

## SECTION 280—FEDERAL PROGRAM INVENTORY

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**Summary of Changes**

New section addresses the GPRM Modernization Act requirement to include program information on a single, government-wide performance website.

**280.1 To which agencies does this section apply?**

This section applies to all agencies, as defined the GPRM Modernization Act (see [200.1](#) for details); however, for the FY 2014 budget:

- The Federal Program Inventory (FPI) will focus primarily on the program inventories of agencies that were required to identify FY 2012–2013 Agency Priority Goals (APG). Agencies that were required to set APGs must follow all sections of this guidance.
- All other agencies that were not required to establish FY 2012–2013 APGs should use this section to plan ahead for providing the agency’s program inventory for publication in future years.
- In future years, agencies may also be asked to include additional information beyond the elements included in this guidance.

**280.2 What is the purpose of the Federal Program Inventory (FPI)?**

Today, crucial information on the Federal Government’s programs is decentralized. A central program list has the potential to facilitate coordination across programs by making it easier to find programs that can contribute to a shared goal, as well as improve public understanding about what Federal programs currently operate and how programs link to budget, performance, and other information. These linkages also provide important context for agency activities. Congress also recognized this need, and passed the GPRM Modernization Act, requiring information for each program identified by agencies to be included on a single, government-wide website consistent with guidance provided by OMB.

To maximize use of existing data and linkages, avoid duplicative efforts, and reduce the potential for conflicting information, agencies will map to existing information rather than creating a new, separate list

of program information. Instead, agencies will identify linkages among largely existing, authoritative information to increase usability and transparency. OMB and agencies will use an iterative approach to build a useful inventory within capacity constraints. The first phase will focus on identifying the right list of programs, which will be expanded to include additional program information in phase two (See section [280.6](#) for more detail).

### 280.3 For the purposes of the Federal Program Inventory, what is a program?

GAO defined program in the [Glossary of Terms Used in the Budget Process](#) as an organized set of activities directed toward a common purpose or goal that an agency undertakes or proposes to carry out its responsibilities. Within this broad definition, agencies and their stakeholders currently use the term “program” in different ways. Agencies have widely varying missions and achieve these missions through different programmatic approaches, so differences in the use of the term “program” are legitimate and meaningful. For this reason, this guidance does not prescribe a superseding definition of “program”; rather, consistent with the GPRA Modernization Act, agencies may identify programs consistent with the manner in which the agency uses programs to interact with key stakeholders and to execute its mission.

For instance, agency programs may be defined using one or more of the following approaches:

- **Outcomes.** Directly attributable to an end result the program is trying to achieve, such as increased exports. Can also be linked to specific functions to accomplish an objective, such as trade enforcement. Can cut across organizational units and/or budget accounts.
- **Customers.** Organized by the focus on provide a service or product to a specific entity or consumer group, such as women-owned small businesses or veterans. Can cut across organizational units and/or budget accounts.
- **Prominent products, services, outputs.** Produces major reports or studies, such as the Consumer Price Index (CPI) and Producer Price Index. May group similar products, services or activities into one program.
- **Organizational structure.** Defined by agency office structure. Offices could focus on specific regions, functions or specialized subject matter such as U.S. Polar Research or Cyberinfrastructure.
- **Budget.** Links closely with the program activity lines in the President’s Budget, such as Disaster Recovery or Patents. May align to other budget materials such as the Congressional Budget Justification or internal agency budget/accounting systems. In some instances, a program may be synonymous with its appropriation account title; although it is not presumed that an appropriation is the same as a program.

To meet the requirements of the GPRA Modernization Act, each agency will work with OMB to determine the appropriate primary approach, or mix of approaches, and level of aggregation/disaggregation which should be used as the basis for defining programs for the FPI. For each program that is identified, agencies will then identify key related data, such as the program activities, contribution to the mission and goals of the agency, and financing.

