By Michael J. Keegan, Forum Editor

Introduction: A Management Roadmap for the Next Administration

In January 2017, the inauguration of the 45th president of the United States will be followed by the transition of government to a new administration. The president and senior staff will be focused on important policies and challenges at home and abroad. For new leadership teams across the government, effective management will constitute a critical success factor for the implementation of the president's agenda, the execution of that agenda by millions of federal employees and partners, and the public's confidence in the government's performance.

As part of transition planning, the presidential candidates will benefit significantly from a robust roadmap for effective management that is planned well in advance. A sound management roadmap will enable developing the capacity to achieve key outcomes for government missions and programs; such a roadmap should identify how work will get done, in addition to defining what initiatives should be addressed. By so doing, the next president can leverage an agenda for governing that builds on current progress, increases the likelihood of success, accelerates action on important priorities, and reduces risk.

In early 2015, the IBM Center for the Business of Government and the Partnership for Public Service launched a Management Roadmap initiative as part of the Partnership's Ready to Govern efforts. Both the Center and the Partnership have sought to develop a set of management recommendations for the next administration, thereby enhancing the capacity of government to deliver key outcomes for citizens.

To develop these management recommendations, the Center and the Partnership have hosted a series of roundtable conversations that brought together senior public sector leaders and experts, top academics, and key stakeholders. The sessions explored current and past administration management initiatives that should be continued; discussed new opportunities; and sought out ways to deliver real change in government through a comprehensive set of operational levers available to leaders. The recommendations addressed approaches for enhancing a strong management system that supports the administration and delivers to the American people.

This forum highlights the reports and recommendations derived from the IBM Center and Partnership efforts and roundtables that have as their goal the development of a management roadmap for the next administration:

- **Managing the Government's Executive Talent.** The first contribution to this forum focuses on strengthening executive talent across the federal government. It is excerpted from *Managing the Government's Executive Talent* by Doug Brook & Maureen Hartney and informed by the Leadership Talent roundtable discussion held in May 2015.

- **Building an Enterprise Government.** The second contribution examines how agency leaders can coordinate and integrate activities to drive successful outcomes for the next presidential term. It is excerpted from *Building an Enterprise Government: Creating an Ecosystem for Cross-Agency Collaboration in the Next Administration* by Jane Fountain of University of Massachusetts Amherst and informed by the Enterprise roundtable held September 2015.

- **Enhancing the Government's Decision-Making.** The third piece focuses on decision-making processes in the federal government. It is excerpted from Enhancing the *Government's Decision-Making: Helping Leaders Make Smart and Timely Decisions*, by Ed DeSeve and informed by the Decision-Making roundtable held in November 2015.

- **Encouraging and Sustaining Innovation in Government.** The fourth contribution explores how the new administration can drive innovation and sustain current government innovations. It is excerpted from *Encouraging and Sustaining Innovation in Government: A Technology and Innovation Agenda for the Next Administration* by Beth Simone Noveck and Stefaan Verhulst and informed by the Innovation roundtable held in January 2016.

- **Getting Off to a Strong and Fast Start.** The fifth piece outlines how the next administration can get off to a strong and fast start. It is based on the robust roundtable discussion held early this year.

- **Early and Effective Transition Planning.** The sixth and final contribution details one action that can have more impact than any other: early and effective transition planning. It is shaped and informed by the final roundtable discussion hosted by the IBM Center and the Partnership early this spring. ◘

Managing the Government's Executive Talent

Edited by Michael J. Keegan

The initial contribution to this forum focuses on strengthening executive talent across the federal government. The success of a presidential administration rests in the hands of leadership: the political appointees and career executives responsible for implementing policy, achieving mission outcomes, and running government operations. By making leadership talent a key priority, the next president can significantly enhance government's capacity for political and career executives to deliver strong results for the nation.

What follows is excerpted from *Managing the Government's Executive Talent*, which derives from a roundtable discussion held in May 2015 with current and former career and political government leaders. It brings forward insights from that roundtable, including the need to effectively manage the interface between political and career executives, strengthen the Senior Executive Service, align accountability and incentives for political and career executives, and innovate recruiting and training executive leaders.

Why Does Executive Talent Matter for Government?

Presidents seek to shape the direction of the nation. But ideas alone are not enough; a president needs talented people to implement them. Presidential transitions must focus early on recruiting and deploying talent to advance the policy and political agenda of the president-elect. The leaders they select, especially those who are presidentially appointed and Senate-confirmed (PAS), hold primary responsibility for the formulation and execution of the president's policies. Yet new administrations often lack appreciation for the direct link between success and the need for sound management and capable people who will implement their policies and programs. Indeed, every presidential administration has experienced unexpected management failures (such as the Affordable Care Act website rollout and the Hurricane Katrina response), some of which have created political firestorms, set back policy initiatives, or undermined public confidence in our government.

This is why it is essential for the next president, during the transition to power and after taking office, to recruit and place talented political and career executives with management experience in critical management and operational positions throughout the government. The presidential transition team and the White House Presidential Personnel Office have the huge responsibility of identifying qualified candidates and filling some 4,000 political positions, including about 1,000 PAS jobs and some 625 non-career positions in the Senior Executive Service (SES). These appointees will work with the approximately 7,200 members of the career SES to direct and oversee nearly 2.1 million civilian executive branch employees and contractors supporting the work of their agencies and departments.

