



B-285515

June 30, 2000

The Honorable Fred Thompson  
Chairman  
The Honorable Joseph I. Lieberman  
Ranking Member  
Committee on Governmental Affairs  
United States Senate

Subject: Observations on the General Services Administration's Fiscal Year 1999 Performance Report and Fiscal Year 2001 Performance Plan

As you requested, we have reviewed the 24 Chief Financial Officers (CFO) Act agencies' fiscal year 1999 performance reports and fiscal year 2001 performance plans required by the Government Performance and Results Act of 1993 (GPRA). In essence, under GPRA, annual performance plans are to establish performance goals and measures covering a given fiscal year and provide the direct linkage between an agency's longer-term goals and day-to-day activities. Annual performance reports are to subsequently report on the degree to which those performance goals were met. This letter contains two enclosures responding to your request concerning key program outcomes and major management challenges at the General Services Administration (GSA). Enclosure I to this letter provides our observations on GSA's fiscal year 1999 actual and fiscal year 2001 planned performance for the key outcomes that you identified as important mission areas for the agency. These key outcomes are as follows: quality products and services are provided to federal agencies at competitive prices and significant price savings to the government; federal buildings are safe, accessible, and energy efficient; and federal buildings are adequately maintained. Enclosure II lists the major management challenges facing the agency that GSA's Inspector General (IG) identified; discusses GAO work related to the challenges; discusses how GSA's fiscal year 1999 performance report addresses the progress the agency made in resolving these challenges; and identifies the applicable goals and measures in the fiscal year 2001 performance plan that relate to these challenges.

## Results in Brief

Overall, GSA's fiscal year 1999 performance report showed mixed results in meeting the agency's goals for the three key outcomes and had limited discussion of the IG's major management challenges. GSA's fiscal year 2001 performance plan did not contain agency

goals directly related to the IG challenges. However, the plan did have a discussion of, and some goals on, issues related to those challenges. The performance report and performance plan had several good features, but certain areas could be improved.

More specifically, the performance goals in the fiscal year 1999 performance report for the first key outcome—quality products and services are provided to federal agencies at competitive prices and significant price savings to the government—were typically outcome oriented, measurable, and quantifiable. The measures generally indicated progress toward meeting the goals, and the performance report clearly articulated the degree to which performance goals were achieved. The performance report said that GSA met or exceeded various goals related to such activities as supply and procurement, vehicle acquisition and leasing, travel and transportation, information technology, and telecommunications services. Goals that were not met or not measured related to activities such as childcare, leasing and meeting client space needs, and disposal of excess real property. There were also several revised goals and measures for this key outcome that involved annual lease costs, real property disposal, information technology, and telecommunications services. The types of changes varied from reducing the percentage in the original target and making some new goals less challenging, to merely incorporating the target measure into the goal.

The second key outcome—federal buildings are safe, accessible, and energy efficient—only had one goal in the fiscal year 1999 performance report. This goal was related to building security. The goal as stated in the performance report was to reduce the number of buildings that have protection costs in the high range of the benchmark set by the private sector experts while maintaining effective security in government buildings. The measure was GSA protection cost per square foot versus private sector cost per square foot. GSA was unable to measure this goal because it did not have the data to do so. Also, the performance report recognized that the performance measure would not adequately indicate progress and stated that GSA was going to replace this measure with one that would assess the quality of protection as well as cost. The fiscal year 2001 performance plan no longer has this goal, and the explanation given by GSA was its concern about the appropriateness of the planned measure. Instead, the fiscal year 2001 performance plan replaced this goal with a goal related to customer satisfaction with security services. It is important to recognize that, over the last 3 years, both GSA's IG and we identified significant problems with GSA's building security program, and GAO recommended in 1998 that GSA develop outcome-oriented goals and measures for its security program. The 2001 performance plan does not, however, contain such goals. The 2001 performance plan added a goal related to energy consumption that is objective, measurable, and quantifiable.

The third key outcome—federal buildings are adequately maintained—had two goals in the fiscal year 1999 performance report, and they were objective, measurable, and quantifiable. The measures for these goals generally allowed for gauging progress toward meeting them. The performance report said that GSA exceeded the goal to minimize cost escalations on repair and alteration projects, but did not meet the goal related to completing repair and alteration projects on time. For the unmet goal, GSA cited a variety of conditions, including poor contractor performance, for why the goal was not met. GSA revised both of these goals in the 2001 performance plan. The goal to minimize cost escalation now incorporates targets, and the measure now specifies that only projects over a given dollar amount will be

considered. GSA also changed the way cost escalation would be calculated. The goal to complete projects on time now incorporates a target, and the measure changed from the percentage of projects delivered on time to the percentage of total dollars of repair and alteration projects over \$10 million delivered on time.

A major deficiency we noted was that the performance report did not always fully respond to GPRA's implementing guidance. For example, the performance report did not (1) provide reasonable assurance that performance information would be credible; (2) always provide reasonable explanations why certain goals were not met or provide plans, actions, and time frames for achieving these goals; and (3) specifically discuss the effects of fiscal year 1999 performance on the estimated performance levels for fiscal year 2000. On a positive note, compared with those in prior plans, many of the goals in the 2001 performance plan had improved links to the budget. In fact, this performance plan has a chart that crosswalks budget accounts to major program activities.

With regard to the management challenges, neither the 1999 performance report nor the 2001 performance plan has goals that effectively respond to them. The 1999 report did have some goals or discussion that indirectly related to three of the challenges—GSA's personnel infrastructure, aging buildings, and protection of facilities and personnel. In the 2001 performance plan, GSA's Federal Technology Service has a goal—to provide increased opportunities for employee development and to respond to employee needs—that relates directly to the personnel infrastructure challenge, but none of the other GSA components have a similar goal. The 2001 performance plan also has goals directly related to building repairs and alterations; however, none are directly related to aging buildings. Although the 2001 performance plan does not have specific goals that effectively respond directly to the IG's management challenges, the performance plan does discuss various issues related to the challenges. For example, as previously discussed, the 2001 performance plan contains a customer satisfaction goal related to building security, but it has no goals that directly address the effectiveness of building security. We believe that this is an important issue since both we and the IG have identified building security as a major challenge, and that the safety of federal employees and the public could be affected.

## Recommendations

In light of the recent problems GSA has had with its security program and the potentially hostile environment in which we live, we are recommending that the Administrator of GSA revisit our previous recommendation and immediately develop security goals and measures that are more programmatic, that hold agency officials more accountable for results, and that allow GSA to determine if security strategies are working as intended.