Per the GPRA Modernization Act, agencies must cross-walk each program to the obligations by program activity lines (PA lines) used in the program and financing (P&F) schedules of the President’s Budget. Agencies have flexibility in how they relate their programs to the PA lines (see [280.5](#) below).

When developing the list of programs, agencies should consider identifying the following characteristics in determining what a program is:

- **Externally recognizable.** Agencies should use programs that are or relate to programs or objectives used in Congressional Budget Justifications, statute, are recognized by Congress and stakeholders, or are already publicly known; agencies should use program names that are known outside the agency, and generally not create new names. Agencies should use programs that are operationally meaningful to components of the agency, i.e. organizational units that carry out the programs, products/services delivered, etc.
- **Link to an organizational component(s),** such as headquarters, bureau or office. Programs should be operationally meaningful to the agency and agency senior leadership.
- **Persistent.** Generally, programs that persist over time should be included. However, agencies have the flexibility to identify short-term efforts as programs, such as activities related to the Recovery Act.

#### **280.4 Must all components within an agency use the same approach?**

No. There may be different valid perspectives for establishing programs within agency components. Agencies have the flexibility to define components' programs within the above guidelines, and should discuss the approach with OMB. Where appropriate, agencies are encouraged to use the same approach. Over time, OMB will work across agencies to determine the need to standardize approaches.

#### **280.5 How should we cross-walk programs with program activity lines?**

Per the GPRA Modernization Act, agencies should cross-walk programs to program activities, defined as the program activity (PA) lines in the program and financing (P&F) tables of the President's Budget Appendix. Each program should aggregate, disaggregate, consolidate or maintain the PA lines associated with the identified program.

Agencies have flexibility in how they cross-walk their programs to the program activity (PA) lines. For instance, they may use any combination of: one PA line to one program; one PA line to two or more programs; or, two or more PA lines to one program. To ensure consistency across agencies, for the initial implementation the number of agency programs should generally be within 0.5 to 5 times the number of PA lines in the President's Budget. Agencies should discuss the level that best suits their circumstances with OMB.

To capture the current operating environment, agencies should include in the inventory programs with non-zero amounts for FY 2012 and/or FY 2013, even if the program is proposed for consolidation, termination or other modification in the 2014 President's Budget. However, agencies should note the proposed change to the program.

For Phase 2, all program activity (PA) lines in the 2015 President's Budget should map to at least one program. However, for the purposes of the FPI, agencies will include only a subset of the financing account PA lines relating to credit programs, and will also include some non-PA lines to reflect face value of credit originated. Additional guidance for credit programs and other special cases will be forthcoming.

#### **280.6 How will the FPI be compiled and published?**

Given the size and scope of the Federal Government, OMB is using an iterative approach to build a useful inventory that will result in better data linkages to other sources of information and improved crosscutting coordination. Over time, the inventory and its linkages to other information sources will be refined and improved.

OMB will work with the 24 APG agencies to inventory programs and collect related information. This includes agency/bureau, financing, and related agency strategic goals, strategic objectives, and Priority

Goals (see [280.8](#) for more detail). In subsequent years, agencies may be asked to link more elements to programs.

As a first step, agencies will publish a list of programs that support Cross-Agency and Agency Priority Goals in November, and a full inventory of their programs no later than May 31, 2013 (Phase 1). When determining the appropriate list of programs in Phase 1, agencies should take into account all the data elements required in Phase 2, including the requirement to cross-walk all program activity (PA) lines to programs. Agencies will transition all program information and add additional detail on Performance.gov once resources become available in 2013 to build the necessary technical capability (Phase 2). Agencies and OMB will work together prior to the deadline to determine the appropriate approach and list of programs to provide enough lead time to consolidate the required information.

