid-course corrections in the project.



## Section IV: Additional Considerations for Demonstration Projects

As described earlier, statutory and regulatory requirements for demonstration projects are found in chapter 47 of title 5, United States Code, and part 470 of title 5, Code of Federal Regulations. Part 470 outlines the evaluation requirements for demonstration project plans:

### *Sec. 470.301 Program expectations*

*(a) Demonstration projects permit the Office of Personnel Management and Federal agencies to test alternative personnel management concepts in controlled situations to determine the likely effects and ramifications of proposed changes before putting them into general effect. OPM will assist agencies, within available resources, in developing projects which demonstrate new or improved personnel methods.*

*(b) The demonstration project must be proposed in a research context. The project plan must include a research design which contains:*

- (1) Measurable goals or objectives;*
- (2) Acceptable expected results or outcomes;*
- (3) A description of the procedures, methods and techniques to be demonstrated in achieving the desired goals or objectives;*
- (4) An evaluation section describing the data collection and analysis procedures to be used to assess the success or failure of the project from a qualitative and quantitative standpoint; and*
- (5) An itemization of all costs and benefits associated with the project, to the agency, the Government, and the community.*

Pursuant to Sec. 470.317, project evaluation requires both (a) a compliance evaluation by OPM and (b) a results evaluation. “All approved project plans will contain an evaluation section to measure the impact of the project results in relation to its objectives and to determine whether or not permanent changes in law and/or regulation should be considered or proposed.”

OPM ensures regulatory requirements are met by defining six general types or categories of questions that all demonstration project evaluations should address. The questions are:

- Did the project accomplish the intended purpose and goals? If not, why not?
- Was the project implemented and operated appropriately and accurately?
- What were the costs, relative to the benefits of the project?
- Were merit system principles adhered to and prohibited personnel practices avoided?
- Can the project or portions thereof be generalized to other agencies or Governmentwide?

The APS Objectives-Based Assessment Framework allows for all of the questions to be addressed. The Framework shows how data should be collected and analyzed, as well as providing many suggested data sources.

OPM does not prescribe any one particular approach for evaluating demonstration projects. An agency may use the Framework to design their evaluations or may choose another evaluation approach that meets the regulatory requirements outlined above.

### ***Incorporating APS Measures and Milestones into Annual HC Accountability Reports***

Some of the information needed above - merit system principles, prohibited personnel practices, veterans preference, and other equal opportunity groups - can be gathered from an agency's Human Capital Accountability Report. The Human Capital Accountability System, the system for evaluating results, is one of the five systems of the Human Capital Accountability and Assessment Framework (HCAAF). The Accountability System provides for an annual assessment of agency human capital management progress and results, including compliance with relevant laws, rules, and regulations. The assessment is conveyed in an annual human capital accountability report to OPM. When an agency implements an APS, regardless of the authority under which it is established, the APS performance milestones and measures should be incorporated in the agency's human capital accountability system and reported to OPM.

### ***Comparison Groups***

To meet the demonstration project requirements for controlled conditions and a research design, and to answer the questions posed by the Demonstration Project Handbook, agencies may wish to deploy active comparison groups or use data from passive comparison groups. Active comparison groups are assigned as "control" groups during the conduct of a demonstration project based on their similarity to the demonstration group and go through most of the same data collection procedures without receiving the interventions. Results data may also be used from pre-existing (or passive) comparison groups, selected from equivalent title 5 employee groups with similar missions and job series constructed from OPM's CPDF, the agency's internal HR information system, and/or from data from the Federal Human Capital Survey, Annual Employee Survey, or surveys created specifically for the program. Comparison groups allow evaluators to rule out alternative explanations for the results.

Indicators containing objective data or perceptual/attitudinal data can be analyzed using passive comparison groups. A significant difference test would be conducted between the demonstration and comparison group results for each indicator. For applicable indicators, responses can also be compared for demonstration and comparison groups across years.

## **Applying the Framework to Demonstration Projects**

### *A Comparison of 5 CFR 470.301 and the APS Demonstration Project Evaluation Approach*

<b>Current Regulations</b>	<b>Applying the APS Objectives-Based Assessment Framework to Demonstration Projects</b>
(a) Test alternative personnel management concepts in controlled situations	Comparison/control groups are recommended
(b) The demonstration project must be proposed in a research context	APS Objectives-Based Assessment Framework allows for this
1. Measurable goals or objectives	APS Objectives-Based Assessment Framework (The Framework approach may need to be customized for each agency. Indicators and assessment criteria need to align with the specific study at hand)
2. Acceptable expected results or outcomes	Indicators and Assessment Criteria
3. Description of the procedures, methods, and techniques to be demonstrated in achieving the desired goals or objectives	Agency Demonstration Project Plan
4. An evaluation section describing the data collection and analysis procedures to be used to assess the success or failure of the project from a qualitative and quantitative standpoint	<p>Baseline Data Collection for Progress Elements: Line of Sight, Differentiating Performance, Pay for performance, Recruitment, Flexibility, Retention, Satisfaction and Commitment, Fairness, Transparency, Trust, and Employee Support for APS</p> <ul style="list-style-type: none"> <li>- FHCS databases</li> <li>- Employee attitude surveys</li> <li>- Agency internal evaluations</li> <li>- Agency HR information systems</li> <li>- CPDF</li> </ul> <hr/> <p>Data Collection</p> <ul style="list-style-type: none"> <li>- OPM archives</li> <li>- AES and FHCS databases</li> <li>- Employee attitude surveys</li> <li>- Agency internal evaluations</li> <li>- Agency HR information systems</li> <li>- CPDF</li> </ul>

<b>Current Regulations</b>	<b>Applying the APS Objectives-Based Assessment Framework to Demonstration Projects</b>
	<ul style="list-style-type: none"> <li>- PMO staff</li> <li>- APS websites</li> <li>- Other publicly available documents</li> <li>- In-person interviews/focus groups</li> </ul> <p>Data analysis</p> <ul style="list-style-type: none"> <li>- Preparedness analysis</li> <li>- Progress analysis</li> </ul> <p>Human Capital Accountability System and Report provides for an annual assessment of agency human capital management progress and results, including compliance with relevant laws, rules, and regulations. The assessment is conveyed in an annual report to OPM. When an agency implements an APS, regardless of the authority under which it is established, the APS performance milestones and measures are incorporated in the agency's human capital accountability system and reported to OPM</p>
<p>5. An itemization of all costs and benefits associated with the project, to the agency, the Government, and the community</p>	<p>Agency reports or special studies Cost Management element from APS Framework</p> <p>Reports:</p> <ul style="list-style-type: none"> <li>- Preparedness assessment</li> <li>- Progress assessment</li> </ul>

## Section V: Detailed APS Objectives-Based Assessment Framework

### *Preparedness Component*

*Preparedness* is the first component of the APS Assessment Framework. This component addresses the extent to which agencies that intend to implement an APS have laid a solid foundation for success. Most APSs are complicated human capital transformations involving multifaceted human capital interventions. Accordingly, agencies should carefully lay the groundwork to prepare employees and establish the infrastructure needed for successful implementation. Agencies that do not place sufficient emphasis on Preparedness are likely to encounter significant implementation problems, thereby reducing the ultimate effectiveness of the APS. **Please note: Once all systems of an APS have been implemented and assessed for Preparedness, there is no requirement to reassess this component.**

### *Preparedness Dimensions*

Under the Preparedness component, the APS Assessment Framework includes five dimensions that are vital to the effective implementation of an APS, including

- Leadership Commitment
- Open Communication
- Training
- Stakeholder Involvement
- Implementation Planning

The selection of these dimensions in the Framework reflects lessons learned from APS demonstration projects, as well as best practices associated with the implementation of enterprise-scale human capital transformation programs. Agencies that address these dimensions in a comprehensive and effective manner during the planning phase of the APS implementation are well positioned for a successful rollout of the APS. Each Preparedness dimension includes multiple elements which, taken together, address the key facets of the dimension. In turn, elements should include one or more indicators which provide measurable indication of an agency's performance on the relevant element. The following paragraphs identify the key elements and examples of indicators associated with the Preparedness dimensions highlighted above and describe what an agency should meet to receive a rating of "demonstrated" for each indicator.

**Leadership Commitment:** *Agency leaders are actively engaged in promoting and gaining workforce acceptance of the program as well as prioritizing program implementation. Agency leaders provide appropriate resources for program implementation and are held accountable for effective execution.*

Leadership Commitment is a critical dimension of Preparedness. Agencies are unlikely to effectively implement the APS in the absence of active, sustained, and visible involvement of senior leaders. Strong leadership is needed to pull together the resources

required to take on a major APS implementation, to assign appropriate priority to APS implementation in the face of multiple competing priorities, and to overcome the natural resistance of employees and supervisors long accustomed to the General Schedule and other legacy pay and personnel systems in the Federal Government. Leadership Commitment was a key factor in the success of demonstration projects. Organizations that enjoyed sustained senior leader sponsorship for their project generally succeeded, while those that lacked strong top-down commitment frequently struggled. The four elements (and the example indicators) used to assess Preparedness in this dimension are:

- a. *Engagement*—The extent and sufficiency of senior leader efforts to promote, provide information about, and gain widespread acceptance of the APS across an agency workforce via leadership outreach and communication programs, as measured by the following indicator

The extent and sufficiency of senior leader participation in outreach events and senior leader communications designed to promote the program across the workforce

- b. *Accountability*—Agency leaders identify APS implementation as an agency priority, and are responsible for playing an active role in the design, development and/or implementation of the APS, as measured by the following indicators

- i. The extent to which program implementation is identified as a priority in agency strategy or other appropriate planning documents
- ii. The extent to which responsible senior leaders are held accountable for program implementation

- c. *Resources*—Agency leaders ensure an agency has established an appropriate organizational framework with sufficient resources and authorities to effectively design, develop, and implement the APS, as measured by the following indicator

The extent to which an agency provides appropriate authority, staffing, and budget to the program management office

- d. *Governance*—Agency leaders ensure a clear governance process is established for the APS program, including an effective mechanism for resolving conflicts and finalizing decisions, and this governance process is used to address disagreements regarding APS design, development, and implementation issues, as measured by the following indicator

The extent to which an agency has established and utilizes an effective mechanism for identifying and resolving critical issues associated with the program design, development, and implementation

**Open Communication:** *Agency provides accurate, up-to-date information on system features and implementation plans. Active outreach efforts are undertaken to provide information to employees and to address questions and concerns. Effective mechanisms are in place for gathering and considering feedback.*

Open Communication is an important APS success factor. Agencies communicate effectively and openly throughout the entire APS effort. Such communication is necessary to overcome employees' natural resistance to change, and to mitigate concerns regarding the potential impact of the new system on workers' status or compensation. Employees have a practical mechanism for obtaining information they need to answer their questions or address their concerns. Agencies should also establish channels for employee feedback on the APS to capture suggestions for improvement and foster a sense of ownership and buy-in on the part of agency employees. The failure to communicate effectively with employees may lead to cynicism and disenchantment, greatly reducing the prospects for a successful APS rollout. The three elements (and their respective indicators) used to assess Preparedness in this dimension are:

- a. Information Access—Agencies ensure comprehensive information is available via a website accessible by all employees regarding key APS design features, training materials, rollout schedules, and other APS issues, as measured by the following indicator

The extent to which the program website(s) is (are) comprehensive and fully utilized by employees

- b. Outreach—Agencies conduct regular outreach sessions such as town meetings, webcasts, electronic newsletters and other information channels that provide employees with up-to-date information on APS status and issues, as measured by the following indicator

The frequency, variety, and quality of employee outreach efforts

- c. Feedback—Agencies provide employees with an accessible mechanism for providing feedback on APS features and issues, and establish practical procedures for considering this feedback. In this manner, agencies will be able to capture employee suggestions for improvement, and build a stronger sense of buy-in and support for the APS across the workforce. This element will be measured using the following indicators

- i. The availability of employee feedback mechanisms
- ii. The extent to which employee feedback is considered

**Training:** *Agency develops and executes a comprehensive training strategy for effective training on relevant components of the program to users via a range of delivery methods.*

For APS implementation to succeed, employees and supervisors receive timely, high-quality training appropriate to their roles in the new system. Training is delivered via a range of channels, and includes instructor-led, web-based, and train-the-trainer components. Training is assessed on a regular basis to determine its effectiveness and to provide the basis for improving training materials. Special emphasis is placed on training supervisors in the performance management systems and competencies required by most APSs. Without effective training, agency personnel may require excessive time and effort to operate the system, thereby undermining support for the APS. The two elements (and their respective indicators) used to assess Preparedness in this dimension are:

- a. *Planning*—Agencies establish a comprehensive training strategy that addresses the full range of APS components, tools, and roles, as measured by the following indicator

The existence of a comprehensive training strategy

- b. *Delivery*—Agencies implement the training strategy to ensure all staff receive training appropriate for their role in the APS, with special emphasis on ensuring supervisors acquire the performance management competencies required to administer the APS effectively, as measured by the following indicators
  - i. The extent to which senior leaders, supervisors, and staff receive timely, high-quality training and understand the new system
  - ii. The perception of training sufficiency

**Stakeholder Involvement:** *Stakeholders are actively consulted about the program design and evaluation process and play a supportive role in the implementation of the program, in accordance with applicable law.*

Key stakeholders are consulted about the design, implementation, and evaluation of the APS. These stakeholders may include HR managers, business unit leaders, senior leaders, labor organizations, Congress, and other groups that are impacted by the APS, in accordance with legal parameters. By consulting stakeholders early in the design process, agencies can help ensure the APS components and features take into account stakeholder suggestions and concerns, thereby reducing employee resistance and contributing to a more effective system. Stakeholder representatives can also aid in overcoming opposition that could delay or disrupt the introduction of the APS. Stakeholder Involvement includes the following element and its associated indicator



*Inclusion*—Agencies consult with a broad spectrum of key stakeholder groups to capture a wide range of perspectives regarding APS design features, and to foster buy-in and support for the APS across these stakeholder groups, as measured by the following indicator

The extent to which stakeholder groups are consulted about the program design, development, and implementation processes

**Implementation Planning:** *Agency establishes and implements a comprehensive planning process that coordinates activities across key work streams such as HR business processes and procedures, tools and technology infrastructure, and change management, while providing mechanisms for assessing status and managing risk.*

Implementation Planning is critical to successfully introducing any major human capital program, such as an APS. APS implementation requires coordinating multiple work streams across an agency enterprise. These work streams – such as business processes and procedures, tools and technology infrastructure, and change management – represent highly complex activities with extensive dependencies. External events including budget actions, legal challenges, and political developments may have a significant impact on the timing and scope of the APS program. Agencies implementing an APS should have an effective planning and coordination process that takes key dependencies into account, while preserving the flexibility required to respond effectively to externally driven change. Agencies also require effective mechanisms for coordinating and integrating activities across work streams, assessing progress against key milestones, and identifying and mitigating technical and programmatic risk. Agencies that lack an effective planning and coordination function cannot effectively implement a human capital transformation program of the scale and complexity of an APS. The four elements (and their respective indicators) used to assess Preparedness in this dimension are:

- a. *Work Stream Planning and Coordination*—Agencies require an effective planning process that identifies and defines key work streams, highlights critical dependencies, provides for the management and mitigation of risk, and facilitates regular assessments of status against key milestones. The element will be assessed using the following indicator

The extent to which an agency has established an effective work stream planning and coordination process to manage the program design, development, and implementation

- b. *HR Business Processes and Procedures*—Prior to rolling out an APS, an agency documents the business processes and procedures associated with all APS components, such as staffing, pay pool administration, and performance management. These business processes and procedures will drive the development of enabling technology tools, APS training materials, and other key activities. Assessing agency efforts in this area will draw upon the following indicator

The extent to which an agency has documented roles, responsibilities, policies, and procedures for major elements of the program (e.g., performance management, pay-pool administration, pay setting, and/or related areas)

- c. *Tools and Technology Infrastructure*—Agencies develop appropriate technology tools and infrastructure to enable administering the APS. Key tools may include the APS website, performance management system, and pay pool administration aids. Agencies’ technology infrastructure allows sufficient network access and performance. This assessment will draw on the following indicator

The extent to which the APS planning process provides for the design, development, and implementation of automated IT systems and tools that enable the program, such as performance management, pay-pool administration, and data conversion, and the extent to which an agency carries out the plan

- d. *Structured Approach* —Agencies develop a comprehensive change management strategy that addresses managing the people side of change. Successful change, requires more than implementing one part of the program at a time. Successful change, requires the on-going engagement and participation of the people involved. Organizational change management includes processes and tools for managing the people side of the change at an organizational level. These tools include a structured approach that can be used to effectively transition groups or organizations through change. This element will be assessed using the following indicator

The extent to which an agency establishes, maintains, and executes a comprehensive change management strategy that takes into account anticipated employee reactions and provides support as workers go through the process of accepting change

In summary, the Preparedness component of the APS Assessment Framework provides a meaningful overview of readiness for implementation of a successful major human capital transformation. The dimensions, elements, and indicators provide not only an overview, but also a more detailed analysis, supporting diagnosis, and solution of any problems identified.

### ***Progress Component***

The *Progress* component answers the overarching question: To what extent is the APS, as implemented by an agency, meeting its intended objectives? These objectives are defined not only by an agency’s own APS proposal and/or legislation, but also by Governmentwide goals and guidelines and by best-practice experience. The Progress portion of the APS assessment addresses an agency’s implementation in relative terms, i.e., how is the agency doing in relation

to the relevant pattern of expectations based on the history of similar human capital transformations, including demonstration projects and other APS experiences. The Progress component has been designed to be assessed periodically and has trend and stability indicators built into the Executive Dashboard. If the Framework is used for a demonstration project, on-going evaluations would be done using the Progress dimensions.

### ***Progress Dimensions***

The APS Assessment Framework uses five dimensions to gauge progress

- Mission Alignment
- Results-Oriented Performance Culture
- Workforce Quality
- Equitable Treatment
- Implementation Plan Execution

These broad dimensions focus on the common themes from recently authorized APSs, as well as historical APS and demonstration projects, with an emphasis on the performance-based pay features. The dimensions are also consistent with OPM and GAO criteria for effective pay for performance systems, as well as with experience described in the literature. The Progress component's dimensions are divided into elements, which together reflect the important facets of each dimension in terms of the requirements for successful implementation of an APS. Elements are further assessed by examining more specific indicators, or measurable conditions that strongly and directly suggest whether or not the APS is meeting its objectives. The following paragraphs describe these elements (and examples of indicators) in terms of their relevance and intended use in the APS assessment process.

