



U.S. General Services Administration

U.S. General Services Administration FY 2024 Annual Evaluation Plan

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Introduction

The U.S. General Services Administration (GSA) is committed to ensuring a strong culture of evaluation, evidence-building, and learning. GSA's [Learning Agenda](#) and Annual Evaluation Plan (AEP) set a series of agencywide learning targets in alignment with GSA's strategic objectives and in collaboration with varied offices across GSA.

GSA's AEP is a set of priority evaluations that build on the GSA Learning Agenda. The AEP will support progress on the Learning Agenda; however, these efforts will also have additional and independent workstreams and thus not fully overlap. GSA will also continue planning these proposed efforts for fiscal year (FY) 2024 as more information becomes available on program implementation. The newly formed GSA Evaluation Division is the lead office for developing, coordinating, and implementing the Learning Agenda and AEP. The division works closely with partner program offices within GSA to plan for evaluation and produce evidence to support strategic decision-making.

In developing the AEP, GSA engaged internal and external stakeholders. Internally, this included key stakeholders from across the agency, as they advised and helped develop questions for inclusion in the AEP. Externally, this included hearing insights shared by the Office of Management and Budget partners in the budget, performance, and evidence teams. GSA's Evaluation Officer and team continues to work closely with varied stakeholders with expertise in the program areas to ensure that the AEP is relevant, realistic, and meaningful.

GSA is positioned to be a leader in several priority areas for the Federal Government in the coming years, especially by providing a wide range of flexible services for Federal agencies to meet their employees' needs in a flexible work environment and by leading the adoption of electric vehicles in the Federal fleet. GSA is taking an internal learning approach to better understand and improve new service offerings before scaling them with customer agencies. The FY 2024 AEP will include some projects that are still internally focused, with a goal of also having some projects that will be focused on delivering services to external agencies.

GSA strategically decided to continue prioritizing many of the learning activities started in FY 2023, while also adding new topics that are likely to be relevant in FY 2024. Other priorities will be included in future AEPs as GSA's evaluation capacity grows and we complete the cycle of ongoing, multi-year learning objectives. And new activities may be added off-cycle, as needed and feasible.

GSA's FY 2024 AEP includes three priority evaluation topics, on varied policy and operational areas. These topics include:

- Evaluation Topic 1.1: What resources and services are most important for supporting employees and teams in a hybrid work environment?

- Evaluation Topic 1.2: What are the economic and environmental impacts of modernizing land ports of entry?
- Evaluation Topic 4.1: What programs or policies are effective at promoting greening of the fleet, including use of electric or other zero-emission vehicles?

Each priority evaluation topic includes an overview and its associated learning agenda question and [strategic objective](#). For each evaluation topic, we include a table that lists evaluation questions, approaches, data sources, anticipated challenges, and notes on use and dissemination of results.

In line with the [GSA Evaluation Policy](#), we will publicly share evaluation results after review to enable GSA leadership and staff, agency collaborators, policymakers, researchers, and the public at large to learn from the agency's work.

Evaluation Topic 1.1: Remote Employee Resources

What resources and services are most important for supporting employees and teams in a hybrid work environment?

Learning Agenda Question

What technologies and solutions does the Federal workforce need to work effectively in a more responsive hybrid work setting?

Strategic Objective

1.1 Develop and offer integrated space and virtual workspace options and services that maximize flexibility.

Context

GSA launched its Workplace 2030 (WP2030) initiative in 2020 during the COVID-19 pandemic to engage agencies and identify training, tools and practices needed to support employees working in new ways. WP2030 has since evolved; it continues to engage agencies on the topics of remote and hybrid work environments, as well as to identify and develop new tools and practices for supporting hybrid work. As a result of this effort, GSA has identified a range of potential new service offerings that will enable agencies to better plan for and support employees in both remote settings and office locations. Several solutions will be initially deployed in FY 2023—including the Workforce Innovation Lab (WIL), a Federal coworking prototype exploring and testing both furniture and technology solutions for use, which has already been deployed—which will provide a chance to collect initial feedback on demand for services and identify areas for improvement in FY 2024. Other services will be ready for early piloting in FY 2024. GSA's planned evaluation activities will align with the current status of the service offerings, which may include small, internal to GSA, pilots to test fundamental assumptions, larger internal pilots to understand operations and outcomes, and external pilots to understand how the services operate at scale.