The specific timing is as follows:

Step	Action	Due Date
1.1	Determine approach and list of programs; publish programs for Priority Goals <ul style="list-style-type: none"> <li>• OMB and agency determine approach</li> <li>• Consult with Congress and other stakeholders</li> <li>• By November 30, 2012 publish programs that support Cross-Agency and Agency Priority Goals on Performance.gov (see section 200.12)</li> </ul>	Determined by OMB & the agency  (Recommended Summer/Fall 2012)
1.2	Agency submits draft program inventory to OMB	April 1, 2013
1.3	Agency posts program inventory on agency website; include link on Performance.gov	May 31, 2013
2.1	Agency enters program inventory onto Performance.gov; add additional detail	June 2013– March 2014
2.2	Agency submits all information required for each program to OMB	April 1, 2014
2.3	OMB and agency finalize program inventory; publish on Performance.gov	May 31, 2014

### 280.7 What information is required for Phase 1 (steps 1.1–1.3)?

Step 1.1: Agencies should work with OMB to determine what inventory approach best fits the agency. Agencies should post on their MAX Performance Portal a document that includes:

- **Approach Summary:** A 1–2 paragraph description of how the agency plans to identify their programs and the general approach for that identification, consistent with OMB guidance. If applicable, agencies should describe where and why different approaches were used. This includes the content in [280.3](#) where appropriate. When finalized, agencies will publish this summary.
- **Program Examples:** Agencies should identify some program titles to illustrate the approach.

Additionally, agencies are should work with key stakeholders to validate the program inventory will be both internally and externally recognizable, such as Congress, program offices, bureaus/subcomponents, and others. Agencies should work with their legislative affairs offices to determine the best ways to consult with Congress, and may choose to consult multiple times throughout the development process if appropriate.

Step 1.2: Once there is agreement on the approach, agencies will identify program titles add supporting information. Information for each program includes:

- Program Title

- Program description
- Bureau (s)
- Supported strategic goals and strategic objectives

Agencies should also include:

- Approach summary (see step 1.1)
- Budget authority by bureau or subcomponent for FY 2012, FY 2013, and FY 2014 (requested). Agencies should report mandatory and discretionary budget authority separately, and match the budget authority reported in the President’s Budget. If the agency does not have bureaus/subcomponents, then include this information at the agency level.
- Refer to [Performance.gov](http://www.performance.gov) for information on which programs support Agency Priority Goals (APGs). Suggested language is as follows: *“Please refer to www.Performance.gov for program contributions to our Agency Priority Goals.”*
- Agencies that contribute to Cross-Agency Priority Goals should also include the following language: *“Please refer to www.Performance.gov for the agency’s contributions to Cross-Agency Priority (CAP) Goals. The [Department or agency] currently contributes to the following CAP Goals: [add list here].”*

A template and examples from the pilot are available here <https://max.omb.gov/community/x/C5VxIQ>.

Step 1.3: Once final, agencies should publish the program inventory on the agency’s website. Agencies must also publish a link on Performance.gov to the agency’s program inventory.

## 280.8 What information is required for Phase 2 (steps 2.1–2.3)?

For publication following the FY 2015 President’s Budget, agencies will report four kinds of program information: General, Organization, Financing, and Performance. Over time, the information collected may expand to include other program related dimensions.

While the exact fields will be finalized in future guidance, for planning purposes agencies should expect the following information will be published for Phase 2:

General	
Data Field	Guidance
Program Title	Name the program. Agencies should use existing program titles, such as those used in the PA lines, statute, Congressional Budget Justifications or those used by agency management whenever possible. Exceptions should be discussed with your OMB Resource Management Office (RMO).
*Initial development in Phase 1	
Program Description	In 1–3 paragraphs, describe the program for a public audience. Agencies should use existing program descriptions from other contexts such as those used in the Budget, statute, Congressional Budget Justifications or those used by agency management whenever possible.
*Initial development in Phase 1	
CFDA Number(s) (if applicable)	Select all applicable Catalog of Federal Domestic Assistance (CFDA) number(s) associated with the program.