Insights from the Leadership Talent Roundtable

The roundtable discussion focused on effectively managing executive talent. The discussions addressed five different aspects of the leadership talent issue:

- Effectively managing the career-political interface to foster strong teams that deliver results

- Strengthening the career SES to increase the capability and capacity of the government

- Aligning accountability and incentives to drive desired behaviors and the achievement of administration priorities

- Supporting innovations in talent management that can enhance the ability to recruit, hire and train the talent that the administration will be relying on

- Enabling ideas and tools to help leaders manage executive talent in the complex federal environment

For a more detailed explanation of these areas, please consult the full report, *Managing the Government's Executive Talent*, beginning on page 9.

A new administration must both assemble and organize the talent required to meet today's pressing challenges by recruiting and retaining political and career executives with strong management capabilities. The essential building block for an effective executive talent management strategy is the creation of enterprise-focused executive management teams in the departments and agencies of the federal government. In this context, we offer policy and management recommendations for creating and managing the government's Executive Management Corps, and we present a framework for getting it done in the new administration.

The roundtable discussion and related research resulted in the identification of four premises on which the recommendations offered are based:

- **Executive management talent is critical to achieving the goals of the next administration.** There are many recent examples of government failure in management undermining good policy. If the new administration's policy objectives are to be met successfully, they must be accompanied by strong, capable management.

- **The new administration must find the right managerial talent for the government's Executive Management Corps, consisting of both the Political Executive Management Corps and the Career Executive Management Corps.** Political appointees come from various backgrounds, and policy and political considerations are legitimate in the selection of people to serve

in presidentially appointed positions. However, for managerial positions within the government's Executive Management Corps, the administration must identify and select senior executives with significant management experience and capability.

- **The accomplishment of the management and policy goals of the next administration requires a strong working relationship between the Political Executive Management Corps and the Career Executive Management Corps.** Political appointees, by definition, have limited tenures in office. In contrast, career senior executives often work for their entire management careers in the service of one agency or within one functional specialization. Neither group singularly possesses the broad policy, political, programmatic and organizational knowledge necessary to manage their agencies. These two groups must forge positive working relationships. The earlier such relationships are established, the quicker the agency can be positioned to act upon the administration's priorities.

- **The government's executive talent pool requires proactive management by departments and agencies, with the support of the Office of Management and Budget, the Presidential Personnel Office and the Office of Personnel Management.** The new administration's management strategy must be actively managed and coordinated across government.

Recommendations

The essential building block for an effective executive talent management strategy is the creation of enterprise-focused executive management teams in the departments and agencies of the federal government. In this context, we offer policy and management recommendations for creating and managing the government's Executive Management Corps.

1. **Create a Government-wide Executive Management Corps.** Departments and agencies, in consultation with the Office of Management and Budget, the Office of Personnel Management, the President's Management Council and the Presidential Personnel Office, should designate a sub-group of political and career executives as members of a government-wide Executive Management Corps. This group of senior executives would be expected to bring an enterprise-wide perspective to their roles as leaders, with a sense of shared purpose and common priorities. Effective February 2018, the administration will be required to submit a

strategic management plan just as the president's budget is submitted to Congress. This would be a propitious time for the administration to convene a meeting of the Executive Management Corps.

2. **Create Department-and Agency-Level Joint Executive Management Teams.** Joint executive management teams bring together both political and career executives with specific agency functional/operational responsibilities, entrusting them with and measuring them on the success of the department or agency. Joint leadership teams comprising of political appointees and career executives should be created in each department and agency. Performance plans for political and career members of joint leadership teams should contain a set of common elements tied to achieving key mission outcomes in order to align objectives and incentives. Departments and agencies should design and hold joint activities during the orientation process for political appointees.

3. **Create a Political Executive Management Corps.** Effective management of the Political Executive Management Corps involves identifying and selecting qualified appointees to fill management positions, as well as integrating political appointees and career executives into an effective operating team. The incoming transition teams should identify Political Executive Management Corps roles—those positions to be filled by Senate-confirmed presidential appointees and non-career senior executives that require significant managerial expertise. Members of the Political Executive Management Corps should receive targeted orientations on management priorities, the government's management apparatus and management issues facing their agencies. Though many agencies and departments address individual accountability, having performance plans that include shared goals and mission outcomes will increase buy-in from the executives and encourage the formation and use of leadership teams.

4. **Create a Career Executive Management Corps.** Departments and agencies should identify a subset of career Senior Executive Service positions that have the broadest management and operational spans of responsibility. These positions should be proactively managed and assigned to senior executives with the desired management experience. The next administration should establish an enterprise-wide approach to the management of the Career Executive Management Corps with active coordination between departments and agencies, OMB and OPM. In order to drive organizational alignment, performance plans for career executives should contain a set of elements that are also common to the performance agreements of political executives.

Political Appointees and Career Professionals: The Right Mix

People are the foundation upon which the next administration will implement its agenda. By focusing on political appointees and career executives in leadership, a new presidency can get set up for success over the next four years. However, with an early focus on leadership (including during transition planning), the next president can greatly increase the capacity to implement policy effectively.

Managing executive leadership talent offers both an opportunity and a challenge for the incoming administration. It requires recognition that the president is the chief executive of the federal government. It also requires recognition that policy and political success demands an effective executive talent management strategy.