For the 2000 performance report, we are also recommending that the Administrator of GSA, in order to fully respond to GPRA's implementing guidance, (1) provide reasonable assurance that performance information will be credible; (2) always provide reasonable explanations why certain goals were not met and provide plans, actions, and time frames for achieving these goals; and (3) specifically discuss the effects of the fiscal year 2000 performance on the estimated performance levels for fiscal year 2001.

## Objectives, Scope, and Methodology

Our objectives concerning selected key agency outcomes were to (1) identify and assess the quality of the performance goals and measures directly related to a key outcome, (2) assess the agency's actual performance in fiscal year 1999 for each outcome, and (3) assess the agency's planned performance for fiscal year 2001 for each outcome. Our objectives concerning major management challenges were to (1) assess how well the agency's fiscal year 1999 performance report discussed the progress made in resolving the major management challenges that the IG had previously identified, and (2) identify whether the agency's fiscal year 2001 performance plan has goals and measures applicable to the major management challenges. As agreed, in order to meet the Committee's tight reporting timeframes, our observations were generally based on the requirements of the GPRA guidance to agencies from the Office of Management and Budget for developing performance plans and reports (OMB Circular A-11, Part 2), previous reports and evaluations by us and others, our knowledge of GSA's operations and programs, and our observations on GSA's other GPRA-related efforts. We did not independently verify the information contained in the performance report or plans. We conducted our review in April and May 2000 in accordance with generally accepted government auditing standards. We requested comments on a draft of this report from GSA's Administrator.

## Agency Comments

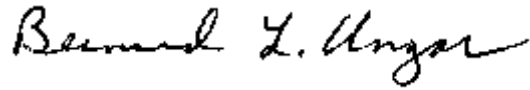
On June 9, 2000, the Director and Managing Director for Planning from the Office of Budget in the Office of the Chief Financial Officer, and the Director of Criminal Intelligence and Investigation in the Federal Protective Service, provided GSA's oral comments on a draft of this letter. They agreed with our message and recommendations. They said GSA is developing an outcome-oriented performance goal related to security that they will include in the fiscal year 2002 performance plan. They also said that if they are able to set the baseline and agree on a target, they may address performance on this goal in the fiscal year 2001 performance report. In addition, they said that they would incorporate changes in the fiscal year 2000 performance report that will respond to our recommendation concerning better compliance with GPRA guidance.

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As agreed with your offices, unless you publicly announce the contents of this letter earlier, we will not distribute it until 30 days from its issue date. At that time, we will send copies of this letter to the Chairmen and Ranking Minority Members of Committees with jurisdiction over GSA and the Honorable David J. Barram, Administrator, GSA. We will also send copies to interested congressional committees and make copies available to others on request.

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Please call me on (202) 512-8387 if you or your staff have any questions. Key contributors to this letter were Joshua Bartzen, William Dowdal, David Sausville, and Gerald Stankosky.

A handwritten signature in black ink that reads "Bernard L. Ungar". The signature is written in a cursive style with a large initial 'B' and a long, sweeping underline.

Bernard L. Ungar  
Director, Government Business  
Operations Issues

**Observations on the General Services Administration's Fiscal Year 1999 Actual Performance and Fiscal Year 2001 Planned Performance Related to Key Outcomes**

This enclosure contains our observations of the General Services Administration's (GSA) fiscal year 1999 actual performance and fiscal year 2001 planned performance related to the following selected key outcomes: quality products and services are provided to federal agencies at competitive prices and significant price savings to the government; federal buildings are safe, accessible, and energy efficient; and federal buildings are adequately maintained. As requested we have identified the goals and measures directly related to a selected key outcome. Our observations are organized according to each selected key outcome and follow the goals and measures.

**Key Agency Outcome: Quality Products and Services Are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government**

Fiscal Year 1999 Performance Goals, Measures, Targets, Actual Results, and Performance for the Key Agency Outcome of Quality Products and Services are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government

**Goal 1:** Achieve 100-percent accreditation of all eligible GSA childcare centers.

**Measure:** Percent of eligible childcare centers accredited.

**Target:** 81 percent

**Actual results:** 77 percent

**Performance:** Did not meet goal.

**Goal 2:** Ensure that Public Buildings Service (PBS) costs for leased space are at or below commercial rates.

**Measure:** Comparison of PBS office space leasing costs per rentable square foot and commercial leasing costs per rentable square foot in major markets and by class.

**Target:** 3 percent below

**Actual results:** 2.2 percent below

**Performance:** Did not meet goal.

**Goal 3:** Meet client agency space needs at the best value to both the client and taxpayer.

**Measure:** On-time performance guarantees paid versus guarantees offered.

**Target:** Not developed

**Actual results:** Measure not used

**Performance:** No data to measure goal.

**Goal 4:** Dispose of excess property efficiently and effectively.

**Measure:** Dollars of disposals per dollar of resources.

**Target:** 15:1

**Actual results:** 14:1

**Performance:** Did not meet goal.

**Goal 5:** Hold costs at current levels while expanding supply and procurement support to federal agencies, thereby reducing the cost per \$100 sales by 25 percent.

**Measure:** Cost per \$100 of sales.

**Target:** \$3.08

**Actual results:** \$2.85

**Performance:** Exceeded goal.

**Goal 6:** Offer an average 20 percent savings over commercial Black Book prices for 4-cylinder compact sedans.

**Measure:** Percent savings compared to Black Book price.

**Target:** 20 percent

**Actual results:** 20 percent

**Performance:** Met goal.

**Goal 7:** Save taxpayers money by consolidating additional vehicles into GSA's fleet.

**Measure:** Average savings per vehicle consolidated into the fleet.

**Target:** \$913

**Actual results:** \$971

**Performance:** Exceeded goal.

**Goal 8:** Hold annual increases in the costs per mile for interagency fleet vehicles close to the inflation rate.

**Measure:** Rate of increase in costs per mile compared to inflation rate.

**Target:** 2.9 percent

**Actual results:** 0.9 percent

**Performance:** Exceeded goal.

**Goal 9:** Achieve significant savings on federal travel as compared with commercial prices.

**Measure:** Savings on government travel as a percent of the total commercial value of the same travel.

**Target:** 68 percent

**Actual results:** 68 percent

**Performance:** Met goal.

**Goal 10:** Reduce government's transportation costs by recovering or avoiding excess charges through pre- and post-payment audits of freight and transportation charges.

**Measure 1:** Increased cost avoidance due to pre-payment audits.

**Target:** \$3 million

**Actual results:** \$3 million

**Measure 2:** Maintain collections from post-payment audits.

**Target:** \$13 million

**Actual results:** \$17.5 million

**Performance:** Met goal—met first and exceeded second target measure.

**Goal 11:** Maintain savings of 45 percent to 47 percent compared to commercial rates for shipment of freight and household goods, and for small package express delivery services.