In addition to focusing on how to improve new service offerings, GSA will continue to leverage other data to understand how to recruit new talent and better support existing employees. GSA will continue to engage with the Office of Personnel Management and other Federal agencies to understand where there are opportunities to learn how shifting work arrangements affect employment outcomes, including employee recruitment, retention, and advancement. GSA will also leverage internal resources to understand how changing policies affect employee well-being and success.

Evaluation questions	Evaluation approach	Data sources	Anticipated challenges and solutions	Use and dissemination
<p>What features of new, adaptive workspace solutions satisfy customer needs and real estate demands in the short and medium term?</p>	<p>Descriptive study and process evaluation of the WIL in FYs 2023 and 2024 to uncover successes and areas for improvement for possible program modification.</p>	<p>Customer satisfaction surveys and focus group data to understand, among other things, customers' motivations, space needs, and priorities.</p> <p>Space reservation analytics, including data related to occupancy, workspace environment, and energy utilization.</p>	<p>To address inferential challenges associated with limited sample size (e.g., few pilot sites), we will use both quantitative and qualitative data paired with strong theoretical models (e.g., theory of change) to generate rigorous evidence.</p> <p>Learning from single-building pilots or pilots targeting specific groups of employees creates some limitations to the generalizability of findings. We can strengthen learning by conducting evaluations of common-use cases and specific-edge cases of interest.</p>	<p>GSA will use this evidence to (a) evolve and expand workspace solutions for agencies, including the development and deployment of services that blend real estate, people, and information technology; and (b) further partner with agencies to validate and expand solutions that meet customer agencies' needs and discontinue or modify those that do not yet meet customer agencies' needs.</p>
<p>What is the demand for federal coworking and how will that demand influence holding and reinvestment strategies for real property so that the assets retained are viable and</p>	<p>Formative evaluation of the federal coworking prototype in FYs 2023 and 2024 to understand if and how the model can be scaled to additional locations.</p>	<p>Space reservation analytics.</p> <p>Existing occupancy and administrative portfolio planning data.</p> <p>Customer surveys.</p>	<p>Other challenges include establishing causal inference and selection bias. It is likely that some amount of employee choice will be allowed that will sort</p>	

Evaluation questions	Evaluation approach	Data sources	Anticipated challenges and solutions	Use and dissemination
sustainable?	Outcome evaluations of the Federal coworking initiative in FY 2024 to understand features of the model and outreach strategies that may increase demand.		employees into those that for whatever reason are more inclined to work remotely or in the office. Because of this, simple comparisons of employees in different environments are likely to be biased.	

Evaluation Topic 1.2: Land Ports of Entry

What are the economic and environmental impacts of modernizing land ports of entry?

Learning Agenda Question

This is a new priority not identified on the Learning Agenda.

Strategic Objective

1.4 Identify and implement modernization projects that positively impact local communities through enhanced economic activity and opportunities for underserved populations

Context

The Infrastructure Investment and Jobs Act, Pub. L. 117-58 (also referred to as the Bipartisan Infrastructure Law (BIL)), signed by President Biden in 2022, makes historic investments in strengthening supply chains, and making improvements for our Nation's ports, airports, rail, and roads. The BIL includes \$3.4 billion for GSA to improve land ports of entry (LPOE) along America's northern and southern borders. The BIL LPOE program aims to (a) support a secure and well-managed border, (b) facilitate trade and mitigate future supply chain challenges, (c) create good-paying jobs and grow the economy, (d) improve the human experience at these ports, (e) strengthen community livability and advance community goals, and (f) serve as a model for sustainability, innovation and climate resilience.

With an average age of nearly 40 years, a majority of the country's LPOEs are outdated and in need of modernization.¹ Billions of dollars in products cross America's borders every day. Commercial capacity at many of our land ports is limited by outdated infrastructure. Recent supply chain challenges have underscored the importance of strengthening America's ports, waterways and freight networks. The LPOE program will undertake 26 major construction and modernization projects in 11 States across 7 GSA regions. Most projects have elements that will address deferred maintenance backlogs and enhance commercial processing capabilities. By modernizing and expanding the commercial capacity of these mission-critical facilities, these land port modernization projects will strengthen local economies and help mitigate against future supply chain challenges.

