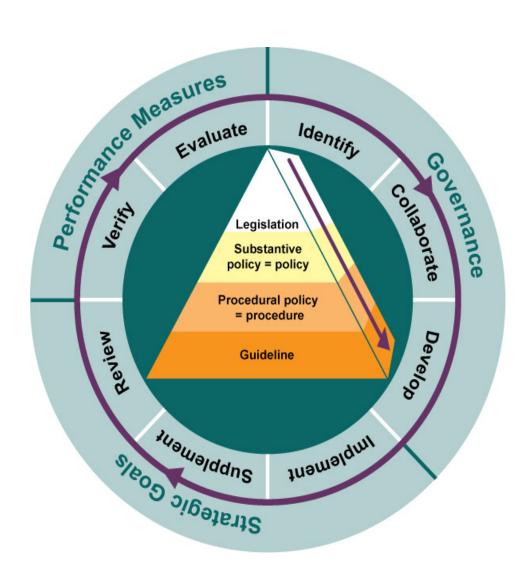


Office of Governmentwide Policy Office of Travel, Transportation and Asset Management



Policy Evaluation Report - 2008 Center for Policy Evaluation December 2008

Executive Summary

In 2008, the General Services Administration (GSA), Office of Governmentwide Policy, evaluated government-wide policy to assess GSA's impact on agency performance through the formulation of policies, programs, and tools that promote effective and efficient management. The evaluation included agency adherence to policies in the following programs: aircraft, mail, motor vehicles, personal property, relocation, transportation, and travel.

Evaluating agencies' adherence to policies is an inherent responsibility within GSA's authority to disseminate public policy. The evaluation of existing policy serves various functions, including changing agency awareness and understanding of policies, changing behavior, and influencing program performance improvements. Without an objective evaluation, policies do not have a chance to achieve their intended purpose; may become meaningless and outdated; or hinder the operational effectiveness of executive agencies.

In collaboration with senior management experts in all program areas, GSA identified the intent/strategic goal of each policy evaluated. The policies were categorized into three broad strategic goals: accountability, efficiency/effectiveness (doing things right and doing the right things), and safety/environment. GSA also proposed performance measures that agencies could adopt to manage their programs.

The evaluation was conducted using an interactive, web-based system. Agencies submitted their responses and supporting documentation to questions regarding adherence with existing policies, adoption of best practices, and use of innovative technologies. GSA evaluated each agency's initial response and provided the agency with feedback. Agencies were given an opportunity to submit additional information prior to GSA issuing a final agency report.

Key Findings

- ➤ The Office of Governmentwide Policy has built a solid foundation to enable executive agencies to provide advice, guidance and recommendations to GSA prior to finalizing public policies for aircraft, mail, motor vehicles, personal property, relocation, transportation and travel.
- Agencies have had some success in adhering to policies; however, the overall lack of success in implementing mandates poses potential threats to the effective and efficient management of agency programs.
- Agencies struggle to identify, adopt, and implement best practices for various reasons.
- ➤ The Office of Governmentwide Policy should develop tools for agencies to report required information, and make those reports available on its website.

Table of Contents

I. Introduction	1
II. Methodology	3
III. Evaluation Criteria	4
IV. Strengths, Weaknesses, Opportunities, and Threats	6
V. Policy Initiatives	7
VI. Conclusion	7
Policy Evaluations	
Aircraft Executive Summary	9
Mail Executive Summary	18
Motor Vehicle Executive Summary	25
Personal Property Executive Summary	34
Relocation Executive Summary	42
Transportation Executive Summary	49
Travel Executive Summary	56

I. Introduction

The Office of Governmentwide Policy (OGP) is responsible for establishing policies that improve the management of the Federal government within the areas of aircraft, mail, motor vehicles, personal property, relocation, transportation, and travel management. The OGP created the Center for Policy Evaluation in the Office of Travel, Transportation, and Asset Management to focus its activities on the evaluation of government-wide policy. The Center's mission is to evaluate agency adherence with mandatory requirements and adoption of best practices and innovative tools that enable Federal managers to prudently manage their assets. The Center's objective in 2008 was to complete an evaluation of agency adherence with existing policies; to identify policy strengths, weaknesses, opportunities and threats; and, to promote adoption of best practices.

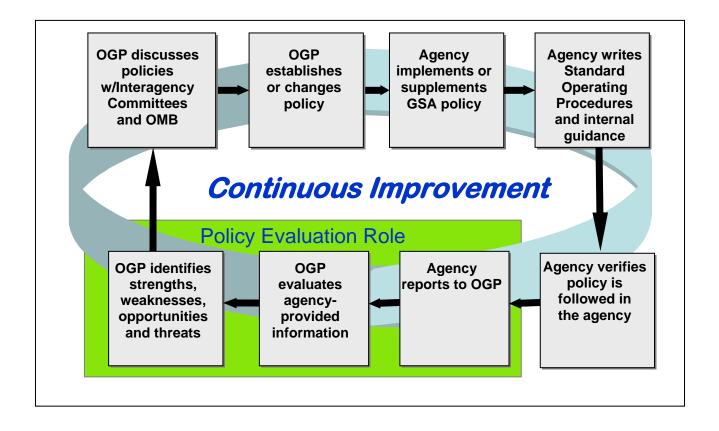
The Center's vision is aligned with GSA's mission to help Federal agencies better serve the public by working together to achieve common goals and manage public resources. The OGP collaborates with Federal agencies and the Office of Management and Budget to develop and implement policies. Together, there is assurance that policies are not only used and are useful, but that agencies' can demonstrate the outcomes that the policies were designed to achieve. The following Interagency Policy Councils/Committees were consulted and provided valuable input throughout the evaluation process:

- Executive Relocation Steering Committee
- Interagency Committee for Aviation Policy
- Mail Management Committee
- Motor Vehicle Executive Council
- Federal Fleet Policy Council
- Property Management Executive Council
- Interagency Committee on Property Management
- Transportation Committee (sponsored by the Federal Acquisition Service)
- Travel Executive Steering Committee
- Interagency Travel Management Committee

While not mandatory, participation in the policy evaluation enables agencies to influence policy making decisions, identify and share best practices and innovative tools, and implement useful performance measures. The evaluation also allowed OGP to identify the effectiveness of its policies and barriers to adherence.

Agencies should ensure that they are optimally managing their programs by adhering to government-wide policies and implementing best practices. Consequently, the policy should create the framework in which programs operate and demonstrate excellent

stewardship of taxpayer resources while effectively and efficiently achieving the agency mission. The ideal policy cycle is best depicted by the following diagram:



II. Methodology

From January through July 2008, GSA conducted the first annual government-wide evaluation of policy and best practice adherence in seven policy areas that the Office of Travel, Transportation, and Asset Management authors. Some policy areas, such as aircraft, do not apply to all agencies. Twenty-three executive agencies were invited to voluntarily participate in the program.

The OGP conducted the evaluation using an interactive, web-based system called the Program Review Tool (PRT) to collect agency responses. Participating agencies were required to complete all sections of the PRT. The PRT calculated scores regarding the agency's adherence to policy mandates and best practices. The PRT also allowed agencies to give recommendations to OGP on its policies, systems, and collaborative efforts.

The PRT consisted of the following three sections:

- 1. **Mandates**: This section included select policies in each program area, with links to the exact policy source. Agencies were asked if they adhered to the policy and to provide supporting evidence via narrative and documents. Agencies were also provided with an opportunity to self-disclose reasons for non-adherence to policies.
- Best Practices: This section consisted of best practices that have been shown to
 contribute to the economical and efficient management of the program, with links to
 the source of the best practice. Best practices are not required by statute or
 government-wide regulation.
- 3. **GSA Feedback**: This section provided agencies with an opportunity to recommend ways GSA could improve its policy development, government-wide reporting systems, and interagency collaboration.

The policy mandate and best practice questions, evaluation criteria and process were communicated on the GSA website in November 2007 at: www.gsa.gov/cpe. The questions for each policy area can be found in the Policy Evaluation Section. Formal PRT training was provided to all agencies on January 9, 2008, and in several subsequent communiqués. During the evaluation period, OGP presented several briefings to interagency groups, steering committees, and Federal/private sector conferences.

