Sharing Quality Services:
The Road to Transformation

Improving Efficiency and Effectiveness of Mission Support Services Across Government

(As of April 2019)

Federal employees underpin nearly all operations of the Government, ensuring the smooth functioning of our democracy. Over successive generations, the Federal Government has evolved by expanding in scope and complexity to meet Americans' needs. However, the organizational structures, management functions, and personnel practices that underpin the Executive Branch have not always kept pace.

The President's Management Agenda (PMA) lays out a long-term vision for modernizing the Federal Government in key areas that will improve the ability of agencies to deliver mission outcomes, provide improved services, and effectively steward taxpayer dollars. One of the primary PMA focus areas is centered around the *Sharing Quality Services* initiative. This initiative seeks to eliminate outdated processes, manual data entry, duplicative work, and customized IT that is decades old. Sharing services can help agencies save time and money and create a more nimble workforce focused on higher value work. The transition to quality services in many areas will take multiple years. The knowledge and expertise of federal employees will be critical to its success. As consolidation occurs over time, agencies have many tools available to help optimize, reskill, and shift resources to higher value work. As legacy providers and future customers design their transformation strategy, it is helpful to think about it as a phased effort, as outlined below:

The Challenges

In today's resource constrained environment, the rising costs of support services may require mission related trade-offs.
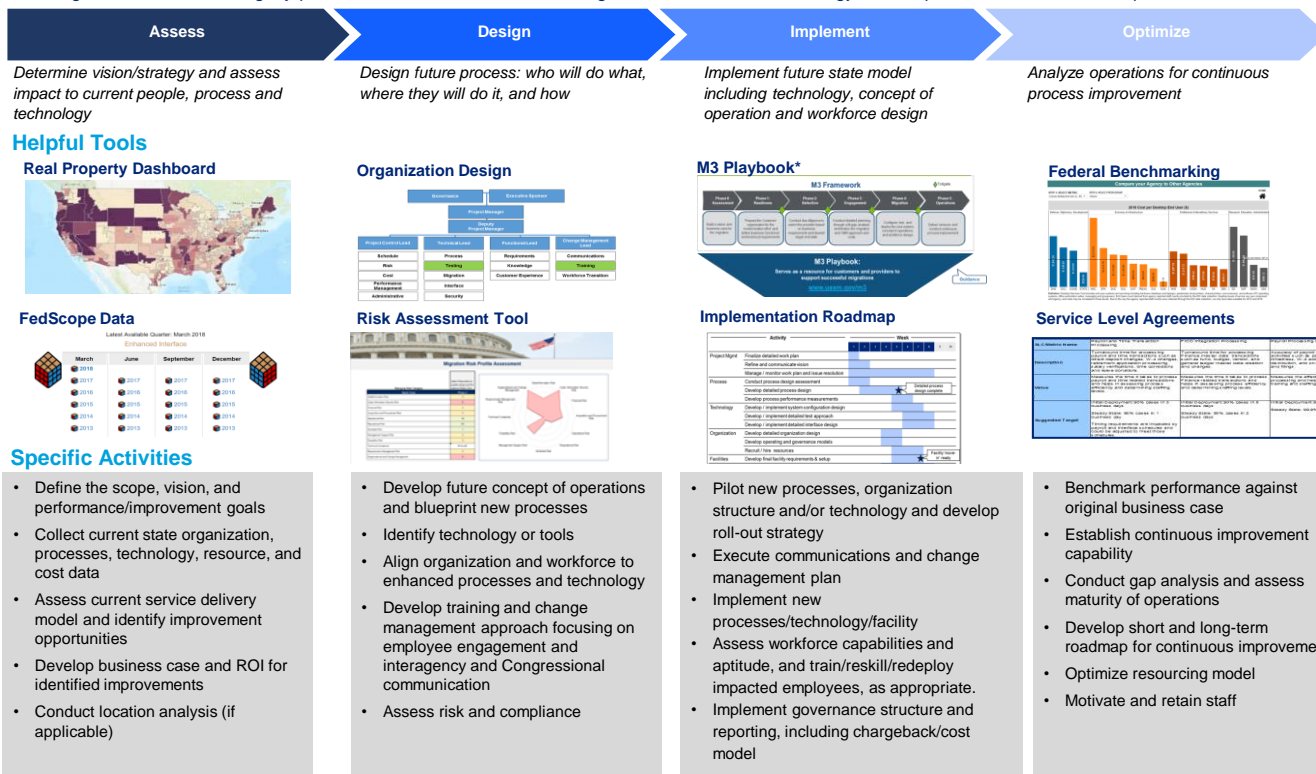
Duplication:
Today agencies largely deliver these services internally resulting in significant duplicative efforts (ex: contracts, human resources, technology) across hundreds of locations.

