

GSA Acting Administrator

November 8, 2012

MEMORANDUM FOR BRIAN D. MILLER

INSPECTOR GENERAL (J)

FROM: DAN TANGHERLINI

ACTING ADMINISTRATOR (A)

SUBJECT: Inspector General's Assessment of the U.S. General Services

Administration's Major Challenges

Thank you for providing your assessment of the major challenges currently facing the U.S. General Services Administration (GSA) and our progress in addressing them.

GSA recognizes these challenges and is implementing a broad range of measures to address them. Attached are comments on selected items in your report that provide information and clarification on how GSA is:

- Developing innovative workplace solutions to consolidate central office personnel to 1800 F Street NW;
- Engaging public buildings tenants to change their behavior to meet GSA's sustainability goals and to improve environmental stewardship;
- Improving the review and verification of environmental liabilities in GSA real estate; and,
- Taking additional steps to improve planning, development and implementation of information technology systems.

We look forward to continuing to work with the Office of the Inspector General (OIG) eliminate waste, fraud, and abuse and promote greater Government effectiveness and efficiency.

Attachment

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Agency Management Comments on the Inspector General's Assessment

CONSOLIDATION OF CENTRAL OFFICE PERSONNEL TO 1800 F STREET NW

ISSUE: In Washington, D.C., the consolidation of central office personnel to 1800 F Street NW will pose challenges to the agency.

GSA is implementing a number of innovative approaches to address the needs of the workforce as well as designing a flexible workplace which will serve as a model for the rest of the Federal Government. GSA is working with each organization to identify workspace needs including:

- Developing innovative workplace rules and guidelines, such as a clearly defined set of guidelines on reserving workspaces and meeting rooms; and,
- Educating our workforce to prepare for the new workplace. For example, we created courses such as one titled, *Managing for Mobility*, that teaches managers to manage effectively in a mobile environment.

The Office of the Chief Information Officer (OCIO) has developed and deployed a wide-range of mobile and collaborative tools to allow employees to work anywhere, anytime. The IT Insider Live website and storefront provides instant access to training and tips to support employees in their adoption of these new tools and ways of working. The Federal Acquisition Service (FAS) and the OCIO have paper digitization and management contracts in place to assist with reducing the amount of paper being brought into 1800 F by as much as 50 percent.

Additionally, the Public Buildings Service (PBS) has embraced this new work environment by modeling the end state. A significant pilot project established in August 2011 has demonstrated that the new work environment can meet the needs of the agency and maintain or improve employee productivity.

ACQUISITION PROGRAMS

ISSUE: GSA continues to face challenges within the GSA Schedules Program

Sustainability

Legislative and Executive mandates for achieving low greenhouse gas scores, alternative fuel use increases, and petroleum reduction with vehicle selection and acquisition have set an environment of competing priorities that often conflict. The GSA Office of Government-wide Policy similarly has recognized this issue and worked with the Department of Energy in developing and recommending amendments to relevant statutes and Executive Orders. These recommendations would clarify sustainability goals, thus making clear which metrics should be prioritized. The proposed amendments were completed and communicated to OMB in Fall 2010 and action is currently pending.

GSA'S GREENING INITIATIVE - SUSTAINABLE ENVIRONMENTAL STEWARDSHIP

ISSUE: Challenges exist in achieving GSA's sustainability and environmental goals.

PBS is developing tools to engage tenants and incentivize behavior change, which include:

- Establishing a national Green Team program to support building-level Green Teams.
- Continuing Client Portfolio Planning efforts to understand client sustainability goals, support client efforts, and develop a green baseline.

Furthermore:

- PBS established the PBS National Sustainability Council, which from the beginning included staff level representation from PBS regions and business lines.
- PBS is integrating sustainability into the strategic planning process through a collaborative process between PBS business lines, SSPP goal leads, and the PBS National Sustainability Council.
- PBS established a Sustainability Governance Board (SGB). The SGB is comprised of Assistant and Regional Commissioners and is tasked with establishing and reviewing sustainability priorities to ensure alignment with business needs, budget, and resources. Additionally, the SGB provides leadership, direction, and guidance to ensure PBS sustainability goals and milestones are achieved.
- GSA has a working council of sustainability experts from throughout the agency that meets biweekly. These
 experts communicate sustainability developments, progress, and challenges within their respective service
 and staff offices; discuss agency sustainability strategy and planning issues; and identify potential areas for
 cooperation and coordination across GSA business lines.