Each of the seven policy areas were separately assessed by OGP associates based on three criteria: having written policy or best practices; communicating those policies or best practices, and verifying policy/best practice adherence (see Evaluation Criteria for scoring details). Both the mandates and best practices sections were scored by OGP associates. The assessment results are based on a subset of policy and best practices.

For example, in the motor vehicle policy program there are 35 mandates; however, the PRT addressed only 10 mandates and 6 best practices.

Before receiving a final assessment, agencies had two opportunities to respond to questions from the OGP associates: an initial round with interim scores, and a final submission. The OGP associates were also available by phone, e-mail, and in person to address agency concerns or questions. After completion of the evaluation cycle, agencies were able to compare themselves to government-wide results, and determine performance by each policy area and strategic goals.

III. Evaluation Criteria

Agencies were given Strong, OK or Weak scores based on their answers to each question using the following criteria:

Strong adherence means (must meet all 3 criteria):

- 1. Incorporating government-wide policy into published agency policy
- 2. Making affected employees aware* of policy requirements on a regular basis
- 3. Verifying policy adherence

OK adherence means (must meet all 3 criteria):

- 1. Incorporating government-wide policy into published agency policy
- 2. Occasionally reminding affected employees of policy requirements
- 3. Verifying policy adherence

Weak adherence means (If ANY apply):

- 1. Government-wide policy is not incorporated into published agency policy
- 2. No regular training or reminders to affected employees of policy requirements
- 3. Failure to verify policy adherence

To obtain a Strong or OK rating for a particular mandate or best practice, agencies were required to present documented evidence that it had met each element of the evaluation criteria. For example, acceptable evidence of making employees aware of the policy included, but was not limited to, formal classroom or on-line training, memorandums, emails referencing the policy, Standard Operating Procedures, handbooks, websites, or other relevant documents. Agencies were evaluated as OK if they had obtained a GSA waiver from the policy requirement.

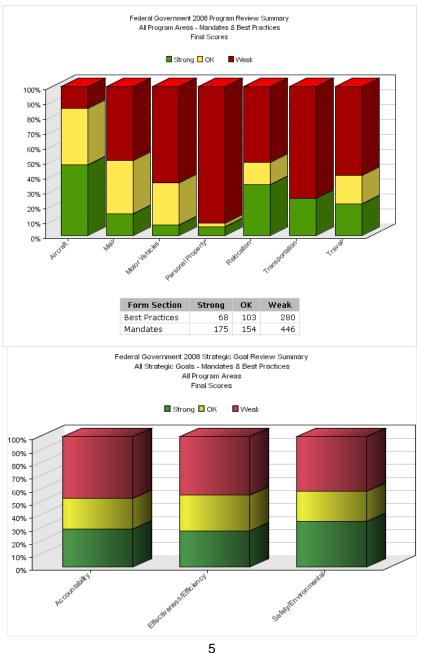
Scoring Summary

The OGP associates did not evaluate the overall effectiveness of any agency's program area. The evaluation results of the selected questions are believed indicative of the

^{*}Awareness could be formal/online training, a memo/e-mail referencing policy, SOP, handbook, website or other relevant documents.

agencies' adherence in the policy area, although they may not be representative. The seven policy evaluation reports for aircraft, mail, motor vehicles, personal property, relocation, transportation, and travel are included in the Policy Evaluation Section. These reports include policy area findings, program questions, references, performance measures, strategic goal category, and aggregated agency results.

The primary goal in the first year of operation was to establish a baseline for policy adherence government-wide, and by policy area. To obtain a baseline, OGP needed to meet a target of at least 65 percent participation rate from the 23 executive agencies. This target was exceeded with 87 percent of agencies participating in at least four of the seven policy areas. The following charts depict the 2008 policy adherence for all areas:



IV. Strengths, Weaknesses, Opportunities, and Threats

STRENGTHS	WEAKNESSES
Collaboration/policy development. Strong working relationship between GSA and executive agencies through various interagency councils/committees to develop and implement government-wide policies.	Policy implementation. Agencies struggle to implement some policies. Agencies' self-disclosed reasons for not adhering to mandates included lack of people, lack of funding, other priorities, or adherence planned at a future date.
Evaluation criteria. The policy evaluation criteria is a strong model for agency policy staff and serves as a catalyst for making necessary changes in the agency's policy area(s).	GSA's mechanisms for collecting agency information. The Federal Automotive Statistics Tool and the Federal Aircraft Interactive Reporting System are effective, but are limited in their application. Data gathering for all policy areas using innovative Internet tools are needed to collect required information for agency annual reports for all policy areas.
Adherence to regulations supports agency missions. Seventy-five percent of the participating stakeholders concur that participating in the policy evaluation increased the agency's attention to policy area(s).	Dissemination of information . GSA needs to develop mechanisms to disseminate information more quickly and widely.
	Best practices . Agencies struggle to identify, adopt, and implement best practices; and, GSA fails to post best practices in a public domain.
OPPORTUNITIES	THREATS
Transparency of program information. GSA should improve its feedback to agencies and make annual government-wide reports available on its website.	Program-specific policy implementation. The failure to implement government-wide mandates poses a potential threat to the effective and efficient management of government-wide programs, to include meeting agency strategic objectives.
Web-based reporting tools. GSA should develop tools for agencies to provide standardized annual reports, and on-line collaboration tools.	
Increase training and policy awareness. Agencies identified that GSA should develop mechanisms to monitor the Policy Evaluation program, and expand and strengthen its efforts to provide training and education to executive agencies.	

V. Policy Initiatives

As a result of the evaluation, OGP has undertaken several initiatives to help agencies adhere to policy mandates, implement industry or agency-recommended best practices, and apply innovative tools. Among the most notable initiatives are the following:

- Implement web-based tools for required annual reports. The OGP commenced a robust initiative to develop and implement Internet tools for agencies to submit required data to GSA for the Senior Federal Travel Report, Non-Federal Recipient Report, and the Agency Use of the Exchange/Sale authority. The tools will be implemented in Fiscal Year 2009. Data collected in this manner will be published on the OGP website.
- Agency adoption of Vehicle Management Information Systems. Six years after the publication of fleet mandates, agencies have failed to implement Vehicle Information Management Systems and vehicle allocation models to be used when acquiring new vehicles. The Motor Vehicle Executive Council and OGP are evaluating the feasibility of agencies using existing systems, e.g., the GSA Federal Acquisition Service and/or the Department of Energy fleet systems, to close this gap. Information on this initiative will be published and the performance of the solution will be shared among the community to encourage other agencies to implement these vital tools to manage their fleet.
- Develop Aviation/Fleet Capital Asset Planning. Executive agencies are required to manage portfolios of aircraft and motor vehicles to ensure they are making wise investments. Capital programming integrates the planning, acquisition, and management of these assets into the budget-decision making process. The process is also intended to assist agencies in improving asset management, and to adhere to results-oriented requirements. The OGP has established an Interagency Integrated Project Team to analyze the process and recommend tools to assist agencies in completing capital asset plans.

VI. Conclusion

The 2008 evaluation disclosed that participating agencies scored weak in various policy adherences for several reasons, including lack of resources. While evident and agency-recommended, there is a need for stronger communication between the agencies and OGP to clarify the intent of policy mandates. Increasing communication channels will ensure agencies are implementing best practices and innovative tools, and validating the use of performance measures to ensure that the mandate is meeting the intent of the policy.

Although OGP is not directly responsible for agencies' compliance with mandates and best practices, it is responsible for ensuring that the policies are effective and meet the

intent of statutes where applicable. The OGP is also responsible for ensuring that agencies are aware of best practices and the use of innovative tools to enable them to make better management and financial decisions. As OGP continues the government-wide evaluation of agencies' adherence to policies it will be able to track changes over time. Trend information will be available starting in FY2010. The OGP target participation for FY2009 is 70 percent of agencies participating in at least one policy area.

The long-term objective for the evaluation process is to ensure that the Federal government operates at peak effectiveness and efficiency, maximizing limited resources through the adherence to reasonable, responsible, and timely policy and guidance. It is expected that agency participation in the evaluation will increase as this collaborative effort continues to gain momentum. It is also recognized that disconnects may occur as the introduction of policy may precede technological improvements and budget support of Congress.

The OGP will continue to assist agencies by developing effective policies and revising guidance, as appropriate. The OGP looks forward to enhancing agency collaboration to maximize efficiency in all public policies under its domain.