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General	
Data Field	Guidance
Budget Sub-Function	Based on the Budget Account selected, the system will capture the budget Sub-Function. For the list of Budget Sub-Functions (also known as Functional Classification) see <a href="#">A-11 exhibit 79A</a> .
Program Type	Identify the program type most applicable for the program. Multiple selections are allowed. The program types are listed in <a href="#">280.12</a> .
Changes	Describe any proposed or recent changes, such as a proposed consolidation or termination in the FY 2015 Budget. If another program is referenced, include a link to that program. Complete this field only if applicable.
Federal Program Inventory Identifier (FPIN)	The system will automatically generate a unique FPIN number for each program.

Organization	
Data Field	Guidance
Agency Name *Initial development in Phase 1	Select department or agency name.
Agency ID	Based on the selection in “Agency Name” the system will auto populate an Agency ID based on the budget structure.
Bureau/Office Name *Initial development in Phase 1	Select bureau or office name. The bureau/subcomponent/office name should match the organizational structure in the appendix of the President’s Budget.
Bureau/Office Agency ID	Based on the selection in “Bureau/Office Name” the system will auto populate a Sub Agency ID based on the budget structure.

Financing	
Data Field	Guidance
Budget Account and Program, Activity (PA) Line	Identify all Budget Accounts and PA lines listed in the President’s Budget from the drop down list that finance the program. This includes direct and reimbursable obligations.  Agencies may identify as many Budget Accounts and PA Lines as necessary to identify financing. Additionally, it is expected that all agency Budget Accounts and PA Lines for an Agency will support one or more programs, with a few exceptions (see <a href="#">280.5</a> ). In some cases, PA lines in credit program financing accounts will also be required (see <a href="#">280.10</a> ). If an agency believes an account does not support any programs, they should contact their OMB Resource Management Office (RMO) to discuss the situation and potentially identify an exception.
Budget Account and Program Activity (PA) Line: FY 2012, FY 2013, FY 2014 amount	Based on the above selection, the system will pull FY 2013, FY 2014, and FY 2015 amounts by PA Line.

Financing	
Data Field	Guidance
Treasury Account Symbol (TAS)	Identify all Treasury Account Symbol (TAS) from the drop down list that finance the program. Add a record for each Treasury account related to the program. For credit programs, the relevant TAS for both the program account and financing account should be added.  Agencies may identify as many TAS as necessary to identify financing. Additionally, it is expected that <u>all</u> TAS for an agency will support one or more programs. If an agency believes an account does not support any programs they should contact the OMB RMO to discuss the situation and potentially identify an exception.
Additional financing source: Title (exceptions only)	If the agency has other financing not adequately captured by the PA lines or the Treasury Accounts (such as fee-for-service) the agency may identify an additional financing source. This exception must be approved by OMB.
Additional financing source: Description	Short, narrative description of the additional financing source, including links to additional information where applicable. Any dollar amounts must come from publically available sources.

Performance	
Data Field	Guidance
Supported Agency Strategic Goal(s)  *Initial development in Phase 1	Identify the agency strategic goal(s) the program supports. Multiple entries are allowed.
Supported Agency Strategic Objective(s)  *Initial development in Phase 1	Identify the agency strategic objective(s) the program supports. Multiple entries are allowed.
Supported Agency Priority Goal(s) (if applicable)	Identify the FY 2012–2013 Agency Priority Goal(s) the program supports. Multiple selections are allowed. Agencies should leverage the program mapping that will be posted on Performance.gov in November 2012.
Supported Cross-Agency Priority (CAP) Goal(s) (if applicable)	Identify the CAP Goal(s) the program supports. Multiple selections are allowed. Agencies should leverage the program mapping that will be posted on Performance.gov in November 2012.

Note: In addition to the fields above, agencies will also have the option to cross-walk programs to other information, such as other agencies' strategic objectives and programs.