Appendix three in *Managing the Government's Executive Talent* displays the suggested timing for each of the four recommendations. It also indicates which of these organizations would have primary or shared responsibility for implementation of the recommendations. ◘

Building an Enterprise Government

Edited by Michael J. Keegan
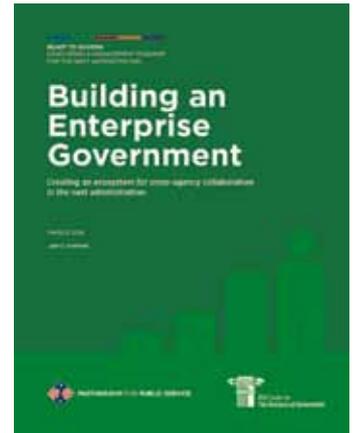
The second contribution to this forum examines how agency leaders can coordinate activities to drive successful outcomes for the next presidential term. What follows is excerpted from the report *Building an Enterprise Government: Creating an ecosystem for cross-agency collaboration in the next administration*, which is informed by a roundtable held in September 2015 that focused on the challenge of working across agency silos to improve operations and reduce costs.

The next administration will be set to work implementing the goals and priorities of the new president. Few will align neatly with the agency structure of the government; achieving them will require that agencies work together to collaborate

and integrate programs and activities to achieve common goals. The next president will assume office at a time when networks, agility, enterprise approaches, cross-agency capacity and partnerships are essential to address complex policy challenges.

What is Enterprise Government?

The first form of enterprise is mission-focused. It encompasses cross-agency collaboration to tackle complex policy problems that touch all agencies. Presidents cannot address critical national challenges such as export promotion and disaster preparedness by using a single agency relying on hierarchies and bureaucratic approaches traditional to government. For mission-focused enterprise government, redundancy and duplication are not the problems; fragmentation and lack of coordination and communication across jurisdictions are.

The second form of enterprise government is mission-support focused and emphasizes streamlining and integration of administrative services, processes and functions that share common or identical elements (such as shared financial and IT services and management of grants and loans).

Insights from the Enterprise Government Roundtable

The Enterprise Government roundtable identified key insights, experiences and recommendations for building the capacity to execute administration priorities by enhancing governance, improving collaboration and using enterprise approaches. These are the focus areas around which the roundtable was organized:

- Developing administration strategic objectives that cross agency boundaries

- Using the growing array of cross-agency institutions and roles to accelerate the president's priorities and agenda

- Coordinating across departments and agencies to drive mission outcomes

Enterprise Government Model
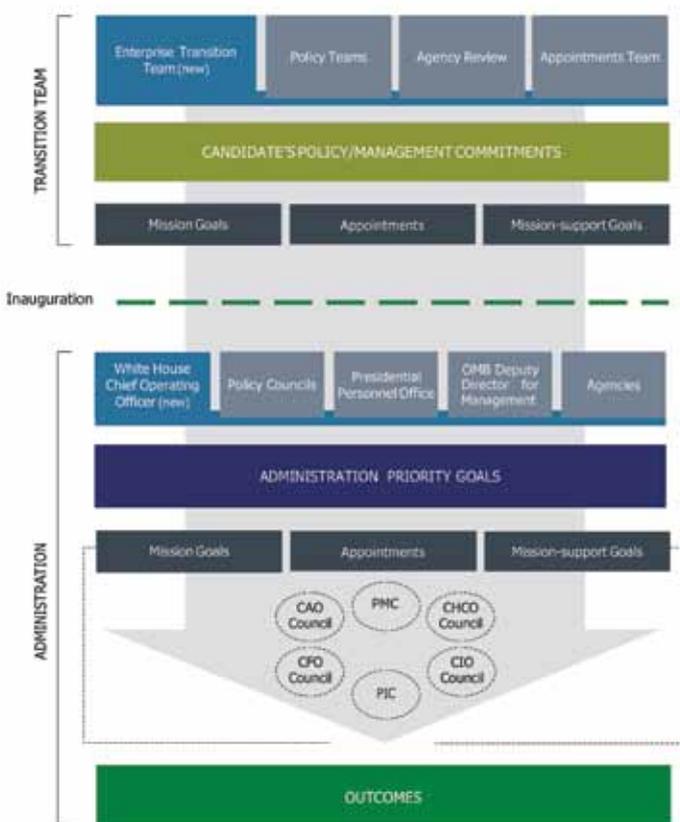
- Integrating mission support operations

- Getting it done in the federal environment: tools, timing, people

For a more detailed explanation of these areas, please consult the full report, *Building an Enterprise Government: Creating an Ecosystem for Cross-Agency Collaboration in the Next Administration* beginning on page 9.

The roundtable discussion and related research resulted in the identification of four premises from which the recommendations offered are based:

- **Contemporary policy problems are increasingly cross-boundary in nature.** Such challenges require cross-boundary responses. This compels the federal government to build such capacity.

- **Imperatives for cost reduction, greater efficiency, effectiveness and streamlined, citizen-facing services will continue.** Given contemporary management systems and practices, these imperatives can only be addressed through enterprise approaches.

- **A concerted effort to adapt and incorporate information and communication technologies across the federal government is required.** It is the digital revolution that makes possible cross-boundary coordination, control and service delivery. Therefore, the federal government must continue to strive to use IT strategically and effectively to build a government for the information age.