I. Aircraft Executive Summary

All mandates and best practice questions were measured against three strategic goals: accountability, effectiveness/efficiency and safety/environmental. The results showed:

- On 8 effectiveness/efficiency questions; 44% scored Strong, 37% OK, and 19% Weak
- On 6 accountability questions; 47% were Strong, 44% OK, and 9% Weak
- On 2 safety and environmental questions; 64% were Strong, 27% OK, and 9% Weak

Overall, the aircraft program received the highest scores of all seven program areas evaluated by GSA. Our evaluation found the government-wide aircraft policy strong or OK for 86% of the respondents, and weak on 14% of the 14 mandates and 2 best practices.

II. Background

The Office of Governmentwide Policy, Office of Travel, Transportation and Asset Management, is responsible for writing the Federal Management Regulation (FMR), Part 102-33, Management of Government Aircraft. The FMR is contained in Title 41 of the Code of Federal Regulations, which implements requirements and Executive branch policies for management of aircraft programs by Federal executive agencies. The policy is derived from the Office of Management and Budget Circular A-126, "Improving the Management and Use of Government Aircraft."

Eleven of the 13 agencies that own or operate aircraft participated in the Center for Policy Evaluation's Aircraft Program Review Tool. Nine agencies provided an initial and final submission.

Agencies were evaluated on their answers to 14 aircraft policy mandates and 2 best practice questions. A complete list of aircraft mandates and best practices questions, measures, and interim and final scores are included in this report. Agencies' responses were scored based on the existence of written policy that was communicated and verified. In addition, GSA asked 7 "GSA Feedback" questions to provide GSA/OGP with information on how to improve policy functions, interagency collaboration and identify new best practices for government-wide consideration. These suggestions are presented in "Recommendations/GSA."

III. Strong and Weak Responses

- Agencies scored the strongest, with 100% adherence, on having documented policies regarding agency personnel traveling on government aircraft, and policy requiring an aircraft accounting system to track costs and utilization.
- Agencies also scored strong, with 91% adherence, on mandates regarding the appointment and training of an Aviation Safety Manager.

- Agencies scored the weakest on having a system or process in place to acquire aircraft as required by OMB Circular A-11 with 63% adherence.
- Agencies generally scored strong on both best practices that require the use of metrics to evaluate the efficiency and effectiveness of aircraft fleet operations, and the conduct of an Aviation Resources Management Survey.
- Overall, the majority of the weak scores involved one agency. This was, in large part, because the agency had no documented or endorsed policy pertaining to aviation.

IV. Recommendations

The following recommendations were identified from our assessments of submissions in the aircraft policy area, including the "GSA Feedback" section.

A. Agencies

- Agencies need to ensure that aviation policy documents are concise and up-to-date.
 In one agency the policy document was a very disjointed collection of property documents and GSA/OMB policy. In the majority of cases, the agency aviation policy document had bits and pieces of GSA/OMB policies.
- 2. All agencies must begin to institute policies that address acquisition planning and construct long term, life-cycle procurement strategies to replace aging aircraft.

B. GSA

1. Enhance the Federal Aviation Interactive Reporting System (FAIRS).

GSA should make the FAIRS application more robust in the ability to capture additional costs and hours for Federal and commercial aviation activities. It was noted by a few agencies that GSA's policy regarding FAIRS as a data collection and analysis tool (to enhance agency performance and effectiveness) was largely ineffective, although the current version was praised for its improvement over previous versions. The sentiment was that in some respects the type(s) of data collected in FAIRS was not in a useful form or inclusive enough to be easily adaptable to the agency's use.

The Management Data and Systems Subcommittee of the Interagency Committee for Aviation Policy continues to process an active enhancement list with the system developers, the Idaho National Laboratory, and will re-evaluate the utility of the application and expand data categories as recommended by the agencies. It must be noted, however, that FAIRS was not intended to replace an agency's management

information system for data collection, but complement it. GSA will continue to expand the capability for FAIRS in an overall effort to support its use government-wide.

2. Capital Asset Acquisition Planning

The process to acquire aircraft, as documented by OBM Circular A-11, does not appear to be maturing and needs attention. Many agencies have a capital asset process for IT systems but not for aviation. The capital planning process mandates the execution of the Exhibit 300 for aviation asset management. In 2007, GSA published an Exhibit 300 desk guide to assist agencies in completing capital asset plans for aircraft and motor vehicles. GSA has recently formed an Interagency Integrated Project Team to develop a process for agencies to complete an Exhibit 300 for aircraft and motor vehicles.

3. Incorporate language in OMB Circular A-126 and 41 CFR 102-33 to assist agencies that do not have aircraft programs but use public aircraft infrequently to conduct the agency mission.

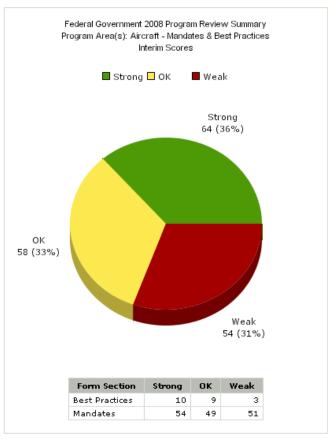
It is recognized that there are agencies that rarely use aircraft for official purposes, and those programs do not reach the level of management and oversight required by most of the agencies with aircraft operations. In these agencies, leasing, renting and chartering of aircraft are an infrequent activity. As such, it appears inappropriate to hold them to the same standards as agencies that own their aircraft and use them on a regular, sustainable basis. GSA recognizes this difference and is in the process of working with OMB to revise OMB Circular A-126 and 41 CFR 102-33 to incorporate appropriate language to assist agencies that have infrequent aircraft usage.

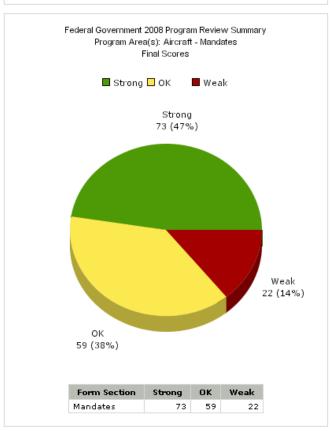
	Question	Reference(s)	Suggested Performance Measure(s)/Evidence	Category		Fi	nal #		Final %		
Mand	lates				W	0	S	Total	W	0	S
1	Do you have documented agency policy designating a SAMO (Senior Aviation Management Official)?	41CFR102-33.25 41CFR102-33.30	Show annual written designation of the authorities and responsibility of the Agency SAMO that have been signed by the designated SAMO.	Accountability	3	3	5	11	27 %	27 %	45 %
2	Do you have documented agency policy requiring that as part of the planning process for aircraft acquisitions, Exhibit 300 of OMB Circular A-11, Part 7, is completed and submitted to the agency Budget Office?	41 CFR102- 33.70	Identify the date of the last Exhibit 300 for aircraft acquisitions.	Effectiveness/Efficiency	4	2	5	11	36 %	18 %	45 %
3	Do you have documented agency policy covering the requirements for agency personnel to travel on your government aircraft?	OMB Circular A- 126, para 10.	# of personnel that traveled on government aircraft that were knowledgeable of agency policies vs # of personnel that traveled on government aircraft that were not aware of agency policies.	Effectiveness/Efficiency	0	6	5	11	0 %	55 %	45 %
4	Do you have documented agency policy requiring the inclusion of your agency's aircraft program in your agency's Management Control Plan?	OMB Circular A- 126, para 13	Show annual reporting of your aviation program in the Agency's Internal Control Plan to support A-123 initiatives.	Accountability	0	5	6	11	0 %	45 %	55 %
5	Do you have documented agency policy requiring an aircraft accounting system to track costs and utilization?	OMB Circular A- 126, para 14	# of systems in place agency- wide to track aircraft cost and utilization data; date last updated; date of Certification and Accredidation.	Accountability	0	4	7	11	0 %	36 %	64 %
6	Do you have documented agency policy requiring that your agency follow the	41 CFR102- 33.100	# of agency contracts, purchase orders, memorandums of agreement, etc., that contain FAR	Accountability	1	5	5	11	9 %	45 %	45 %