**Measures:** Percent savings from commercial rates for

--freight,

--household goods,



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--small package express.

**Target freight:** 46 percent

**Actual freight results:** 46 percent

**Target household goods:** 47 percent

**Actual household goods results:** 47.5 percent

**Target small package express:** 45 percent

**Actual small package express results:** 45 percent

**Performance:** Met goal—met the target measure for freight and small package express and exceeded the target measure for household goods.

**Goal 12:** Maximize cost avoidance through reutilization and donation of excess federal personal property.

**Measure:** New expenditures avoided through reutilization and donations of excess personal property.

**Target:** \$1.8 billion

**Actual results:** \$1.9 billion

**Performance:** Exceeded goal.

**Goal 13:** Reduce acquisition cycle times.

**Measures:** Average calendar days to award contracts

-Directed 8A

-Sole Source

-Single Award

-Multiple Award

-Modifications

**Target directed 8A:** 45 days

**Actual directed 8A results:** 15 days

**Target sole source:** 60 days

**Actual sole source results:** 27 days

**Target single award:** 180 days

**Actual single award results:** 55 days

**Target multiple award:** 180 days

**Actual multiple award results:** 23 days

**Target modifications:** 90 days

**Actual modification results:** 14 days

**Performance:** Exceeded goal—exceeded target measure for each type of contract.

**Goal 14:** Develop new and enhanced service offerings.

**Measure:** Number of contracts (valued over \$100,000) awarded for new and enhanced service offerings.

**Target:** Not developed

**Actual results:** 601 contracts awarded

**Performance:** Met goal—GSA used actual result as target.

**Goal 15:** Federal Technology Service (FTS) long distance prices are competitive with the lowest offerings of commercial prices.

**Measure:** Percent difference between FTS 2000 prices and commercial prices.

**Target:** Competitive with lowest commercial prices

**Actual results:** Estimated 15.5 percent below lowest commercial prices

**Performance:** Exceeded goal based on estimate--actual results will be available later this fiscal year according to GSA.

**Goal 16:** Reduce average monthly local line rate.

**Measure:** Average monthly line rate.

**Target:** \$19.94

**Actual results:** \$19.74

**Performance:** Exceeded goal.

**Goal 17:** Improve FTS culture to better serve customers and achieve business results.

**Measure:** Average percent to agree to categories on the annual culture survey.

**Target:** 70 percent

**Actual results:** Survey not conducted

**Performance:** No data to measure goal.

(Note: GSA also had eight customer satisfaction goals for this key outcome. We did not include these goals in our analysis because GSA did not have the customer satisfaction survey data to assess progress for seven of these goals. On the goal to increase customer satisfaction with FTS representatives and products/services, FTS did not have an established baseline or target to measure results. However, FTS obtained customer satisfaction information from an annual FTS survey, used the results to say it met its performance, and plans to use the results as the baseline from which to measure next year's performance.)

GAO Observations on GSA's Fiscal Year 1999 Actual Performance for the Key Agency Outcome of Quality Products and Services Are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government

GSA significantly revised its 1999 performance goals in response to our report titled Results Act: Observations on the General Services Administration's Annual Performance Plan (GAO/GGD-98-110, May 1998). These revised goals are in the fiscal year 1999/2000 annual performance plan. As we recommended, GSA made the original 1999 goals more outcome oriented and quantifiable. The goals that directly relate to this key outcome typically reflect these changes and most measures generally indicate progress towards achieving the goals.

GSA's first annual performance report clearly articulates the degree to which performance goals were achieved. Specifically, for the 17 goals in this key outcome area, GSA reported that it had met or exceeded 12 of them, had not met 3 of them, and was unable to measure progress for 2. According to GSA, it did not measure progress for one goal because of the cost and difficulty to enter, capture, and report supporting data. For the other unmeasured goal, data to measure performance were not available when the performance report was prepared.

GSA did not provide reasonable assurance that its performance information was credible. In the performance report, GSA's PBS and FTS address data quality issues, but neither attested to the overall credibility of the data used to measure results. The Federal Supply Service (FSS) and Office of Governmentwide Policy (OGP) did not directly address data credibility. In March 2000, we issued a report titled Federal Buildings: Billions Are Needed for Repairs and Alterations (GAO/GGD-00-98, Mar. 30, 2000) that said, among other things, that GSA's repair and alteration data were problematic. Also, our 1998 testimony entitled General Services Administration: Many Building Security Upgrades Made But Problems Have Hindered Program Implementation (GAO/T-GGD-98-141, June 4, 1998) said that GSA's security upgrade tracking

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system had incorrect data. In an October 1999 testimony (General Services Administration: Status of Efforts to Improve Management of Building Security Upgrade Program, GAO/T-GGD/OSI-00-19, Oct. 7, 1999), we said that GSA's information system still lacked completely accurate data on the number and cost of completed security upgrades. However, we have not done sufficient work recently to comment on the overall adequacy of the data that GSA used to establish baselines and measure performance for the goals in the fiscal year 1999 annual performance report.

### Unmet and Unmeasured Fiscal Year 1999 Performance Goals for the Key Outcome of Quality Products and Services Are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government

**Unmet goal:** Achieve 100 percent accreditation of all eligible GSA childcare centers.

**Unmet goal:** Dispose of excess property efficiently and effectively.

**Unmet goal:** Ensure that PBS costs for leased space are at or below commercial rates.

**Unmeasured goal:** Meet client agency space needs at the best value to both the client and taxpayer.

**Unmeasured goal:** Improve FTS culture to better serve customers and achieve business results.

### GAO's Observations on GSA's Unmet and Unmeasured Fiscal Year 1999 Performance Goals for the Key Agency Outcome of Quality Products and Services are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government

GSA did not always provide (1) reasonable explanations of why it did not achieve its goals or (2) plans, actions, and time frames for achieving unmet goals. PBS provided an explanation and strategy for the unmet childcare center accreditation and excess property goals. However, GSA did not do so for the leased space cost and best value space goal. For the leased space goal, GSA reported that it did not meet its target measure by 0.8 percent. However, it said its lease costs per rentable square foot were below comparable private sector rates and on this basis described its performance as a success. Concerning the unmeasured best value space goal, PBS reported that it did not implement this measure because of the cost and difficulty to enter, capture, and report supporting data. PBS gave no indication of what its future strategy will be to address this issue. Regarding the goal to improve the FTS culture, the information to measure this goal was not available when the performance report was prepared. GSA said this information will be available later in fiscal year 2000.