- **A new administration possesses a unique opportunity during its first year to use its mandate to promote change.** The evolution of governance toward enterprise approaches can be given fresh momentum and increased focus during the initial period of a new presidency.

Recommendations
From the research conducted by Jane Fountain and the roundtable discussion, five recommendations are offered to guide the next administration in managing enterprise government:

1. **Create a group within the transition team that focuses on the government's enterprise-wide policy management and implementation issues.** The transition teams should be set up to include a group that is organized around cross-agency goals and the integration of personnel, policy and management objectives. This group can establish a plan to utilize the existing management structures and tools, including the array of interagency councils.

2. **Create a White House Chief Operating Officer to support enterprise mission-focused initiatives.** Designate a White House COO to create greater coherence in managing the portfolio of cross agency mission objectives. The COO would ensure a clear implementation strategy for each mission-focused cross agency administration priority and identify the management capacity needed to achieve each goal. In addition to the COO, the administration should create a cross-functional support team within the White House to guide implementation of the president's key enterprise mission initiatives.

3. **Leverage the existing ecosystem of cross-agency institutions to support an enterprise approach to government.** The next administration should strengthen the coherence, communication and transparency among these organizations. The White House COO should work with OMB to connect the president's policy councils with the President's Management Council (PMC), other cross-agency councils, the General Services Administration (GSA) and the Office of Personnel Management (OPM) to create and sustain shared ownership for mission and management outcomes.

4. **Advance mission-focused outcomes by proactively coordinating cross-agency activities.** The next administration should accelerate implementation of mission-focused cross-agency administration priorities. The new administration may find that it succeeds or fails based largely on its ability to tackle horizontal, cross-cutting policy problems that lie across vertical agency silos. These "wicked" problems range from income inequality, health and energy to security, innovation and economic prosperity.

5. **Set ambitious enterprise mission-support goals to drive efficiency, innovation and customer satisfaction.** The next president will have the opportunity to fundamentally reshape and improve the operations of the federal government using shared services in areas including IT, financial management, acquisitions and human capital. The new administration should support development of the new governance and management structures recently announced for shared services. OMB, with the support of GSA and other lead agencies, should establish clear pathways to support agency migration to enterprise mission-support platforms.

The next president will enter office with a long list of campaign promises and an overriding desire to get things done. By identifying priorities that cut across agency boundaries and taking an enterprise approach to governing, the administration can deliver faster, more effective results. ◘

Enhancing the Government's Decision-Making

Edited by Michael J. Keegan

The third contribution focuses on decision-making processes in the federal government. It is excerpted from a report with the very same title, which was shaped by a roundtable held in November 2015. Effective decision-making will be a critical element for the new administration. Incoming leaders in the White House and across federal agencies will be flooded with information and suggestions for new programs and priorities. They will be under pressure to act, especially on presidential priorities and budget choices. To succeed, new appointees need an organized approach to making decisions that draws on proven processes and frameworks to guide the rapid development and execution of policies and programs.

Why Should New Leaders Pay Attention to Decision-Making Early On?

Upon taking office, leaders must quickly decide what to focus on and what processes to use for making decisions. This sounds straightforward, but in reality can be extraordinarily complex in the federal environment, swamping even experienced leaders. The roundtable participants identified the following challenges to making smart decisions:

- Sifting through large amounts of information

- Setting and sticking to priorities

- The need for effective collaboration across organizational boundaries

- The need for top leadership engagement and a sense of urgency to act

By being thoughtful about how to approach decision-making, leaders can make smart choices that are based on data and evidence.

Insights from the Decision-Making Roundtable

The roundtable addressed areas on which the next administration should focus in order to accelerate and improve the quality of its decisions about presidential priorities and. The key areas of discussion were:

- Establishing decision frameworks and associated governance structures

- Harnessing effective governmental decision processes

- Adapting decision support systems to better inform decision-making

- Developing ideas and tools to enable leaders to make practical decisions in the complex federal environment

For a more detailed explanation of these areas, consult the full report, *Enhancing the Government's Decision-Making: Helping Leaders Make Smart and Timely Decisions*, beginning on page 9.

Some decisions will be routine and predictable, such as choices made in the context of the annual budget process or the statutorily-driven strategic planning and financial reporting cycles. Similarly, there are decisions associated with new policy initiatives. Events may drive their timing, but leaders can influence the timing of the decisions themselves. Finally, some decisions are event-driven and not under the control of leaders—a natural disaster, a congressional investigation or a political scandal, for example. While a single framework for decision-making may not exist, general principles do apply.

The roundtable discussion and related research resulted in the identification of four premises from which the recommendations offered are based:

- **A need to move quickly to achieve policy and management successes.** Typically, new administrations have the most political capital with which to act on new initiatives in the first year of their four-year term. The lack of a clear decision process for prioritizing new initiatives in the context of other urgent decisions can doom policy and management priorities to failure.

- **A need to reduce the risks of making poorly informed decisions, or wasting time on the wrong issues.** A good decision-making process can predict in advance the need for certain kinds of information. For example, knowing a program's reauthorization schedule can allow the development of program evaluations, or the need to undertake a risk analysis of alternative proposals. In addition, developing a strategic context helps leaders choose the areas in which they want to invest time in making decisions, so they do not invest time in decisions on issues less important to a longer-term agenda.