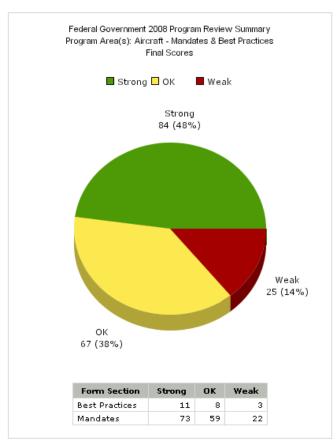
	Federal Acquisition Regulations to purchase or lease/purchase an aircraft or award a Commercial Air Services (CAS) contract?		requirements vs. those that do not contain FAR requirements.								
7	Do you have documented agency policy covering the requirements for acquisition of Flight Safety Critical Aircraft Parts (FSCAP) and using FSCAP on non-military FAA-type certificated Government aircraft?	41 CFR 102- 33.115 41 CFR 102- 33.230	# of parts inspected and approved by the FAA for installation on non-military aircraft operated under restricted or standard airworthiness certificates.	Effectiveness/Efficiency	3	3	5	11	27 %	27 %	45 %
8	Do you have documentation establishing Flight Program Standards that cover the requirements for the management, administration, operation, maintenance, flight personnel training, flight program safety, and aircraft accident/incident reporting?	41 CFR 102- 33.155	For existing agency policy, identify the last date it was reviewed, amended or changed.	Effectiveness/Efficiency	2	4	5	11	18 %	36 %	45 %
9	Do you have documented agency policy to recover operating costs, when required, for using your aircraft to support other agencies?	41CFR102- 33.205	Identify the variable or full cost recovery rate; hours utilized and funds recovered from other agencies within the current Fiscal Year.	Accountability	2	5	4	11	18 %	45 %	36 %
10	Do you have documented agency policy requiring that your agency report disposed or replaced aircraft to FAIRS?	41CFR102- 33.260	Identify the disposal date of aircraft in the current Fiscal Year and the date the aircraft was removed from active records in FAIRS.	Effectiveness/Efficiency	1	7	3	11	9 %	64 %	27 %

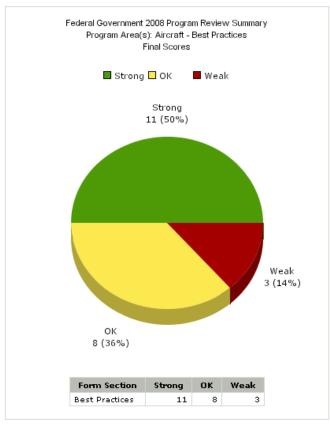
11	Do you have documented agency policy requiring the reporting the mandatory cost elements in FAIRS?	41CFR102- 33.425	Identify the quarterly cost accounting records processed through your Financial System and FAIRS.	Accountability	0	7	4	11	0 %	64 %	36 %
12	Do you have documented agency policy requiring the collection and reporting of information on aircraft accidents and incidents?	41CFR102- 33.445	Identify the object classes used to account for aircraft operational and ownership costs and the date last updated.	Safety/Environmental	1	4	6	11	9%	36 %	55 %
13	Do you have documented agency policy requiring that the agency Safety Manager has completed an approved safety program of instruction?	41CFR102- 33.180	Identify the date the Safety Manager was appointed and the date he/she graduated from an aviation safety course.	Safety/Environmental	1	2	8	11	9 %	18 %	73 %
14	Do you have documented agency policy requiring use of the Aviation Cost Accounting Guide (CAG)?	41 CFR 102- 33.190	Identify the object classes used to account for aircraft operational and ownership costs and the date last updated.	Effectiveness/Efficiency	4	2	5	11	36 %	18 %	45 %
Best	Practices		·		W	0	S	Total	W	0	S
1	Do you have documented agency policy requiring the use of metrics (your automated accounting system, FAIRS or other financial, planning, or management tools) to evaluate the efficiency and effectiveness of your aircraft fleet operations?	ICAP - MDS Subcommittee Priority Enhancement List	Identify at least 3 metrics used to evaluate the efficiency and effectiveness of your government aircraft operations, e.g. fuel cost per hour/maintenance cost per hour/ mission availability rate/accident rate per ## flight hours.	Effectiveness/Efficiency	2	4	5	11	18 %	36 %	45 %

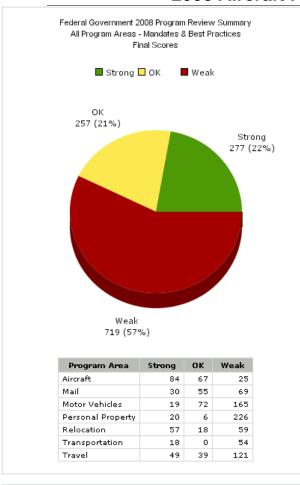
2	Do you have documented agency policy requiring the conduct of an Aviation Resources Management Survey (ARMS)?	GSA Safety Program - Gold Standard	Agency has had/or has requested an ARMS within the past 2 years.	Effectiveness/Efficiency	1	4	6	11	9 %	36 %	55 %
---	---	--	--	--------------------------	---	---	---	----	-----	------	------

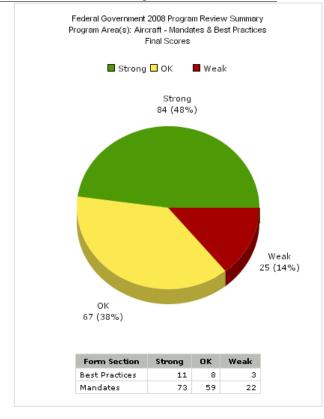


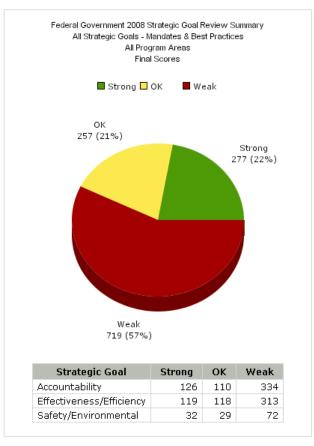


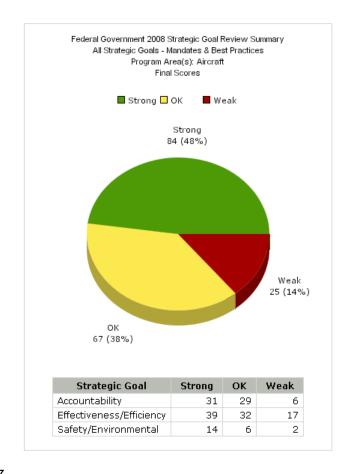












I. Mail Executive Summary

All mandates and best practice questions were measured against three strategic goals: accountability, effectiveness/efficiency and safety/environmental. The results showed:

- On 8 effectiveness/efficiency questions; 16% scored Strong, 36% OK, and 48% Weak
- On 5 accountability questions; 24% scored Strong, 38% OK, and 38% Weak
- On 1 safety and environmental question; 27% scored Strong, 18% OK, and 55% Weak

Thirteen agencies began the Center for Policy Evaluation's PRT process for the mail program by making initial responses to the PRT questions. Nine of these agencies went on to submit final responses to the mail section of GSA's Program Review Tool. Two agencies did not follow up with Final responses; their initial responses are used in this evaluation. Two agencies began the evaluation but did not officially submit their initial response. Ten agencies did not participate.

Overall, the mail policy performance is consistent with the average performance of all seven policy areas evaluated. Our evaluation found the mail policy area is Strong or OK on 55% and Weak on 45% of the 4 mandates and 10 best practice questions. The overall evaluation scores for mandates were higher than the evaluation scores for best practices. Agencies that continued the process through to the final evaluation showed a significant improvement in the overall evaluation for both mandates and best practices.

II. Background

The Office of Governmentwide Policy, Office of Travel, Transportation and Asset Management is responsible for writing the government-wide policy for the mail management program. The regulation is contained in the 41 Code of Federal Regulations (CFR), Chapter 102-192, which prescribes policy and the requirements for the efficient, effective, economical, and secure management of incoming, internal and outgoing mail in Federal agencies.

Agencies were evaluated on their answers to 4 policy mandates and 10 best practice questions. A complete list of mail mandates and best practice questions, measures, and interim and final scores are included in this report. Agencies' responses were scored based on the existence of written policy that was communicated and verified. In addition, there were 7 GSA Feedback questions to provide GSA/OGP with information on how to improve policy functions and interagency collaboration, and to identify new best practices for government-wide consideration. These suggestions are presented in "Recommendations/GSA."