Low Satisfaction:
38% of Federal leaders report low satisfaction with mission support.

$25B+ Annually:
Estimated cost of common mission-support services such as processing hiring transactions or managing Federal finances, travel, and/or payroll costs.

Assess	Design	Implement	Optimize
Determine vision/strategy and assess impact to current people, process and technology	Design future process: who will do what, where they will do it, and how	Implement future state model including technology, concept of operation and workforce design	Analyze operations for continuous process improvement

Helpful Tools

Real Property Dashboard

FedScope Data

Organization Design

Risk Assessment Tool

M3 Playbook*

Implementation Roadmap

Federal Benchmarking

Service Level Agreements

Specific Activities

Assess
- Define the scope, vision, and performance/improvement goals
- Collect current state organization, processes, technology, resource, and cost data
- Assess current service delivery model and identify improvement opportunities
- Develop business case and ROI for identified improvements
- Conduct location analysis (if applicable)

Design
- Develop future concept of operations and blueprint new processes
- Identify technology or tools
- Align organization and workforce to enhanced processes and technology
- Develop training and change management approach focusing on employee engagement and interagency and Congressional communication
- Assess risk and compliance

Implement
- Pilot new processes, organization structure and/or technology and develop roll-out strategy
- Execute communications and change management plan
- Implement new processes/technology/facility
- Assess workforce capabilities and aptitude, and train/reskill/redeploy impacted employees, as appropriate.
- Implement governance structure and reporting, including chargeback/cost model

Optimize
- Benchmark performance against original business case
- Establish continuous improvement capability
- Conduct gap analysis and assess maturity of operations
- Develop short and long-term roadmap for continuous improvement
- Optimize resourcing model
- Motivate and retain staff

Benefits

- Increase quality and consistency of mission-support services
- Reduce waste and redundancy
- Improve effectiveness of controls and compliance
- Enhance customer service
- Achieve a flexible and sustainable cost management structure
- Align service delivery strategy with facilities and location strategies
- Provide additional business value to the mission
- Optimize the workforce by shifting resources to higher value work

*Source: Modernization & Migration Management (M3) Playbook developed by GSA OSSPI in 2016

Develop the Workforce for Current and Future *Mission* Needs

Select Human Capital Strategies to Shape the Workforce for better *Service*

Use Change Management to Engage the Workforce to act as *Stewards*
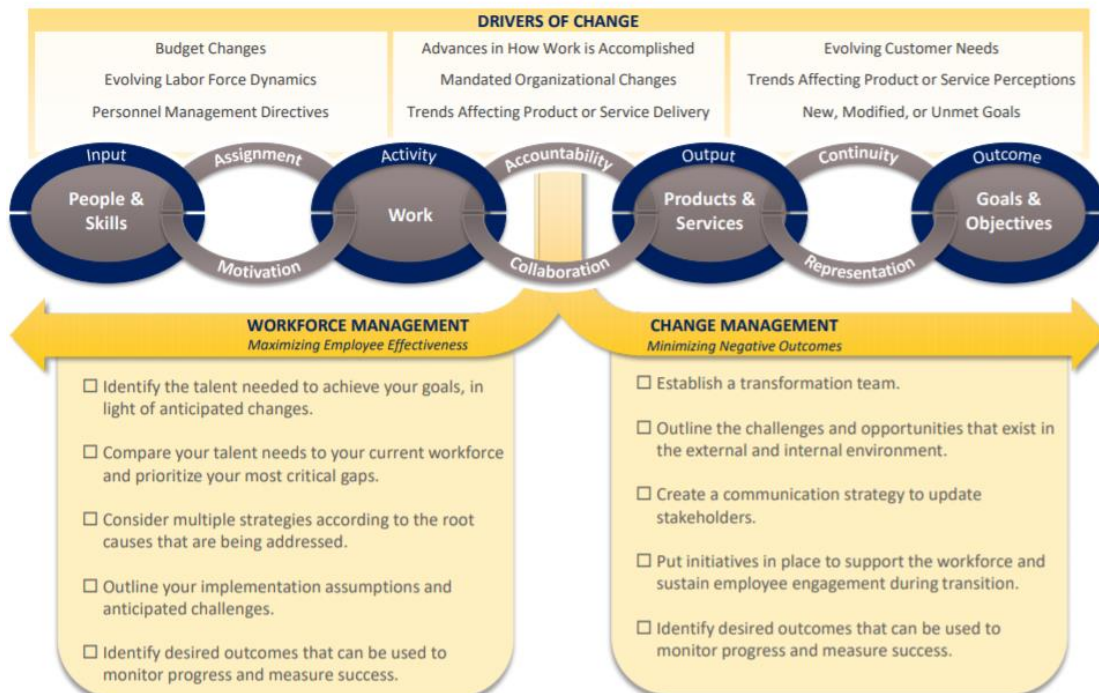
Workforce Management and *Change Management* are two sides of the same coin. Both are needed to maintain employee effectiveness, while limiting any negative outcomes, when responding to drivers of change. Regardless of where the immediate impacts of a particular change are felt, planners should examine and manage their effects across the various efforts that ultimately translate workforce attributes into agency goal achievement. The Workforce Planning Logic Model provides a high level overview and starting point for exploring such efforts.