**Mission Alignment:** *The program effectively links individual, team, and unit performance to organizational goals and desired results.*

Mission Alignment is important because research shows organizational effectiveness is directly linked to transparency of agency goals and improved employee recognition of the linkage of their responsibilities to overall mission. The premise of this dimension is if employees understand their part in meeting an agency's mission, have individual performance expectations linked to that mission, and are held accountable for meeting those expectations, then the overall effectiveness/results of the entire organization will improve. The two elements (and their respective indicators) used to assess Progress in this dimension are:

- a. *Line of Sight*—The degree to which employee performance expectations are linked to agency mission, as measured by the following indicators
  - i. The percentage of employees with performance plans with individual goals that are linked to agency missions/goals using the agency's documented process

- ii. The perception of the link between employee work and agency mission and goals
- b. *Accountability*—Identifies not only whether or not the linkage is present in performance plans, but also whether or not employees are actually accountable for achieving them, as measured by the following indicators
  - i. The extent to which individuals’ performance objectives include credible performance targets
  - ii. The perception of accountability

**Results-Oriented Performance Culture:** *The program promotes a high performance workforce by differentiating between high and low performers and rewarding employees on the basis of performance while effectively managing payroll costs.*

This dimension is the heart of the pay for performance concept, reflecting the premise that high performance will more likely occur when employees’ ratings and rewards are properly differentiated, and in turn, linked to differential pay raises and awards/bonuses, as is the case in a performance culture. The two elements (and their respective indicators) used to assess Progress in this dimension are:

- a. *Differentiating Performance*—The performance ratings show variability
  - i. The extent to which rating distribution and review process appropriately differentiate levels of performance
  - ii. The perception that performance ratings appropriately differentiate levels of performance
- b. *Pay for performance*—The relationship between pay raises and awards/bonuses and performance rating levels, as indicated by the following indicators
  - i. The extent to which pay/bonuses are linked to performance (e.g., mean pay increases and bonuses by performance level/band)
  - ii. The perception of association between performance rating and financial reward
- c. *Cost Management*—The extent to which reliable cost estimates are associated with decisions and the extent to which decision makers are accountable for cost management, as measured by the following indicator

The extent to which decision makers have reliable estimates of costs associated with decisions (both short-term and long-term cost estimates) and the degree to which costs are in budget (e.g., percent of payroll for base pay increases and for bonuses)

**Workforce Quality:** *Agency retains its high performers, keeps employees satisfied and committed, attracts high-quality new hires, and transitions its low performers out of the organization.*

This dimension deals broadly with the issue of how agencies can attract and retain a high quality workforce, as well as an agency’s ability to deploy and utilize that workforce to meet changing mission requirements (the “agile” workforce). While this dimension touches on matters relating to recruitment, competency development, and the like, its principal focus is on the role of performance management and pay components of the APS in achieving the workforce quality goal. The four elements (and their respective indicators) used to assess progress in this dimension are:

- a. *Recruitment*—The extent to which the agency can improve its ability to recruit employees with the appropriate skills, based on the perceptions of supervisory employees, as measured by the following indicators
  - i. The extent to which reports indicate the organization is able to attract high-quality new hires
  - ii. The perception of organization’s ability to attract high-quality new hires

- b. *Flexibility*—The agency’s progress in providing supervisors with the personnel flexibility needed to re-deploy their staff, and the extent to which this flexibility is used, as measured by the following indicator

Supervisors’ perception that they have the flexibility needed to respond to workload or mission changes

- c. *Retention*—The ability of an agency to use the tools provided by the APS(e.g., performance management, pay) to help managers keep high performers and deal appropriately with low performers, as measured by the following indicators

- i. The extent to which reports indicate the organization is able to retain high performers
- ii. The extent to which reports indicate an organization addresses low performance
- iii. The perception that poor performers are dealt with

- d. *Satisfaction and Commitment*—Based on the premise that an agency’s mission performance is increased when its workforce is both committed and satisfied, as measured by employee ratings of organizational commitment and job satisfaction. This element will be measuring using the following indicators
  - i. The perception of satisfaction with their job and organization
  - ii. The turnover intentions

**Equitable Treatment:** *The program promotes an environment of fairness and trust for employees, consistent with the Merit System Principles and free of Prohibited Personnel Practices.*

This dimension covers a variety of topics relating to an agency’s culture (e.g., transparency and trust) as well as employees’ perceptions of how they are treated (such as in the handling of concerns, complaints, and grievances). These cultural factors have been shown to have a significant impact on the degree of success in implementation of an APS. The three elements (and their respective indicators) used to assess progress in this dimension are:

- a. *Fairness*—The objective is to measure the impact of the APS on the perceived fairness of agency–related practices, as measured by the following indicators
  - i. The extent to which reports indicate the fairness of the pay for performance process
  - ii. The perception of dispute resolution fairness
  - iii. The perception that the pay for performance process is fair
- b. *Transparency*—This element will assess whether pay for performance processes and procedures are available and understood by stakeholders, as measured by the following indicators
  - i. Extent to which actions indicate transparency in the pay for performance process
  - ii. Perception that the pay for performance process is transparent
- c. *Trust*—The literature and historical data suggest that employee trust is essential to success, not only of the APS, but also an agency’s overall effectiveness. This element will assess the impact of the APS on the level of trust employees have for their supervisors, as measured by the following indicator

The perception of trust

**Implementation Plan Execution:** *Agency demonstrates progress in implementing the program in accordance with its comprehensive planning process.*

The overall intent of the dimension is to gauge the extent to which an agency has actually implemented the APS in the way it was intended. The emphasis in this dimension is on what steps an agency has completed, and how they have been carried out, rather than on the amount of time it took to implement the APS. Clearly, certain implementation steps are time-critical (such as having pay-setting tools available at the time annual pay adjustments are made); however, other steps, such as the timing and sequence of APS rollout, may be driven more by external events than agency implementation activities. The three elements (and their respective indicators) used to assess Progress in this dimension are:

- a. *Work Stream Planning and Status*—This element will assess the execution of the implementation process in accordance with the planning process, with attention to key work streams, critical dependencies, management and mitigation of risk, and regular assessment of status. This element will be assessed using the following indicator

The extent to which the implementation program is consistent with the work stream planning process

- b. *Performance Management System Execution*—This element will provide an assessment of the extent to which the performance management components of the APS are being implemented as intended, as measured by the following indicators

- i. The percentage of personal performance plans created by required date
- ii. The percentage of employees receiving an annual review

- c. *Employee Support for the APS*—While not definitive as to the overall effectiveness of the APS, employee support is a strong indicator of implementation Progress. Historically, support for an APS usually declines for one or more years before beginning to rise again, as measured by the following indicator

The perception that the program objectives will be achieved

In summary, the Progress component of the APS Assessment Framework provides a meaningful, strategic view of relative success in implementing a major human capital transformation. As with the Preparedness component, the dimensions, elements, and indicators provide not only an overview, but also a more detailed analysis, supporting diagnosis and solution of any problems identified.





## Section VI: OPM Contact Information and Other Resources

### ***Contacting OPM***

Mailing Address: U.S. Office of Personnel Management  
Alternative Personnel Systems and Demonstration Projects  
1900 E. Street, NW  
Room 7677  
Washington, DC 20415-6000


Phone Number: 202.606.1157

Email Address: [demoprojects@opm.gov](mailto:demoprojects@opm.gov)

### ***Available Websites and Documents***

#### **Alternative Personnel Systems:**

[http://www.opm.gov/About\\_OPM/reports/aps\\_10-2005.asp](http://www.opm.gov/About_OPM/reports/aps_10-2005.asp)

**Creating a Foundation for the 21st Century Federal Workforce - An Assessment of the Implementation of the Department of Defense National Security Personnel System – May 2007** [Download An Assessment of the Implementation of the Department of Defense](#)  [1.7MB]

**Creating a Foundation for the 21st Century Federal Workforce - An Assessment of the Implementation of the Department of Homeland Security Alternative Personnel System – May 2007** [Download An Assessment of the Implementation of the Department of Homeland Security](#)  [2MB]

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## **APPENDICIES**



## Appendix A - Explanation of Key Terms

### **Accountability System\***

The HCAAF system that contributes to agency performance by monitoring and evaluating the results of its human capital management policies, programs, and activities; by analyzing compliance with merit system principles; and by identifying and monitoring necessary improvements. An agency's Human Capital Accountability System must provide for how the agency will assess meeting its goals and objectives as set forth in the human capital plan. The APS Assessment Framework provides comprehensive information about how to monitor and assess when preparing for and implementing an APS (or parts thereof). Consequently, an agency implementing an APS should incorporate its APS Assessment Framework into its Accountability System.

### **Alternative Personnel System (APS)**

An APS may be established under discrete legislation for an agency or a community of agencies, or under the demonstration project provisions of chapter 47 of title 5, United States Code. The new provisions of title 5 now allows DoD to set up a contemporary human resource management system. APSs cover various aspects of human resources management. The current emphasis of APSs is on moving away from traditional classification and pay systems toward alternative systems where market rates and performance are central drivers of pay.

### **APS Assessment Framework**

A framework for determining the extent to which an agency is adequately preparing and progressing on the human capital transformation goals and objectives of its APS. The Framework includes assessment components, dimensions, elements, and indicators. The APS Assessment Framework is designed to investigate how prepared an agency is to implement an APS and the progress an agency has achieved in implementing its APS.

### **APS Framework Component**

The two major parts of the APS Framework: Preparedness and Progress. The Preparedness component refers to an agency's readiness to implement an APS. The Progress component addresses the extent to which the agency has achieved, or is in the process of achieving, the broad human capital transformation goals associated with an APS.

### **Assessment Criteria/Criterion**

The standard by which individual indicators are judged. To demonstrate performance on indicators, agencies must meet a criterion or a set of criteria.

### **Assessment Methodology**

The type(s) of analysis(es) to be conducted for each indicator. Document review by an expert panel, survey data assessment, and organizational data assessment are part of the total assessment methodology. The results of the analyses will be combined to reach a conclusion and assign a rating for each dimension.

\* These definitions are based on the glossaries included in the HCAAF Practitioners' Guide and the Human Capital Accountability System Development Guide

## **Data Sources**

Suggested resources used to demonstrate performance against criteria. Examples of data sources include websites, training documents, survey data, instructions/directives, statistical data from an HR Information System, strategic and operational plans, etc. The data sources are suggested, but the agency may identify other and/or better resources to demonstrate performance.

## **Demonstrated**

Evidence provided shows that the program meets the criteria for the indicator being assessed, as defined by the rating guidance and assessment criteria for that indicator.

## **Dimension**

A key attribute of either the Preparedness or Progress component in the APS Framework.

Preparedness and Progress are made up of dimensions. Agencies that provide adequate emphasis and effort in the Preparedness dimensions are well positioned to successfully implement an APS. Agencies that demonstrate progress against the Progress dimensions are successfully implementing the goals of an APS. Dimensions are made up of elements, which are defined below.

## **Element**

Elements are specific features that define a dimension. For example, Leadership Commitment (a dimension of the Preparedness component) includes four elements: Engagement, Accountability, Resources, and Governance. In this example, leaders demonstrate Leadership Commitment when they are fully engaged in efforts to promote the APS, are accountable for driving the APS forward, dedicate sufficient resources and staff to the APS, and provide for effective governance.

## **Executive Dashboard**

A summary-level assessment of APS Preparedness and Progress results for leadership. The dashboard provides senior policymakers with an overview of APS status and identifies areas requiring special emphasis. It shows the level of Preparedness and Progress agencies have demonstrated.

## **Human Capital Assessment and Accountability Framework (HCAAF)\***

A framework that establishes and defines five human capital systems which together provide a single, consistent definition of human capital management for the Federal Government. The HCAAF outlines an ongoing process of human capital management in every Federal agency that works across five systems: Strategic Alignment, Leadership and Knowledge Management, Results-Oriented Performance Culture, Talent Management, and Accountability. The APS Assessment Framework is consistent with the HCAAF. Under the HCAAF, Federal agencies are required to develop human capital plans. An agency implementing an APS is expected to include goals and objectives, under each applicable HCAAF system, in its human capital plan.

\* These definitions are based on the glossaries included in the HCAAF Practitioners' Guide and the Human Capital Accountability System Development Guide

**Indicator**

A quantitative or qualitative measure of the agency's performance against an element. One or more indicators are used in determining an agency's performance against an element.

**Implementation Assessment**

An assessment against the criteria established in the baseline assessment. An implementation assessment report will be produced for each APS. The analysis of Progress and Preparedness against the criteria set forth in the baseline assessment report will be the goal of the implementation assessment.

**Not Demonstrated**

The evidence provided does not show the program meets the criteria for the indicator being assessed, as defined by the rating guidance and assessment criteria for that indicator. Note: A value of "not demonstrated" does not necessarily mean the program does not meet the criteria, only that the evidence provided was insufficient to demonstrate the program meets a particular criterion or set of criteria.

**Program**

A set of features that constitute the way to achieve a broad goal. Programs in the Federal Government focus on providing products and services and are essential to the operation of the agency or several agencies. Programs typically involve goals like human capital transformation and are of such magnitude that they must be carried out through a combination of line and staff functions.

APs, such as DoD's National Security Personnel System, are broad human capital transformation programs established to meet defined goals, objectives, and criteria that focus on attracting and retaining high performing workforces. They are carried out through a combination of staff (e.g., program management offices) and line (senior leaders) functions.

**Program Evaluation\***

A formalized approach for studying and assessing whether a program or policy "works". Program evaluation is used in government and the private sector and is practiced by a variety of social science disciplines, such as sociology, psychology, or economics. Program evaluation can involve both quantitative and qualitative methods of social research. Evaluation includes the implementation, impact, or effects of a program or policy and the degree to which it achieves intended results. Program evaluation designs should also include assessment of unintended effects that were unforeseen in the project plan or policy. Evaluations, therefore, should assess not only how well a program is working but what else it is doing.

\* These definitions are based on the glossaries included in the HCAAF Practitioners' Guide and the Human Capital Accountability System Development Guide

**Program Management Office (PMO)**

An office or a group/team established to provide policy direction and program management. A PMO is responsible for all phases of APS development and implementation. PMOs are usually established at the agency corporate level and serve to provide guidance and direction to components of the department/agency that are participating in the APS. Typical activities include providing day-to-day support operations, establishing and leading cross-component work groups, creating new business rules and processes, collecting data and compiling reports, facilitating meetings, keeping all development and implementation efforts on track, and monitoring and evaluating the effectiveness of implementation.

**Risk Assessment\***

An assessment of the severity and likelihood of an undesirable consequence. In the area of human capital, risk assessments help identify problems that pose high risk to organizational integrity including financial or legal threats, systemic violations of employee protections or veterans' preference, and potential loss of integrity in the public eye. It is growing more common for such assessments to be conducted when undertaking human capital initiatives, especially major human capital initiatives like designing and implementing APSs, to determine the potential risks to stakeholders.

**Stakeholder\***

An individual, or group of individuals, who have a significant or vested interest in the outcome of an undertaking, key decision, or venture. In human capital ventures, such as design and implementation of APSs, different individuals and groups often have a shared interest in the successful outcome of a program or initiative because they share in the benefits of the program. Examples of potential internal stakeholders are managers and employees. Examples of potential external stakeholders are the Congress and unions. In regard to demonstration projects, section 4703(f) of title 5, U.S.C. states

- Employees within a unit with respect to which a labor organization is accorded exclusive recognition under chapter 71 of this title shall not be included within any project under section (a) of this section—
  - if the project would violate a collective bargaining unit agreement (as defined in section 7103(8) of this title) between the agency and the labor organization, unless there is another written agreement with respect to the project between the agency and the organization permitting the inclusion; or
  - if the project is not covered by such a collective bargaining agreement, until there has been consultation or negotiation, as appropriate, by the agency with the labor organization
- Employees within any unit with respect to which a labor organization has not been accorded exclusive recognition under chapter 71 of this title shall not be included within any project under subsection (a) of this section unless there has been agency consultation regarding the project with the employees in the unit.

\* These definitions are based on the glossaries included in the HCAAF Practitioners' Guide and the Human Capital Accountability System Development Guide



## Appendix B - The APS Objectives-Based Assessment Framework and the HCAAF

### Preparedness

APS Assessment Preparedness Dimension, with Definition and Elements	Related HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
<p><u>Leadership Commitment Dimension</u></p> <p><i>Definition:</i> Agency leaders are actively engaged in promoting and gaining workforce acceptance of the program, as well as prioritizing program implementation. Agency leaders provide appropriate resources for program implementation and are held accountable for effective execution.</p> <p><i>Elements:</i></p> <p><i>Engagement:</i> The extent and sufficiency of senior leader efforts to promote, provide information about, and gain widespread acceptance of the APS across an agency workforce via leadership outreach and communication programs.</p> <p><i>Accountability:</i> Agency leaders identify APS implementation as an agency priority, and are responsible for playing an active role in the design, development and/or implementation of the APS.</p> <p><i>Resource:</i> Agency leaders ensure an agency has established an appropriate organizational framework with sufficient resources and authorities to effectively design, develop, and implement the APS.</p> <p><i>Governance:</i> Agency leaders ensure a clear governance process is established for the APS program, including an</p>	<p><u>Strategic Alignment System</u></p> <p><i>Standard:</i> Agency human capital management strategies are aligned with mission, goals, and organizational objectives and integrated into its strategic plans, performance plans, and budgets.</p> <p><u>Human Capital Planning CSF</u></p> <p><i>Definition:</i> The agency designs a coherent framework of human capital policies, programs, and practices to achieve human capital requirements to directly support the agency’s strategic plan.</p> <p><i>Key Result Expected:</i> Managers are held accountable for effective implementation of human capital plans and overall human capital mgmt.</p> <p><u>Leadership and Knowledge Management System</u></p> <p><i>Standard:</i> Agency leaders and managers effectively manage people, ensure continuity of leadership, and sustain a learning environment that drives continuous improvement in performance, and provide a means to share critical knowledge across the organization. Knowledge management must be supported by an appropriate investment in training and technology.</p> <p><u>Change Management CSF</u></p> <p><i>Definition:</i> The agency has in place leaders who understand what it takes to effectively bring about changes that achieve significant and sustained improvements in performance.</p>

APS Assessment Preparedness Dimension, with Definition and Elements	Related HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
<p>effective mechanism for resolving conflicts and finalizing decisions, and this governance process is being used to address disagreements regarding APS design, development, and implementation issues.</p>	<p><i>Key Results Expected:</i> Leaders provide adequate resources to support the change and focus on performance and progress against change milestones.</p> <p><u>Accountability System</u></p> <p><i>Standard:</i> Agency human capital management decisions are guided by a data-driven, results-oriented planning and accountability system. Results of the agency accountability system must inform the development of the human capital goals and objectives, in conjunction with the agency’s strategic planning and performance budgets. Effective application of the accountability system contributes to agencies’ practice of effective human capital management in accordance with the merit system principles and in compliance with Federal laws, rules, and regulations.</p> <p><i>Please Note:</i> The accountability system monitors and evaluates the results of an agency’s <i>total</i> human capital system, including how it plans, develops, implements, and evaluates new human capital policies, programs, and activities.</p> <p><i>Key Results Expected:</i> Managers are held accountable for their human capital and human resources decisions and actions.</p>
<p><u>Open Communications Dimension</u></p> <p><i>Definition:</i> Agency provides accurate, up-to-date information on system features and implementation plans. Active outreach efforts are undertaken to provide information to employees and to address questions and concerns. Effective mechanisms are in place for gathering and considering feedback.</p> <p><i>Elements:</i>  <i>Information Access:</i> Agencies ensure comprehensive information is available via a website accessible by all employees regarding key APS design features, training materials, rollout schedules, and other APS issues.</p>	<p><u>Results-Oriented Performance Culture System</u></p> <p><i>Standard:</i> The agency has a diverse, results-oriented, high-performing workforce and a performance management system that differentiates between high and low levels of performance and links individual/team/unit performance to organizational goals and desired results effectively.</p> <p><u>Communication CSF</u></p> <p><i>Definition:</i> The agency has a process for sharing information and ideas about the organization with all employees. This vital process includes eliciting employee feedback and involvement so all employees play an appropriate role in planning and executing the mission.</p> <p><i>Key Results Expected:</i> The agency has developed and implemented a communication</p>