### Fiscal Year 2000 Performance Goals and Measures for the Key Agency Outcome of Quality Products and Services Are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government

GSA's goals and measures are the same for fiscal year 1999 and fiscal year 2000.

GAO's Observations on GSA's Fiscal Year 2000 Planned Performance for the Key Agency Outcome of Quality Products and Services Are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government

As mentioned above, the performance goals and measures for fiscal years 1999 and 2000 were the same. It should be noted that the fiscal year 1999 performance report did not have a section specifically discussing the effect of fiscal year 1999 performance on estimated performance levels for fiscal year 2000.

Fiscal Year 2001 Goals and Measures for the Key Agency Outcome of Quality Products and Services Are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government

**Goal 1:** Achieve 100-percent accreditation of all eligible GSA child care centers.

**Measure:** Percent of eligible child care centers accredited.

**Target:** 100 percent

**Goal 2:** Improve the percentage of annual lease costs for new leases that is at or below the cost of equivalent space obtained by the private sector from 98.8 percent in fiscal year 2000 to 98.9 percent in fiscal year 2001. (**Revised goal**)

**Measure:** Percent of annual cost for new leases at or below private sector. (**Revised measure**)

**Target:** 98.9 percent

**Goal 3:** Improve the dollar returned to dollar invested ratio from \$15:\$1 in fiscal year 2000 to \$16:\$1 in fiscal year 2001. (**Revised goal**)

**Measure:** Ratio of dollar returned to dollar spent.

**Target:** \$16:\$1

**Goal 4:** Reducing cost while expanding supply and procurement support to federal agencies, thereby reducing the cost per \$100 sales by over 9 percent. (**Revised goal**)

**Measure:** Cost per \$100 of sales.

**Target:** \$2.40

**Goal 5:** Achieve an average 20 percent savings over commercial "Black Book" prices on compact sedans.

**Measure:** Percent saved compared to "Black Book" price.

**Target:** 20 percent

**Goal 6:** Save taxpayers money by consolidating additional vehicles into GSA's fleet.

**Measure:** Savings through vehicle consolidation. (**Revised measure**)

**Target:** \$2.5 million

**Goal 7:** Hold annual increases in the cost-per-mile for GSA fleet operations at or below the inflation rate.

**Measure:** Increase in overall cost-per-mile compared to inflation rate.

**Target:** 2.4 percent

**Goal 8:** Achieve significant savings on federal travel as compared with commercial prices.

**Measure:** Savings on government travel as a percent of the total commercial value of the same travel.

**Target:** 65 percent

**Goal 9:** Reduce government's transportation costs by recovering or avoiding excess charges through pre- and post-payment audits of freight and transportation charges.

**Measure 1:** Increase cost avoidance due to pre-payment audits.

**Target:** \$5 million

**Measure 2:** Maintain collections from post-payment audits.

**Target:** \$13 million

**Goal 10:** Maintain savings of 45 percent to 47 percent compared to commercial rates for shipment of freight and household goods, and for small package express delivery services.

**Measures:** Percentage savings from commercial rates for  
--freight,  
--household goods,  
--small package express.

**Target freight:** 46 percent

**Target household goods:** 47 percent

**Target small package express:** 45 percent

**Goal 11:** Maximize cost avoidance through reutilization and donation of excess federal personal property.

**Measure:** New expenditures avoided through reutilization and donation of excess personal property.

**Target:** \$1.6 billion

**Goal 12:** Be customer centric - reduce acquisition cycle times.

**Measure:** Average calendar days to award task and delivery orders over \$2,500.  
**(Revised Measure)**

**Target:** 14 days

**Goal 13:** Provide state-of-the-art equipment and workplace environments to meet the needs of the mobile federal worker by making available new and enhanced service offerings and increasing the number of actions awarded by 2 percent over fiscal year 2000. **(Revised goal)**

**Measure:** Number of contracts and modifications awarded. Includes all actions that exceed \$100,000. **(Revised measure)**

**Target:** 619

**Goal 14:** Acquire FTS2000/2001 prices that are lower than and remain competitive with average commercial prices. **(Revised goal)**

**Measure:** Percent FTS2000/2001 prices lower than commercial prices. **(Revised measure)**

**Target:** 15 percent

**Goal 15:** Reduce average monthly local line rate by 12 percent over fiscal year 2000. **(Revised goal)**

**Measure:** Average monthly line rate.

**Target:** \$16.55

**Goal 16:** Provide increased opportunities for employee development and respond to employee needs. **(Revised goal)**

**Measure:** Average rating on the quality culture and organization climate survey.

**Target:** 72 percent

GAO’s Observations on GSA’s Fiscal Year 2001 Planned Performance for the Key Agency Outcome of Quality Products and Services Are Provided to Federal Agencies at Competitive Prices and Significant Price Savings to the Government

Several goals and measures in the GSA fiscal year 2001 performance plan for this key outcome were different from the goals and measures in the 1999 performance report. The fiscal year 2001 performance plan dropped 1 goal, revised 3 goals and related measures, revised 4 goals, and revised 2 measures. The fiscal year 2001 plan did not add any new goals. The following table identifies and briefly discusses each of these changes.

Table 1.1: Changes Made to Goals and Measures in the Fiscal Year 2001 Performance Plan

Change	GAO Discussion
<b>Dropped goal</b>	
Meet client agency space needs at the best value to both the client and taxpayer	GSA did not provide an explanation of why the best value space goal was dropped. As previously mentioned, the fiscal year 1999 performance report said that the measure was not used because of cost and difficulty with measuring achievement.
<b>Revised goals and measures</b>	
<p>Improve the percentage of annual lease costs for new leases that is at or below the cost of equivalent space obtained by the private sector from 98.8 percent in fiscal year 2000 to 98.9 percent in fiscal year 2001.</p> <p>The revised measure is percent of annual cost for new leases at or below private sector.</p>	<p>PBS changed the measure for the lease cost goal because it said the prior measure comparing PBS and private sector rates was too confusing to those outside the real estate community. The language in the goal was revised to match the measure.</p>
<p>Acquire FTS2000/2001 prices that are lower than and remain competitive with average commercial prices.</p> <p>The revised measure is percent FTS2000/2001 lower than commercial prices</p>	<p>The fiscal year 1999 goal of “FTS2000/2001 prices are competitive with the lowest offerings of commercial prices,” with an associated measure of “Percent difference between FTS2000 prices and commercial prices” is revised for fiscal year 2001. The original goal provided a more challenging statement of intended performance. That is, the original goal called for price competitiveness relative to lowest commercial prices, whereas the revised goal calls for competitiveness relative to average commercial prices. The basic measure does not substantively change. FTS did not provide an explanation of why this goal was revised.</p>