### 280.9 How should we address administrative functions or salaries & expenses?

Administrative functions and salaries & expenses are within the scope of the program inventory. Similar to other activities, agencies can either:

- **Map to a program.** Associate with one or more programs, such as an HR office that hires specialists for specific program(s).
- **Designate as a program.** Group central office functions that support many or all agency programs, such as the Office of the Secretary.

To the extent possible, agencies should map administrative functions or salaries & expenses to programs. For the purposes of the FPI, agencies do not have to identify administrative costs or salaries & expenses separate from other expenses.

#### **280.10 How should we map financing to credit programs?**

Agencies should plan to map credit programs to a) the costs of the program, using a subset of the program activity lines, b) loan levels, using non-PA lines and c) total subsidy budget authority (optional). Additional guidance in this area for publication following the FY 2015 President's Budget is forthcoming.

#### **280.11 When will the Federal Program Inventory be updated?**

The inventory is part of Performance.gov, a single, government-wide performance website that will be regularly updated according to regular reporting periods. The FPI will be updated annually to reflect the annual budget and appropriations process; therefore it will be updated in May of each year following the release of the President's Budget. Due to funding and capacity constraints, the FPI will be posted in a dynamic, sortable way following the FY 2015 President's Budget. See [280.6](#) for planned timeline.

#### **280.12 What are the program types?**

For publication following the 2015 President's budget, agencies should select one or more program types for each program. The program types will be finalized in forthcoming guidance; for planning purposes the draft program types are:

- **Direct Federal Programs:** Programs where services are provided primarily by employees of the Federal Government, such as the State Department's Consular Services program.
- **Direct Federal Benefits Programs:** Programs where the Federal Government provides benefits or other payments to individuals, such as the Veteran's Administration disability payment program.
- **State-Administered Benefit Programs:** Programs where the Federal Government provides funding to States for benefits, reimbursements, or other payments to recipients. Program examples include the Special Supplemental Nutrition Program for Women, Infants, and Children (WIC) and Temporary Assistance for Needy Families (TANF).
- **Competitive Grant Program:** Programs that provide funds to State, local and tribal governments, organizations, individuals and other entities through a competitive process, such as Health Centers at the Department of Health and Human Services (HHS).
- **Block/Formula Grant Programs:** Programs that provide funds to State, local and tribal governments and other entities by formula or block grant, such as the Department of Energy's (DOE) Weatherization Assistance program and HHS' Foster Care program.
- **Regulatory-Based Programs:** Programs that accomplish their mission through rulemaking that implements, interprets or prescribes law or policy, or describes procedure or practice requirements, such as Small Business Administration's Size Standards program.
- **Capital Assets and Public Works Programs:** Programs that achieve their goals through development, acquisition, and operation of capital assets (e.g. land, structures, equipment) or the purchase of services (e.g. maintenance, and information technology). Program examples include Navy Shipbuilding and the Bonneville Power Administration.



- **Information Assets Programs:** Programs that achieve their goals through the development, acquisition, analysis, and/or dissemination of information. Program examples include the Census.
- **Service Acquisition Programs:** Programs that achieve their goals through the purchase of services (e.g. maintenance, and information technology).
- **Credit Programs:** Programs that provide support through loans, loan guarantees and direct credit, such as the Export Import Bank's Long Term Guarantees program.
- **Insurance Programs:** Programs where the Federal Government provides compensation against the risk of specified loss, damage, illness, or death in return for payment of premiums.
- **Research and Development (R&D) Programs:** Programs that focus on knowledge creation or its application to the creation of systems, methods, materials, or technologies, such as DOE's Solar Energy and NASA's Solar System Exploration programs.

### **280.13 What if our programs are already captured in the Catalog of Federal Domestic Assistance (CFDA)?**

Agencies are encouraged to leverage existing program lists, including CFDA. However, agencies have the flexibility to identify their programs using a different approach.