APS Assessment Preparedness Dimension, with Definition and Elements	Related HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
<p><i>Outreach:</i> Agencies conduct regular outreach sessions such as town meetings, webcastss, electronic newsletters and other information channels that provide employees with up-to-date information on APS status and issues.</p> <p><i>Feedback:</i> Agencies provide employees with an accessible mechanism for providing feedback on APS features and issues, and establish practical procedures for considering this feedback. In this manner, agencies will be able to capture employee suggestions for improvement, and build a stronger sense of buy-in and support for the APS across the workforce.</p>	<p>strategy to share the vision, strategic plan and <i>related documents</i> with all employees and a variety of media are used to communicate the strategic plan and <i>related documents</i> to all levels of the workforce. Feedback is elicited and employees are involved in decision-making and planning processes.</p>
<p><u>Training Dimension</u></p> <p><i>Definition:</i> Agency develops and executes a comprehensive training plan that delivers effective training on relevant components of the APS to all users via a range of delivery methods.</p> <p><i>Elements:</i></p> <p><i>Planning:</i> An agency establishes a comprehensive training strategy that addresses the full range of APS components, tools, and roles.</p> <p><i>Delivery:</i> An agency implements the training strategy to ensure all staff receives training appropriate for their role in the APS, with special emphasis on ensuring supervisors acquire the performance management competencies required to administer the APS effectively.</p>	<p><u>Leadership and Knowledge Management System</u></p> <p><i>Standard:</i> Agency leaders and managers effectively manage people, ensure continuity of leadership, and sustain a learning environment that drives continuous improvement in performance, and provide a means to share critical knowledge across the organization. Knowledge management must be supported by an appropriate investment in training and technology.</p> <p><u>Knowledge Management CSF</u></p> <p><i>Definition:</i> The organization systematically provides resources, programs, and tools for knowledge sharing across the organization in support of its mission accomplishment.</p> <p><i>Key Results Expected:</i> A knowledge management process has been developed, documented, and systematically shared with employees. Training and/or orientation is provided to the workforce.</p> <p><u>Continuous Learning</u></p> <p><i>Definition:</i> Leaders foster a learning culture that provides opportunities for continuous development and encourages employees to participate. Leaders invest in education, training, and other developmental opportunities to help themselves and their employees build mission-critical competencies.</p>

APS Assessment Preparedness Dimension, with Definition and Elements	Related HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p><i>Key Results Expected:</i> The agency uses appropriate learning technology and innovative learning strategies to meet the training and development needs of the workforce. The agency has evaluated and implemented a process to evaluate its training and development program impact in terms of learning, performance, work environment, and contribution to mission accomplishment. The results of the evaluation reflect a positive contribution to mission accomplishment.</p>
<p><u>Stakeholder Involvement Dimension</u></p> <p><i>Definition:</i> Stakeholders are actively consulted about the program design and evaluations process and play a supportive role in the implementation of the program, in accordance with applicable law.</p> <p><i>Element:</i></p> <p><i>Inclusion:</i> Agencies consult with a broad spectrum of key stakeholder groups to capture a wide range of perspectives regarding APS design features, and to foster buy-in and support for the APS across these stakeholder groups.</p>	<p><u>Strategic Alignment System</u></p> <p><i>Standard:</i> Agency human capital management strategies are aligned with mission, goals, and organizational objectives and integrated into its strategic plans, performance plans, and budgets.</p> <p><u>Human Capital Planning CSF</u></p> <p><i>Definition:</i> The agency designs a coherent framework of human capital policies, programs, and practices to achieve human capital requirements to directly support the agency’s strategic plan.</p> <p><i>Key Results Expected:</i> Managers are held accountable for effective implementation of human capital plans and overall human capital management.</p> <p><u>Results-Oriented Performance Culture System</u></p> <p><i>Standard:</i> The agency has a diverse, results-oriented high-performing workforce and a performance management system that differentiates between high and low levels of performance to organizational goals and desired results effectively.</p> <p><u>Communication CSF</u></p> <p><i>Definition:</i> The agency has a process for sharing information and ideas about the organization with all employees. This vital process includes eliciting employee feedback and involvement so all employees play an appropriate role in planning and executing the mission.</p>

APS Assessment Preparedness Dimension, with Definition and Elements	Related HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p><i>Key Results Expected:</i> Communication up and down the organization is effective. Documentation shows innovation and problem solving between employees and management. Employees are involved in the decision-making process, fostering their support for organizational decisions. Surveys and/or interview indicate employees are satisfied with their level of participation in the organization decision-making processes and feel empowered to share their ideas and/or concerns with supervisors and other management officials.</p> <p><u>Diversity Management CSF</u></p> <p><i>Definition:</i> The agency maintains an environment characterized by inclusiveness of individual differences and responsiveness to needs of diverse employees.</p> <p><i>Key Results Expected:</i> The agency is responsive to the needs of diverse groups, resulting in a positive work environment conducive to all employees achieving their potential without fear or abuse.</p> <p><u>Labor/Management Relations CSF</u></p> <p><i>Definition:</i> The organization promotes communication among employees, unions, and managers. This communication enhances effectiveness and efficiency and improves working conditions, all of which contribute to improved performance and results.</p> <p><i>Key Results Expected:</i> The agency has a labor/management relations system that provides a process for labor and management to jointly develop successful plans to accomplish organizational goals and develop effective solutions to workplace challenges.</p>
<p><u>Implementation Planning Dimension</u></p> <p><i>Definition:</i> Agency establishes and implements a comprehensive planning process that coordinates activities across key work streams such as HR business processes and procedures, tools and technology infrastructure, and change management, while providing mechanisms for assessing</p>	<p><u>Strategic Alignment System</u></p> <p><i>Standard:</i> Agency human capital management strategies are aligned with mission, goals, and organizational objectives and integrated into its strategic plans, performance plans, and budgets.</p>

APS Assessment Preparedness Dimension, with Definition and Elements	Related HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
<p>status and managing risk.</p> <p><i>Elements:</i></p> <p><i>Work Stream Planning and Coordination</i> – Agencies require an effective planning process that identifies and defines key work streams, highlights critical dependencies, provides for the management and mitigation of risk, and facilitates regular assessments of status against key milestones.</p> <p><i>HR Business Processes and Procedures</i> – Prior to rolling out an APS, an agency documents the business processes and procedures associated with all APS components, such as staffing, pay pool administration, and performance management. These business processes and procedures will drive the development of enabling technology tools, APS training materials, and other key activities.</p> <p><i>Tools and Technology Infrastructure</i> – Agencies develop appropriate technology tools and infrastructure to enable administering the APS. Key tools may include the APS website, performance management system, and pay pool administration aids. Agencies’ technology infrastructure allows sufficient network access and performance.</p> <p><i>Structured Approach</i> – Agencies develop a comprehensive change management strategy that addresses managing the people side of change. Successful change requires more than the piece parts of the program to be implemented. Successful change requires the engagement and participation of the people involved. Organizational change management includes processes and tools for managing the people side of the change at an organizational level. These tools include a structured approach that can be used to effectively transition groups or organizations through change.</p>	<p><u>Human Capital Planning CSF</u></p> <p><i>Definition:</i> The agency designs a coherent framework of human capital policies, programs, and practices to achieve human capital requirements to directly support the agency’s strategic plan.</p> <p><i>Key Results Expected:</i> Managers are held accountable for effective implementation of human capital plans and overall human capital management.</p> <p><u>Leadership and Knowledge Management System</u></p> <p><i>Standard:</i> Agency leaders and managers effectively manage people, ensure continuity of leadership, and sustain a learning environment that drives continuous improvement in performance, and provide a means to share critical knowledge across the organization. Knowledge management must be supported by an appropriate investment in training and technology.</p> <p><u>Change Management CSF</u></p> <p><i>Definition:</i> The agency has in place leaders who understand how to effectively bring about changes that achieve significant and sustained improvements in performance.</p> <p><i>Key Results Expected:</i> Leaders provide adequate resources to support the change and focus on performance and progress against change milestones.</p> <p><u>Pay for performance CSF</u></p> <p><i>Definition:</i> The agency uses pay for performance systems, where authorized by law and regulation, to link salary levels and adjustments to an individual’s overall performance and contribution to the agency’s mission. Employees receive base salary adjustments and within their assigned bands.</p> <p><i>Key Results Expected:</i> An understandable pay pool structure (e.g., roles and</p>

APS Assessment Preparedness Dimension, with Definition and Elements	Related HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p>responsibilities) and process for making timely pay determinations have been communicated across the agency using a variety of methods. Managers, supervisors, and employees are trained at the beginning of the performance cycle on the relationship between their performance and salary adjustments and awards at the end of the cycle. Data on pay pool determinations/discussions indicated the budget is effectively managed, top performers are getting the highest pay increases and/or awards, employees perceive the process to be fair and credible, and pay adjustments correlate with performance ratings.</p> <p><u>Results-Oriented Performance Culture System</u></p> <p><i>Standard:</i> The agency has a diverse, results-oriented high-performing workforce and a performance management system that differentiates between high and low levels of performance to organizational goals and desired results effectively.</p> <hr/> <p><i>Please Note:</i> The accountability system monitors and evaluates the results of an agency's <i>total</i> human capital system, including how it plans, develops, implements, and evaluates new human capital policies, programs, and activities.</p> <hr/> <p><i>Key Results Expected:</i> Managers are held accountable for their human capital and human resources decisions and actions. Human capital program management guidelines, authorities, processes, measures, and accountabilities are issued via agency policy and procedural issuances and accessible to agency managers, supervisors, and employees. Program and implementation efforts include published plans that clearly outline roles, responsibilities, reviews, and desired outcomes. Accountability for implementing improvement strategies for each initiative or program is assigned and resources are provided to accomplish the resulting actions.</p>

## Progress

APS Assessment Progress Dimension, with Definition and	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with
<p><u>Mission Alignment Dimension</u></p> <p><i>Definition:</i> The program effectively links individual, team, and unit performance to organizational goals and desired results.</p> <p><i>Elements:</i></p> <p><i>Line of Sight:</i> The degree to which employee performance expectations are linked to agency mission.</p> <p><i>Accountability:</i> Identifies not only whether or not the linkage is present in performance plans, but also whether or not employees are actually accountable for achieving them.</p>	<p><u>Strategic Alignment System</u></p> <p><i>Standard:</i> Agency human capital management strategies are aligned with mission, goals, and organizational objectives and integrated into its strategic plans, performance plans, and budgets.</p> <p><u>Human Capital Planning CSF</u></p> <p><i>Definition:</i> The agency designs a coherent framework of human capital policies, programs, and practices to achieve human capital requirements to directly support the agency's strategic plan.</p> <p><i>Key Results Expected:</i> The agency promotes alignment of human capital strategies with agency mission, goals, and objectives through analysis, planning, investment, and management of human capital programs.</p> <p><u>Results-Oriented Performance Culture System</u></p> <p><i>Standard:</i> The agency has a diverse, results-oriented, high-performing workforce and a performance management system that differentiates between high and low levels of performance and links individual/team/unit performance to organizational goals and desired results effectively.</p> <p><u>Communication CSF</u></p> <p><i>Definition:</i> The agency has a process for sharing information and ideas about the organization with all employees. This vital process includes eliciting employee feedback and involvement so all employees play an appropriate role in planning and executing the mission.</p> <p><i>Key Results Expected:</i> The agency's strategic plan has been shared with and/or is accessible to all agency employees. Employees are knowledgeable about the agency's</p>



APS Assessment Progress Dimension, with Definition and Elements	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p>strategic plan and their role in supporting the agency’s mission. Employees have a direct line of sight between performance elements (expectations) and award systems and the agency mission. These links have been communicated to and are understood by employees, enabling them to focus their work effort on those activities most important to mission accomplishment. All employees are held accountable for achieving results that support the agency’s strategic plan goals and objectives.</p>
<p><u>Results-Oriented Performance Culture Dimension</u></p> <p><i>Definition:</i> The program promotes a high performing workforce by differentiating between high and low performers and rewarding employees on the basis of performance while effectively managing payroll costs.</p> <p><i>Elements:</i></p> <p><i>Differentiating Performance:</i> The performance ratings show variability.</p> <p><i>Pay for performance:</i> The relationship between pay raises and awards/bonuses and performance rating levels.</p> <p><i>Cost Management:</i> The extent to which reliable cost estimates are associated with decisions and the extent to which decision makers are accountable for cost management.</p>	<p><u>Results-Oriented Performance Culture System</u></p> <p><i>Standard:</i> The agency has a diverse, results-oriented, high-performing workforce and a performance management system that differentiates between high and low levels of performance and links individual/team/unit performance to organizational goals and desired results effectively.</p> <p><u>Performance Appraisal CSF</u></p> <p><i>Definition:</i> The agency has a process under which performance is reviewed and evaluated.</p> <p><i>Key Results Expected:</i> The agency’s performance management system differentiates between high and low levels of performance. Supervisors and managers use performance results to offer feedback, identify developmental needs to help improve employee performance, and address instances of poor performance. Policies and procedures, including delegation of authority, for addressing poor performance have been developed and communicated to supervisors. Managers and supervisors take appropriate action in cases of minimally acceptable or unsatisfactory performance where performance improvement strategies are not successful. Review of performance plans for all levels of the agency indicates supervisors, managers, and executives are held accountable for the performance management of their subordinates.</p> <p><u>Awards CSF</u></p> <p><i>Definition:</i> The organization takes actions to recognize and reward individual or team achievement that contributes to meeting organizational goals or improving the efficiency, effectiveness, and economy of the Government. Such awards include, but</p>

APS Assessment Progress Dimension, with Definition and Elements	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p>are not limited to: employee incentives which are based on predetermined criteria, rating-based awards, or awards based on a special act or service.</p> <p><i>Key Results Expected:</i> Employees have a direct line of sight between performance elements (performance expectations) and award systems and the agency mission. These links have been communicated to and are understood by employees, enabling them to focus their work effort on those activities most important to mission accomplishment. All employees are held accountable for achieving results that support the agency’s strategic plan goals and objectives.</p> <p><u>Pay for performance CSF</u></p> <p><i>Definition:</i> The agency uses pay for performance, where authorized by law and regulation, to link salary levels and adjustments to an individual’s overall performance and contribution to the mission. Employees receive base salary adjustments within their assigned bands.</p> <p><i>Key Results Expected:</i> The pay for performance system, where authorized by law and regulation, is results-driven, producing a distribution of pay adjustments and bonuses based on individual contribution, organizational performance, and/or team performance. The pay for performance system ensures employee and supervisory accountability with respect to individual performance and organizational results. Employees’ pay is linked to their performance ratings. Supervisors and managers make meaningful distinctions in performance ratings.</p>
<p><u>Workforce Quality Dimension</u></p> <p><i>Definition:</i> Agency retains its high performers, keeps employees satisfied and committed, attracts high-quality new hires, and transitions its low performers out of the organization.</p> <p><i>Elements:</i></p> <p><i>Recruitment:</i> The extent to which the agency can improve its</p>	<p><u>Talent Management System</u></p> <p><i>Standard:</i> The agency has closed skills, knowledge, and competency gaps/deficiencies in mission-critical occupations, and has made meaningful progress toward closing skills, knowledge, and competency gaps/deficiencies in all occupations used in the agency.</p> <p><u>Recruitment CSF</u></p> <p><i>Definition:</i> The workforce plan drives the aggressive and strategic recruitment of diverse and qualified candidates for the agency’s workforce.</p>

APS Assessment Progress Dimension, with Definition and Elements	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
<p>ability to recruit employees with the appropriate skills, based on the perceptions of supervisory employees.</p> <p><i>Flexibility:</i> The agency’s progress in providing supervisors with the personnel flexibility needed to re-deploy their staff, and the extent to which this flexibility is used.</p> <p><i>Retention:</i> The ability of an agency to use the tools provided by the APS (e.g., performance management, pay) to help managers keep high performers and deal appropriately with low performers.</p> <p><i>Satisfaction and Commitment:</i> Based on the premise that an agency’s mission performance is increased when its workforce is both committed and satisfied, as measured by employee ratings of organizational commitment and job satisfaction.</p>	<p><i>Key Results Expected</i> – Workforce competency gaps are closed through the use of effective recruitment and retention strategies, creating a workforce capable of excellent performance in the service of the American people. Senior leaders and managers are involved in strategic recruitment and retention initiatives, which ensures the necessary organizational focus and resources are allocated to achieve recruitment and retention goals. Recruitment strategies are appropriately aggressive and multi-faceted to ensure a sufficient flow of quality applicants to meet staffing needs identified in the workforce plan, positioning the agency for successful program accomplishment.</p> <p><u>Retention CSF</u></p> <p><i>Definition:</i> Leaders, managers, and supervisors create and sustain effective working relationships with employees. The workplace is characterized by a motivated and skilled workforce, attractive and flexible working arrangements, and compensation packages and other programs used to hire and retain employees who possess mission-critical skills, knowledge, and competencies.</p> <p><i>Key Results Expected:</i> Incentive and recognition programs are established, budgeted, and implemented to focus on retention of high performing employees with mission-critical competencies. The costs and benefits of quality of work/life programs are evaluated (e.g., surveys, entrance and exit interviews) to determine whether they are perceived by employees as creating a positive work environment, are meeting an identified workforce need, and are contributing to recruitment and retention goals.</p> <p><u>Leadership and Knowledge Management System</u></p> <p><i>Standard:</i> Agency leaders and managers effectively manage people, ensure continuity of leadership, and sustain a learning environment that drives continuous improvement in performance, and provide a means to share critical knowledge across the organization. Knowledge management must be supported by an appropriate investment in training and technology.</p>

APS Assessment Progress Dimension, with Definition and Elements	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p><u>Integrity and Inspiring Employee Commitment CSF</u></p> <p><i>Definition:</i> Leaders maintain high standards of honesty and ethics that serve as a model for the whole workforce. Leaders promote teamwork and communicate the organization’s shared vision to all levels of the organization and seek feedback from employees. Employees respond by maintaining high standards of honesty and ethics.</p> <p><i>Key Results Expected:</i> Employees view the agency as a desirable place to work. The FHCS and/or other employee climate surveys reflect a positive work environment.</p>
<p><u>Equitable Treatment</u></p> <p><i>Definition:</i> The program promotes an environment of fairness and trust for employees, consistent with the merit system principles and free of prohibited personnel practices.</p> <p><i>Elements:</i></p> <p><i>Fairness:</i> The objective is to measure the impact of the APS on the perceived fairness of agency-related practices.</p> <p><i>Transparency:</i> This element will assess whether pay for performance processes and procedures are available and understood by stakeholders.</p> <p><i>Trust:</i> The literature and historical data suggest that employee trust is essential to success, not only of the APS, but also an agency’s overall effectiveness. This element will assess the impact of the APS on the level of trust employees have in their supervisors.</p>	<p><u>Results-Oriented Performance Culture System</u></p> <p><i>Standard:</i> The agency has a diverse, results-oriented, high-performing workforce and a performance management system that differentiates between high and low levels of performance.</p> <p><u>Performance Appraisal CSF</u></p> <p><i>Definition:</i> The agency has a process under which performance is reviewed and evaluated.</p> <p><i>Key Results Expected:</i> Supervisors and managers use performance results to offer feedback, identify developmental needs to help improve employee performance, and address instances of poor performance. Survey results and/or interviews indicate employees understand their performance elements and expectations, consider them to be fair, and understand how their efforts contribute to mission accomplishment. Workforce survey results indicate employees perceive a linkage between high performance and recognition and awards. Employees also believe creativity and innovation are rewarded and their own performance evaluations properly reflect their level of performance.</p> <p><u>Awards CSF</u></p> <p><i>Definition:</i> The organization takes actions to recognize and reward individual or team achievement that contributes to meeting organizational goals or improving the efficiency, effectiveness, and economy of the Government. Such awards include, but</p>