<p>Provide state-of-the-art equipment and workplace environments to meet the needs of the mobile federal worker by making available new and enhanced service offerings and increasing the number of actions awarded by 2 percent over fiscal year 2000.</p> <p>The revised measure is the number of contracts and modifications awarded. Includes all actions that exceed \$100,000.</p>	<p>The fiscal year 1999 goal to “Develop new and enhanced service offerings” was revised to more explicitly state what the service offerings would be and to include the 2 percent measure in the goal. GSA did not explain the reason for this change but the additional explanatory language more clearly depicts intended performance.</p> <p>The prior measure was “Contracts awarded (number and value) for new and enhanced service offerings. (Only contract modifications over \$100,000 will be reported).” The revised measure deletes contract value from the measure. GSA’s performance report explains that this change was made because dollar value has fluctuated widely and as such is not a reasonable predictor. GSA states in the performance report that it assumes that increasing the number of contract actions will increase new and enhanced service offerings. GSA does not indicate how it proposes to validate this assumption.</p>
<p><b>Revised goals</b></p>	
<p>Improve the dollar returned to dollar invested ratio from \$15:\$1 in fiscal year 2000 to \$16:\$1 in fiscal year 2001.</p>	<p>The dollar-returned to dollar-invested goal relates to real property disposal and, although not explained by PBS, merely restates the goal in terms of the measure.</p>
<p>Reducing costs while expanding supply and procurement support to federal agencies, thereby reducing the cost per \$100 sales by 9 percent.</p>	<p>Although not explained by FSS, the reduced-cost goal included a 9 percent target for cost reduction rather than 25 percent, which had been in the earlier goal.</p>
<p>Reduce average monthly local line rate by 12 percent over fiscal year 2000.</p>	<p>The fiscal year 1999 goal was “Reduce average monthly local line rate.” The selected measure—average monthly line rate—remains unchanged. The revised goal contains the target measure of 12 percent whereas the original goal was silent.</p>
<p>Provide increased opportunities for employee development and respond to employee needs.</p>	<p>The goal to “Improve FTS culture to better serve customers and achieve business results” is changed to “Provide increased opportunities for employee development and respond to employee needs”. The selected measure—</p>

	<p>employee culture survey results—is basically unchanged. Although employee satisfaction assessed through a culture survey is one measure of achieving this goal, adding other performance measures, such as average training expenditure per employee and training events per employee, could more adequately indicate progress towards this performance goal. FTS did not explain why it revised this goal.</p>
<p><b>Revised measures</b></p>	
<p>Savings through vehicle consolidation into the fleet is the revised measure for the goal to save taxpayers money by consolidating additional vehicles into GSA’s fleet.</p>	<p>FSS revised the measure for the savings goal to overall savings rather than savings per vehicle because it believes the new measure better depicts the results it intends to achieve.</p>
<p>Average calendar days to award task and delivery orders over \$2,500.</p>	<p>The goal of “reduce acquisition cycle times” did not substantively change, but its associated measure of “average calendar days to award contracts” for directed 8(a), sole source, single award, multiple award, and modifications did change. The revised measure includes indicators measuring performance during two specific segments of the acquisition cycle: “average number of days from request for quotation to award” and “average number of days from notice to proceed to award.” In addition, it specifies a dollar limit. GSA did not provide an explanation for this revision.</p>

We do not believe that the changes GSA made to the goals and measures related to this key outcome adversely affect the clarity of GSA’s intended performance. Also, the revised goals and measures continue to provide a succinct and concrete statement of expected performance that subsequently can be compared with actual performance. As discussed in the individual cases above, GSA provided explanations for why some goals and measures were revised, but did not do so in other cases.

We reported two key weaknesses with GSA’s fiscal year 1999/2000 performance plan in our correspondence titled Observations on the General Services Administration’s Fiscal Year 2000 Performance Plan (GAO/GGD-99-113R, July 20, 1999). Specifically, we reported that the plan (1) did not sufficiently discuss how the performance goals and measures link to the program activities and funding in GSA’s budget, and (2) explain how GSA will ensure that its performance data are reliable. In the fiscal year 2001 performance plan, 15 of the 16 goals that remain in this key outcome have the budget links in their narrative. The exception was the

accreditation of childcare center goal. In addition, the performance plan has a chart that crosswalks budget accounts to major program activities.

GSA's fiscal year 2001 plan does not provide reasonable assurance that its performance information is credible. The plan has a section for almost all goals that make reference to data verification/validation or data source, but these sections focus more on where the data is coming from rather than what was done to verify and validate the data used to measure performance in the systems. The FTS data verification and validation section of GSA's fiscal year 1999 performance report identified some needed improvements. The report stated FTS intends to develop a system to collect and evaluate its non-financial performance data, but did not state when this effort would be completed. This effort is not discussed in the fiscal year 2001 performance plan. Further, with respect to the competitiveness of FTS2000 pricing, GSA states in its fiscal year 1999 performance report that performance is measured based on the result of calculations made by a private sector contractor. While GSA states that the Office of Inspector General (IG) performed a limited review of the data and methodology used by the contractor, GSA does not disclose either the specific limits or results of that IG review.

PBS included a verification and validation discussion in its management challenges and solutions section of its fiscal year 2001 performance plan. PBS says it has evidence to show that certain sources of data it uses are reliable. For example, the financial statements from its accounting system have received an unqualified opinion from an independent audit. However, PBS recognizes that shortcomings exist in other data systems and says it is working to address the problems. As previously mentioned, GAO recently issued a report on GSA's repairs and alterations program that identified program data as problematic.

**Key Agency Outcome: Federal Buildings Are Safe, Accessible, and Energy Efficient**

Fiscal Year 1999 Performance Goals, Measures, Targets, Actual Results, and Performance for the Key Outcome of Federal Buildings Are Safe, Accessible, and Energy Efficient

**Goal:** Reduce the number of buildings that have protection costs in the high range of the benchmark set by the private sector experts while maintaining effective security in government buildings.

**Measure:** GSA protection costs per square foot versus private sector costs per square foot.

**Target:** Not developed

**Actual results:** Not developed

**Performance:** No data to measure goal.

GAO's Observations on GSA's Fiscal Year 1999 Actual Performance for the Key Agency Outcome of Federal Buildings Are Safe, Accessible, and Energy Efficient.

GSA's performance report recognized that the performance measure did not adequately indicate progress. After developing the measure, GSA concluded that protection services cannot be measured by cost alone. GSA said that it was going to replace this measure with one that would assess the quality of protection. In developing this measure, GSA wanted to capture the cost element of protection together with an overall threat assessment. In the interim, GSA decided to substitute a customer satisfaction goal. GSA did not have any performance goals for fiscal year 1999 directly related to accessibility or energy efficiency.

