

**SECTION 222—PREPARING AN ANNUAL PERFORMANCE PLAN: FORMAT AND OTHER  
FEATURES**

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**222.1 Other elements and general guidelines for content.**

*(a) Elements an agency may need to include.*

Beyond the required elements described in [section 220.2](#), an annual plan may include several other elements, as appropriate. These are:

- A description of any interim adjustments to the agency's strategic plan;
- A description of actions the agency is taking to resolve inadequacies in the completeness and reliability of performance data (see also [section 220.5](#) on verification and validation, and subsection 231.7 on the assessment of performance data);
- A description of the timeperiod and resources needed to carry out an agency-wide information security program (see also [subsection 220.4\(f\)](#));
- Information on performance-related studies and analyses (see [subsection 222.4\(f\)](#)); and

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- Requests for waivers of administrative requirements to provide managerial flexibility.

*(b) General guidelines governing plan content.*

In developing annual plans, you should be guided by the following general rules and principles:

- A single plan covering your entire agency should be prepared, rather than a number of plans covering different agency component or program areas (see [section 222.3](#));
- Budget resources should align with performance goals (see [section 221](#));
- You include performance information covering several fiscal years (see [section 224.2](#));
- A current strategic plan should be in effect for the fiscal year covered by the annual plan (see [section 211.4](#));
- A specific linkage with the strategic plan should be reflected in the annual plan (e.g., performance goals and indicators in an annual plan should be based on the general goals in the agency's strategic plan);
- Your initial plan iteration is considered privileged material and cannot be released outside the Executive branch (see [subsection 223.2\(a\)](#); and,
- While the basic elements of the plan are prescribed by these instructions, you have flexibility in determining the scope, level of detail, and format of the plan within this framework.

**222.2 Format and additional content.**

***Summary of requirements:*** The annual performance plan will include performance goals covering a several-year period. General goals from the strategic plan should be aligned with their performance goal counterparts in the annual plan.

*(a) Format.*

No specific format is prescribed for your annual plan. Some format-related features of the plan may be specified by Congressional committees, particularly if the plan and Congressional justification are merged. You should ensure that information is presented clearly and concisely. Plans should be informative, useful, and avoid minutiae. The format should allow the public to easily and quickly access the annual plan using the WorldWideWeb.

Your annual plan should incorporate certain information from your strategic plan. This information may be summarized. (See subsection [222.4\(b\)](#).)

*(b) Multi-year performance data.*

The FY 2004 performance plan should include performance goals for fiscal years 2003 and 2004, and actual performance information for fiscal years 1999, 2000, 2001, and 2002. The FY 2004 performance

plan should include target values for fiscal year 2003 for any performance goal included in both plans. Agencies should include information on actual performance for any fiscal year 1999, 2000, 2001, and 2002 performance goals that are also included in the FY 2004 plan. The value of including current and prior year performance information is to show trends. Thus, agencies can omit information for performance goals and indicators not being continued in the FY 2004 plan. (See also [section 224.2](#).)

*(c) Identifying interim adjustments to a strategic plan.*

An annual plan may be used to identify and describe interim adjustments being made to a strategic plan. These interim adjustments are an opportunity for agencies to modify the updated and revised strategic plans transmitted in September, 2000 to reflect program and policy changes of this Administration. Most agencies are preparing an updated and revised strategic plan that will be submitted to Congress and OMB by September 30, 2003. Agencies may wish to anticipate selected forthcoming changes in their strategic plan by identifying these in the interim adjustments appended to the FY 2004 performance plan. The initial annual plan sent to OMB should include these adjustments. The final annual plan is used to transmit these adjustments to the Congress. If a revised final plan is prepared and distributed to Congress, it may also be used to transmit these adjustments. (See [section 213](#) on making interim adjustments to a strategic plan, and the nature of these adjustments.)

*(d) Program evaluations and other analyses.*

The process for making interim adjustments to a strategic plan should be used to change the number and schedule for program evaluations during the fiscal year covered by the annual plan. (See [section 213](#) on interim adjustments, and [section 210.7](#) on program evaluations.) Interim adjustments are publicly identified by being appended to an annual plan.

Although agencies may replicate relevant strategic plan information on program evaluations in their annual plan, this is not a specified element of the annual plan. When included, this information typically covers the schedules for, and summarize the types of, program evaluations to be done during the year.

For informational purposes in an annual plan, agencies may reference and summarize other analyses or studies that will be undertaken during the fiscal year, and which directly relate to performance goals and indicators in the plan. Such studies and analyses are not typically covered in the program evaluation section of agency strategic plans. These studies and analyses can include policy, program, or management analyses, compliance reviews, cost-benefit studies, research to provide baseline data, or demonstration research. This reference is not a specified element in the annual plan. This reference provides early information on the analyses and studies that the agency intends to cover in its annual report (see [subsection 231.9\(a\)](#)).

In the annual plan, agencies should include a summary of findings and recommendations of a completed program evaluation or other analysis when these affect a current or future performance goal, or the means and strategies being used to achieve a goal.