III. Strong and Weak Responses

- The strongest and also the weakest response were to agencies' use of a financial system to track mail operational and administrative expenses, with 36% scoring Strong and 36% scoring Weak. The implementation of a financial accounting system to track mail program costs is a documented best practice and publicized in the Federal Management Regulation. Four of the 11 agencies scored Strong, and four scored Weak. The use of a financial system not only increases an agency's accountability but provides agency mail managers with quantifiable data to make more informed business decisions.
- While the best overall response to mandates was for agencies having policy requiring Mail Centers to use Commercial Payment Processes, only 9% scored Strong, with the majority, 73%, scoring OK due to existing deviations from GSA. While most agencies participating in this evaluation have not converted to a Commercial Payment Process, the majority have implemented policy to increase accountability and transparency of program costs. However, many struggle with the implementation of tools and systems (see above bullet) to ensure transparency of program cost.
- The best overall response was to a best practice question regarding the agencies' use of the Mail Managers' Resource Section of the GSA website, with 82% adherence. It is noted that the GSA Mail webpage has long been in existence and agency mail managers historically have used this resource for policy matters and mail management guidance.
- A majority of agencies scored Weak for the mandate requiring every facility, regardless of its facility size and volume, to have a written security plan, with 9% scoring Strong. The evaluation of this mandate is disturbing as agencies are required to develop written security plans, to include conducting vulnerability risk assessments to identify security measures required for each facility.
- The weakest responses were to best practice questions regarding efficient and
 effective operations to use address management tools to minimize undeliverable
 mail, and designing mail pieces to ensure the lowest postage cost available, with
 18% adherence. Both of these best practices are relatively new to mail managers,
 but highlight the lack of efficient processes and tools that will lead to effective mail
 operations.

While trends in response data were negligible, responses to similar or related questions produced the following general observations:

 On average, agencies scored better on the mandates than on the best practices, with half of the 10 best practices scoring Strong or Ok. This finding is indicative of the slow adoption and implementation of industry best practices.

- Two of the weakest best practices relate to staff and training, or the lack thereof.
 Implementing new initiatives or best practices will remain a challenge for agencies that do not have adequate mail management staff or the ability to provide training to ensure agency mail managers remain current in mail management tools, techniques and processes that will enable them to make more informed decisions.
- Three of the weakest best practice scores relate to the implementation and use of tools and processes, e.g., tools to minimize undeliverable mail, and processes to design mail pieces to obtain the lowest postage costs and limit the use of expedited mail and couriers. These best practices are applied methods that promote efficiencies and cost effectiveness of Federal mail management. Agencies that implement these best practices will realize improvements in cost-effectiveness and enhance the performance of the agency's mission.
- Agencies that do not implement industry best practices could potentially hamper the mail operations for the Federal government, as employees are not kept informed of industry solutions to proactively resolve potential life-threatening issues or ensure that agencies are good stewards of taxpayer funds.

IV. Recommendations

These recommendations were identified from assessments of submissions in the mail policy area, including the "GSA Feedback" section. These reflect trends noticed in many agencies and verified by the GSA mail subject matter expert.

A. Agencies

- 1. Agencies need to establish and implement individual development programs for the mail staff to ensure consistent, quality training and awareness of tools, techniques and processes, including industry best practices.
- Agencies must not become complacent regarding mail security and be vigilant in conducting vulnerability risk assessments and taking appropriate precautions to mitigate risks.
- 3. Agencies are encouraged to use web-based systems to report data and track mail performance measures.

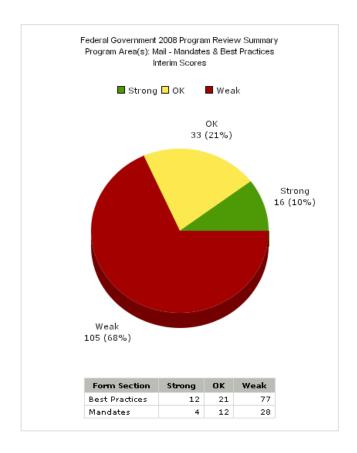
B. GSA

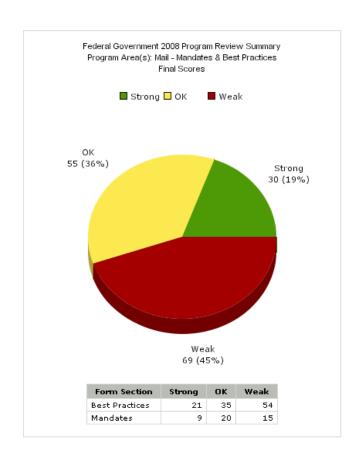
- 1. GSA needs to develop web-based reporting tools, and centralize the collection and reporting for mandatory reports.
- 2. GSA should improve customer support, work with the agencies to identify data that provides value, and keep agencies informed of meetings.
- 3. GSA needs to increase the ease for agencies to respond to any policy changes.

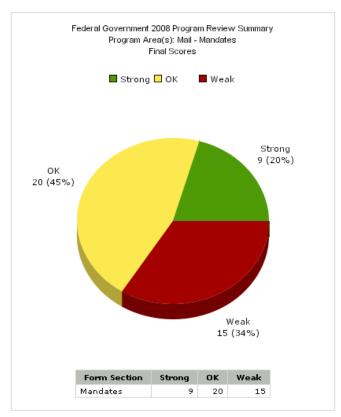
Mail Questions, References, Performance Measures, Strategic Goal Category and Agency Results

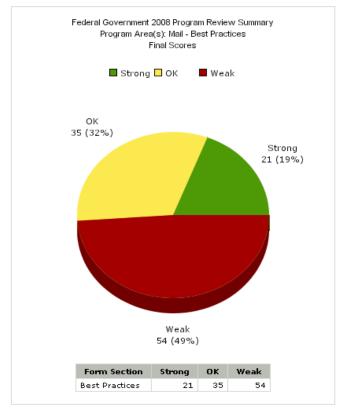
	Question	Reference(s)	Suggested Performance Measure(s)/Evidence	Category		Final #			Final %		
М	andates	,		, , , , , , , , , , , , , , , , , , ,	w	0	S	Total	w	0	S
1	Do you have documented agency policy requiring that your mail centers agency-wide use commercial payment processes?	41CFR102.192.50	Number of agencies using commercial payment processes or who have received a waiver	Accountability	2	8	1	11	18%	73%	9%
2	Do you have documented agency policy requiring that your mail centers use performance measures in facilities and programs that spend more than \$250,000 per year on postage?	Mail Comm Course Spring 2007 41CFR102.192.50	List of performance measures and performance on each measure	Effectiveness/Efficiency	4	4	3	11	36%	36%	27%
3	Do you have documented agency policy requiring the submission of the annual mail management report to GSA by March 30?	41CFR102.192.65	Number of agencywide Mail Management reports received annually by OGP by 3/30	Effectiveness/Efficiency	3	6	2	11	27%	55%	18%
4	Do you have documented agency policy requiring that every facility that processes mail, agency-wide, have a written security plan, regardless of the facility's size and volume?	41CFR102.192.85	Number of mail security plans developed or renewed and implemented annually	Safety/Environmental	6	2	3	11	55%	18%	27%
В	est Practices				w	0	S	Total	W	0	S
1	Do you have documented agency policy requiring that all mail centers agency-wide design mail pieces so that they are eligible for the lowest postage costs?	41CFR102.192.130c	Number of mailings that used a mail piece design analyst/# of pieces mailed	Effectiveness/Efficiency	6	3	2	11	55%	27%	18%
2	Do you have documented agency policy requiring that all mail centers agency-wide regularly use address management tools to minimize undeliverable as addressed?	41CFR102.192.125c	Number of mailpieces that are returned to the agency marked undeliverable as addressed/# of pieces mailed	Accountability	6	3	2	11	55%	27%	18%
3	Do you have documented agency policy requiring that your major mail operations agency-wide are staffed with mail facility managers with mail training?	41CFR102.192.125f	Number of major facilities that have an agency mail manager with mail training	Effectiveness/Efficiency	7	2	2	11	64%	18%	18%
4	Do you have documented agency policy requiring every program agencywide that generates a significant quantity of outgoing mail has a mail manager?	41CFR102.192.140	Number of programs that have a mail manager.	Effectiveness/Efficiency	5	4	2	11	45%	36%	18%