Unmet or Unmeasured Fiscal Year 1999 Performance Goals for the Key Agency Outcome of Federal Buildings Are Safe, Accessible, and Energy Efficient.

**Unmet goals:** None

**Unmeasured goal:** Reduce the number of buildings that have protection costs in the high range of the benchmark set by the private sector experts while maintaining effective security in government buildings.

GAO's Observations on GSA's Unmet or Unmeasured Goal for the Key Agency Outcome of Federal Buildings Are Safe, Accessible, and Energy Efficient.

As previously mentioned, after developing the measure for this goal, GSA concluded that protection services cannot be measured by cost alone and set out to develop a new measure, which it intended to implement in fiscal year 2001. The report did not provide plans or actions that would be followed to develop the new measure.

Fiscal Year 2000 Performance Goals and Measures for the Key Agency Outcome of Federal Buildings Are Safe, Accessible, and Energy Efficient

GSA's goals and measures are the same for fiscal year 1999 and fiscal year 2000.

GAO's Observations on GSA's Fiscal Year 2000 Planned Performance for the Key Agency Outcome of Federal Buildings Are Safe, Accessible, and Energy Efficient

As mentioned above, the performance goals and measures for fiscal years 1999 and 2000 were the same. It should be noted that the fiscal year 1999 performance report did not have a section specifically discussing the effect of fiscal year 1999 performance on estimated performance levels for fiscal year 2000.

Fiscal Year 2001 Performance Goals and Measures for the Key Agency Outcome of Federal Buildings Are Safe, Accessible, and Energy Efficient

**Goal:** Improve customer satisfaction for security services from 81 percent in fiscal year 2000 to 81.5 percent in fiscal year 2001. (**New goal**)

**Measure:** Percentage of tenants that rate GSA's protective services satisfactory. (**New measure**)

**Target:** 81.5 percent

**Goal:** Improve energy reduction from 20 percent below the fiscal year 1985 baseline in fiscal year 2000 to 22 percent below in fiscal year 2001. (**New goal**)

**Measure:** Percentage reduction from fiscal year 1985 baseline (**New measure**)

**Target:** 22 percent

GAO's Observations on GSA's Fiscal Year 2001 Planned Performance for the Key Agency Outcome of Federal Buildings Are Safe, Accessible, and Energy Efficient

GSA's fiscal year 2001 performance plan dropped the goal--to reduce the number of buildings that have protection costs in the high range of the benchmark set by the private sector experts while maintaining effective security in government buildings--that was in the fiscal year 1999 performance report. It replaced this goal with a customer satisfaction goal on security. The plan also added an energy goal.

The fiscal year 2001 performance plan dropped the security goal in the fiscal year 1999 performance report because of concerns about the appropriateness of the selected measure. GSA replaced it with the goal to "Improve customer satisfaction for security services from 81 percent to 81.5 percent in fiscal year 2001," which will be measured on the basis of the percentage of tenants that rate security as satisfactory or better. According to the plan, the new goal will provide a clear picture of customer perceptions of security services. However, other goals and

measures, such as reducing crime in federal buildings, could better indicate performance in delivering security services. The goal is linked to the budget, but there is no assurance that the data used to develop the baseline and measure performance are credible.

It should be noted that GAO recommended that GSA develop outcome-oriented goals and measures for its security program (General Services Administration: Many Building Security Upgrades Made But Problems Have Hindered Program Implementation, (GAO/T-GGD-98-141, June 4, 1998)). GSA's fiscal year 2001 performance plan does not have these outcome oriented performance goals and measures. In 2000, GSA's IG identified significant problems with GSA's building security program. In May 2000, we testified that our undercover staff posing as law enforcement agents were 100 percent successful in penetrating federal buildings in a manner that could have introduced weapons, explosives, chemical/biological agents, and listening devices (Security: Breaches at Federal Agencies and Airports (GAO/T-OSI-00-10)).

The plan does not identify the energy goal as a new goal, but explains the goal was driven by Executive Order 12902 which requires agencies to reduce energy consumption by 30 percent of their fiscal year 1985 level by fiscal year 2005. The goal is objective, measurable, and quantifiable, and the measure indicates progress toward achieving the goal. The goal is linked to the budget, but there is no assurance that the data used to develop the baseline and measure performance are credible.

**Key Agency Outcome: Federal Buildings Are Adequately Maintained**

Fiscal Year 1999 Performance Goals, Measures, Targets, Actual Results, and Performance for the Key Agency Outcome of Federal Buildings Are Adequately Maintained

**Goal 1:** Complete repair and alteration projects on time.

**Measure:** Percent of repair and alteration projects delivered on time (weighted by cost).

**Target:** 81 percent

**Actual results:** 69 percent

**Performance:** Did not meet goal.

**Goal 2:** Minimize cost escalations on repair and alteration projects.

**Measure:** Project escalations divided by the value of repair and alteration projects completed each year.

**Target:** 2 percent or less escalation

**Actual results:** Negative 2 percent escalation

**Performance:** Exceeded goal.

GAO's Observations on GSA's Fiscal Year 1999 Actual Performance for the Key Agency Outcome of Federal Buildings Are Adequately Maintained

These goals are objective, measurable, and quantifiable, and the measures indicate progress towards achieving the performance goals. The report clearly articulated the degree to which the annual performance goals were achieved. GSA met one of the goals, but not the other. Although PBS addressed data quality issues, it did not attest to the overall credibility of the data used to establish baselines or measure results.

Unmet or Unmeasured Goals for the Key Agency Outcome of Federal Buildings Are Adequately Maintained.

**Unmet goal:** Complete repair and alteration projects on time.

**Unmeasured goals:** None

GAO's Observations on GSA's Unmet or Unmeasured Goal for the Key Agency Outcome of Federal Buildings Are Adequately Maintained.

GSA said that this goal was not met due to a variety of issues and conditions and provided three examples, including poor contractor performance. It mentions actions it has taken over the last several years to improve, such as contractor selection predicated on evidence of qualifications and a demonstrated ability to coordinate all facets of the work in a project. Although not stated directly, the inference is that the actions taken should correct the problems.

Fiscal Year 2000 Performance Goals and Measures for the Key Agency Outcome of Federal Buildings Are Adequately Maintained

GSA's goals and measures are the same for fiscal year 1999 and fiscal year 2000.

GAO's Observations on GSA's Fiscal Year 2000 Planned Performance for the Key Agency Outcome of Federal Buildings Are Adequately Maintained

As mentioned above, the performance goals and measures for fiscal years 1999 and 2000 were the same. It should be noted that the fiscal year 1999 performance report did not have a section specifically discussing the effect of fiscal year 1999 performance on estimated performance levels for fiscal year 2000.