APS Assessment Progress Dimension, with Definition and Elements	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p>are not limited to: employee incentives based on predetermined criteria, rating-based awards, or awards based on a special act or service.</p> <p><i>Key Results Expected:</i> The agency has created a reward environment, beyond compensation and benefits, which contributes to attracting, retaining, and motivating employees. Surveys and/or interviews indicate employees feel valued and appropriately recognized for performance.</p> <p><u>Pay for performance CSF</u></p> <p><i>Definition:</i> The agency uses pay for performance, where authorized by law and regulation, to link salary levels and adjustments to an individual's overall performance and contribution to the mission. Employees receive base salary adjustments within their assigned bands.</p> <p><i>Key Results Expected:</i> When authorized, the agency has a pay for performance system that includes a transparent process for making pay adjustments and requires clear and frequent communications about the pay system and how it operates.</p> <p><u>Diversity Management CSF</u></p> <p><i>Definition:</i> The agency maintains an environment characterized by inclusiveness of individual differences and responsiveness to the needs of diverse groups of employees.</p> <p><i>Key Results Expected:</i> The agency is responsive to the needs of diverse groups, resulting in a positive work environment conducive to all employees achieving their potential without fear or abuse.</p> <p><u>Labor/Management Relations CSF</u></p> <p><i>Definition:</i> The organization promotes cooperation among employees, unions, and managers. This cooperation enhances effectiveness and efficiency, cuts down the number of employee-related disputes, and improves working conditions, all of which contribute to improved performance and results.</p>

APS Assessment Progress Dimension, with Definition and Elements	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p><i>Key Results Expected:</i> Managers effectively administer contractual and statutory provisions to accomplish agency goals. Workplace conflicts are resolved fairly, promptly, and effectively; and managers, union officials, and employees work together to accomplish the agency’s mission through effective problem-solving. Data on complaints, grievances, and unfair labor practices are gathered, analyzed, and acted upon as appropriate. Data indicate problems are usually resolved at the lowest practicable level and management that complies with contractual and statutory requirements. Management works to resolve conflicts promptly and in a manner that enhances agency performance.</p> <p><u>Leadership and Knowledge Management System</u></p> <p><i>Standard:</i> Agency leaders and managers effectively manage people, ensure continuity of leadership, sustain a learning environment that drives continuous improvement in performance, and provide a means to share critical knowledge across the organization. Knowledge management must be supported by an appropriate investment in training and technology.</p> <p><u>Integrity and Inspiring Employee Commitment CSF</u></p> <p><i>Definition:</i> Leaders maintain high standards of honesty and ethics that serve as a model for the whole workforce. Leaders promote teamwork, communicate the organization’s shared vision to all levels, and seek feedback from employees. Employees respond by maintaining high standards of honesty and ethics.</p> <p><i>Key Results Expected:</i> Employees view the agency as a desirable place to work. The FHCS and/or other employee climate surveys reflect a positive work environment.</p>
<p><u>Implementation Plan Execution Dimension</u></p> <p><i>Definition:</i> Agency demonstrates progress in implementing the program in accordance with its comprehensive planning process.</p>	<p><u>Strategic Alignment System</u></p> <p><i>Standard:</i> Agency human capital management strategies are aligned with mission, goals, and organizational objectives and integrated into its strategic plans, performance plans, and budgets.</p>

APS Assessment Progress Dimension, with Definition and Elements	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
<p><i>Elements:</i></p> <p><i>Work Stream Planning and Status:</i> This element will assess the execution of the implementation process in accordance with the planning process, with attention to key work streams, critical dependencies, management and mitigation of risk, and regular assessment of status.</p> <p><i>Performance Management System Execution:</i> This element will provide an assessment of the extent to which the performance management components of the APS are being implemented as intended.</p> <p><i>Employee Support for the APS:</i> While not definitive as to the overall effectiveness of the APS, employee support is a strong indicator of implementation progress. Historically, support for an APS usually declines for one or more years before beginning to rise again.</p>	<p><u>Human Capital Planning CSF</u></p> <p><i>Definition:</i> The agency designs a coherent framework of human capital policies, programs, and practices to achieve human capital requirements to directly support the agency's strategic plan.</p> <p><i>Key Results Expected:</i> The agency promotes alignment of human capital strategies with agency mission, goals, and objectives through analysis, planning, investment, and management of human capital programs. Managers are held accountable for effective implementation of human capital plans and overall human capital management.</p> <p><u>Results-Oriented Performance Culture System</u></p> <p><i>Standard:</i> The agency has a diverse, results-oriented, high-performing workforce and a performance management system that differentiates between high and low levels of performance and links individual/team/unit performance to organizational goals and desired results effectively.</p> <p><u>Communication CSF</u></p> <p><i>Definition:</i> The agency has a process for sharing information and ideas about the organization with all employees. This vital process includes eliciting employee feedback and involvement so all employees play a role in planning and executing the mission.</p> <p><i>Key Results Expected:</i> Employees are involved in the decision-making process, fostering their support for organizational decisions. Surveys and interviews indicate employees are satisfied with their level of participation in the organizational decision-making process and feel empowered to share their ideas and concerns with supervisors and other management officials.</p>

APS Assessment Progress Dimension, with Definition and Elements	HCAAF System, Standard, and Applicable Critical Success Factors (CSFs) with Definitions and Key Results Expected
	<p data-bbox="915 269 1247 293"><u>Performance Appraisal CSF</u></p> <p data-bbox="915 334 1850 391"><i>Definition:</i> The agency has a process under which performance is reviewed and evaluated.</p> <p data-bbox="915 431 1940 626"><i>Key Results Expected:</i> The agency performance appraisal system encourages employee participation. Employees are covered by recorded performance plans, which are communicated to employees at the beginning of each appraisal period. Employee plans are monitored by their supervisors and discussions are held on an ongoing basis during the designated appraisal period, with one or more progress reviews conducted and documented.</p> <p data-bbox="915 667 1184 691"><u>Accountability System</u></p> <p data-bbox="915 732 1913 967"><i>Standard:</i> Agency human capital management decisions are guided by a data-driven, results-oriented planning and accountability system. Results of the agency accountability system must inform the development of the human capital goals and objectives, in conjunction with the agency’s strategic planning and performance budgets. Effective application of the accountability system contributes to agencies’ practice of effective human capital management in accordance with the merit system principles and with Federal laws, rules, and regulations.</p> <hr/> <p data-bbox="915 1008 1940 1105"><i>Please Note:</i> The accountability system monitors and evaluates the results of an agency’s <i>total</i> human capital system, including how it plans, develops, implements, and evaluates new human capital policies, programs, and activities.</p> <hr/> <p data-bbox="915 1146 1940 1373"><i>Key Results Expected:</i> Human capital program management guidelines, authorities, processes, measures, and accountabilities are issued via agency policy and procedural issuances and are accessible to agency managers, supervisors, and employees. Program and implementation efforts include published plans that clearly outline roles, responsibilities, reviews, and desired outcomes. Accountability for implementing improvement strategies for each initiative or program is assigned and resources are provided to accomplish the resulting actions.</p>



**Appendix C - APS Objectives-Based Assessment Framework**  
**Preparedness (Indicators, Assessment Criteria and Data Sources are examples)**

<b>LEADERSHIP COMMITMENT DIMENSION</b>			
<i>Agency leaders are actively engaged in promoting and gaining workforce acceptance of the program, as well as prioritizing program implementation. Agency leaders provide appropriate resources for program implementation and are held accountable for effective execution.</i>			
<b>Element</b>	<b>Indicator(s)</b>	<b>Assessment Criteria</b>	<b>Data Sources</b>
<p><b>Engagement</b></p> <p>The extent and sufficiency of senior leader efforts to promote, provide information about, and gain widespread acceptance of the APS across an agency workforce via leadership outreach and communication programs.</p>	<p>Extent and sufficiency of senior leader participation in outreach events and senior leader communications designed to promote the program across the workforce.</p>	<p>Effective senior leaders</p> <ul style="list-style-type: none"> <li>• Engage with the design, development, and implementation of the program.</li> <li>• Monitor the progress of program preparation and deployment on a regular basis and communicate program progress to employees and stakeholders.</li> <li>• Participate in a variety of events such as live speeches, interviews, Congressional testimony, meetings and conferences.</li> <li>• Communicate a vision clearly specifying how the program will impact morale, structure, organizational effectiveness, and culture; employee performance expectations, compensation, advancement opportunities, rights and legal protections; and employee-supervisor relationships.</li> <li>• Designate executive champions to express personal support.</li> <li>• Resolve emergent issues, including those related to organizational readiness and resources</li> </ul>	<p>Leadership/Congressional briefings, internal reports, and other representative material included in communications/Congressional Affairs that contain summaries of the following documents (if not available, then documents themselves will suffice) from the Program Management Office (PMO) and components:</p> <ul style="list-style-type: none"> <li>• Briefing materials/talking points developed for leadership</li> <li>• Briefings and briefing schedules</li> <li>• Speeches</li> <li>• Videos/taped remarks</li> <li>• Congressional testimony</li> <li>• Internal leadership communications</li> <li>• Conference Information</li> <li>• Key leadership interviews and memos</li> <li>• Role/responsibility descriptions for senior leaders</li> </ul>

**LEADERSHIP COMMITMENT DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Accountability</b></p> <p>Agency leaders identify APS implementation as an agency priority, and are responsible for playing an active role in the design, development and/or implementation of the APS.</p>	<p>Extent to which program implementation is identified as a priority in agency strategies or other appropriate planning documents.</p>	<p>The agency and subcomponents where the program is a priority:</p> <ul style="list-style-type: none"> <li>• Refer to the program as a priority in several documents, such as the strategic human capital plan, reports to Congress, and other operational plans.</li> <li>• Planning documents such as the strategic human capital plan describe objectives related to the deployment of key elements of the agency’s program (e.g., classification, compensation, performance management, pay-pool management, staffing and workforce shaping).</li> </ul> <p>NOTE: One objective may relate to several program elements or one element may relate to several objectives.</p>	<ul style="list-style-type: none"> <li>• Strategic plans</li> <li>• Human capital plans/strategies</li> <li>• Mission/vision statement</li> <li>• Other agency planning documents related to demo</li> </ul>
	<p>Extent to which responsible senior leaders are held accountable for program implementation.</p>	<p>Senior leaders with relevant human capital responsibilities are held accountable for relevant program key performance parameters.</p>	<ul style="list-style-type: none"> <li>• Organizational charts</li> <li>• Organizational plans describing the work of senior leaders</li> <li>• Memos from senior leadership laying out managerial responsibilities</li> </ul>

**LEADERSHIP COMMITMENT DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Resources</b></p> <p>Agency leaders ensure an agency has established an appropriate organizational framework with sufficient resources and authorities to effectively design, develop, and implement the APS.</p>	<p>Extent to which the agency provides appropriate authority, staffing, and budget to the program management office.</p>	<p>The agency:</p> <ul style="list-style-type: none"> <li>• Provides clear and specific guidelines indicating the levels of authority held by the PMO and the components.</li> <li>• Has established a process to ensure there is adequate money available for program implementation and pay-pool funding.</li> <li>• Provides adequate levels of staffing and resources for the program office</li> <li>• Provides resources and support for deploying component organizations, as required, to successfully meet agreed upon milestones.</li> <li>• Component organizations deploying the program allocate adequate funding to support the program implementation.</li> </ul>	<ul style="list-style-type: none"> <li>• List of program deployment teams and workgroups, and information about their roles</li> <li>• Processes and procedures to ensure adequate staffing and budget plans (e.g., budget estimates provided to the Hill, policy and guidance on pay pool funding) for demo are in place</li> <li>• Program Management Office (PMO) Charter</li> <li>• Organizational charts</li> </ul>
<p><b>Governance</b></p> <p>Agency leaders ensure a clear governance process is established for the APS program, including an effective mechanism for resolving conflicts and finalizing decisions, and the process is being used to address disagreements regarding APS design, development, and implementation issues.</p>	<p>Extent to which an agency has established and utilizes an effective mechanism for identifying and resolving critical issues associated with the program design, development, and implementation.</p>	<ul style="list-style-type: none"> <li>• A process/strategy to identify and resolve design, development, and implementation has been established.</li> <li>• Key officials include key players in issue resolution.</li> <li>• Issues and lessons learned are shared periodically across the agency and deploying component organizations.</li> </ul>	<ul style="list-style-type: none"> <li>• Agency directives or PMO procedures</li> <li>• Agency documents indicating the process for resolving design and implementation issues</li> <li>• Risk management strategy</li> <li>• Readiness tool</li> <li>• Other documents related to the roles of the component program managers/liasons</li> </ul>

**OPEN COMMUNICATION DIMENSION**

*Agency provides accurate, up-to-date information on system features and implementation plans. Active outreach efforts are undertaken to provide information to employees and to address questions and concerns. Effective mechanisms are in place for gathering and considering feedback.*

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Information Access</b></p> <p>Agencies ensure comprehensive information is available via a website accessible by all employees regarding key APS design features, training materials, rollout schedules, and other APS issues.</p>	<p>Extent to which the program website is comprehensive and fully utilized by employees.</p>	<ul style="list-style-type: none"> <li>•The program website(s) has detailed information about the program legislation, regulations, implementing directives, and instructions; and comprehensive information regarding the program system components and features.</li> <li>•The program website has detailed information about the implementation plan such as rollout schedules and other appropriate data such as fact sheets, FAQs, user guides, on-line training, and points-of-contact.</li> <li>•Website offers information directing employees to key resources and events that provide employees with more information about the program.</li> </ul>	<ul style="list-style-type: none"> <li>•Alternative Personnel System (APS) website</li> <li>•APS website usage reports</li> </ul>

**OPEN COMMUNICATION DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Outreach</b></p> <p>Agencies conduct regular outreach sessions such as town meetings, webcasts, electronic newsletters and other information channels that provide employees with up-to-date information on APS status and issues.</p>	<p>Frequency, variety, and quality of employee outreach efforts.</p>	<ul style="list-style-type: none"> <li>• A comprehensive communication strategy is developed and executed in support of the program.</li> <li>• Efforts are made to coordinate and align agency and deploying component organization communications.</li> <li>• Comprehensive and up-to-date program information is provided to employees through various channels, such as websites, briefings, conferences, CD-ROMS, fact sheets, e-mail, webcasts, satellite broadcast messages, bulletins, brown bag meetings/town halls, etc.</li> </ul>	<p>Primary source material or other materials such as internal reports, leadership/Congressional briefings related to the following:</p> <ul style="list-style-type: none"> <li>• Communication strategy</li> <li>• Outreach event records (<i>e.g., town hall meetings, webcasts, brown bags</i>)</li> <li>• Newsletters (web and paper versions)</li> <li>• Web updates</li> <li>• Awareness and educational materials</li> <li>• Videos</li> <li>• Website documents</li> <li>• Fact sheets</li> <li>• Brochures</li> <li>• Marketing or campaign plan (or equivalent)</li> <li>• FAQs</li> <li>• Subscriber function of website</li> </ul>

## TRAINING DIMENSION

*Agency develops and executes a comprehensive training strategy for effective training on relevant components of the program to users via a range of delivery methods.*

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Feedback</b></p> <p>Agencies provide employees with an accessible mechanism for providing feedback on APS features and issues, and establish practical procedures for considering this feedback. In this manner, agencies will be able to capture employee suggestions for improvement, and build a stronger sense of buy-in and support for the APS across the workforce.</p>	Availability of employee feedback mechanisms.	<ul style="list-style-type: none"> <li>• Feedback is continually sought from employees through a variety of feedback mechanisms such as surveys, employee feedback e-mail boxes, focus groups, etc.</li> <li>• An “open communication” environment that encourages employees to give feedback is created, as demonstrated by the frequent use of employee feedback mechanisms.</li> </ul>	<ul style="list-style-type: none"> <li>• Employee feedback venues such as surveys, websites, and meetings</li> <li>• Feedback database records</li> <li>• Documentation of the existence of focus groups, town halls, comments from the regulation comment period, union meetings</li> <li>• “Contact us” feature on website</li> <li>• Interviews of key staff</li> </ul>
	Extent to which employee feedback is considered.	<ul style="list-style-type: none"> <li>• Employee feedback is used to shape the program design, development, and implementation.</li> <li>• Employee feedback is used to inform the content, timing and channels used for program communications.</li> <li>• Specific employee feedback regarding the program, such as questions, concerns, and suggestions, is promptly responded to or otherwise appropriately addressed.</li> </ul>	<ul style="list-style-type: none"> <li>• Procedures for considering employee feedback (<i>gathered through interviews, if necessary</i>)</li> <li>• Focus group/feedback reports and analysis</li> <li>• Documentation of specific changes based on employee comments</li> <li>• Final regulation: discussion of feedback</li> <li>• Interviews of key staff</li> </ul>

**TRAINING DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Planning</b></p> <p>An agency establishes a comprehensive training strategy that addresses the full range of APS components, tools, and roles.</p>	<p>Existence of a comprehensive training strategy.</p>	<ul style="list-style-type: none"> <li>• The training strategy addresses training requirements, training delivery, responsible parties for training, method for recording training completions, methods of sustaining and supplementing training, training communications, and schedule for delivery.</li> <li>• Training to be provided prior to implementation of the program.</li> <li>• Specific training requirements are identified for employees, supervisors, managers, senior leaders, pay-pool managers, and HR practitioners.</li> <li>• Performance management competencies for supervisors and managers are covered.</li> <li>• The strategy offers a variety of training delivery options (forums, workshops, classroom-based, web-based, instructor-led, off-site, e-learning guides).</li> <li>• The strategy establishes an effective structure to prioritize, develop, coordinate, provide technical assistance, and share assets for the training program supporting the alternate personnel system.</li> </ul>	<ul style="list-style-type: none"> <li>• Training strategy documents outlining interventions, target audiences, and methods of delivery planned in support of system launch</li> <li>• Training strategy documents outlining plans for sustaining training post-launch including planned interventions, target audiences, and methods of delivery.</li> <li>• Training calendars/schedules</li> <li>• Lists of training interventions delivered by type of audience in support of system launch</li> <li>• Syllabi/curricula of training interventions (to see content/competencies covered)</li> <li>• Computer-based training offerings</li> <li>• Training related promotion and communications (websites, brochures, briefings, newsletters, e-mails)</li> <li>• Detailed training package and instructions from senior leadership on implementing training package</li> </ul>

**TRAINING DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Planning (Continued)</b></p> <p>An agency establishes a comprehensive training strategy that addresses the full range of APS components, tools, and roles.</p>		<ul style="list-style-type: none"> <li>• There is a strategy that continues training in the future when new employees enter the organization and/or when new spirals begin implementation.</li> <li>• The strategy includes the fundamentals of change management training for employees including aspects of:               <ul style="list-style-type: none"> <li>○ Understanding, communicating, and dealing with change</li> <li>○ Development and communication of performance expectations</li> <li>○ Feedback and coaching</li> </ul> </li> <li>• The strategy includes detailed technical/operational training for target audiences in the following areas, as appropriate:               <ul style="list-style-type: none"> <li>○ System operations (e.g., staffing flexibilities, reduction in force, etc.)</li> <li>○ Pay-pool models and supporting IT</li> <li>○ Payout determination</li> <li>○ Discipline and appeals</li> <li>○ Implementation and operation of the performance management system</li> </ul> </li> </ul>	