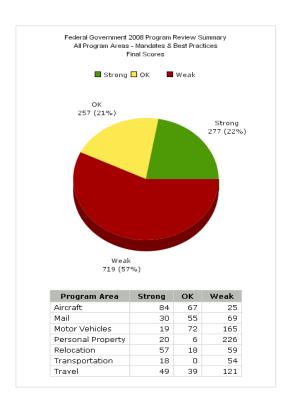
В	est Practices (Continued)				w	0	S	Total	w	0	S
5	Do you direct mail employees to utilize the Mail Managers' Resources section of the GSA website?	Training Opportunities	Number of employees that attend mail training annually	Accountability	2	6	3	11	18%	55%	27%
6	Do you encourage mail employees to get involved in professional affiliations and councils?	Federal Mail Best Practice Awards	Number of employees that attend or join professional affiliations or councils annually	Effectiveness/Efficiency	4	5	2	11	36%	45%	18%
7	Do you encourage your mail centers to submit (or read other) best practice nominations?	Federal Mail Best Practice Awards	Number of best practices that your agency implements annually	Effectiveness/Efficiency	5	6	0	11	45%	55%	0%
8	Does your agency encourage professional certification of mail center employees and managers?	GSA Mail Report Format	Number of mail employees with mail professional certification/total mail employees	Effectiveness/Efficiency	8	2	1	11	73%	18%	9%
9	Do your mail centers agency-wide use a finance system to keep track of mail costs, payments to service providers, mail center personnel costs, and separate mail center overhead from all other administrative expenses?	41CFR102.192.100	Number of agency wide finance systems that track all mail related costs through a finance system (or mail costs through finance systems/total mail costs)	Accountability	4	3	4	11	36%	27%	36%
10	Do you have documented agency policy and processes to limit the use of expedited mail and couriers?	<u>102-192.115</u>	No measure identified	Accountability	7	1	3	11	64%	9%	27

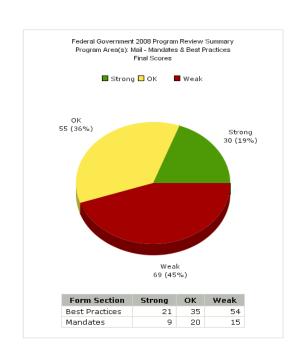


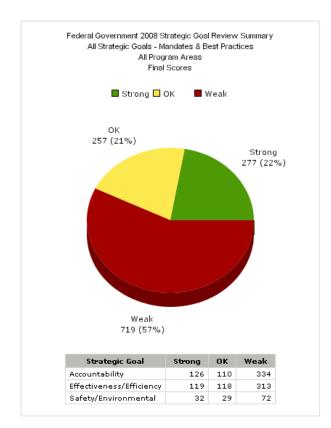


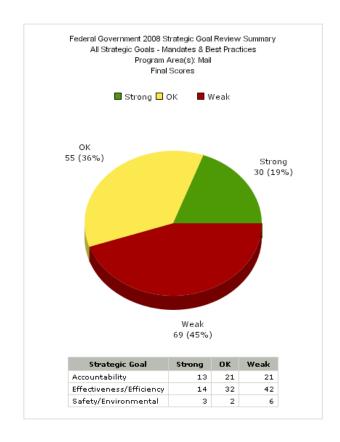












I. Motor Vehicle Executive Summary

All mandates and best practice questions were measured against three strategic goals: accountability, effectiveness/efficiency and safety/environmental. The results showed:

- On 8 effectiveness/efficiency questions; 8% scored Strong, 30% OK, and 62% Weak
- On 4 accountability questions; 5% were Strong, 26% OK and 69% Weak
- On 4 safety and environmental questions; 9% were Strong, 25% OK and 66% Weak.

Overall, the motor vehicle policy performance was consistent with the average performance of all seven policy areas evaluated. Our evaluation found the government-wide motor vehicle policy area Strong or OK for 36 percent, and Weak on 64 percent of the 10 mandates and 6 best practice questions. This consistency appeared overall, by best practice and mandates, and strategic goals. The 9 participating agencies (56%) that chose not to continue through to the final evaluation likely lowered the overall Motor Vehicle score. Results showed an improvement of 29% for the agencies that continued from initial to final.

II. Background

The Office of Governmentwide Policy (OGP), Office of Travel, Transportation and Asset Management, is responsible for writing the Federal Management Regulation (FMR), Part 102-34, Motor Vehicle Management. The FMR is contained in Title 41 of the Code of Federal Regulations (CFR), Subchapter G, which implements statutory requirements and Executive branch policies for management of motor vehicle fleets by Federal executive agencies. An estimated \$3.5 billion annually is spent by Federal agencies on motor vehicle fleets totaling over 640,000 vehicles.

Sixteen agencies began the Center for Policy Evaluation's (CPE) Program Review Tool (PRT) process for their Motor Vehicle programs by making initial responses to the PRT questions. Seven of these agencies went on to submit final responses. Nine of the 16 agencies did not follow up with final responses; their initial responses are used in this evaluation. Seven agencies did not participate at all.

Agencies were evaluated on their answers to 10 policy mandates and 6 best practice questions. A complete list of motor vehicle fleet mandates and best practice questions, measures, and interim and final scores are included in this report. Agencies' responses were scored based on the existence of written policy that was communicated and verified. In addition, there were 7 GSA Feedback questions to provide GSA/OGP with information on how to improve policy functions and interagency collaboration, and to identify new best practices for government-wide consideration. These suggestions are presented in "Recommendations/GSA."

This report is based solely on participants' results on a subset of the regulatory mandates, only a portion of which were evaluated, and best practices. It is unclear whether these results are representative of non-participating agencies and the motor vehicle mandates/best practices. As this is the first year of this evaluation program, subsequent years' reviews will add to our understanding of the results.

III. Strong and Weak Responses

- Two questions tied with the best overall response: Mandate 8, recovery of state and local taxes, and Best Practice 1, use of exchange/sale. Nine of 16 agencies scored Strong or OK on both. It should be noted that these are both long-standing elements of the fleet management and property management programs, and that agencies have long familiarity with them. Also, the government-wide charge card contracts explicitly incorporate the tax recovery requirement.
- The weakest responses were to Best Practice 2, vehicle allocation model, with only one agency Strong or OK; and Mandate 9, agency-wide fleet management information systems, with 4 agencies scoring Strong or OK. The scores in these two areas highlight the lack or inadequacy of automated systems devoted to fleet management. It should also be noted that these are both relatively new, having resulted from the Fleet Review Initiative of 2002.

Overall, it is difficult to identify definite trends in the data. Responses tended to vary widely in each question from Weak to OK to Strong. However, there was some clustering of results among similar or related areas, and it is possible to make the following general observations:

- On average, agencies did slightly better on the mandates than on the best practices, but not by much. This is worrisome, inasmuch as mandates are not optional, and best practices are.
- In areas that depend on centralization, agencies tend to perform poorly. Whether in
 the explicit areas of a central fleet manager, centralized records, and agency-wide
 management systems, or the many related areas where centralization is merely
 implied, agencies tend to leave a lot to the discretion of bureaus and regions. This is
 not a fleet-specific issue, but is a result of agency-level management and
 organizational decisions, statutory and appropriations language, tradition, and other
 factors. Fleets must manage as best they can under less than ideal organizations in
 many agencies.
- Agencies tend to be weak in areas related to finance, such as taxes and discounts. Whether this reflects weak compliance with the associated

regulations and best practices, or merely ignorance as to what agency finance offices are doing, it does not bode well for agency fleets that these issues are ignored or left to someone else. Agency fleet managers need to be educated and active in these areas, and they need to incorporate these issues into their policies and processes.

- Generally speaking, scores tend to cluster in the same agencies; that is, an
 agency tends to be Weak or Strong across the board. If attention is being
 paid to detail in one area, it tends to be paid to other significant areas as well;
 if issues are being overlooked or left to other offices to oversee in one area,
 they are more likely to be ignored in others. Most significantly, agencies with
 acceptable or better management information systems tend to be among the
 best-performing in all areas.
- Agencies are slow to adopt new processes and practices. Agency-wide fleet management information systems and vehicle allocation models were identified as priorities in the Fleet Review Initiative of 2002; six years later agencies are only beginning to explore these valuable tools. (It should be noted that GSA's slowness in incorporating these into the fleet regulations at 41 CFR 102-34 may also be a contributing factor, as regulatory requirements tend to get more attention from upper-level management than mere recommendations.)