- **A need to increase the capacity of agencies to deliver on mission objectives.** Many decision-makers are well versed in policy and invest large amounts of time in policy development. However, they are often not as well informed when it comes time to make decisions regarding program implementation. Execution is a critical element of policy success, and new leaders need to invest in mission delivery decisions via strategic reviews and risk analyses.

- **A need to employ an enterprise perspective when making decisions.** Increasingly, decisions cannot be made around discrete programs, policies or issues. Leaders need to incorporate an enterprise-wide view

whenever they make decisions—whether that enterprise is department-wide, government-wide, across the nation or around the globe.

Recommendations

From research conducted by Ed DeSeve coupled with insights derived from the roundtable discussion come three sets of recommendations offered to help incoming leaders put in place new decision procedures and leverage existing elements of effective decision-making processes. These recommendations are intended to help the next administration to act quickly on presidential priorities, and not be overwhelmed by the unremitting, urgent demands of ongoing governmental operations. They include:

1. **Leaders in the new administration should clearly explain how they will make decisions in different situations and what information they will need to ensure those decisions are well-informed.** New leaders need to develop a common understanding and approach to applying this view in different decision-making contexts. They need to articulate clear linkages among vision, mission, goals and objectives, as well as the roles that different organizational units play in achieving those goals and objectives. These should be consistent with cross-agency priorities developed in conjunction with the White House and other stakeholders.

2. **Incoming leaders should adopt an enterprise approach when establishing processes and making decisions.** They should take into account the complexities of broader

governmental systems and the consequences of different actions. Deputy secretaries or COOs should lead strategic reviews on progress toward key objectives. Agency leaders should also create a central data analytics capability to connect data and programmatic silos. In some cases, leaders will be called on to drive government-wide efforts that help achieve both agency and inter-agency priorities.

3. **Incoming leaders should use existing support functions within their organizations.** This includes using strategic foresight and planning and enterprise risk management, as well as creating an expectation that these functions will be coordinating their advice to top leadership.

Transition teams and the new administration should set an expectation among White House councils and agency leaders that articulating effective decision-making processes will be among their earliest priorities. Additionally, they should seek out individuals with experience in decision-making in multi-stakeholder environments to staff critical advisory positions in government.

How decisions are made will often determine the success or failure of new administrations and new agency leaders. New leaders must be able to focus on presidential priorities, while at the same time handling the myriad demands placed on them by routine but highly important operations that demand their attention. Transition teams should create an expectation for new agency leaders and their chiefs of staff that they will need to put in place their own procedures to deal with the deluge of pressing issues they will face, especially in the first 100 days.

The next president will inherit a web of decision-making frameworks and processes that can either help or hinder his or her efforts to accomplish tasks. Developing a framework and communicating how decisions will get make will be a key to success. Leaving the various decision frameworks that leaders need to navigate—policy, budget, acquisition, strategic planning, etc.—undefined or ad hoc will stymie concerted action. ◘

Encouraging and Sustaining Innovation in Government

Edited by Michael J. Keegan

The fourth contribution to this forum explores how the new administration can drive innovation and support and sustain current government innovations. It is excerpted from the report, *Encouraging and Sustaining Innovation in Government*, which was inspired by an innovation round-table held in January on how the federal government can use technology to achieve the next president's policy priorities.

Trust in government is at an all-time low. Re-designing and improving the way we govern should be a key a priority for the new administration—affecting how any new president will be able to accomplish priorities, be they economic growth, immigration, national security or responses to natural disasters. Technology and innovation will be essential to achieving the next administration's goals and to delivering services more effectively and efficiently.

Across President Barack Obama's two terms, agencies have prioritized innovation in many different ways. The administration pioneered business model innovations such as the

U.S. Digital Service, the GSA Office of Citizen Services and Innovative Technologies and 18F, and a new GSA Unified Shared Services Management (USSM) governance model. Challenge.gov and "idea labs," such as those at HHS and OPM, have brought new approaches to program delivery and government operations. There has also been innovation in talent acquisition such as the introduction of the Presidential Innovation Fellow (PIFs).

Yet despite the embrace of innovative technology as a means to do things differently, the use of technology in government is still the exception and not the norm.

When the next president takes office in 2017, a new administration will have the opportunity to embark on their own innovation agenda, building upon past efforts and setting new goals. How can new agency leaders drive and sustain innovation? How can the next administration enhance customer experience, and support empowerment of citizens and businesses? These and other questions served to frame a rich discussion.

Insights from the Innovation Roundtable

The roundtable discussion focused on three desired objectives for how innovation can improve outcomes:

- **Improving efficiency and effectiveness by using technology to improve government operations.** Operational innovation can proceed in an incremental fashion or through transformational leaps. It is important to make innovation a key expectation of every agency leader, both career and political.

- **Enhancing customer experience by improving the user experience.** A frequent pain point for citizens is the customer experience they have when interacting with government. While citizens have seen tremendous customer experience improvements in online banking, shopping, and news consumption, for the most part they have not seen the same level of improvements when

interacting with government. Improving customer experience has become a priority in the latter part of the Obama administration, with U.S. Digital Service and 18F leading the charge.

- **Increasing citizen engagement by empowering citizens and businesses to participate in the development of government policies and programs.** From obtaining information on communities and government operations, to creating avenues for citizen input and meaningful engagement on public policy issues, how citizens engage government is changing rapidly. The next president has the opportunity to build upon this trend to develop more meaningful participatory channels for citizens.