**TRAINING DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Delivery</b></p> <p>An agency implements the training strategy to ensure all staff receives training appropriate for their role in the APS, with special emphasis on ensuring supervisors acquire the performance management competencies required to administer the APS effectively.</p>	<p>Extent to which senior leaders, supervisors, and staff receive timely, high-quality training and understand the new system.</p>	<ul style="list-style-type: none"> <li>• Training delivery is comprehensive and covers applicable elements of the program (classification, performance management, pay-pool management, staffing, workforce shaping etc.)with specific instructions on how to create performance plans/objectives.</li> <li>• A majority of sampled target audiences (employees, supervisors, senior leaders, and HR professionals) are trained on applicable elements prior to the implementation of each major phase of the program.</li> <li>• A majority of sampled supervisors and senior leaders are trained on agency performance management competencies</li> <li>• Process/ instructions for training registration clear and easy to follow.</li> <li>• Most employees report the information/training is sufficient.</li> </ul>	<ul style="list-style-type: none"> <li>• Training completion documents and records (including those available through personnel data system and readiness tool) showing:               <ul style="list-style-type: none"> <li>○ percent of target employees trained in each of the classes offered</li> <li>○ percent of target employees trained prior to conversion</li> <li>○ training syllabi/curricula (indicating competencies trained)</li> </ul> </li> </ul>
	<p>Perception of training sufficiency.</p>	<p>Continuing improvement over baseline/prior year's results</p>	<p>Employee Survey:</p> <ul style="list-style-type: none"> <li>• Have you received any information or training on the demonstration project in your organization?</li> <li>• If yes, was the information/training you received sufficient?</li> </ul>

## STAKEHOLDER INVOLVEMENT DIMENSION

*Stakeholders are consulted about the program design and evaluation process and play a supportive role in the implementation of the program, in accordance with applicable law.*

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Inclusion</b></p> <p>Agencies consult with a broad spectrum of key stakeholder groups to capture a wide range of perspectives regarding APS design features, and to foster buy-in and support for the APS across these stakeholder groups.</p>	<p>Extent to which stakeholder groups are consulted about the program design, development, and implementation processes.</p>	<ul style="list-style-type: none"> <li>• Implementation of a process by which stakeholder groups, to the extent permissible by law, are consulted with respect to the design, development, and implementation of the APS.</li> <li>• Stakeholder groups and stakeholder group interests have been identified.</li> <li>• Feedback is sought from key stakeholder groups throughout stages of the program design, development, and implementation.</li> </ul>	<ul style="list-style-type: none"> <li>• Identification of stakeholders (Communications and supplemental binder)</li> <li>• PMO documentation regarding the participation of key stakeholder groups in Demo design, development, and implementation planning</li> <li>• Documentation indicating the agency has a process for collecting, consolidating, and considering input/ feedback provided by key stakeholder groups</li> <li>• PMO interviews documenting the impact stakeholders have on the design, development, and implementation of the demo</li> <li>• Lists of areas in which stakeholder feedback is sought (e.g., documentation of the existence of focus groups, town halls, comments from the regulation comment period, meetings)</li> <li>• Demo final FRN introduction</li> </ul>

## IMPLEMENTATION PLANNING DIMENSION

*Agency establishes and implements a comprehensive planning process that coordinates activities across key work streams, such as HR business processes and procedures, tools and technology infrastructure, and change management, while providing mechanisms for assessing status and managing risk.*

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Work Stream Planning and Coordination</b></p> <p>Agencies require an effective planning process that identifies and defines key work streams, highlights critical dependencies, provides for the management and mitigation of risk, and facilitates regular assessments of status against key milestones.</p>	<p>Extent to which an agency has established an effective work stream planning and coordination process to manage the program design, development, and implementation.</p>	<ul style="list-style-type: none"> <li>• Has specific work stream planning and coordination processes to manage the program design, development, and implementation.</li> <li>• Implementation plans are tailored for each deploying component organization, and the plans outline implementation milestones for program elements such as conversion to the program, compensation architecture, performance management, classification, staffing and employment, and workforce shaping.</li> </ul> <p>NOTE: One milestone may cover several program elements and one element may be part of several milestones.</p> <ul style="list-style-type: none"> <li>• Roles and responsibilities related to the program design, development, and implementation are defined and communicated.</li> </ul> <p>Implementation plans meet internal guidelines.</p>	<ul style="list-style-type: none"> <li>• Work stream planning and coordination documents (e.g., schedules, agendas, etc.)</li> <li>• Demo operational plans</li> <li>• Methods for coordinating deployment activities (e.g., implementation kick-off meetings, weekly teleconferences, deployment facilitators)</li> </ul>

**IMPLEMENTATION PLANNING DIMENSION (Continued)**

<b>Element</b>	<b>Indicator</b>	<b>Assessment Criteria</b>	<b>Data Sources</b>
<p><b>HR Business Processes and Procedures</b></p> <p>Prior to rolling out an APS, an agency documents the business processes and procedures associated with all APS components, such as staffing, pay-pool administration, and performance management.</p>	<p>Extent to which the agency has documented roles, responsibilities, policies, and procedures for major elements of the program (e.g., performance management, pay-pool administration, pay setting, and/or related areas).</p>	<ul style="list-style-type: none"> <li>• The roles, responsibilities, policies, and procedures for the elements of the program are formally identified and documented.</li> <li>• Information about the roles, responsibilities, policies, and procedures for the elements of the program has been communicated and is readily available to the workforce so that they are transparent to the workforce.</li> </ul>	<ul style="list-style-type: none"> <li>• Implementing Issuances</li> <li>• Standard operating procedures and guides</li> <li>• Other documents, as appropriate, that define roles and responsibilities for performance management, pay-pool administration, and/or related areas</li> </ul>
<p><b>Tools &amp; Technology Infrastructure</b></p> <p>Agencies develop appropriate technology tools and infrastructure to enable administering the APS. Key tools may include the APS website, performance management system, and pay-pool administration aids. Agencies' technology infrastructure allows sufficient network access and performance.</p>	<p>Extent to which the APS planning process provides for the design, development, and implementation of automated IT systems and tools that enable the program, such as performance management, pay-pool administration, and data conversion, and the extent to which the agency carries out the plan.</p>	<ul style="list-style-type: none"> <li>• An IT strategy or plan is developed and successfully carried out such that current IT system modifications accommodate the program employees.</li> <li>• IT components and software programs are accessible to users with appropriate permissions.</li> <li>• IT software programs are capable of generating the personnel actions, reports, analyses, and deliverables necessary for the APS analyses, and deliverables necessary for the APS transactions and records, and for evaluation of the system.</li> </ul>	<ul style="list-style-type: none"> <li>• Work stream planning and coordination documents</li> <li>• Documentation that IT systems have been established or are in the process of being established to support demo</li> <li>• Documentation of the conversion process</li> <li>• PMO charter</li> </ul>

**IMPLEMENTATION PLANNING DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Structured Approach</b></p> <p>Agencies develop a comprehensive change management strategy that addresses managing the people side of change. Successful change, requires more than the piece parts of the program to be implemented. Successful change requires the engagement and participation of the people involved. Organizational change management includes processes and tools for managing the people side of the change at an organizational level. These tools include a structured approach that can be used to effectively transition groups or organizations through change.</p>	<p>Extent to which an agency establishes, maintains, and executes a comprehensive change management strategy that takes into account anticipated employee reactions and provides support as workers go through the process of accepting change.</p>	<ul style="list-style-type: none"> <li>• Change management strategies/activities adequately address the following aspects: leadership commitment, communications, stakeholder management, training, and transition issues.</li> <li>• Change management strategies/activities promote organizational readiness and employee acceptance of the program, as demonstrated by leadership engagement, stakeholder involvement, and open communication.</li> </ul>	<ul style="list-style-type: none"> <li>• Website documentation explaining changes to employees</li> <li>• Examples of webcasts, town hall meetings, briefings, brochures, etc. showing the agency is promoting acceptance of change</li> <li>• Documentation of component Change Management program including scope and responsibilities; Change Agents (individuals in charge of change process)</li> <li>• Plans for continued leadership engagement</li> <li>• Requirements documentation</li> </ul>

**Progress (Indicators, Assessment Criteria and Data Sources are examples)**

<b>MISSION ALIGNMENT DIMENSION</b>			
<i>The program effectively links individual, team, and unit performance to organizational goals and desired results.</i>			
<b>Element</b>	<b>Indicator</b>	<b>Assessment Criteria</b>	<b>Data Sources</b>
<p><b>Line of Sight</b></p> <p>The degree to which employee performance expectations are linked to agency mission.</p>	<p>Percentage of employees with performance plans with individual goals that are linked to agency missions/goals using the agency’s documented process.</p>	<ul style="list-style-type: none"> <li>•Implementation of a process by which organizational goals can be aligned with individual performance goals.</li> <li>•A majority of sampled employees covered by the program have performance plans that include individual goals aligned with identified organizational, team, and/or supervisor goals.</li> </ul>	<ul style="list-style-type: none"> <li>•Documentation from the PAAT, as appropriate, e.g., sample performance plans</li> <li>•Individual performance plans, if needed</li> <li>•Agency’s strategic and operational plans</li> </ul>
	<p>Perception of the link between employee work and agency mission and goals.</p>	<p>Continuing improvement over baseline/prior year’s results</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>•I know how my work relates to my agency’s goals and priorities.</li> <li>•My manager effectively communicates the goals and priorities of my organization.</li> </ul>
<p><b>Accountability</b></p> <p>Identifies not only whether or not the linkage is present in performance plans, but also whether or not employees are actually accountable for achieving them.</p>	<p>Extent to which individuals’ performance objectives include credible performance targets.</p>	<p>A majority of sampled individual performance plans include credible performance targets.</p>	<ul style="list-style-type: none"> <li>•Documentation from the PAAT, as appropriate</li> <li>•Performance plans for individuals, as appropriate</li> </ul>
	<p>Perception of accountability.</p>	<p>Continuing improvement over baseline/prior year’s results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>•I am held accountable for achieving results.</li> </ul>

## RESULTS-ORIENTED PERFORMANCE CULTURE DIMENSION

*The program promotes a high performance workforce by differentiating between high and low performers and by rewarding employees on the basis of performance while effectively managing payroll costs.*

Element	Indicator	Assessment Criteria	Data Sources
<b>Differentiating Performance</b>  The performance ratings show variability.	Extent to which rating distribution and review process appropriately differentiate levels of performance.	The distribution of performance ratings cover a full distribution of likely levels.	<ul style="list-style-type: none"> <li>•Ratings distributions from workforce data</li> <li>•Process for reviewing and assuring quality of ratings (implementing issuances, pay pool brochures)</li> </ul>
	Perception that performance ratings appropriately differentiate levels of performance.	Continuing improvement over baseline/prior year's results.	<b>Employee Survey</b> <ul style="list-style-type: none"> <li>•In my work unit, differences in performance are recognized in a meaningful way.</li> </ul>
<b>Pay for performance</b>  The relationship between pay raises and awards/bonuses and performance rating levels.	Extent to which pay/bonuses are linked to performance (e.g., mean pay increases and bonuses by performance level/band).	<ul style="list-style-type: none"> <li>•Following program implementation, there is a high association between performance ratings and salary increases (allowing for pay band limits).</li> <li>•Following program implementation, there is a high association between performance ratings and bonuses.</li> </ul>	Payout matrices, salaries, bonuses, and performance ratings from workforce data
	Perception of association between performance rating and financial reward.	Continuing improvement over baseline/prior year's work.	<b>Employee Survey</b> <ul style="list-style-type: none"> <li>•Awards/pay raises in my work unit depend on how well employees perform their jobs.</li> </ul>

**RESULTS-ORIENTED PERFORMANCE CULTURE DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Cost Management</b></p> <p>The extent to which reliable cost estimates are associated with decisions and the extent to which decision makers are accountable for cost management.</p>	<p>Extent to which decision makers have reliable estimates of costs associated with decisions (both short-term and long-term cost estimates) and the degree to which costs are in budget (e.g., percent of payroll for base pay increases and for bonuses).</p>	<ul style="list-style-type: none"> <li>• Documentation of cost projections and analyses used by decision makers is maintained.</li> <li>• Annual system-wide reviews of past and projected costs are conducted and those reviews identify needs for further analysis, methodology changes, corrective action, or new guidelines.</li> </ul>	<p>Documentation of:</p> <ul style="list-style-type: none"> <li>• Cost estimates and projections used by decision makers at time decisions were made</li> <li>• Analysis of mission-related benefits cited as justification for higher costs, documentation of cost analysis methods and of evaluations of reliability of those methods, annual cost analyses of salary increase budget (e.g., pay pool) allocations and actual spending in system (by type of action) compared to historical spending and/or spending by comparison group, database that tracks average starting salaries for entry-level employees and average salaries of full-performance level employees (by occupational category), pay-pool funding documents, and bonus funding/guidelines.</li> </ul>



## WORKFORCE QUALITY DIMENSION

*Agency retains its high performers, keeps employees satisfied and committed, attracts high-quality new hires, and transitions its low performers out of the organization.*

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Recruitment</b></p> <p>The extent to which the agency can improve its ability to recruit employees with the appropriate skills, based on the perceptions of supervisory employees.</p>	<p>Extent to which reports indicate the organization is able to attract high-quality new hires.</p>	<p>Ratio of high quality to total number of eligible applicants improves over time.</p>	<p>Reports on quality of applicants</p>
	<p>Perception of organization's ability to attract high-quality new hires.</p>	<p>Continuing improvement over baseline/prior year's results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>• My work unit is able to recruit people with the right skills (supervisors only).</li> </ul>
<p><b>Flexibility</b></p> <p>The agency's progress in providing supervisors with the personnel flexibility needed to re-deploy their staff, and the extent to which this flexibility is used.</p>	<p>Supervisors' perception that they have the flexibility needed to respond to workload or mission changes.</p>	<p>Continuing improvement over baseline/prior year's results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>• I have the flexibility I need to respond to workload or mission changes (Manager/Supervisor only).</li> </ul>

**WORKFORCE QUALITY DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Retention</b></p> <p>The ability of an agency to use the tools provided by the APS (e.g., performance management, pay) to help managers keep high performers and deal appropriately with low performers.</p>	<p>Extent to which reports indicate the organization is able to retain high performers.</p>	<ul style="list-style-type: none"> <li>• Employees with high performance ratings (4s and 5s) have a lower turnover rate than employees with low performance ratings (1s and 2s) following the implementation of the program.</li> <li>• Each year following implementation of the program, the turnover rate for high performers (4s and 5s) decreases.</li> </ul>	<ul style="list-style-type: none"> <li>• Reports of the association between performance rating and employee turnover/retention</li> <li>• Reports of turnover rates by performance ratings</li> </ul>
	<p>Extent to which reports indicate an organization addresses low performance.</p>	<p>Employees with low performance ratings (1s and 2s) have a higher turnover rate than employees with high performance ratings (4s and 5s) following program implementation.</p>	<ul style="list-style-type: none"> <li>• Reports of the association between performance rating and employee turnover/retention</li> <li>• Reports of turnover rates by performance ratings</li> </ul>
	<p>Perception that poor performers are dealt with.</p>	<p>Continuing improvement over baseline/prior year's results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>• In my work unit, steps are taken to deal with a poor performer who cannot or will not improve.</li> </ul>

**WORKFORCE QUALITY DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Satisfaction and Commitment</b></p> <p>Based on the premise that an agency's mission performance is increased when its workforce is both committed and satisfied, as measured by employee ratings of organizational commitment and job satisfaction.</p>	<p>Perception of satisfaction with their job and organization.</p>	<p>Continuing improvement over baseline/prior year's results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>• I recommend my organization as a good place to work.</li> <li>• Considering everything, how satisfied are you with your organization?</li> </ul> <p>Systems, Standards, and Metrics Job Satisfaction Index</p>
	<p>Employee turnover intentions.</p>	<p>Continuing improvement over baseline/prior year's results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>• Are you considering leaving your organization within the next year, and if so, why?</li> </ul>

## EQUITABLE TREATMENT DIMENSION

*The program promotes an environment of fairness and trust for employees, consistent with the merit system principles and free of prohibited personnel practices.*

Element	Indicator	Assessment Criteria	Data Sources
<b>Fairness</b>  The impact of the APS on the perceived fairness of agency –related practices.	Extent to which reports indicate the fairness of the pay for performance process.	Number of adverse actions, appeals, complaints, and grievances related to performance ratings.	Reports of adverse actions, appeals, complaints, grievances, and unfair labor practices
	Perception of dispute resolution fairness.	Continuing improvement over baseline/prior year’s results.	<b>Employee Survey</b> <ul style="list-style-type: none"> <li>•Complaints, disputes, or grievances are resolved fairly in my work unit</li> </ul>
	Perception that the pay for performance process is fair.	Continuing improvement over baseline/prior year’s results.	<b>Employee Survey</b> <ul style="list-style-type: none"> <li>•My performance appraisal is a fair reflection of my performance.</li> <li>•Arbitrary action, personal favoritism and coercion for partisan political purposes are not tolerated.</li> <li>•Prohibited personnel practices are not tolerated.</li> <li>•There are adequate procedures to get my performance rating reconsidered, if necessary.</li> </ul>

**EQUITABLE TREATMENT DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Transparency</b></p> <p>The extent to which pay for performance processes and procedures are available and understood by stakeholders.</p>	<p>Extent to which actions indicate transparency in the pay for performance process.</p>	<ul style="list-style-type: none"> <li>•Criteria and standards for assigning ratings and associated pay increases are defined and published.</li> <li>•General distribution of ratings and payout results are posted to a website, or other actions to make the results transparent to employees are undertaken.</li> <li>•Measures being taken to improve perceptions of fairness and trust are identified and communicated, as appropriate.</li> </ul>	<p>Actions that promote transparency of ratings and results such as: specific process for making rating and payout determination, outreach events and materials designed to educate employees regarding criteria used for making rating and pay determinations, distribution of ratings, payout results</p>
	<p>Perception that the pay for performance process is transparent.</p>	<p>Continued improvement over baseline/prior year’s results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>•I understand how pay decisions are made.</li> </ul>
<p><b>Trust</b></p> <p>The impact of the APS on the level of trust employees have for their supervisors.</p>	<p>Perception of trust.</p>	<p>Continued improvement over baseline/prior year’s results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>• I have trust and confidence in my supervisor.</li> </ul>

**IMPLEMENTATION PLAN EXECUTION DIMENSION**

*Agency demonstrates progress in implementing the program in accordance with its comprehensive planning process.*

<b>Element</b>	<b>Indicator</b>	<b>Assessment Criteria</b>	<b>Data Sources</b>
<p><b>Workstream Planning and Status</b></p> <p>The execution of the implementation process in accordance with the planning process, with attention to key work streams, critical dependencies, management and mitigation of risk, and regular assessment of status.</p>	<p>Extent to which the implementation program is consistent with the work stream planning process.</p>	<p>A majority of the program implementation milestones are achieved within current agreed-upon timeframes.</p>	<p>Work stream planning and status documents/records</p>
<p><b>Performance Management System Execution</b></p> <p>The extent to which the performance management components of the APS are being implemented as intended.</p>	<p>Percentage of personal performance plans created by required date.</p>	<p>A majority of sampled eligible employees covered by the program have individual performance plans created within the identified timeframe.</p>	<ul style="list-style-type: none"> <li>• Performance management system reports</li> <li>• PAAT documentation, as appropriate</li> </ul>
	<p>Percentage of employees receiving an annual review.</p>	<p>A majority of sampled eligible employees covered by the program receive an annual performance review within the identified timeframe.</p>	<ul style="list-style-type: none"> <li>• Performance management system reports</li> <li>• PAAT documentation, as appropriate</li> </ul>

**IMPLEMENTATION PLAN EXECUTION DIMENSION (Continued)**

Element	Indicator	Assessment Criteria	Data Sources
<p><b>Employee Support for APS</b></p> <p>While not definitive as to the overall effectiveness of the APS, employee support is a strong indicator of implementation progress. Historically, support for an APS usually declines for one or more years before beginning to rise again.</p>	<p>Perception that program objectives will be achieved.</p>	<p>Continuing improvement over baseline/prior year's results.</p>	<p><b>Employee Survey</b></p> <ul style="list-style-type: none"> <li>• Overall, what impact do you think the APS will have on personnel practices?</li> <li>• The APS will improve processes for: hiring new employees; disciplining/correcting poor work performance; rewarding good work performance; linking pay to performance; classification of jobs by series and pay grade/pay band; communication between employees and supervisors; ensuring individual performance supports organizational mission effectiveness.</li> <li>• Overall, my organization is effective in accomplishing its objectives.</li> <li>• - Are you in favor of the demonstration project for your organization?</li> </ul>