¹<https://www.gsa.gov/real-estate/gsa-properties/land-ports-of-entry-and-the-bil/land-port-of-entry-infrastructure-projects-fact-sheet>

Evaluation questions	Evaluation approach	Data sources	Anticipated challenges and solutions	Use and dissemination
<p>What is the impact of LPOEs on economic, environmental, and community outcomes?</p>	<p>Foundational fact finding in FY 2023 to refine the impact evaluation design and analysis plan.</p> <p>Impact evaluation will be scoped in FY 2024.</p>	<p>Economic impact data, such as port throughput data, wage earnings, tax revenue generated, jobs supported, local business investment, small business investment, and wage earnings.</p> <p>Environmental impact data, such as low embodied carbon usage, energy savings, and carbon-free electricity usage</p>	<p>Methodological challenges include isolating the impact of diverse modernization projects given the influence of competing factors; aggregating impact across GSA regions at the portfolio level; outcome measurement (e.g., capturing the human experience, which is one of the LPOE objectives); and existing data availability.</p> <p>Data collection may be challenging and costly. In-house staffing with requisite expertise may be limited. We will need to determine necessary resources and coordinate within GSA PBS to develop a plan for staffing expertise to align with timing of evaluation.</p>	<p>Impact evaluation of LPOEs directly aligns with one of GSA's strategic priorities—to maximize economic impact. GSA plans to develop and implement a plan to track the impacts of the LPOE program and develop a communications plan to share results. Findings will be used to inform future modernization investments.</p>

Evaluation Topic 4.1: Greening the Federal Fleet

What programs or policies are effective at promoting greening of the fleet, including use of electric or other zero-emission vehicles?

Learning Agenda Question

What GSA programs and policies are effective at improving climate adaptation, resilience, and mitigation?

Strategic Objective

4.2 Provide centralized services and shared solutions that promote cost savings and environmental sustainability, enabling agencies to focus on mission delivery.

Context

GSA will play a major role in procuring electric vehicles for the Federal fleet to proactively address the climate crisis. GSA is the mandatory source for executive agencies purchasing non-tactical vehicles in the United States, so it will continue to expand the available electric vehicle options for agencies to purchase. GSA's end-to-end vehicle leasing program for the Federal Government includes over 227,000 vehicles. In support of [Executive Order 14008, *Tackling the Climate Crisis at Home and Abroad*](#), GSA will continue to use the Federal Government's buying power to electrify the Federal fleet.

Given this executive order and GSA's extensive fleet operational experience and automotive industry expertise, GSA is:

- working closely with Federal agencies to electrify the Federal fleet rapidly;
- participating in the White House's Council on Environmental Quality steering committee and working groups to craft the best solutions for electrifying the Federal fleet and addressing charging station infrastructure; and
- partnering with the U.S. Department of Energy to co-lead an interagency working group that meets monthly to tackle fleet electrification activities.

Evaluation questions	Evaluation approach	Data sources	Anticipated challenges and solutions	Use and dissemination
<p>How can GSA increase awareness, understanding, and uptake of electric vehicle supply equipment (EVSE)?</p>	<p>Foundational fact finding in FY 2023 to identify specific evaluation opportunities for FY 2024.</p>	<p>Zero-emission vehicle planning and charging tool data and EVSE planning data to understand infrastructure needs and opportunities (If available).</p> <p>Outputs from discussions with fleet managers and vehicle users at other Federal agencies to understand what factors guide electric vehicle utilization decisions and identify possible opportunities for implementing novel strategies for increasing electric vehicle use through greater availability of EVSE.</p>	<p>GSA does not have access to all agency fleet or travel data, which continues to be an ongoing challenge. GSA will identify partner agencies and initiate data sharing activities to expand the available data.</p> <p>Fleet data, in particular, will require further investment and cooperation from partner agencies, both within and outside of GSA, to serve as reliable indicators and outcomes for future evidence-building activities.</p>	<p>Foundational fact finding in FY 2023 will be used to target at least one priority evaluation in FY 2024.</p> <p>Continued coordination with internal and external stakeholders to refine evaluation plans for FY 2025.</p>