Fiscal Year 2001 Performance Goals and Measures for the Key Agency Outcome of Federal Buildings Are Adequately Maintained

**Goal:** Improve the percent of repair and alteration projects completed on schedule from 83 percent in fiscal year 2000 to 84 percent in fiscal year 2001. (**Revised goal**)

**Measure:** Percentage of total dollars of repair and alteration projects over \$10 million completed on schedule (weighted by cost) (**Revised measure**)

**Target:** 84 percent

**Goal:** Reduce the cost escalation rate for repair and alteration projects from 2 percent in fiscal year 2000 to 1 percent in fiscal year 2001. (**Revised goal**)

**Measure:** Total cost of projects over \$10 million completed during a fiscal year expressed as a percentage of total original appropriation for those projects. (**Revised measure**)

**Target:** 1 percent

GAO's Observations on GSA's Fiscal Year 2001 Planned Performance for the Key Agency Outcome of Federal Buildings Are Adequately Maintained

GSA revised both goals and measures related to this key agency outcome area. The primary change to the goal to improve the percent of repairs and alterations completed on schedule is that it incorporates a target. The change to this goal's measure is more significant in that it went from the percentage of projects delivered on time to the percentage of total dollars of repairs and



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alterations projects over \$10 million delivered on time. The fiscal year 1999 performance report and the fiscal year 2001 performance plan do not explain why it adopted the new measure. The fiscal year 2001 performance plan goes on to say that GSA is not satisfied with the revised measure and has plans to change it. The budget link for this goal could have been more useful if it provided a better context of how the cited funding directly relates to the goal and measure, and data credibility is still uncertain.

The goal to reduce the cost escalation rate for repairs and alterations projects was changed to incorporate the targets. The measure was changed to specify that only projects of a given dollar amount would be considered and GSA also changed the way cost escalation would be calculated. GSA does not explain why it changed this goal and measure. The fiscal year 2001 performance plan states that this revised measure does not go far enough in providing the type of information needed to assess the effectiveness of the repairs and alterations program. It also stated that GSA is revising this measure and expects to implement it in fiscal year 2000. The budget link for this goal could have been more useful if it provided a better context of how the cited funding directly relates to the goal and measure, and data credibility is still uncertain.

**Observations on the General Services Administration’s Efforts to Address Its Major Management Challenges**

The following table identifies major management challenges confronting the General Services Administration (GSA). The first column lists the management challenges identified by GSA’s Inspector General (IG). The second column discusses what progress, as discussed in its fiscal year 1999 performance report, GSA made in resolving its major management challenges. The third column discusses the extent to which GSA’s fiscal year 2001 performance plan includes performance goals and measures to address the management challenges that GSA’s IG identified.

Table II.1: Major Management Challenges

<b>Major management challenge</b>	<b>Progress in resolving each major management challenge as discussed in the fiscal year 1999 performance report</b>	<b>Applicable goals and measures in the fiscal year 2001 performance plan</b>
<p>Management controls: Multiple management controls have been replaced by fewer and broader controls, making it essential that the remaining controls be emphasized and followed. The IG is concerned that GSA management may not be adequately implementing the controls to deter fraud, waste, and mismanagement. Management control areas specifically mentioned related to the use of government credit cards and data reliability and validity.</p>	<p>GSA’s fiscal year 1999/2000 performance plan did not have specific goals that directly addressed this problem. As such, its fiscal year 1999 performance report did not measure progress in this area.</p>	<p>None that directly relate to this challenge. Although the plan does not have any general goals that address the use of existing management controls, it does discuss the data reliability issue in several places. For example, the Public Buildings Service’s management challenges and solutions section discusses its data problems. It cites GSA’s accounting system and some commercial databases it uses as being reliable. However, it recognizes it still has problems with its in-house real property databases and states that it is working to correct these problems. In addition, the Federal Supply Service (FSS) said that it has enhanced its data collection in response to a 1999 IG audit that criticized the uniformity of data collection on reutilization and donation</p>

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		<p>of excess personal property. FSS believes that these enhancements will bring the quality of data collection into line with audit standards. The only commitment related to internal controls is FSS' goal to audit transportation billings to identify over charges and seek recovery of overpayments.</p>
<p>Information Technology (IT) solutions: GSA faces challenges related to its applications of information technology. The Clinger-Cohen Act of 1996 changed the way information systems are managed and developed in the federal government. The IG said that challenges stemming from this act are to (1) develop a GSA wide information technology architecture, (2) ensure that adequate analyses support system development, (3) monitor system compliance with GSA-wide architecture, and (4) carry out the act's requirements related to centrally managing GSA's information systems. In addition, the IG said that GSA systems development projects commonly experience schedule delays and cost overruns, need frequent redesign, have difficulty sharing usable information between systems, and take a prolonged period of time to develop. Another concern relates to control weaknesses over physical and logical</p>	<p>GSA's fiscal year 1999/2000 performance plan did not have specific goals that directly addressed this problem. As such, its fiscal year 1999 performance report did not measure progress in this area.</p>	<p>None that directly relate to this challenge. However, GSA's Federal Technology Service (FTS) has nine goals, of which six relate to IT solutions and network services. These goals relate to GSA's activities in assisting other agencies with IT and network services, not its internal IT management. These six goals generally relate to increasing business volume, recovering full costs, and focusing on employees and customers in FTS business lines. None of these relate directly to the concerns identified by the IG. In addition, GSA's Office of Governmentwide Policy has policy-making authority for information technology. It has two goals that both relate to the IT environment and products for persons with disabilities. In addition, it has three goals that address organizing working groups, maintaining policies and guidelines, and identifying best practices that specifically reference IT. The GSA</p>