**Appendix D - Sample Data Call Template**

**Preparedness**

<b>Leadership Commitment Dimension</b>	<b>Element</b>	<b>Indicator</b>	<b>Proposed Data Sources</b>	<b>Provider</b>
<p><b>LEADERSHIP COMMITMENT</b></p> <p><i>Agency leaders are actively engaged in promoting and gaining workforce acceptance of the program, as well as prioritizing program implementation. Agency leaders provide appropriate resources for program implementation and are held accountable for effective execution.</i></p>	<p><b>Engagement</b></p> <p>The extent and sufficiency of senior leader efforts to promote, provide information about, and gain widespread acceptance of the APS across an agency workforce via leadership outreach and communication programs.</p>	<p>Extent and sufficiency of senior leader participation in outreach events and senior leader communications designed to promote the program across the workforce.</p>	<p>The following information from PMO and components: Internal reports, leadership/congressional briefings, and other representative material included in Communications/Congressional Affairs that contain summaries of the following documents (if not available, then documents themselves will suffice):</p> <ul style="list-style-type: none"> <li>• Briefing materials/talking points developed for leadership</li> <li>• Briefing schedules</li> <li>• Videos/Taped remarks</li> <li>• Slide Shows</li> <li>• Speeches</li> <li>• Congressional testimony</li> <li>• Internal leadership communications</li> <li>• Conference Information</li> <li>• Interviews with and memos from key leadership</li> <li>• Role/responsibility descriptions for senior leaders</li> </ul>	<ul style="list-style-type: none"> <li>• PMO</li> <li>• Agency Website</li> <li>• OPM</li> </ul>

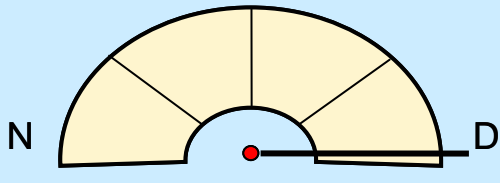
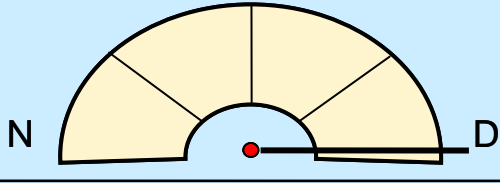
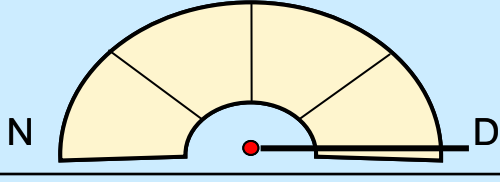
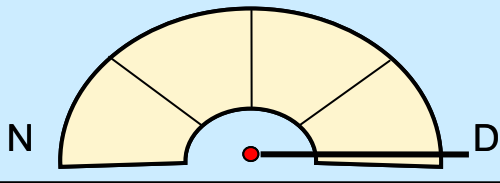
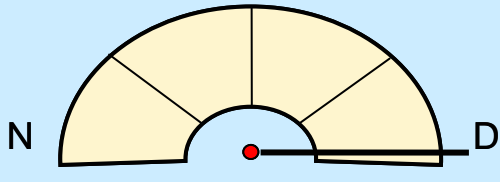


## Appendix E - Sample Rating Sheet (Preparedness)

Dimension: <b>Leadership Commitment</b> – <i>Agency leaders are actively engaged in promoting and gaining workforce acceptance of the program, as well as prioritizing program implementation. Agency leaders provide appropriate resources for program implementation and are held accountable for effective execution.</i>
Element: <b>Engagement</b>
Indicator: <b>Extent and sufficiency of senior leader participation in outreach events and senior leader communications designed to promote the program across the workforce.</b>
Data Sources <ul style="list-style-type: none"> <li>• <b>If paper docs, list here</b></li> <li>• <b>Web Pages, etc.</b></li> </ul>
Assessment Criteria
<p><b>Appropriate senior leaders accomplish the following:</b></p> <ul style="list-style-type: none"> <li>○ <b>Engage personally with the design, development, and implementation of the program</b></li> <li>○ <b>Monitor the progress of program preparation and deployment on a regular basis and communicate program progress to employees and stakeholders</b></li> <li>○ <b>Participate in a variety of events such as live speeches, conferences, Congressional testimony, meetings/briefings, video recordings, and interviews</b></li> <li>○ <b>Communicate a vision that clearly specifies how the program will impact organizational effectiveness, structure, and culture; employee performance expectations, compensation, advancement opportunities, and morale; employee rights and legal protections; and employee-supervisor relationships</b></li> <li>○ <b>Designate executive champions to express personal support for the program</b></li> <li>○ <b>Resolve emergent issues, including those related to organizational culture, readiness, and resources</b></li> </ul>
Scoring Guidance
<p>Please indicate whether the agency has “demonstrated” or “not demonstrated” preparedness as described by the assessment criteria or criterion above. In order to achieve a score of “demonstrated” all assessment criteria must be met. In those cases where preparedness is “not demonstrated” (based on data provided by agency) please indicate the specific criteria or criterion not met.</p> <p> <input type="checkbox"/> <b>Demonstrated</b>  <input type="checkbox"/> <b>Not Demonstrated (explanation required)</b> </p> <p><b>Explanation:</b></p>  



## Appendix F - Objectives-Based Assessment Framework: Expanded Executive Dashboards

<b>PREPAREDNESS</b>		
Dimension	Element Rating (D/N)	Status
<b><i>Leadership Commitment</i></b> Engagement Accountability Resources Governance	D D D D	N 
<b><i>Open Communication</i></b> Information Access Outreach Feedback	D D D	N 
<b><i>Training</i></b> Planning Delivery	D D	N 
<b><i>Stakeholder Involvement</i></b> Inclusion	D	N 
<b><i>Implementation Planning</i></b> Workstream Planning and Coordination HR Business Processes and Procedures Tools and Technology Infrastructure Structured Approach	D D D D	N 
<b>N = Preparedness not demonstrated at this time</b> <b>D = Preparedness demonstrated at this time</b> <b>NR = Not ratable; No data available</b>		

<b>Leadership Commitment</b>			
<i>Description: Agency leaders are actively engaged in promoting and gaining workforce acceptance of the program, as well as prioritizing program implementation. Agency leaders provide appropriate resources for program implementation and are held accountable for effective execution</i>			
<i>Elements</i>	➤ Engagement	<i>Indicator</i>	Extent and sufficiency of senior leader participation in outreach events and senior leader communications designed to promote the program across the workforce.
	➤ Accountability	<i>Indicators</i>	1. Extent to which program implementation is identified as a priority in agency strategies or appropriate planning documents. 2. Extent to which responsible senior leaders are held accountable for program implementation.
	➤ Resources	<i>Indicator</i>	Extent to which an agency provides appropriate authority, staffing, and budget to the program management office.
	➤ Governance	<i>Indicator</i>	Extent to which the agency has established and utilizes an effective mechanism for identifying and resolving critical issues associated with the program design, development, and implementation.
<b>Open Communication</b>			
<i>Description: Agency provides accurate, up-to-date information on system features and implementation plans. Active outreach efforts are undertaken to provide information to employees and to address questions and concerns. Effective mechanisms are in place for gathering and considering feedback.</i>			
<i>Elements</i>	➤ Information Access	<i>Indicators</i>	Extent to which the program website(s) is (are) comprehensive and fully utilized by employees.
	➤ Outreach	<i>Indicators</i>	Frequency, variety, and quality of employee outreach efforts.
	➤ Feedback	<i>Indicators</i>	1. Availability of employee feedback mechanisms. 2. Extent to which employee feedback is considered.

<b>Training</b>			
<i>Description: Agency develops and executes a comprehensive training strategy for effective training on relevant components of the program to users via a range of delivery methods.</i>			
<i>Elements</i>	➤ Planning	<i>Indicator</i>	Existence of a comprehensive training strategy.
	➤ Delivery	<i>Indicators</i>	1. Extent to which senior leaders, supervisors, and staff receive timely, high-quality training. 2. Perception of training sufficiency.
<b>Stakeholder Involvement</b>			
<i>Description: Stakeholders are actively consulted about the program design and evaluation process and play a supportive role in the implementation of the program, in accordance with applicable law.</i>			
<i>Elements</i>	➤ Inclusion	<i>Indicator</i>	Extent to which stakeholder groups are consulted about the program design, development, and implementation processes.
<b>Implementation Planning</b>			
<i>Description: Agency establishes and implements a comprehensive planning process that coordinates activities across key work streams, such as HR business processes and procedures, tools and technology infrastructure, and change management, while providing mechanisms for assessing status and managing risk.</i>			
<i>Elements</i>	➤ Work Stream Planning and Coordination	<i>Indicator</i>	Extent to which the agency has established an effective work stream planning and coordination process to manage the program design, development, and implementation.
	➤ HR Business Processes and Procedures	<i>Indicator</i>	Extent to which the agency has documented roles, responsibilities, policies, and procedures for major elements of the program (e.g., performance management, pay-pool administration, pay setting, and/or related areas).
	➤ Tools and Technology Infrastructure	<i>Indicator</i>	Extent to which the program planning process provides for the design, development, and implementation of automated IT systems and tools that enable the program, such as performance management, pay-pool administration, and data conversion, and the extent to which an agency carries out the plan.
	➤ Structured Approach	<i>Indicator</i>	Extent to which an agency establishes, maintains, and executes a comprehensive change management strategy that takes into account anticipated employee reactions and provides support as workers go through the process of accepting change.

PROGRESS		
Dimension	Element Rating (D/N)	Status
<b>Mission Alignment</b> Line of Sight Accountability	D D	
<b>Results-Oriented Performance Culture</b> Differentiating Performance Pay-for-Performance Cost Management	N N D	
<b>Workforce Quality</b> Recruitment Flexibility Retention Satisfaction and Commitment	D D D N	
<b>Equitable Treatment</b> Fairness Transparency Trust	N D N	
<b>Implementation Plan Execution</b> Work Stream Planning and Status Performance Management System Execution Employee Support for APS	D N NR	
<b>N = Preparedness not demonstrated at this time</b> <b>D = Preparedness demonstrated at this time</b> <b>NR = Not ratable; No data available</b> = Trend     = Stable		



<b>Mission Alignment</b>			
<i>Description: The program effectively links individual, team, and unit performance to organizational goals and desired results.</i>			
<i>Elements</i>	➤ Line of Sight	<i>Indicators</i>	<ol style="list-style-type: none"> <li>1. Percentage of employees with performance plans with individual goals linked to agency missions/goals using the agency's documented process.</li> <li>2. Perception of the link between their work and agency mission and goals.</li> </ol>
	➤ Accountability	<i>Indicators</i>	<ol style="list-style-type: none"> <li>1. Extent to which individuals' performance objectives include credible performance targets.</li> <li>2. Perception of accountability.</li> </ol>
<b>Results-Oriented Performance Culture</b>			
<i>Description: The program promotes a high performance workforce by differentiating between high and low performers and by rewarding employees on the basis of performance while effectively managing payroll costs.</i>			
<i>Elements</i>	➤ Differentiating Performance	<i>Indicators</i>	<ol style="list-style-type: none"> <li>1. Extent to which rating distribution and review process appropriately differentiate levels of performance.</li> <li>2. Perception performance ratings appropriately differentiate levels of performance.</li> </ol>
	➤ Pay for performance	<i>Indicator</i>	Extent to which pay/bonuses are linked to performance (e.g., mean pay increases and bonuses by performance level/band). Perception of association between performance rating and financial reward.
	➤ Cost Management	<i>Indicator</i>	Extent to which decision-makers have reliable estimates of costs associated with decisions (both short-term and long-term cost estimates) and the degree to which costs are in budget (e.g., percent of payroll for base pay increases and bonuses).
<b>Workforce Quality</b>			
<i>Description: Agency retains its high performers, keeps employees satisfied and committed, attracts high-quality new hires, and transitions its low performers out of the organization</i>			
<i>Elements</i>	➤ Recruitment	<i>Indicators</i>	<ol style="list-style-type: none"> <li>1. Extent to which reports indicate the organization is able to attract high-quality new hires.</li> <li>2. Perception of organization's ability to attract high-quality new hires.</li> </ol>
	➤ Flexibility	<i>Indicator</i>	Supervisors' perception they have the flexibility needed to respond to workload or mission changes.

	➤ Retention	Indicators	<ol style="list-style-type: none"> <li>1. Extent to which reports indicate the organization is able to retain high performers</li> <li>2. Extent to which reports indicate an organization addresses low performance.</li> <li>3. Perception poor performers are dealt with by supervisor.</li> </ol>
	➤ Satisfaction and Commitment	Indicators	<ol style="list-style-type: none"> <li>1. Perception of satisfaction with their job and organization.</li> <li>2. Employee turnover intentions.</li> </ol>

### Equitable Treatment

*Description: The program promotes an environment of fairness and trust for employees, consistent with the Merit System Principles and free of Prohibited Personnel Practices.*

Elements	➤ Fairness	Indicators	<ol style="list-style-type: none"> <li>1. Extent to which reports indicate the fairness of the pay for performance process.</li> <li>2. Perception of dispute resolution fairness.</li> <li>3. Perception that the pay for performance process is fair.</li> </ol>
	➤ Transparency	Indicators	<ol style="list-style-type: none"> <li>1. Extent to which actions indicate transparency in the pay for performance process.</li> <li>2. Perception that the pay for performance process is transparent.</li> </ol>
	➤ Trust	Indicator	Perception of trust.

### Effective Implementation

*Description: Agency demonstrates Progress in implementing the program in accordance with its comprehensive planning process.*

Elements	➤ Work Stream Planning and Status	Indicators	Extent to which the implementation program is consistent with the work stream planning process.
	➤ Performance Management System Execution	Indicators	<ol style="list-style-type: none"> <li>1. Percentage of personal performance plans created by required date.</li> <li>2. Percentage of employees receiving an annual review.</li> </ol>
	➤ Employee Support for the APS	Indicator	Perception the program objectives will be achieved.

## Appendix G - Trajectory Charts Developed by OPM

**KEY:**

**AcqDemo** – Department of Defense (DoD) Acquisition Demonstration Project

**China Lake** – DoD (Navy) China Lake Demonstration Project

**DOC** – Department of Commerce Demonstration Project

**NIST** – National Institute of Standards and Technology

**Wave 1** – DoD Science and Technology (S&T) Reinvention Laboratory Demonstration Project sites: Air Force Research Lab; Aviation and Missile Research, Development and Engineering Center; Army Research Lab; Army Medical Research and Materiel Command; Engineer Research and Development Center

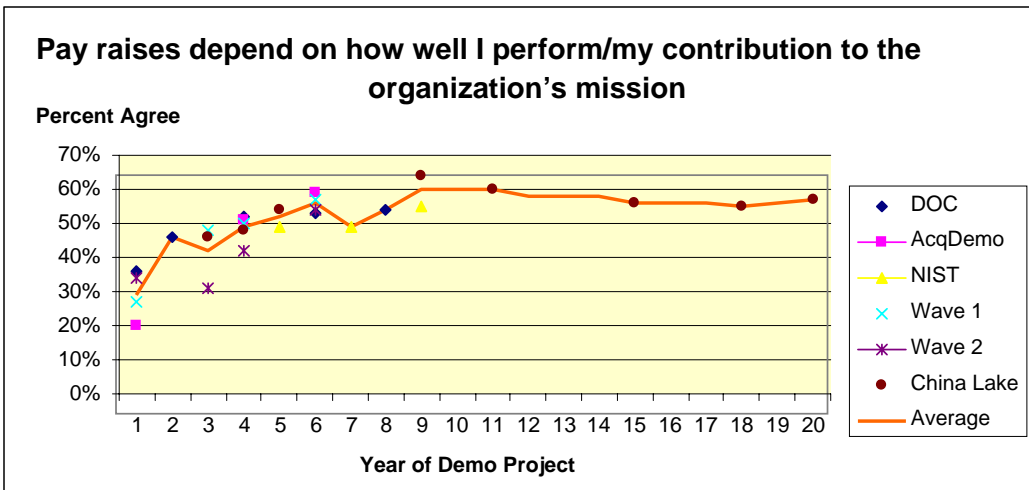
**Wave 2** – DoD Science and Technology (S&T) Reinvention Laboratory Demonstration Project sites: Naval Surface Warfare Centers; Naval Research Lab; Naval Undersea Research Centers; Army Communications Electronics Command; Tank-Automotive and Armaments Command; Army Soldier Biological and Chemical Command; Army Simulation, Training, and Instrumentation Command