*(e) Use of non-Federal parties.*

GPRA states that the preparation of an annual plan is an inherently governmental function, and the plan is to be drafted only by Federal employees. When preparing a plan, agencies may be assisted by non-Federal parties (e.g., consultants, contractors, or States) whose role may include collecting information; conducting studies, analyses, or evaluations; or providing opinions or ideas. Such assistance should supplement, not supplant, the agency's in-house plan preparation effort. The plan should acknowledge and indicate any significant contribution by non-Federal parties in its preparation.

*(f) Waivers of administrative requirements.*

Waivers of administrative requirements are intended to provide managers with more flexibility in managing, in the expectation this added discretion and authority will lead to improvements in program or organizational performance. These administrative requirements are established by a central management agency such as the General Services Administration, OMB, or the Office of Personnel Management, and generally apply to Executive branch agencies. OMB is responsible for reviewing and approving requested waivers. For waivers of requirements established by an agency other than OMB, the requesting agency must secure an endorsement from the establishing agency prior to OMB review.

The managerial flexibility provisions of GPRA were to be first tested in a set of pilot projects. While OMB initiated a pilot selection process, none of prospective candidates were ever designated. A main reason for the lack of designations was that the waivers being sought would have had no demonstrable effect on program performance. When proposing a waiver, an agency must describe the anticipated effects on performance if the waiver is approved. After a waiver is approved, the agency must subsequently describe the effectiveness of the waiver in achieving performance goals in its annual performance report. The continuing lack of interest in waivers has led to OMB deferring specifying a process in Circular No. A-11 for requesting, endorsing, and approving them.

**222.3 Single annual performance plan.**

*Summary of requirement:* The annual performance plan is a single plan covering the entire agency.

The annual plan should present a comprehensive picture of performance across the agency. A single plan, covering the agency as a whole, allows an agency's performance goals to be reviewed in their totality.

Within the single plan, an agency has flexibility in organizing the plan's content. For example, a plan could be organized into parts, which conform to the structure of its budget request (e.g., by major functions, organizations, or program), or match with the different jurisdictional responsibilities of various Congressional committees. A single plan is formed by joining the various parts together.

**222.4 Relationship to strategic plans.**

*Summary of requirement:* An annual performance plan must be covered by a current strategic plan.

*(a) Required coverage.*

GPRA requires that a current strategic plan (meeting GPRA requirements) be in effect for the fiscal year covered by an annual plan. (See [section 211.4](#) on current strategic plans.)

*b) Including in the annual plan additional content from the strategic plan.*

A close correspondence should exist between the strategic plan and the annual plan. This correspondence allows the more general and long-term focus of the strategic plan to be linked with the more detailed and year-specific content of the annual plan. Several elements of the strategic plan parallel those in the annual plan and underscore this linkage. The annual plan should include the following elements of a strategic plan.

- The agency mission statement, and any strategic objectives. The strategic objectives will allow related outcome and output goals to be grouped. The mission statement provides a ready reference of the agency purpose for the reader.
- The general goals. This will help show the linkage between the general goals in the strategic plan and the annual performance goals. The general goals (or a summary) should be displayed and aligned with the associated annual goals. Most agencies are preparing an updated and revised strategic plan by September, 2003, with a draft plan to be sent to OMB by March 1, 2003. The FY 2004 performance plan should incorporate the general goals from the current strategic plan, including any interim adjustments subsequently made to the September 2000 updated strategic plan. These interim adjustments can include those identified and described as part of the FY 2004 performance plan.

*(c) General goals.*

The strategic plan sets forth the general goals of the agency, and describes the relationship between these goals and the performance goals and indicators in the annual plan. Often, the performance goals will define the progress being made during a fiscal year toward achieving the general goals in a strategic plan. This progress is incremental if a general goal is not fully achieved until a future year.

*(d) Means and strategies.*

The strategic plan describes the means and strategies being used in achieving the general goals. A similar element in the annual plan describes in greater detail the specific processes, technologies, and types of resources that are needed to achieve the performance goals. The annual plan description should also cover other means, such as regulation and tax expenditures, when an agency will rely on these to achieve specific performance goals.

*(e) External factors.*

The identification of key external factors (see section 210.10) is not a specified element in an annual plan. Agencies may choose to include information on external factors in their annual plan when these bear directly on goal achievement for the fiscal year covered by the plan. This information should be consistent with the identification of external factors in the strategic plan.

*(f) Program evaluations and other analyses.*

See [subsection 222.2\(d\)](#) for including information on program evaluations, and other studies and analyses.

**222.5 Classified or other appendices not available to the public.**

An agency may attach a classified appendix to its annual plan. The appendix includes any material authorized under criteria established by Executive order to be kept secret in the interest of national defense or foreign policy. The material should be properly classified in accordance with the Executive order. Only the minimum amount of information necessary for the classified appendix should be included.

With OMB approval, agencies may prepare a non-public appendix covering certain law enforcement or revenue collection activities. Agencies should consult with, and receive the approval of, their OMB representative before preparing this type of appendix.

Performance goals or indicators included in a non-public appendix should be sufficiently specific in scope or focus that revealing the goal publicly would likely impede achievement of the goal. While certain performance goals and indicators for these activities may not be in a public portion of the plan, the program performance report will usually publicly record actual performance—in a post-facto manner—against such goals and indicators, and compare this to the target or performance levels in the non-public annex.

To avoid classifying the entire plan, a classified or non-public appendix to a plan should be detachable from the other parts of the plan.