Data is key to workforce planning. Potential data sources include:
✔ Federal Employee Viewpoint Survey
✔ Competency Assessments
✔ Performance Reviews
✔ Agency Personnel Data
✔ Future Talent Needs

Workforce Shaping Logic Model

DRIVERS OF CHANGE

Budget Changes	Advances in How Work is Accomplished	Evolving Customer Needs
Evolving Labor Force Dynamics	Mandated Organizational Changes	Trends Affecting Product or Service Perceptions
Personnel Management Directives	Trends Affecting Product or Service Delivery	New, Modified, or Unmet Goals

Input — **People & Skills** — Assignment / Motivation — Activity — **Work** — Accountability / Collaboration — Output — **Products & Services** — Continuity / Representation — Outcome — **Goals & Objectives**

WORKFORCE MANAGEMENT
Maximizing Employee Effectiveness

☐ Identify the talent needed to achieve your goals, in light of anticipated changes.

☐ Compare your talent needs to your current workforce and prioritize your most critical gaps.

☐ Consider multiple strategies according to the root causes that are being addressed.

☐ Outline your implementation assumptions and anticipated challenges.

☐ Identify desired outcomes that can be used to monitor progress and measure success.

CHANGE MANAGEMENT
Minimizing Negative Outcomes

☐ Establish a transformation team.

☐ Outline the challenges and opportunities that exist in the external and internal environment.

☐ Create a communication strategy to update stakeholders.

☐ Put initiatives in place to support the workforce and sustain employee engagement during transition.

☐ Identify desired outcomes that can be used to monitor progress and measure success.

Source: OPM Executive Playbook for Workforce Reshaping

The following plays represent key Human Capital Strategies that agencies can use to shape and build a modern workforce of the 21st century. It is common to use a combination of plays to reshape a workforce.

	Restructure	Resize	Reskill	Recruit & Hire
Select this play if...	• Your current structure does not support new agency mission/processes • Your workforce analysis/workforce planning is pointing you in a new direction • Your organization will have a new structure (reform plan)	• Your agency's mission/work has changed • Your current workforce/skills are not relevant to new work • You have more people than work (supply>demand)	• Your talent has shown aptitude and interests to learning new occupations • Your agency has resources to invest in training/certification programs • Your seasoned talent can serve as mentors to employees undergoing development	• Your current workforce does not have the right skills, or skills are outdated • Your organization does not have enough people (i.e., you need more talent) • Your talent needs new perspectives, skills, and ideas
Key Terms	*Organization Design* is the process of aligning the organizational and position structures with the strategic mission and objectives of the organization. An organization's structure should also reflect *Position Design* best practices while taking into consideration human factors to maximize effectiveness.	*VERA/VSIP authorities* encourage more voluntary separations and help the agency complete the needed organizational change with minimal disruption to the work force, which may alleviate the need for a *Reduction in Force (RIF).*	*Reskilling* is training individuals who have shown they have the aptitude to learn in a completely new occupation. *Upskilling* is training individuals in the same occupation but in new ways. (i.e. if automation overtakes certain job duties, training that individual in new work that has more value to the organization, but they are still in the same occupation).	*Recruiting and Hiring* new talent is an opportunity to immediately address competency requirements, as well as introduce new ideas/perspectives to an organization. There are several appointing authorities agencies may use to hire job applicants.
Things to Consider	• Is the current structure the best structure to meet the needs of the organization? • How does the organization need to respond to environmental demands to be successful? • What type of leadership and culture are required to achieve the valued structure? • Which organizational practices are required to reinforce the organization's purpose? • How can a revamped structure optimize talent, functions, and real estate opportunities in field office locations?	• What are the agency's emerging priorities? • Does your talent have the skills required to meet those emerging priorities? • What are the agency's short-term and long-term project budget considerations? • Does your organization have a large population of retirement-eligible employees?	• What types of talent do you need to achieve your mission and goals? • Can you design training programs for your organization's current talent to develop skills/competencies needed to meet emerging priorities? • Do you know if your current workforce has the capability to develop new abilities? • Could you minimize recruitment costs through employee development and retention? • Does your organization have the right information technology (IT) systems in place to ensure continuity of services?	• What types of talent do you need to achieve your mission and goals? • Does your organization have an established pipeline to recruit talent with the necessary skills? • What hiring authorities and assessments are best to recruit employees with the necessary skills?