**Dimension:** Results-Oriented Performance Culture

**Element:** Pay for performance

**Indicator:** Association between performance rating and financial rewards

**Figure G-1: Demonstration Projects**

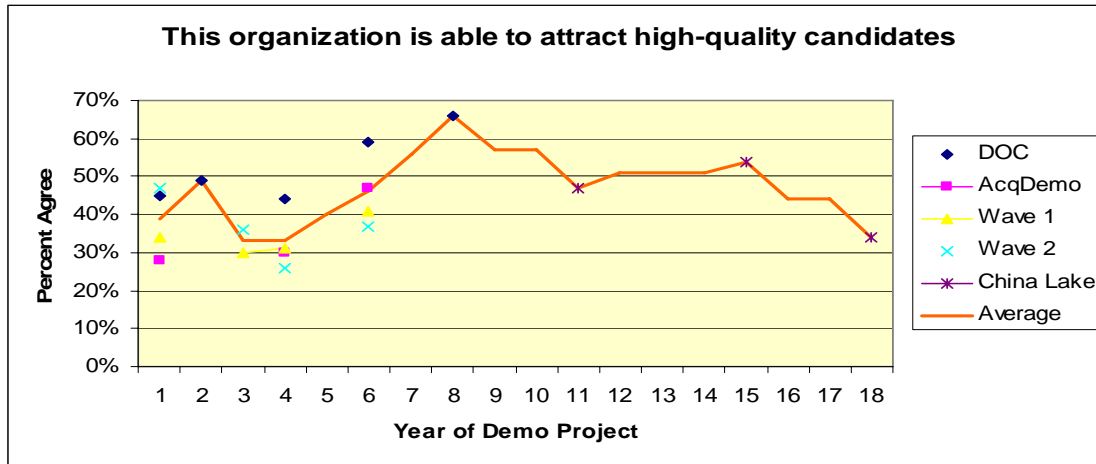


**Dimension:** Workforce Quality

**Element:** Recruitment

**Indicator:** Perceived ability to attract high-quality new hires

**Figure G-2: Demonstration Projects**

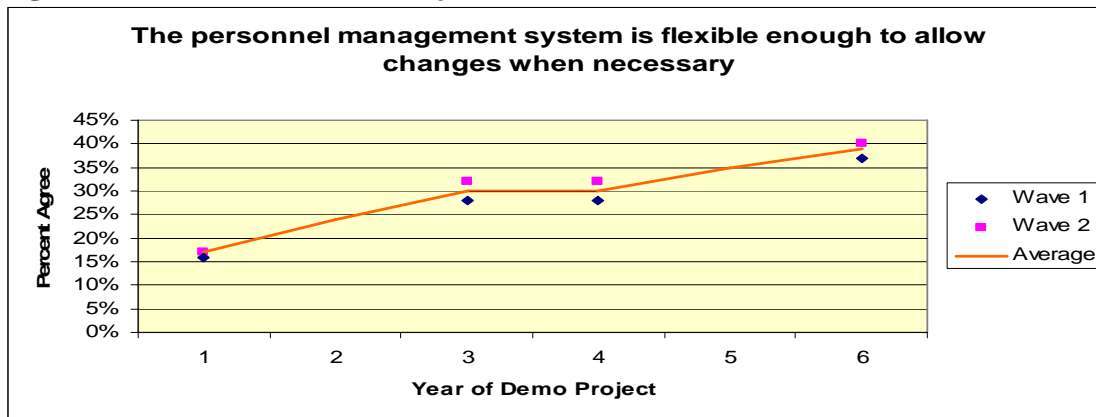


**Dimension:** Workforce Quality

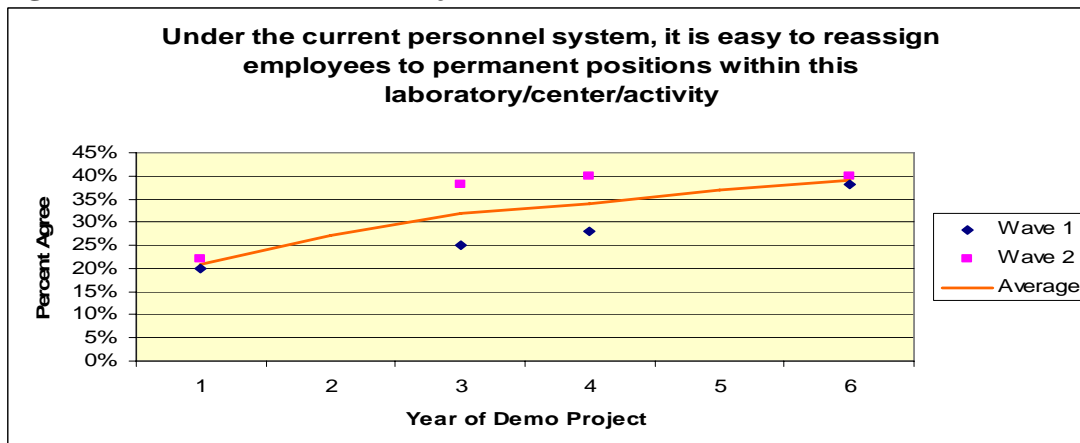
**Element:** Flexibility

**Indicator:** Flexibility Survey Items

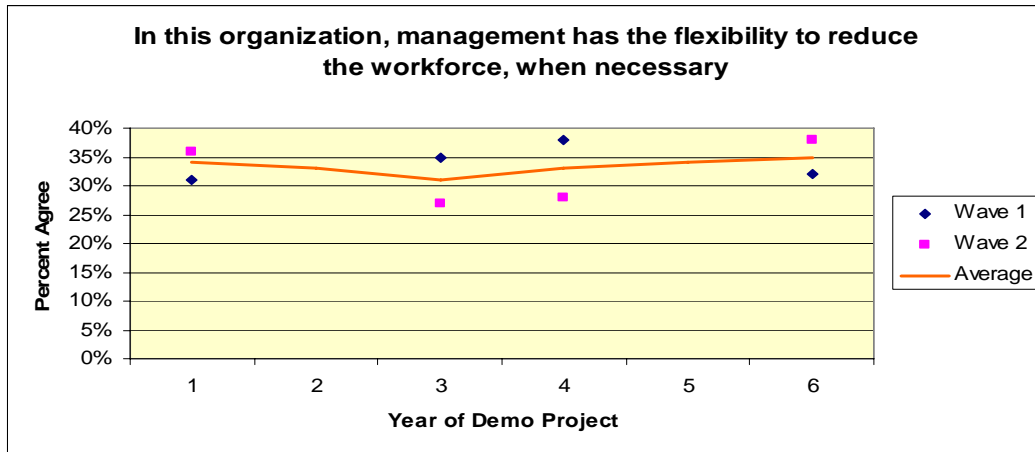
**Figure G-3: Demonstration Projects**



**Figure G-4: Demonstration Projects**

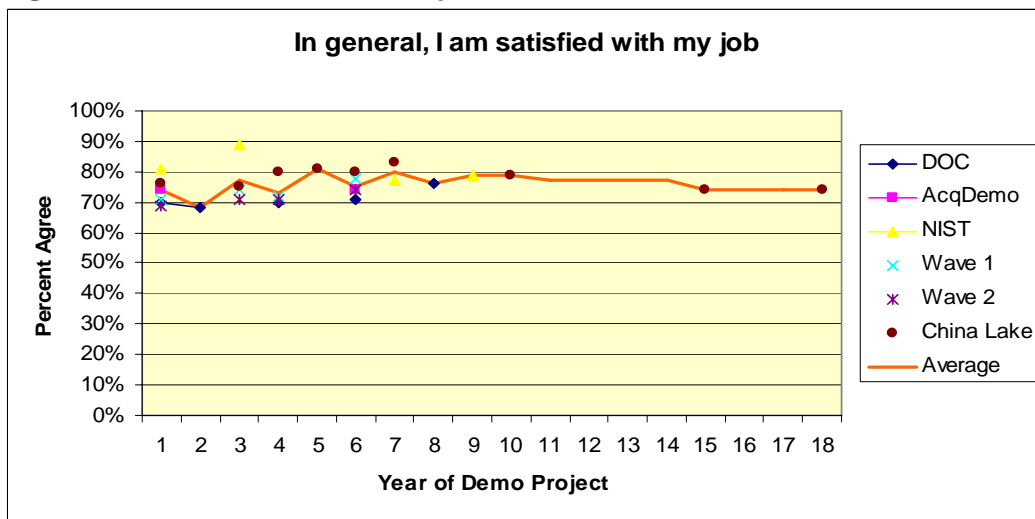


**Figure G-5: Demonstration Projects**



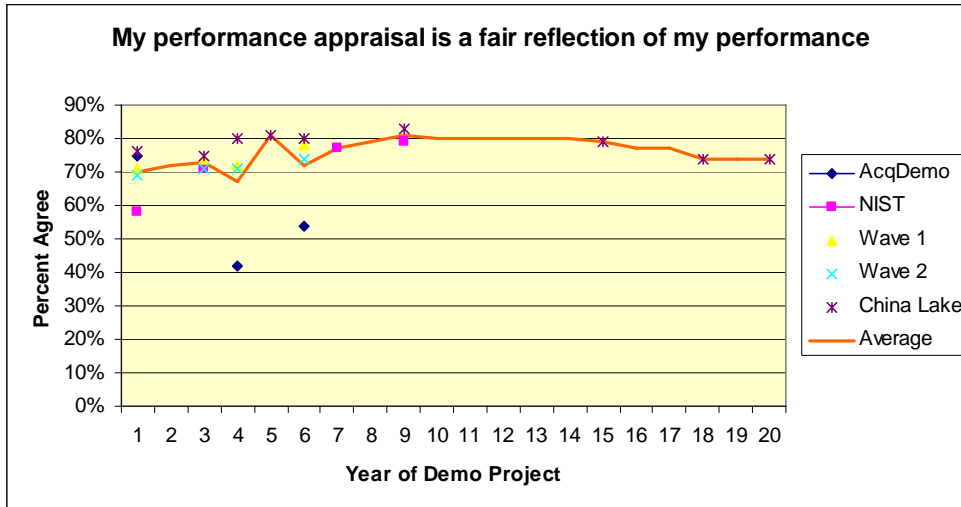
**Dimension:** Workforce Quality  
**Element:** Satisfaction and Commitment  
**Indicator:** Job Satisfaction Index

**Figure G-6: Demonstration Projects**

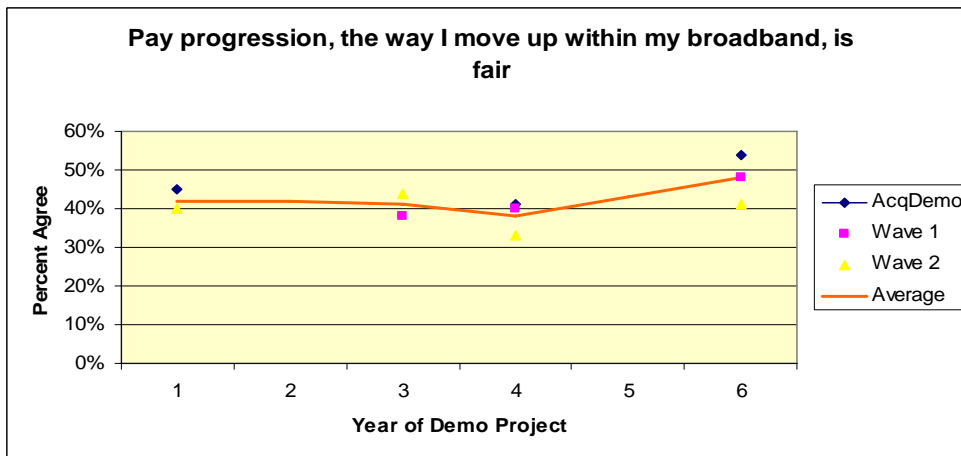


**Dimension:** Equitable Treatment  
**Element:** Fairness  
**Indicator:** Perception of Fairness Items

**Figure G-7: Demonstration Projects**

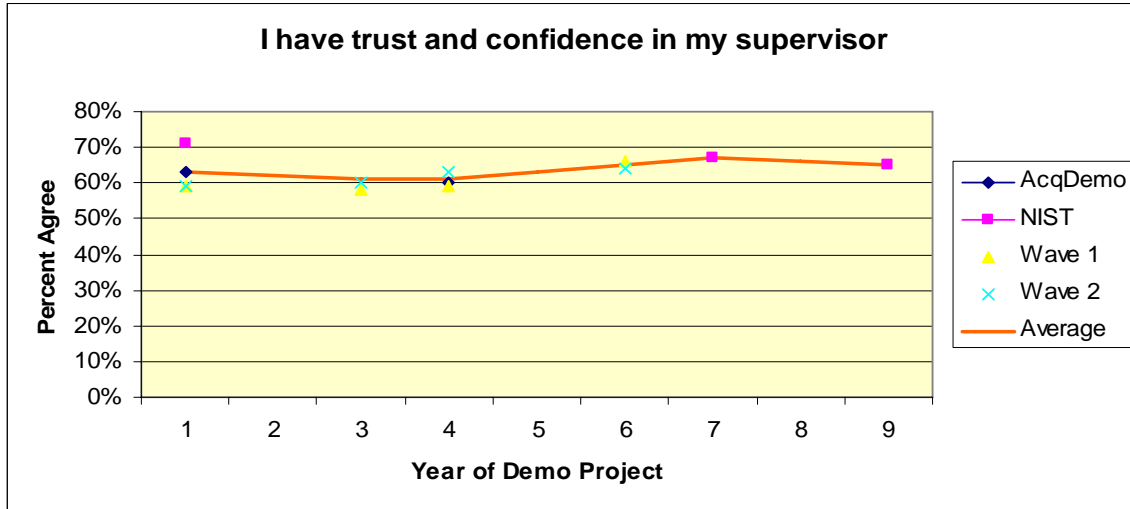


**Figure G-8: Demonstration Projects**



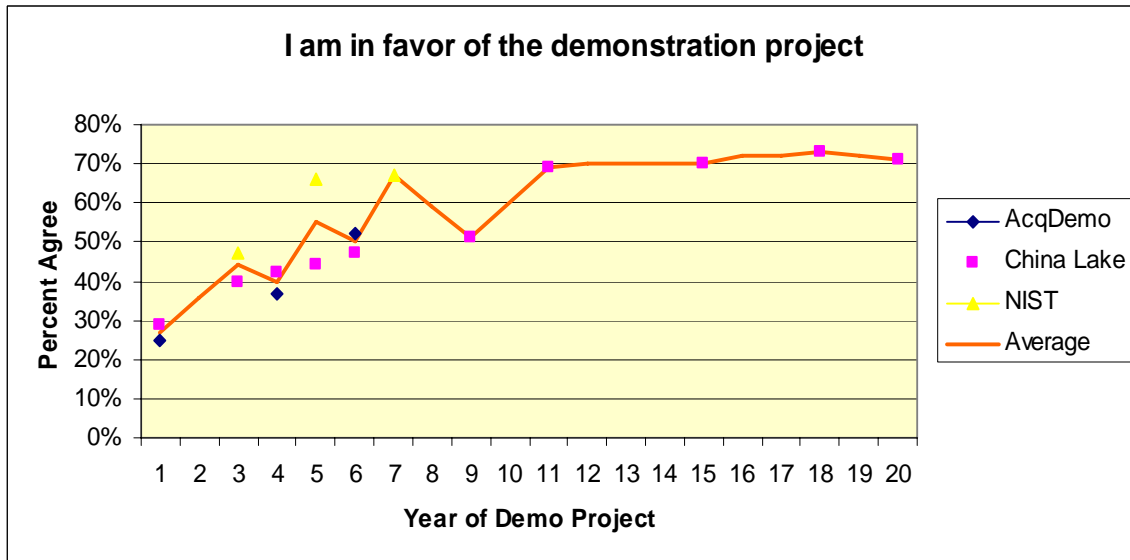
**Dimension:** Equitable Treatment  
**Element:** Trust  
**Indicator:** Perception of Trust Item

**Figure G-9: Demonstration Projects**



**Dimension:** Implementation Plan Execution  
**Element:** Employee Support of APS  
**Indicator:** Perception of Support

**Figure G-10: Demonstration Projects**







## Appendix H – Sample of Panel Training Slides

Slide 1:

### Introduction

---

In this section, we will:

- Introduce ourselves and share expectations for the day
- Provide a general overview of the Alternative Personnel System (APS) Objectives-Based Assessment Framework
- Review your role as an assessment panel members

⊕ Slides 1 – 8: approx. 45 minutes

As everyone introduces themselves, track expectations shared on a flip chart.

Slide 2:

## By the end of this training, you will...

---

- Be able to describe the purpose of the APS Objectives-Based Assessment Framework (Framework)
- Understand your role as a panel member in the successful implementation of the assessment process
- Be familiar with the Framework, process, criteria, and tools available for completing the panel assessment
- Know where to go should you require additional information or have questions

Our primary goal is to orient you to the Framework, process, criteria and tools at your disposal to apply the assessment process fairly.

Review slide.

Review expectations captured on the flip chart and note those that will be filled by the training and those that won't be met by the training. For those that won't be met, capture them in a parking lot to revisit at the end of the day.

Slide 3:

## Typical Training Day Schedule

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Time	Topic
9:00 – 9:45 am	Introduction
9:45 – 10:30 am	Project Background
10:30 – 10:45 am	Break
10:45 – 11:45 am	Assessment Criteria
11:45 am – 12:45 pm	Lunch
12:45 – 2:15 pm	Assessment Panel Process
2:15 – 2:30 pm	Break
2:30 – 4:00 pm	Group Exercise: Example Rating
4:00 – 4:30 pm	Wrap/Adjourn

This is a typical agenda for the day.

There will be two breaks and a break for lunch. Confirm no one has to leave early.

Any questions before we get started?

Slide 4:

## APS Objectives-Based Assessment Framework

---

- This assessment approach was created to be a credible standard for agency use
- The approach is designed to be flexible enough to support governmentwide implementation of a total APS or parts thereof, including Demonstration Projects.
- The approach is currently tailored for systems that incorporate, at a minimum, a pay for performance component
- To the extent possible, the approach leverages existing data & internal evaluations

The U.S. Office of Personnel Management (OPM) is statutorily charged in the Chief Human Capital Officers (CHCO) Act of 2002 with improving strategic human capital management of the Government's civilian workforce, which includes associated planning and evaluation efforts. OPM is also required and obligated to coordinate with agencies on human capital transformation, to assess agency efforts in implementing new human capital systems and programs, and to leverage program outcomes for future agency human capital transformation. To aid its coordination efforts, OPM develops APS assessment standards Federal agencies should meet and collaborates with them to help them meet these standards.

OPM has developed a set of standards which, based on past experience in both the public and private sectors and input from key stakeholders in both OPM and other agencies, are essential to successfully implementing significant human capital system reforms. These quantitative and qualitative standards have been incorporated into a framework designed to assess agency APSs, including pay for performance demonstration projects, which implement new pay structures with other interventions to drive change. With modification, this framework could be used for any APS.

Slide 5:

## Key Framework Principles

---

- Assesses “Preparedness” in addition to “Progress”
- Focuses primarily on achievement of broad APS objectives drawing by on range of elements and indicators
- Incorporates the ability to assess specific interventions defined by the APS (mostly seen in Demonstration Projects)
- Incorporate executive-level tool (“dashboard”) to communicate summary results
- Approach is consistent with the U.S. Office of Personnel Management (OPM) Human Capital Assessment and Accountability Framework (HCAAF)

Preparedness refers to an agency’s readiness to implement an alternative pay system.

Progress addresses the extent to which the agency has achieved, or is in the process of achieving, the broad human capital transformation goals associated with the APS.

Definitions of Framework components will be covered in the next section.

The Framework described in this report will allow OPM and/or agencies to assess APSs that include new pay systems, along with other changes in personnel management polices and procedures (usually referred to as interventions in demonstration projects).

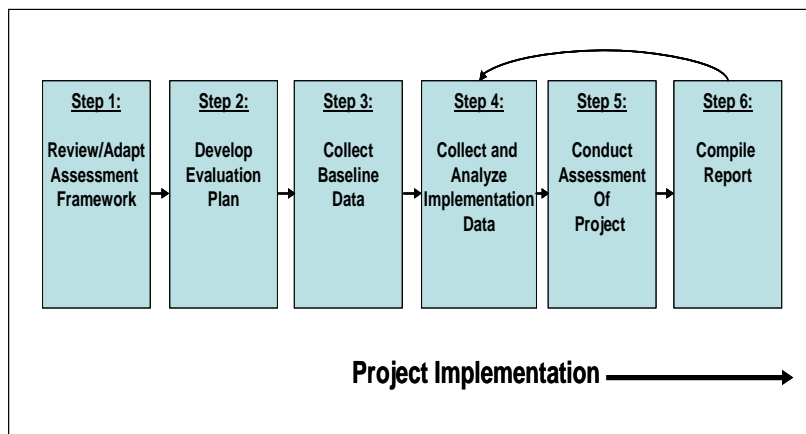
The Executive Dashboard is a mechanism for depicting the results of the assessment that can easily be understood by key stakeholders.

The HCAAF is the framework OPM developed to implement those sections of the Chief Human Capital Officers (CHCO) Act of 2002 pertaining to human capital management and evaluation.

Slide 6:

## Steps for Using APS Objectives-Based Assessment Framework

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Program team follows these steps when using the Framework for APS assessment.

As panelist, you are involved in Step 5. Embedded activities for this step will be discussed later.

Slide 7:

## Framework Assessment Panel

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- Panel members are identified to include competencies in:
  - Design, implementation, and evaluation of demonstration projects and/or Alternative Personnel Systems
  - Federal Human Capital Leadership
  - Program Evaluation
  - Design and implementation of major human capital systems
- Panel members will:
  - Review relevant documentation associated APS program
  - Implement the prescribed assessment process
  - Reach consensus regarding ratings assigned for each indicator

Tie slide to background of the selected panelist attending the session.