Enabling Innovation

There is no shortage of ideas for *what* should be done to drive better outcomes in government. Perhaps the more challenging question is *how* to lead innovation and change in the federal government. The next administration can look to enabling innovation through leadership and talent, process, scale and governance. Let's look more closely at each of these:

- **Leadership and talent.** Agencies can look at new models for acquiring talent, often using existing authorities that may not be fully utilized. They could explore using internal or public social media platforms to match people better with the skills needs of organizations. More importantly, top leadership needs to signal support for innovation—and tolerance for failure—while understanding that innovation needs to emerge from within the organization (not always top-down). External hires can bring in new ideas and ways of thinking, but they must work closely with existing career staff for innovation to stick.

- **Process.** Current law and policy can inhibit innovation. For example, the Paperwork Reduction Act could be reformed to promote communicating with citizens around innovative ideas. A long and complex acquisition process can limit the manner in which government and industry innovate together. Efforts to drive innovation must recognize this reality. OMB and other central agencies can help drive innovation across the government.

- **Scale.** Scaling innovation across the government, an agency, and a bureau is a difficult challenge, one that requires concerted effort by leadership. Agency leaders can foster innovation at scale by removing real and perceived barriers to change. Innovation in management structures is important (for example, establishing a

cohesive shared services governance model) and must accompany innovations at scale. Embed innovation in transition planning and the execution of campaign commitments. Be ready for a crisis—leaders can use a crisis to drive changes that would otherwise be unattainable—and at the same time drive real innovation in the delivery of services.

- **Innovation goals and governance.** The next administration needs to set clear goals around outcomes. It is important to establish a structure for innovation that names initiatives, designates accountable leaders, and develops bottoms-up and outside-in communication channels. Perhaps someone in the chief innovation officer role could set long-term goals and delegate short-term projects. The next administration would benefit from creating a "What Works" clearinghouse with successful innovations.

By building upon progress already made and effectively utilizing existing tools, the next administration can drive a new wave of innovation. The transition teams can better accelerate these efforts by thinking strategically about how to implement an innovation agenda, both within agencies and via government-wide initiatives. The transition team can also make innovation a priority in the selection of appointees.

Recommendations

From research conducted by Noveck and Verhulst, coupled with the insights derived from the roundtable discussion, three sets of recommendations are offered for incoming leaders:

1. **Scaling data-driven governance.** Platforms such as data. gov represent initial steps in the direction of enabling data-driven governance, but more can be done to make better use of data to improve decision-making and scale up evidence-based governance. This includes applying predictive analytics; increasing public engagement; and making greater use of emerging methods like machine learning.

2. **Scaling collaborative innovation.** Collaborative innovation takes place when government and the citizenry work together, thus widening the pool of expertise and knowledge brought to bear on public problems. The next administration must reach out not only to the public, but also to experienced officials and specialized citizens who possess relevant skills to attack the problems at hand.

3. **Strengthening a culture of innovation.** Institutionalizing a culture of tech-enabled innovation will require embedding innovation and tech skills more widely across the federal enterprise. For example, contracting, grants, and personnel officials must develop a deeper understanding of how technology can help them do their jobs better. What's more, workers need to be trained in human-centered design, gamification, data visualization, crowdsourcing and other new ways of working.

4. **Evidence-based innovation.** In order to better direct government investments, leaders need a much better sense of what works (and what doesn't). The government spends billions on research in the private and university sectors but very little experimenting with, testing, and evaluating its own programs. The next administration should continue developing an evidence-based approach to governance, including a greater use of methods like A/B testing; establishing a clearinghouse for success/failure stories and best practices; and setting up changes in oversight.

5. **Innovating the transition process.** The transition period represents a unique opportunity to set the stage for durable change. By explicitly incorporating innovation into the structure, goals and activities of the transition teams, the next administration can get off to a fast start in implementing policy goals and improving government operations.

The next administration will have the opportunity to build on progress from past administrations—from President George W. Bush's e-gov initiatives to the many efforts undertaken by the Obama administration, which is often called the "first tech presidency." The Obama team's use of technology began during then Senator Obama's campaign, continued through the transition, then accelerated during his presidency. Despite significant obstacles, including obsolete infrastructure and sometimes clashing policies, considerable progress has been made along three government-wide and agency-specific dimensions:

*   **Personnel:** creation of new tech and innovation leadership roles across government, signaling a commitment to the use of technology and especially data

*   **Policies:** new policy and legal frameworks that encourage experimentation and innovation

*   **Platforms:** We The People and data.gov have helped translate the efforts of new personnel and the possibilities of new policy into concrete progress

Innovation is not a means to an end but a set of tools and methods in service of people and communities. The next administration must take steps now to create an agenda for the first hundred days that will set government on the path to still more effective use of technology. ◻

Getting Off to a Strong and Fast Start

Edited by Michael J. Keegan

✔ **People**

✔ **Structure**

✔ **Tools**

The fifth contribution to this forum outlines how the next administration can get off to a strong and fast start. What actions should be prioritized? How can the new team avoid re-inventing the wheel? To seek answers to these questions, the IBM Center for The Business of Government and the Partnership for Public Service co-hosted a roundtable bringing current and former senior officials from administrations of both parties, as well as experts from academia and the private and nonprofit sectors. The robust discussion uncovered a number of practical actions that a new administration can take, starting with the transition, to increase the odds of success.