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<p>access to GSA’s financial systems. Finally, because GSA is increasingly relying on contractors to do IT tasks, it needs control mechanisms to ensure that contractor-developed solutions function properly.</p>		<p>management challenges section of the plan recognizes that the use of technology is among the most pressing internal issues. This section says that establishing a strong Chief Information Officer addressed the needs to control costs and time frames and develop agencywide architecture. GSA also states in this section that it has policies and a program in place to address computer security.</p>
<p>Multiple Award Schedule Program (MAS): The IG is concerned that changes made to the MAS program to implement the Federal Acquisition Streamlining Act and the Clinger-Cohen Act of 1996, may not result in fair and reasonable prices for federal customers. The changes mentioned were the elimination of vendor certification of pricing information submitted for negotiation purposes and the contractual right to audit pricing information on a post-award basis. In addition, the IG said that GSA now allows its contracting officers to extend MAS contracts without preaward audits, despite the fact that GSA’s Acquisition Regulation encourages such audits. In addition, the IG said MAS acquisition personnel were inexperienced and lacked expertise in</p>	<p>GSA’s fiscal year 1999/2000 performance plan did not have specific goals that directly addressed this problem. As such, its fiscal year 1999 performance report did not measure progress in this area.</p>	<p>None directly related to this challenge. However, 5 of 19 FSS goals relate to supply and procurement operations, and 2 of these 5 generally relate to MAS. The two goals—i.e., maintain the proportion of schedules contracts awarded to small businesses and increase the number of available products and services—are not related to the IG’s specific concerns. Although there is no commitment in other parts of the performance plan that is directly aimed at the IG’s concerns, the performance plan does mention actions that could tangentially address them. The performance plan repeats GSA’s strategic plan commitment to train procurement specialists, which could address one IG concern. The performance plan also restates from the strategic plan that GSA has historically</p>

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<p>MAS contracting. The IG believes that GSA has a “structural disincentive” to negotiate the lowest possible price for MAS items because vendor fees paid to GSA are dependent on the dollar value of total sales, which are higher if item prices are higher. Another concern is that ordering agencies might not be sufficiently competing MAS orders.</p>		<p>shopped for the best value.</p>
<p>GSA’s Personnel Infrastructure: GSA’s IG has concerns that, as a result of organizational downsizing and restructuring, major program streamlining, and personnel reductions through attrition and buyouts, much of GSA’s corporate knowledge and expertise have been lost or displaced. At the same time, GSA is empowering its employees with greater responsibilities and authorities. In addition, many employees have been transferred or promoted into procurement and contract management positions of responsibility without adequate training and/or experience, and have limited job knowledge.</p>	<p>GSA’s fiscal year 1999/2000 performance plan did not have specific goals that directly addressed this problem. However, FTS did have a strategy associated with its goal to improve the FTS culture to better serve customers and achieve business results that included actions like training to improve employee skills and identifying core competencies for each profession. The measure for this goal was an employee response rate on satisfaction with the work environment. FTS did not have data available to assess progress for this goal when GSA prepared its fiscal year 1999 performance report.</p>	<p>GSA does not have agency-wide goals directly related to this challenge. However, FTS, one of its major components, has a goal to provide increased opportunities for employee development and to respond to employee needs. The strategy related to this goal includes actions like increasing the investment in employee training, identifying core competencies for each profession, and creating individual development plans. In addition, FTS’ management strategy section states that it is implementing initiatives to foster employee development. FTS also says that it must deal with its aging work force issue, which will result in the loss of many knowledgeable employees in the near future. PBS, FSS, and OGP, GSA’s other major components, do not have goals directly related to this challenge. However, OGP has two goals related to training personnel governmentwide. The</p>

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		<p>first goal is to establish and maintain a core curriculum of courses for acquisition personnel and to increase the number of persons completing course sessions. It also has a goal to improve the professional skills of agencies' present and future IT leaders by providing them with professional development opportunities. These goals are not focused on GSA employees but surely could be used for them. The performance plan identifies employee skills as among the most pressing internal issues. The plan states that PBS employees are receiving intense training in various customer-service, financial, and business practices. PBS implemented a nationwide training structure to address the developmental needs of current and future employees. In the overall management challenges section of GSA's fiscal year 2001 performance plan, GSA recognized the need to develop different employee skills to support its strategic goals.</p>
<p><b>Aging Federal Buildings:</b> GSA is challenged to provide quality space to federal agencies with an aging, deteriorating inventory of buildings and budgetary limitations. The IG said that it could take several billion dollars to bring the inventory up to standard. GAO also recently reported that</p>	<p>GSA did not have any goals directly related to aging buildings. However, GSA's fiscal year 1999/2000 plan had three goals related to building repair and alteration. According to the fiscal year 1999 performance report, GSA --exceeded its goal to minimize repair and alteration project cost escalations,</p>	<p>None directly related to this challenge. However, PBS has 16 goals related to building operations, leasing, construction, acquisition, repair, alteration, and disposal. Most of these are aimed at reducing operating costs, improving cost control, completing work in a timely manner, and improving</p>

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<p>billions are needed for repairs and alterations.</p>	<p>--did not meet its goal to complete repair and alteration projects on time, and          --could not assess its goal to meet client agency space needs at best value because, according to GSA, it was too costly and difficult to capture, enter, and report the data needed to support the selected measure.</p>	<p>customer satisfaction with space. The first three types of goals could generate or save revenue that then could be used to address building deterioration. The narrative in the Government-Owned Operations section of the plan states that PBS maintains the building inventory in acceptable condition and tries to optimize resources to keep the government-owned inventory in a modern condition. The section goes on to say that PBS must provide resources for energy conservation, historic preservation, and the removal of harmful chemicals from the environment. The repairs and alterations section says that PBS funds the work needed to keep inventory in a proper state of repair, modernize outdated space and facilities, improve health and safety, recapture vacant owned space, and address other needs. It also states that the repair and upgrade of owned facilities are the top priority for capital funds.</p>
<p>Protection of Federal Facilities and Personnel: In efforts to improve security, GSA identified deficiencies related to the implementation of security measures and to the reliability of the management information system tracking progress in this area. After federal facilities are brought up to</p>	<p>GSA's fiscal year 1999/2000 performance plan had a goal to reduce the number of buildings that have protection costs judged in the high range. However, the goal could not be measured because the baseline and target information were not developed. GSA dropped this goal from its 2001</p>	<p>None directly related to this challenge. However, the Public Buildings Service does have a goal to improve customer satisfaction with security services. In addition, GSA has a goal to achieve 100-percent accreditation of its childcare facilities. The GSA section on external challenges states that the</p>

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<p>minimum security standards, the Federal Protective Service will need to ensure that adequate personnel are available to carry out its responsibilities. In addition, GSA must establish an integrated security program that will gather intelligence, maintain technology, and keep a physical presence throughout the federal and local law enforcement community. The IG had also identified problems with screening procedures related to hiring guard, childcare, and contractor personnel. In addition, GAO recently identified security problems at several federal buildings and has recommended that GSA develop outcome-oriented goals and measures for the security program.</p>	<p>plan and added a new security-related goal. The new goal is to improve customer satisfaction with security services.</p>	<p>safety and security of federal employees and visitors to federal space are always a priority. Specific initiatives it mentions are a secure messaging system for the exchange of sensitive information, security design criteria for the construction of new facilities, and medical and psychological standards and a testing program for law enforcement officers. The PBS section of the plan says that it is forging a world-class security system by revamping its approach to security.</p>
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