Contact OPM for policy guidance, resources, and promising practices
humancapital@opm.gov

Resources

The table below includes existing resources to help agencies plan for and maximize the benefits of the Sharing Quality Services initiative when considering how to align their workforce to best meet their missions, better service the American people, and maximize the value of tax dollars.

Resource	Description	Link
Transformation Support		
Modernization and Migration Management (M3) Playbook	Guidance, tools, and templates, based on migration lessons learned, to help customer and provider organizations successfully modernize/migrate to a shared system and/or service.	www.ussm.gov/M3
Industry Support	Inventory of existing contracts to support assessment and implementation of transformation projects, focused mostly on modernization of mission support functions.	Email ussmteam@gsa.gov
Federal Real Property Management System	Federal government's centralized inventory of real property under the custody and control of executive branch agencies. It includes and interactive GIS application.	https://www.gsa.gov/policy-regulations/policy/real-property-policy/asset-management/federal-real-property-profile-frpp/federal-real-property-public-data-set?bypassAkamaiCache=1511550008
Workforce Assessment and Retention		
FedScope	Comprehensive data set on the federal workforce and includes reporting capabilities by agency, job series, geographic location, hiring/attrition trends, demographics.	https://www.fedscope.opm.gov/
Developing a Workforce for the 21st Century Goal	The President's Management Agenda Cross-Agency Priority goal focuses on putting a framework in place that drives and encourages strategic human capital management.	https://www.whitehouse.gov/wp-content/uploads/2018/08/M-18-23.pdf
OPM Workforce Reshaping Guide	Overview to assist workforce reshaping efforts by providing available options and considerations. It includes guidance and tools for re-skilling and re-locating federal employees.	https://www.opm.gov/policy-data-oversight/workforce-restructuring/reshaping/
Career Transition Support	Comprehensive guidance to employees on career transition services. In addition, individual Federal agencies are required to provide career transition services to surplus employees, giving them skills and resources to help them find other employment.	https://www.opm.gov/policy-data-oversight/workforce-restructuring/employee-guide-to-career-transition/ctap_guideline.pdf
Recruitment, Relocation & Retention Incentives	Learn how to use recruitment, relocation, and retention incentives (3Rs) to recruit and retain top talent.	https://www.opm.gov/policy-data-oversight/pay-leave/recruitment-relocation-retention-incentives/#url=Overview

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Workforce Assessment and Retention Continued		
Reskilling & Retraining Services	Agencies can access best-in-class contract solutions to support employee training and re-skilling initiatives through an innovative partnership between OPM and GSA.	https://www.gsa.gov/buying-selling/products-services/human-capital/human-capital-and-training-solutions https://www.opm.gov/policy-data-oversight/workforce-restructuring/reshaping/HR-Solutions/
Employee Incentives and Services	Agencies have authority under 5 CFR 575.200 to offer relocation incentives to individual employees or groups. Agencies are authorized to pay for certain relocation services for Federal employees. GSA helps to connect agencies to "best value" relocation service providers.	https://www.opm.gov/policy-data-oversight/pay-leave/recruitment-relocation-retention-incentives/fact-sheets/relocation-incentives/
Government to Citizens Playbook (G2C)	The G2C playbook provides guidelines for conducting dialogue and planning about decentralization that focus on long-term agency vision, communications, innovations in organizational operations, workforce talent, and geography.	https://www.gsa.gov/cdnstatic/G2C%20Playbook.pdf
Human Capital Management	The Human Capital Framework (HCF) provides comprehensive guidance on strategic human capital planning, implementation, and evaluation in the Federal environment.	https://www.opm.gov/policy-data-oversight/human-capital-management/
Workforce, Leadership Talent Management & Succession Planning	Guidance and wiki page that provides agencies with tools and resources for effective workforce development and aligns with OPM's Leadership Talent Management & Succession Planning process.	https://www.opm.gov/services-for-agencies/workforce-succession-planning/succession-planning/ https://www.opm.gov/wiki/training/Succession-Planning.ashx
Hiring Excellence Mythbuster	Avoid practices that stem from common myths about the Federal hiring process, and learn about helpful techniques, such as including specialized skills in job announcements, engaging in strategic recruitment, and using Subject Matter Experts (SMEs) outside of HR to rate and rank applicants.	https://www.opm.gov/policy-data-oversight/hiring-information/hiring-excellence/tools-resources/hiring-excellence-mythbusters.pdf
Hiring Information	Guidance describing the competitive hiring process; hiring authorities available to agencies to hire veterans, students, interns; and information for current and former Federal employees such as reinstatements or transfers.	https://www.opm.gov/policy-data-oversight/hiring-information/hiring-authorities/