Management Framework for Sustainability

PBS developed a database, known as gBuild, to track Recovery Act-funded High Performance Green Building projects. gBUILD collects and tracks information on the projects' scope of work details, including energy efficiency, water conservation measures, and renewable energy systems. gBUILD also gathers LEED targets and ratings, Energy Star scores, baseline performance, anticipated performance, and compliance with the Guiding Principles for New Construction and Major Renovations.

For buildings with at least one full year of operational data, PBS has compared planned results against actual results in an effort to identify rates of return. As of FY 2013, GSA has begun to analyze the effectiveness of GSA's Recovery Act investments. This analysis includes aggregating actual performance data from utility bill systems and advanced meters compared against projections from gBUILD, identifying potential issues, and providing a feedback loop that informs future projects and policies.

PBS has a program to monitor and evaluate the actual results of LEED certification. The construction program utilizes LEED as both a criterion and a measure of attaining sustainability in our projects. The LEED rating system provides third-party certification and thus validates that a certain measure of sustainability is achieved. PBS has included LEED certification in its internal business measures program with the expectation of LEED certification within 18 months and tracks performance toward that end.

Metrics Need to be Developed and Adopted

- PBS tracks and reports on mandated sustainability metrics included in the SSPP.
- PBS coordinates with Office of the Chief Financial Officer (OCFO) to centralize tracking and monitoring of sustainability metrics.
- PBS conducted a gap analysis to determine which sustainability metrics are measurable and meaningful for PBS Asset Planning, and is integrating them into Asset Planning and Decision Making.
- PBS conducted a Life Cycle Analysis (LCA) pilot project and is investigating the possibility for developing guidelines for implementation of LCA.

FINANCIAL REPORTING

ISSUE: Accounting policies and the due care process over environmental liabilities needs improvement.

PBS, in coordination with Office of General Counsel and the OCFO, issued revised guidance in FY 2012 that will improve the review and verification of environmental liabilities in GSA real estate. Training was provided for all stakeholders over the revised guidelines in August 2012. As a part of the revised guidelines, PBS issued a property managers fact sheet which further communicates requirements for reporting environmental liabilities.

INFORMATION TECHNOLOGY

ISSUE: Improved planning, development, and implementation of information technology systems and services are needed to ensure quality data to support business decisions.

GSA is taking additional steps to improve planning, development, and implementation of information technology systems. The following management actions are in-process:

- IT Spend Controls All IT spending is tracked and spending over the simplified acquisition threshold (\$150,000) must be authorized by the Agency CIO, CFO and Agency Head of Acquisition Services. Spending authorization is based on a set of guiding principles that include alignment to enterprise architecture, adherence to standards and policies, and consistency with GSA's IT Investment Portfolio.
- IT Investment Milestone Review Process and Solution Lifecycle Policy GSA approved new investment gate reviews (called Milestone Reviews) to ensure IT investments develop business cases, complete an analysis of alternatives, address integration issues and align with the enterprise architecture. The Milestone Review Process is mandatory for all IT investments and will ensure GSA delivers cost effective IT solutions that meet business needs.
- Enterprise Architecture and Portfolio Rationalization GSA has established an enterprise architecture framework for classifying and analyzing IT investments by application, business function, capability and technology. By using these classifications, GSA identified areas of potential duplication and developed a formal process for analyzing and rationalizing duplicative services. GSA has transition plans for service oriented architecture, document management and identity management that lead to streamlined, more cost effective IT services.
- Enterprise Data Management and Strategy GSA has published an enterprise data management strategy, established an enterprise data management program and developed an information taxonomy. Taken together these steps provide a set of management controls to enable GSA to improve information integrity, quality and timeliness.

ISSUE: Improvements are needed to protect sensitive GSA information and to address emerging risks.

Security controls have been put in place for mobile devices including mobile device management using Maas 360 for all mobile device smart phones including "Bring Your Own Device" (BYOD), allowing personally-owned devices to be used for work-related tasks. This includes but is not limited to enforcing encryption, lockout, data wipe, password complexity, application blocking, among other controls.

In addition, we have implemented extensive cloud security through government-wide Authority to Operate (ATO) that can be leveraged for SalesForce, Google, and fiberlink Maas 360.