IV. Recommendations

These recommendations were identified from assessments of submissions in the motor vehicle policy area, including the "GSA Feedback" section. These reflect trends noticed in many agencies and have been verified by the GSA motor vehicle subject matter expert.

A. Agencies

- Agencies need a better understanding of the difference between GSA Fleet and GSA's Office of Governmentwide Policy.
- 2. Agencies are significantly constrained by the decentralization that characterizes their fleet management programs. Decentralization is an obstacle to standardization, encourages duplication, increases cost, and encourages waste. Although some level of decentralization can spur innovation and experimentation, the level of decentralization in agencies' fleet programs is too extreme to be beneficial.
- 3. Agencies tend not to have the basic tools necessary to efficiently and effectively manage their fleets. Comprehensive, dedicated, automated fleet management

information systems, for example, are essential to the management of any large fleet. Almost every technique for improving fleet operations depends on the availability of current and accurate data, and all too many fleets lack this. Fleet operations tend to be locked into systems designed for other uses, such as property, inventory, and financial systems that do not recognize the unique requirements of fleet operations.

- 4. Agencies tend to give short shrift to training. Having requirements written in the regulations is too often deemed sufficient. Especially with the imminent retirement of many veteran fleet managers and staff, this does not bode well for the future of agency fleet management.
- 5. Agencies tend not to have in place post-action review programs to catch errors or policy non-adherence. Managers seem to rely on outside reviews or audits to identify issues rather than to actively seek them out, reinforcing bureaucratic inertia that permits the divergence of operations from policy.

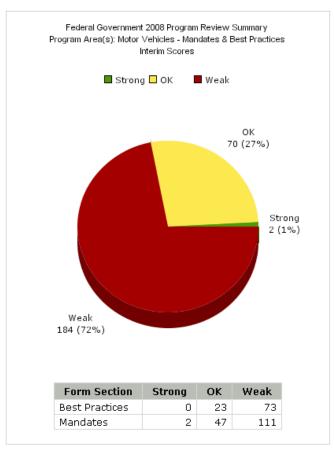
B. <u>GSA</u>

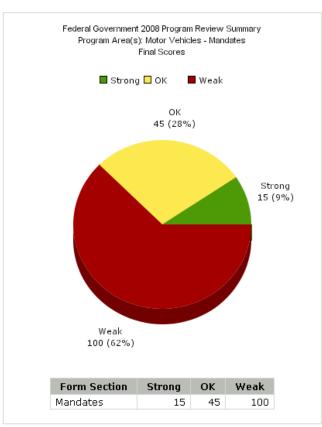
- 1. GSA needs to update its regulations more quickly. Agency fleet managers often depend on a GSA-issued regulation to spur their agency management to devote attention to their issues and to provide resources. Agencies' progress on Fleet Review Initiative recommendations is lagging in part because they have yet to be fully incorporated into FMR 102-34 after 6 years.
- GSA needs to pay more attention to "branding." Agencies tend to conflate GSA Fleet and GSA's government-wide policy office. They also tend to view FedFleet (the Federal Fleet Policy Council) as a GSA project rather than an independent interagency group.
- 3. GSA needs to develop a mechanism for disseminating information quickly and widely. Tools that have been developed to date, such as self-subscribing listserv mailing lists, tend to languish after a time. System-specific communication tools, such as those incorporated into the FAST system, seem to be effective in communicating with system users, but they are limited in their application.

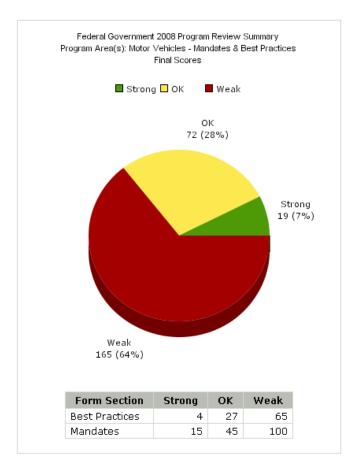
	Question	Referenc e(s)	Suggested Performance Measure(s)/Evidence	Category	Final #					Final %	
Mar	ndates				W	0	S	Total	W	0	S
1	Do you ensure that your agency- wide fleet acquisitions meet the fiscal year average fuel economy standards for passenger automobiles and light trucks?	41CFR1 02-34.30 41CFR1 02-34.55	Provide your agency's average mpg for new acquisitions for the most recent fiscal year.	Safety/Environmental	11	4	1	16	69 %	25 %	6 %
2	Do you ensure that all your sedan acquisitions are midsize (class III) or smaller unless a larger vehicle is specifically justified?	41CFR1 02-34.45	Provide the number of larger-than- midsize passenger sedans currently authorized. [We can then compare this to the inventory number in FAST.]	Safety/Environmental	9	4	3	16	56 %	25 %	19 %
3	Do you have a central record for your entire agency's Government license plate numbers, including all assigned motor vehicles and Government license plate numbers that have been reassigned, destroyed and voided?	41CFR1 02- 34.155	Yes/No	Accountability	11	3	2	16	69 %	19 %	13 %
4	Do you ensure that all your agency-wide motor vehicles are covered by an effective scheduled maintenance program? (Fleets that rely completely on GSA Fleet for support should state that fact.)	41CFR1 02- 34.285	Provide the rate of overdue maintenance for the most recent reporting period (and specify reporting period: quarter, fiscal year, etc.) [Agencies with a robust maintenance management system will be able to track overdue maintenance, those without will not.]	Effectiveness/Efficiency	8	5	3	16	50 %	31 %	19 %
5	Do you ensure that your agency's motor vehicles pass state-required inspections in their operating jurisdictions when required to do so (i.e., vehicles bearing state license tags, or emissions inspections required)?	41CFR1 02- 34.290	Yes/No	Safety/Environmental	10	4	2	16	63 %	25 %	13 %
6	Do you ensure that all your agency-wide owned motor vehicles undergo proper vehicle reconditioning prior to disposal? (Fleets that rely completely on GSA Fleet for support should state that fact.)	41CFR1 01-45.3	Provide the number of vehicles reconditioned prior to sale for the prior fiscal year and the total number sold.	Accountability	11	4	1	16	69 %	25 %	6 %

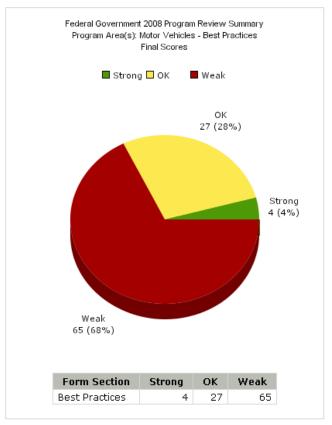
	Question	Reference(s)	Suggested Performance Measure(s)/Evidence	Category		Fi	nal #			Final %	
Mand	lates (Continued)				w	0	S	Total	W	0	S
7	Do you ensure that for your fleet related acquisitions and purchases, sales and productivity discounts are employed agency-wide to the maximum extent practicable? (Fleets that rely completely on GSA Fleet for support should state that fact.)	5CFR1315.7	Provide the amount of money saved in the prior year through discounts.	Accountability	10	6	0	16	63 %	38 %	0 %
8	Do you ensure that for your agency-owned and commercially leased motor vehicles, your agency pursues recovery of state and local taxes that are charged and not deducted at the time of fleet card transaction or billing? (Fleets that rely completely on GSA for support should state that fact)	OMB Circular A- 123, Appendix B	Provide the total amount recovered from states and localities in the prior fiscal year.	Accountability	7	8	1	16	44 %	50 %	6 %
9	Is there in place an agency-wide fleet management information system that identifies and collects accurate inventory, cost, and use data, and capable of providing data required for the Federal Automotive Statistical Tool?	41CFR102- 34.347	Provide the number of data elements collected in your fleet management information system. [We can compare this to the number of elements called for in the GSA Bulletin.]	Accountability	12	3	1	16	75 %	19 %	6 %
10	If your agency provides motor vehicles to any of the agency employees for home-to-work transportation: are there properly written agency head determinations covering those employees authorized home-to-work transportation? Are logs or other records maintained to document the use of home-to-work transportation?	41CFR102-5.55 41CFR102-5.120	Provide the number of authorizations on file for the most recent fiscal year.	Accountability	11	4	1	16	69 %	25 %	6 %