From the sixth roundtable came dozens of recommendations around people, structure and process. Among them were actions aimed at the White House, appointees and career staff. They include:

People

- **Ensure continuity of leadership from the transition operation to the Presidential Personnel Office.** PPO is critical to getting key staff into place and to helping align appointee priorities and performance measures with key administration priorities. Turnover within PPO leadership can have ripple effects across the new president's entire first term.

- **Appoint key management leaders in the first wave of appointees.** Set an explicit expectation that they will work together as a management team. Into this group, appointees put the heads of the Office of Management and Budget, the Office of Personnel Management, and the General Services Administration, as well as the OMB Deputy Director for Management (DDM), the White House chief information officer, and a newly created White House chief operating officer (a recommendation suggested in previous roundtables as well). Attendees pointed to problems following the eight-month delay in confirming a DDM at the start of the Obama administration, which in turn delayed action on a range of initiatives.

- **Integrate appointees and career leaders.** The faster the new administration can build trusted relationships with career staff, the more effective it will be. This can occur via joint training and orientation; the creation of integrated senior leadership teams in agencies and departments; town hall-style meetings with SES and career staff within the first 100 days; and regular joint political and career meetings.

- **Leverage the senior advisor role to put people into place quickly.** Attendees pointed to the key role that Ed DeSeve played as a trusted senior advisor to Vice President Joe Biden, coordinating the implementation of the Recovery Act. As the confirmation process is playing out, senior advisors can help the administration move forward on priorities.

Structure

- **Formalize the role of the President's Management Council.** The PMC is comprised of the chief operating officers of the major agencies (typically the deputy secretaries) and it provides enterprise-wide leadership on management priorities. Among the first actions of the administration should be the issuance by the president of a directive that reconstitutes the PMC. Such an order could identify positions on the PMC and delineate expectations for its focus.

- **Create task forces around key priorities.** Cross-agency or intra-agency priorities can be more effectively addressed through task forces (consisting of political and career staff) that bring together functional and policy expertise.

- **Establish performance goals in key policy and management areas early.** The new administration should quickly build on the performance framework led by OMB to move forward with measurable goals (the transition team can work on this prior to inauguration). If policy implementation and budget get too far ahead of performance management, it can be hard to drive alignment.

Tools

- **Quickly set up a regulatory review process.** While new administrations typically come in and freeze the process, attendees noted that the vast majority of regulations that pass through OMB's Office of Information and Regulatory Affairs are non-controversial. Freezing all rules can slow down processes that might actually further a new administration's priorities. Attendees suggested setting up a triage system to identify which rules to freeze, which to review quickly, and which to allow to move forward.

- **Develop a management agenda early.** The new administration can signal its management priorities in the opening days of the administration and should rollout a management plan at the same time as the first budget is released. Delay in releasing a management plan can have detrimental ripple effects across the administration's term.

- **Drive alignment around clear goals.** This should be done through performance management and through written performance plans for appointees, with key elements also reflected in career SES performance plans. PPO, OPM, a new White House COO and cabinet leaders would all play a role in driving alignment.

- **Provide agency leaders with a plan for their first six months.** Leaders who enter an agency without a roadmap have a higher likelihood of a disappointing tenure. Multiple levers can help new leaders implement such a plan, including reaching out to former office holders on a bipartisan basis, engaging career staff, setting decision-making processes, spending time in the field talking with customers and staff, and more.

The collective experience of the extraordinary group of people who participated in the roundtable generated a wealth of great ideas. Acting upon these recommendations can provide a significant boost to the next administration. ◻

Roundtable Recommendations

People
- ☑ Ensure continuity of leadership from the transition operation to the Presidential Personnel Office.
- ☑ Appoint key management leaders in the first wave of appointees.
- ☑ Integrate appointees and career leaders.
- ☑ Leverage the senior advisor role to put people into place quickly.

Structure
- ☑ Formalize the role of the President's Management Council.
- ☑ Create task forces around key priorities.
- ☑ Establish performance goals in key policy and management areas early.

Tools
- ☑ Quickly set up a regulatory review process.
- ☑ Develop a management agenda early.
- ☑ Drive alignment around clear goals.
- ☑ Provide agency leaders with a plan for their first six months.

Early and Effective Transition Planning

Edited by Michael J. Keegan

✔ **People**

✔ **Structure**

✔ **Tools**

The sixth and final contribution details a single action that can have potentially more impact than any other: early and effective transition planning. From strengthening the President's Management Council, to setting up a triage system for regulatory review, these recommendations can help jump-start the administration. What should transition teams focus on? What do past transition efforts tell us about ways to improve? How can transition teams fashion a management agenda that supports the implementation of campaign commitments and improves the operations of government?

The IBM Center for The Business of Government and the Partnership for Public Service co-hosted a roundtable earlier this year to discuss how transition teams can operate most effectively. The roundtable was the final in a series of seven as part of our Management Roadmap effort, a Ready to Govern (#Ready2Govern) initiative through the Partnership's Center for Presidential Transition.

The recommendations from the roundtable were clustered around three dimensions—people, structure and process.

People
- **Set up the transition personnel operation with the explicit understanding that key members of the leadership team will transition into the Presidential Personnel Office.** Continuity in the appointee selecting and vetting operation is critical to getting the administration fully staffed in the first year.

