

102d CONGRESS
1st Session
S. 20

To provide for the establishment and evaluation of performance standards and goals for expenditures in the Federal budget, and for other purposes.

IN THE SENATE OF THE UNITED STATES
January 14 (legislative day, JANUARY 3), 1991

Mr. ROTH introduced the following bill; which was read twice and referred to the Committee on Governmental Affairs

A BILL

To provide for the establishment and evaluation of performance standards and goals for expenditures in the Federal budget, and for other purposes.

Be it enacted by the Senate and House of Representatives of the United States of America in Congress assembled,

SECTION 1. SHORT TITLE.

This Act may be cited as the 'Federal Program Performance Standards and Goals Act of 1991'.

SEC. 2. FINDINGS AND PURPOSES.

(a) FINDINGS- The Congress finds that--

- (1) despite major efforts by the Congress and the Executive Branch to improve the financial management of the Federal Government, unacceptable waste and mismanagement persists in Federal programs;
- (2) waste and mismanagement place an intolerable burden on the limited resources of important Federal programs, reducing the ability of such programs to adequately address vital needs;
- (3) much of the public's opposition to increased taxes is based on a belief that taxpayers are not getting full value for their tax dollar;
- (4) because financial management systems focus on how money is spent, but not on how well it is spent and the value received for it, the Federal Government is handicapped in its ability to identify wasteful or ineffective programs; and
- (5) the Congress is further handicapped in its ability to conduct adequate and thorough oversight of Federal programs, because few programs have measurable goals against which to track and compare performance.

(b) PURPOSES- The purposes of this Act are--

- (1) to strengthen Government accountability by showing the American taxpayers what results to expect for their tax dollars when a program is funded, and what results the taxpayers actually receive;

(2) to improve congressional oversight and the uncovering of waste and mismanagement, by requiring that measurable performance standards and goals be established for all Federal programs and that each Federal department and agency issue an annual program performance report showing program accomplishment;

(3) to free additional resources for vital Federal programs, by reducing waste, reforming or eliminating ineffective programs, and allowing the targeting of funds to those programs achieving the best results;

(4) to change the Federal budget from a political document into a policy-making and management tool, by requiring that the budget incorporate a performance standards and goals plan for Federal spending.

SEC. 3. PERFORMANCE STANDARDS AND GOALS PLANS.

(a) BUDGET CONTENTS AND SUBMISSION TO CONGRESS- Section 1105(a) of title 31, United States Code, is amended by adding at the end thereof the following new paragraph:

“(29) a Federal performance standards and goals plan for the overall budget as provided for under section 1115.”

(b) PERFORMANCE STANDARDS AND GOALS PLANS- Chapter 11 of title 31, United States Code, is amended by adding after section 1114 the following new sections:

“Sec. 1115. Performance standards and goals plans

“(a) In carrying out the provisions of section 1105(a)(29), the Office of Management and Budget shall promulgate regulations requiring each department and agency to establish a performance standards and goals plan for each major expenditure category of the budget of such department or agency. Such plan shall-

“(1) establish performance indicators to be used to define and measure the outputs, products, services, and results of each expenditure allocated;

“(2) establish performance standards and goals to define and measure the specific service or product to be achieved or produced for the expenditure allocated;

“(3) express such standards and goals in an objective, quantifiable, and measurable form unless permitted in an alternative form under subsection (b);

“(4) establish major expenditure categories of related functions of such agency or department for the analysis of performance standards and goals;

“(5) include actual program results compared with original performance standards and goals, integrated with program cost information, to show trends in costs per unit-of-result, unit-of-service, or other unit-of-output;

“(6) review the success of achieving the performance standards and goals of the preceding fiscal year; and

“(7) evaluate the performance standards and goals for the fiscal year relative to the results achieved for the performance standards and goals in the preceding fiscal year.

`(b) If the Office of Management and Budget determines that it is not feasible to express the performance standards and goals of a particular program in an expenditure category in an objective and quantifiable form, the Office of Management and Budget may authorize an alternative form. Such alternative form shall include separate descriptive statements of both--

`(1) a minimally effective program, and

`(2) a successful program,

with sufficient precision and in such terms that would allow for an accurate, independent determination of whether the program's performance meets the criteria of either description.

`(c) The Office of Management and Budget shall review and adjust the department and agency plans established under subsection (a) and establish an overall performance standards and goals plan for the Federal Government.

` 1116. Program performance reports

`(a) By December 31 of each year, the head of each department and agency shall prepare and submit to the President and the Congress, a report on the program performance for the previous fiscal year.

`(b) Each program performance report shall enumerate all performance indicators established in the departmental or agency performance standards and goals plan, along with the performance goals and the actual results achieved for the previous fiscal year and the three preceding fiscal years and the goals for the current fiscal year. Program costs and, where applicable, trends in costs per unit-of-result, unit-of-service, or other unit-of-output shall be shown. Where the performance standards and goals are specified by descriptive statements of a minimally effective program and a successful program, the results of such program shall be described in relationship to those categories, including whether the results failed to meet the criteria of either category.

`(c) Where a performance standard or goal has not been met, including when a program's results are not determined to have met the criteria of a successful program, the report shall explain--

`(1) why the goal was not met, including an indication of any managerial deficiencies or of any legal obstacles;

`(2) plans and schedule for achieving the established performance goal;

`(3) recommended legislative or regulatory changes necessary to achieve the goal; and

`(4) if the performance standard or goal is impractical or infeasible, why that is the case and what action is recommended, including whether the goal should be changed or the program altered or eliminated.'.

(c) TECHNICAL AND CONFORMING AMENDMENT- The table of sections for chapter 11 of title 31, United States Code, is amended by adding at the end thereof:

`1115. Performance standards and goals plans.

`1116. Program performance reports.'.

SEC. 3. CONGRESSIONAL ESTABLISHMENT OF PERFORMANCE STANDARDS AND GOALS.

(a) IN GENERAL- It shall not be in order for either the House of Representatives or the Senate to consider any bill or resolution (or amendment thereto) which provides for the authorization of appropriations or for the appropriation of funds, unless such bill or resolution (or amendment thereto) specifies performance standards and goals for such authorization or appropriation.

(b) PERFORMANCE STANDARDS AND GOALS- (1) The program performance standards and goals required under subsection (a) shall--

(A) specify either--

(i) objective, quantifiable, and measurable standards and goals expected to be achieved, or

(ii) separate descriptive statements of a minimally effective program and of a successful program, with sufficient precision and in such terms that would allow for an accurate, independent determination of whether the program's performance meets the criteria of either description;

(B) include indicators of cost per unit-of-result, unit-of-service, or other unit-of-output, of the type specified in the legislation authorizing the appropriation or relevant program; and

(C) be established after review of the plan established under section 1115 of title 31, United States Code.

(2) An appropriation Act may specify a lesser amount of a performance standard or goal to be achieved than is provided by the authorizing legislation, but may not change the specific type of standard or goal.

(c) WAIVER- This section may be waived or suspended in the Senate only by the affirmative vote of three-fifths of the Members, duly chosen and sworn, and in the House of Representatives only as approved by the Committee on Rules.

END