Slide 8:

## Background

---

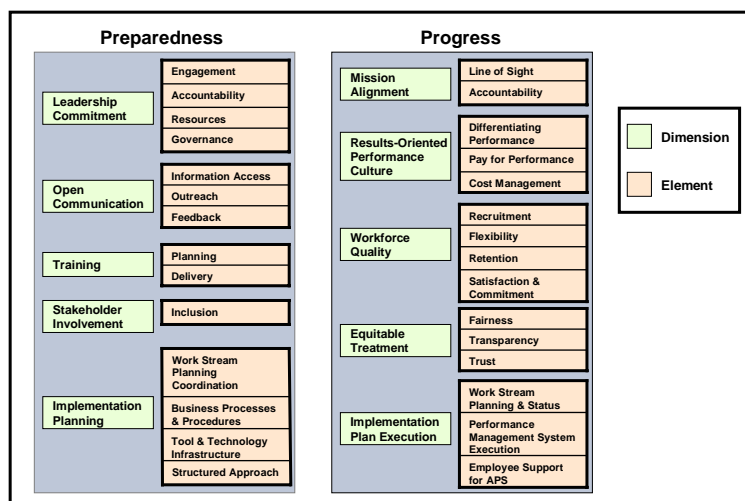
In this section, we will:

- Introduce the APS Objectives-Based Assessment Framework
- Define key terms
- Review the Executive Dashboard tool

⊕ Slides 9-14: approx. 45 minutes



## APS Objectives-Based Assessment Framework



This schematic portrays the relationship between key parts of this Framework, including components, dimensions, and elements.

*Components:* The Preparedness component refers to an agency’s readiness to implement an alternative pay system. It identifies key areas of emphasis that must be addressed in order to position the agency for a successful APS implementation. The Progress component addresses the extent to which the agency has achieved, or is in the processing of achieving, the broad human capital transformation goals associated with the APS.

*Dimensions:* Each of the two components includes five dimensions. A dimension is a key attribute of the Preparedness or Progress component, respectively. Agencies that provide adequate emphasis and effort to the Preparedness dimensions are well positioned to successfully implement an APS.

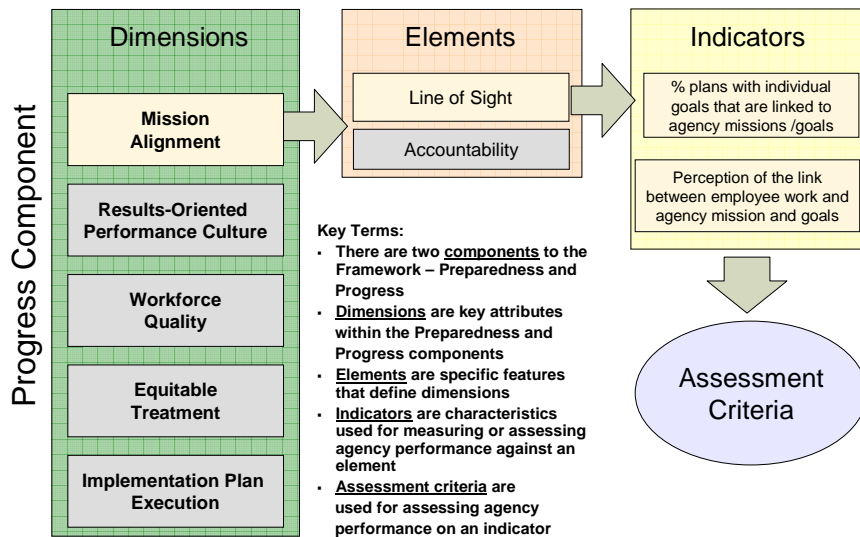
Agencies that demonstrate achievement of the Progress dimensions are successfully implementing their APS.

*Elements:* Each dimension has two to four separate *elements*. Elements are specific behaviors, conditions, or states that define respective dimensions. For example, Leadership Commitment (a dimension of the Preparedness component) includes four elements: Engagement, Accountability, Resources, and Governance. In this example, leaders who are fully engaged in efforts to promote the APS are accountable for driving the APS forward; dedicating sufficient resources and staff to the APS, and providing for effective governance demonstrate a high level of Leadership Commitment.

*Indicators:* Each element corresponds to one or more indicators. An indicator provides a basis for measuring or assessing the agency’s performance against the element. For example, an indicator for the Fairness element of the Equitable Treatment dimension in the Progress component includes the number of adverse actions, appeals, complaints, and grievances related to performance ratings.

Slide 10:

## Framework Example



This figure identifies the five dimensions associated with the Progress component.

The Mission Alignment dimension is made up of the Line-of-Sight and Accountability elements.

In turn, the Line-of-Sight element is defined by two indicators.

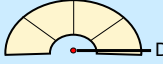
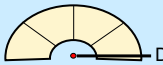
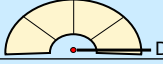
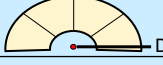
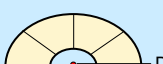
The Framework includes a process for data collection that defines how to capture the data required by the indicators.

Review key terms.

We will cover assessment criteria in more detail later.

Slide 11:

## Reporting Tool: Executive Dashboard

PREPAREDNESS		
Dimension	Element Rating (D/N)	Status
<b>Leadership Commitment</b> Engagement Accountability Resources Governance	D D D D	N  D
<b>Open Communication</b> Information Access Outreach Feedback	D D D	N  D
<b>Training</b> Planning Delivery	D D	N  D
<b>Stakeholder Involvement</b> Inclusion	D	N  D
<b>Implementation Planning</b> Work Stream Planning and Coordination HR Business Processes and Procedures Tools and Technology Infrastructure Change Management	D D D D	N  D
N = Preparedness not demonstrated at this time D = Preparedness demonstrated at this time NR = Not ratable; No data available		

The Executive Dashboard will be used to provide summary-level assessment results to agency and OPM executives.

The Dashboard will provide senior policymakers with a useful overview of APS status, while identifying areas requiring special emphasis or reflecting outstanding performance.

The indicators assist OPM in assessing agency performance at the element level. These results are then rolled up to the dimension level, and are plotted on a rating scale placed on a speedometer.

Ratings from all elements in each dimension will be reviewed and rolled up into a dashboard dimension rating.

Slide 12:

## Assessment Criteria

---

In this section, we will:

- Introduce the APS Assessment Criteria
- Discuss key characteristics of the criteria
- Walk through examples of the assessment criteria

⊕ Slides 15 - 24: approx. 60 minutes

Slide 13:

## Framework Assessment Criteria and Methodology

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- The assessment criteria are standards used to assess an agency's demonstration of Preparedness or Progress on each indicator
- Panel will assess agencies using the assessment criteria established by the project team

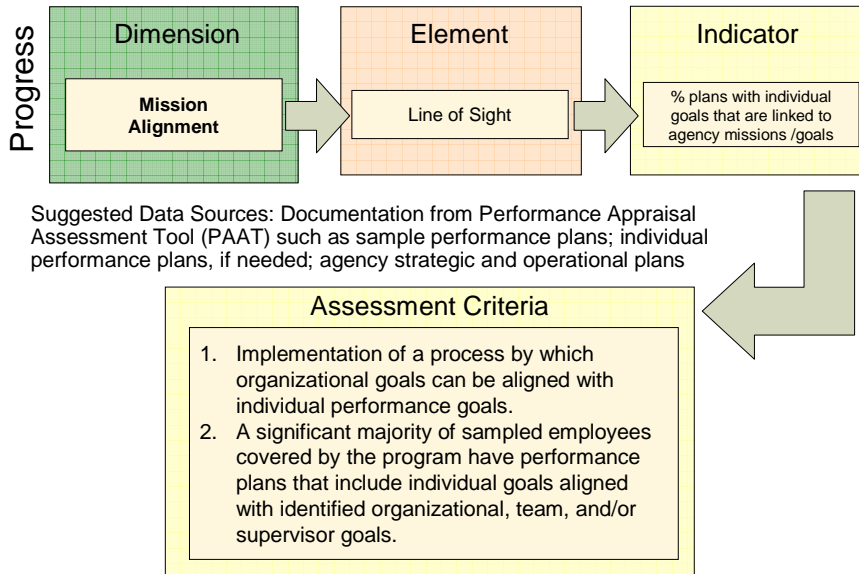
Agencies will receive either a “demonstrated,” “not demonstrated,” or “not ratable” rating for each indicator.

Please Note: If the project team decides to set targets for assessment comparisons, the following bullet needs to be added to the slide

Results may be compared to targets established by the project team based on literature review, expert input, and best practices.

Slide 14:

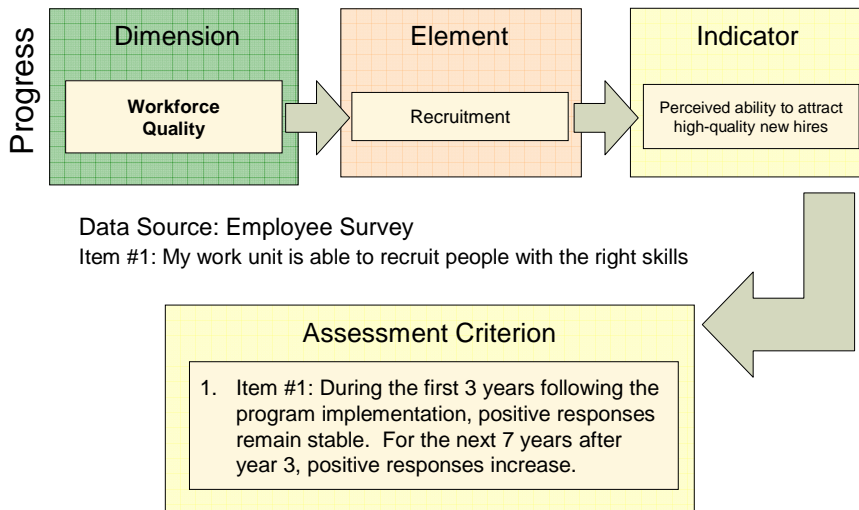
## Example 1: Assessment Criteria



When there is more than one criterion listed, as in this example, both must be met for the agency to receive a “demonstrated” rating.

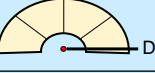
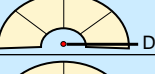
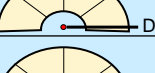
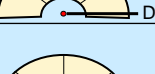
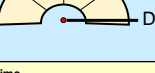
Slide 15:

## Example 2: Assessment Criteria



The assessment itself may be based on the qualitative comparison of agency Preparedness or Progress to a pattern of expectation generated by historical data and best-practice knowledge of the requirements for successful human capital transformation, as well as from established control/comparison groups.

## From Criteria to Dashboard

PREPAREDNESS		
Dimension	Element Rating (D/N)	Status
<b>Leadership Commitment</b> Engagement Accountability Resources Governance	D D D D	N  D
<b>Open Communication</b> Information Access Outreach Feedback	D D D	N  D
<b>Training</b> Planning Delivery	D D	N  D
<b>Stakeholder Involvement</b> Inclusion	D	N  D
<b>Implementation Planning</b> Work Stream Planning and Coordination HR Business Processes and Procedures Tools and Technology Infrastructure Structured Approach	D D D D	N  D
N = Preparedness not demonstrated at this time D = Preparedness demonstrated at this time NR = Not ratable; No data available		

### Criteria into Indicators

- If all criteria are met, indicator is demonstrated

### Indicators into Elements

- Elements have 1 or 2 indicators
- If all indicators are demonstrated, element is demonstrated
- If only 1 of 2 indicators is demonstrated, element is demonstrated but needle on dashboard is only partially advanced

### Elements into Dimensions

- Dimensions have between 1 and 4 elements
- Each element in a dimension occupies same distance on dashboard (roughly between 25 and 100%)
- For each element demonstrated needle is advanced the appropriate distance



## Using the Assessment Criteria

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- The assessment criteria for Preparedness and Progress will be outlined in additional documentation
- Assessments are a “snapshot in time” for each project

Slide 18:

## Panel Process

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In this section, we will:

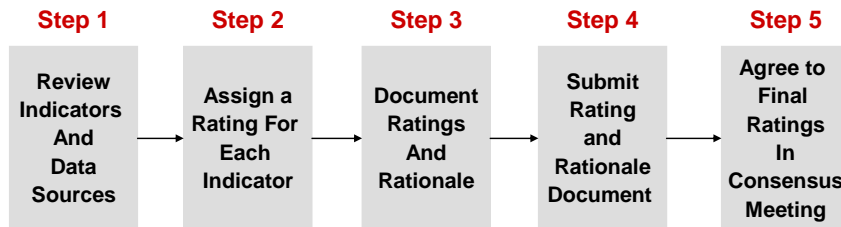
- Walk through the steps in the assessment panel process
- Share tips and guidance for successfully navigating the process each step of the way
- Review the Rating Packet that has been prepared for your use during the assessment

⊕ Slides 19 – 25: approx 90 minutes

Slide 19:

## Steps in the Assessment Panel Process

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Here are the steps to the Panelist Process; we will cover each step.

## Assessment Panel Process: Step 1

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### Step 1

#### Review Indicators And Data Sources

- A formal data call is required to be tailored to the subject project, that details the suggested data for each indicator under consideration
- Data sources may be electronic or in hard copy
- They should be organized by element for ease of use
- Sources of data include:
  - OPM archives of data collected for the evaluation of demonstration projects and early APS
  - Federal Human Capital Survey databases
  - Agency-specific employee surveys
  - Agency APS program management office staff
  - APS or other agency websites

## Assessment Panel Process: Step 2

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### Step 2

**Assign a  
Rating For  
Each  
Indicator**

- Panelists should assess in terms of whether the project demonstrates the criteria for Preparedness and/or Progress
- Upon reviewing the data sources provided, assign a rating for each indicator using the assessment criteria(ion) as a guide
- In order to achieve a rating of “demonstrated,” all assessment criteria must be met
- If insufficient data exists, a rating of “not ratable” should be given and rationale documented

## Assessment Panel Process: Step 3

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### Step 3

#### Document Ratings And Rationale

- In those cases where Preparedness/Progress is “not demonstrated,” please indicate the specific criteria or criterion not met
- Provide an explanation for the assigned rating (required for a “not demonstrated” rating)
- After each panel member makes their independent ratings, the panel must reach consensus on ratings for each indicator, by agency
- During the consensus meeting, panelists will have the opportunity to discuss ratings and rationale
- If data is unavailable it will be designated “not rated”

## Assessment Panel Process: Step 4

---

### Step 4

Submit  
Final  
Rating  
Packet

- Panel members will submit their ratings to the project team for compilation
- The project team will review ratings and identify those indicators, by agency, for which consensus has not been reached
- Based on the number of indicators lacking consensus and the rationale provided for assigned ratings, the project team will estimate the level of effort required to reach agreement and communicate final dates for the required meeting

## Assessment Panel Process: Step 5

---

### Step 5

**Participate  
In  
Consensus  
Meeting**

- The purpose of this meeting is to reach consensus on the rating assigned to each indicator
- At this meeting, panel members will revisit and discuss only those indicators for which there was disagreement
- The meeting may take anywhere from 1 – 3 days based on the level of discussion required.
- Panelists will be able to rely on their documented ratings and rationale to inform the discussion



## Additional Guidance for Panelists

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- Please work independently of other panelists prior to the consensus meeting – this will allow us to determine the inter-rater reliability of the assessments
- Avoid making common rater errors (to be discussed later in the training)
- Remain objective and fact-based
- Please do not discuss the rating process or details with external parties until the results are final and officially communicated
- Keep in mind any issues, trends, concerns, or unusual findings that you believe may warrant a special study

## Group Exercise

---

In this section, we will:

- Use the tools provided to practice assessing agency Progress against a sample indicator
- Practice the role panel members are being asked to play in the APS Objectives-Based Framework process
- Review tips for successfully completing the assessment

⊕ Slides 27 – 31 and exercise: approx. 90 minutes

We've talked a lot about the Framework and your role in it. At this point, you've probably got a lot of thoughts, reactions, and questions on your mind. In this next section, we are going to walk through an exercise and give you a chance to practice assigning ratings using the tools available to you.

Slide 27:

## Group Exercise: Tools

---

There are several tools available to help you successfully execute your role in the APS assessment process:

- APS Framework
- Rater Packets
- Sets of Data Sources
- Glossary of Key Terms
- Training Materials

Slide 28:

## Group Exercise: Objectives

---

This exercise has been designed for you to practice the following steps in the assessment panel process:

- Individually review an indicator and data sources
- Assign a rating of “demonstrated” or “not demonstrated” for a sample indicator
- Document your rating and rationale
- Gain consensus as a group

## Avoid Common Rater Errors

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- **Leniency/Severity Error** occurs when a rater assigns consistently high or low ratings.
- **Halo Error** occurs when a rater has a good or bad impression of an agency and this impression tends to influence all ratings for that agency.
- **Single Incident Error** occurs when a rater thinks only about one prominent observation – good or bad – when rating an agency's Preparedness or Progress.
- **Stereotype Error** involves being influenced by things that have nothing to do with agency performance.
- **Same Level of Effectiveness Error** occurs when a rater gives all agencies the same rating for a particular indicator.

When rating performance, there are several common errors that raters often make. In order to make valid ratings, the following errors should be avoided:

Leniency/Severity: Leniency is the most common and pervasive rating error, and the one raters try hardest to avoid. Ratings must be based on actual performance.

Halo: For example, a rating of “demonstrated” on every indicator for an agency may be the result of this error. The exact same rating on all dimensions is fairly unlikely, because most agencies perform well in some areas and less well in other areas.

Single Incident: If you think only of one bad or good incident when rating an agency on a certain indicator, you may make the single incident error. Rather, consider typical performance for a dimension, based on data sources provided.

Stereotype: For example, media reports or personal relationships with agency representatives may lead a rater to rate the agency in a certain way, either high or low. Base ratings only on data sources provided.

Same Level of Effectiveness: It is unlikely that both agencies perform at the same level of effectiveness on a particular indicator. Ratings should reflect which agencies have demonstrated or not demonstrated Preparedness or Progress for each indicator.

While rating errors occur, are good to know about, and should be avoided, it is even more important to ensure that you make accurate assessments based on the data available.

Slide 30:

## Group Exercise: Typical Format

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⌚ 30 minutes Individual Panel Member Deliberation

⌚ 20 minutes Panelists Share Ratings

⌚ 20 minutes Panel Consensus / Debrief

Provide panelist with data collected that aligns with a Preparedness and Progress Dimension such as Training and Mission Alignment. Prepare sample rating sheet with data sources.

### Individual Deliberation and Documentation

Remind them of the importance of working independently.

Ask them to document their rating of “demonstrated” or “not demonstrated” and to record their rationale.

### Panel Shares Ratings

Ask panel members to go around the room and share their ratings and rationale.

### Panel Consensus/Debrief

If there is not consensus, have panelists discuss rationale in an attempt to seek consensus.

Discuss the process that will be used if/when consensus cannot be reached.

Debrief the exercise with some questions:

What was most difficult about assigning a rating?

Was it difficult to work alone?

What was most challenging about participating in the panel discussion?

Have you been on panels before? How is this panel similar? Different?

What things should this panel watch out for in the consensus meeting?

Slide 31:

## Group Exercise: Summary of Key Points

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- Please work independently of other panelists prior to the consensus meeting – this will allow us to determine the inter-rater reliability of the assessments
- You choose how to use the information in the trajectories to inform ratings
- All criteria must be met in order for an agency to achieve a “demonstrated” rating
- In those cases where Preparedness/Progress is “not demonstrated,” please indicate the specific criteria or criterion not met
- Provide an explanation for the assigned rating (required for a “not demonstrated” rating)
- The panel must reach consensus on ratings for each indicator
- Keep in mind any issues, trends, concerns, or unusual findings that you believe may warrant a special study
- Please do not discuss the rating process or details with external parties until the results are final and officially communicated

Get feedback from panelists on understanding of content, and close session.









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