- **Identify an experienced management executive who is a close ally to the president and bring them into the transition team early.**

- **Communicate how personnel selections will be made.** Will the White House select and place all people? Will cabinet and agency leaders select appointees within their areas? Will there be block placement of certain functions, such as CFOs? Or will a combination of these approaches be used? Align selection of personnel to a

robust process for identifying the needs within agencies, across leadership teams, and in alignment with administration priorities. Personnel selection is a multi-dimensional Rubix cube, but it should start with clarity around what skills the position demands.

- **Select individuals to be on leadership teams.** High-performing teams have a mix of skills, which is why transition personnel should look at appointee selection through the lens of team formation. For example, attendees noted that deputy secretaries are the COOs for departments. When deputy secretaries are chosen for their policy expertise or to be "secretaries in waiting," an opportunity to use the role to create balanced leadership teams that can effectively operate departments and implement policy priorities can be missed.

- **Consider selecting the OMB Deputy Director for Management during the transition.** It might be appropriate to put that person in charge of developing a management agenda to roll out at the start of the administration.

- **Create a pre-populated pool of vetted candidates from which appointees can be selected.** This could significantly decrease the time it takes to get appointees into place.

- **Identify potential roles and people that the new administration will ask to hold-over.** Attendees noted that several Bush appointees were held over to help tackle the 2008-2009 financial crisis until a new team could be put into place.

Structure
- **The structure and operations of the transition team should reflect how the administration wants to govern.** Making the shift from the transition phase to the White House more seamless can decrease churn in the opening days of an administration, when the new president's influence is at its peak.

- **Prior to the election, determine the roles, responsibilities and lines of communication between the transition team and the campaign staff.** Consider how campaign staff will be integrated into the transition operation after the election. The campaign-to-transition process can be fraught with tension; it needs to be managed carefully.

- **Set up a team to focus specifically on the regulatory review process.** Regulatory actions are a critical part of any administration. Attendees advised transition personnel to create a team to design a regulatory review function that allows non-controversial regulatory actions to proceed while also achieving priority goals and preventing unwanted regulatory actions.

- **Set up a team to focus on creating an enterprise approach to governing.** Cross-agency approaches can yield more effective methods to solving difficult challenges. Conducting policy implementation planning in the transition with an enterprise perspective will increase the likelihood of success.

- **Create intra-transition team linkages between personnel and policy.** Better information flow within the transition teams can improve the selection of appointees by better aligning position needs with potential candidates.

- **Deputies are critical to making transition teams function effectively.** The deputies of the various teams (policy, personnel, etc.) should be selected carefully. Attendees suggested creating a deputies council in a transition to improve cross-team information flow and overall coordination.

Tools
- **Develop management principles that can frame a detailed management agenda to be rolled out early in the administration.** Getting a fast start on management can drive improvements across all four (or eight) years of the administration, which can provide benefits to policy implementation, both operationally and politically.

- **Set up decision-making processes during the transition.** Think through how to approach routine (e.g. budget) and non-routine (e.g. crisis) decisions during the transition.

- **Harness existing process and tools—such as the budget, cross-agency priority goals, acquisition and financial management cycles, etc—to implement priorities.** Roundtable attendees advised transition leaders to spend more time thinking about how to implement priorities

using existing processes than how to change processes and organizational structures.

These recommendations and more emerged from the discussion with the exceptional group assembled at the roundtable. These actions—and recommendations from previous roundtable and reports—can help a new administration get a faster start and be more effective in implementing their priorities. ◻

Roundtable Recommendations

People
☑ Set up the transition personnel operation with the explicit understanding that key members of the leadership team will transition into the Presidential Personnel Office.

☑ Identify an experienced management executive who is a close ally to the President and bring them into the transition team early.

☑ Communicate how personnel selections will be made.

☑ Select individuals to be on leadership teams.

☑ Consider selecting the OMB Deputy Director for Management during the transition.

☑ Create a pre-populated pool of vetted candidates from which appointees can be selected.

☑ Identify potential roles and people that the new administration will ask to hold-over.

Structure
☑ The structure and operations of the transition team should reflect how the administration wants to govern.

☑ Prior to the election, determine the roles, responsibilities and lines of communication between the transition team and the campaign staff.

☑ Set up a team to focus specifically on the regulatory review process.

☑ Set up a team to focus on creating an enterprise approach to governing.

☑ Create intra-transition team linkages between personnel and policy.

☑ Deputies are critical to making transition teams function effectively.

Tools
☑ Develop management principles that can frame a detailed management agenda to be rolled out early in the administration.

☑ Set up decision-making processes during the transition.

☑ Harness existing process and tools to implement priorities.

Conclusion

In the past several transition cycles, the Partnership's important work has made transition planning a more integral and accepted part of a serious presidential bid. Their efforts have made significant progress in supporting more resources and earlier transition planning, thus building more effective transition teams to support activities through election day, inauguration, and beyond. Likewise, the IBM Center has sponsored roundtables and scholarship related to management advice for incoming administrations and best practices since 2000. Bringing together the Center's focus on management with the Partnership's focus on effective transition planning provides synergy to amplify our collective efforts in helping government advance.

In the end, we hope that the insights and recommendations highlighted in this forum are instructive to the government leaders heeding the call to service in the next administration. A more in-depth exploration of the reports and roundtables discussion introduced in this forum can be found at http://www.businessofgovernment.org/content/developing-management-roadmap-next-administration. ◘

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