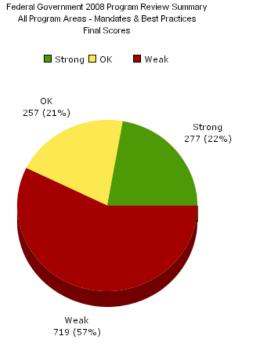
Bes	t Practices				W	0	S	Total	W	0	S
1	Does your agency require that all your agency-wide owned motor vehicles being replaced are sold with the sales proceeds applied to the purchase of replacement motor vehicles under the exchange/sale procedures? (Fleets that rely completely on GSA Fleet for support should state that fact)	FMR Bulletin 2004-B6, Effective October 22, 2004	Provide the total amount of exchange/sale funds generated anD used to procure replacement vehicles in the most recent fiscal year.	Accountability	7	5	4	16	44 %	31 %	25 %
2	Does your agency have a documented structured vehicle allocation methodology to justify the size and composition of the fleet, and to identify replacement requirements of vehicles agencywide?	FMR Bulletin B- 9, Effective August 26, 2005	Yes/No	Effectiveness/Efficiency	15	1	0	16	94 %	6 %	0 %
3	Does your agency have an appointed agency-wide fleet manager with decision making authority over the agency-wide fleet management program at all levels?	Fleet Review Initiative (FRI)	Yes/No	Accountability	10	6	0	16	63 %	38 %	0 %
4	Do you have procedures for periodically reviewing your fleet operations and costs based on internally developed fleet measures or industry standards; e.g., cost per mile?	Fleet Review Initiative (FRI)	Provide a summary of the measures used and your actual results.	Effectiveness/Efficiency	13	3	0	16	81 %	19 %	0 %
5	Do you have an agency-wide alternative fuel program that meets the requirements of current statutes and Executive Orders?	Fleet Review Initiative (FRI)	What was your agency's score on the most recent OMB/DOE Transportation scorecard? (Consider removing as a DOE requirement, not GSA's)	Safety/Environmental	12	4	0	16	75 %	25 %	0 %
6	Has your agency undertaken or considered strategic sourcing strategies, such as agency wide consolidation of fleet management functions, increased reliance on GSA Fleet for vehicles and related support, contracting with private sector providers for fleet vehicles or services, or use of consultants to identify management improvements?	Fleet Review Initiative (FRI)	Provide the date and a brief description of the most recent cost comparison study, along with a summary of the results, i.e., your agency's in-house cost, commercial alternative cost, GSA Fleet cost.	Effectiveness/Efficiency	8	8	0	16	50 %	50 %	0 %



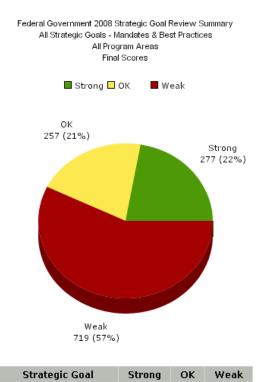








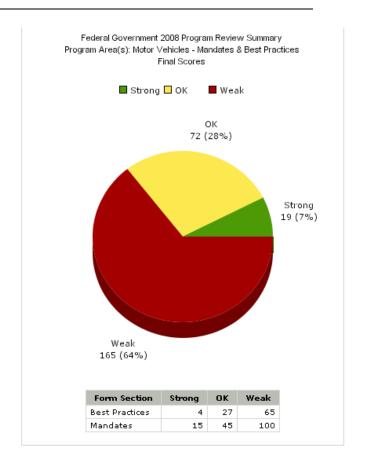
Program Area	Strong	OK	Weak
Aircraft	84	67	25
Mail	30	55	69
Motor Vehicles	19	72	165
Personal Property	20	6	226
Relocation	57	18	59
Transportation	18	0	54
Travel	49	39	121

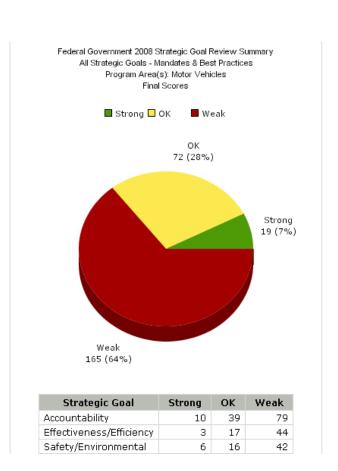


Accountability

Effectiveness/Efficiency

Safety/Environmental





I. Personal Property Executive Summary

All mandates and best practice questions were measured against three strategic goals: effectiveness/efficiency, accountability, and safety/environmental. The results showed:

- On 8 effectiveness/efficiency questions; 11% scored Strong, 3% OK, and 86% Weak
- On 9 accountability questions; 6% were Strong, 2% OK, and 92% Weak
- On 1 safety and environmental question; 7% scored OK, and 93% Weak.

Overall, the personal property program area received the lowest scores of all seven program areas evaluated by GSA. Only 10% of the responses received from all agencies were evaluated as Strong or Ok, while 90% of the responses were evaluated as Weak (for both mandates and best practices combined). Although some agencies may have scored weaker than they actually are, many agencies do not appear to have policies in place that have been formally issued, communicated, and implemented.

Agencies that did not provide follow-up responses likely lowered the overall personal property scores as the strong/ok scores increased from 5% for the initial responses to 10% for the follow-up responses. The most frequent responses from agencies that provided a reason for non-adherence cited that implementation was planned for a later date.

II. Background

The Office of Governmentwide Policy, Office of Travel, Transportation, and Asset Management is responsible for writing government-wide policy affecting personal property management. The policy contained in Title 41 of the Code of Federal Regulation, Chapter 102-35 to 42, prescribes the policies and requirements for the efficient, effective and economical management of personal property within the Federal Government.

Fourteen agencies participated in the 2008 government-wide personal property evaluation conducted by the GSA Center for Policy Evaluation (CPE). Nine agencies provided both initial and follow-up responses to questions posed by the CPE. Five agencies provided initial responses only. Nine other agencies did not participate.

Agencies were evaluated (scored) on their responses to questions regarding a representative sample of government-wide personal property mandates (12) and best practices (6). A complete list of questions, scores, etc. is provided in Appendix A of this summary.

The criteria used by GSA to evaluate agency responses are presented in the Methodology section of this report. Briefly, to attain a score of Strong or Ok, agencies

needed to provide documentation showing that agency policies have been formally issued, communicated to affected employees, and implemented.

In addition, GSA asked 7 "GSA Feedback" questions to obtain information on how GSA can improve its policymaking, interagency collaboration, and identification of new best practices for government-wide consideration.

III. Strong and Weak Responses

- The mandates with the strongest responses were: 1) conducting inventories; 2) safeguarding property; and 3) providing computers to schools.
- The best practices with the strongest responses were: 1) providing training and career development activities, 2) investigating lost, damaged or destroyed property, and 3) using exchange/sale.
- Five of the 12 mandates had no Strong or Ok responses, including: using excess property as the first source of supply, and ensuring that required actions are taken in the abandonment and destruction of personal property.
- The best practices with the weakest responses were: integrating property and financial systems, and removing property identifiers prior to disposal.

IV. Recommendations

A. Agencies

- 1. Agencies need to ensure that government-wide policies are incorporated into their policies.
- 2. Agencies need to give greater emphasis to making affected employees aware of their policies via training courses and supplemental guidance.
- 3. Agencies need to verify that their policies are implemented via on-site reviews or the collection of program data.

B. GSA

- 1. GSA should develop automated systems to capture data from agency automated systems.
- 2. GSA should share with other agencies the data it collects via the annual reports on 1) exchange/sale, and 2) excess property furnished to non-federal recipients.

- 3. GSA should arrange for best practices identified by one agency to be shared with other agencies.
- 4. GSA should provide agencies with data call notices in advance of due date (not just late notices after due dates). Also, GSA should provide a better description of its information requirements and an explanation of how the data it collects will be used.
- 5. GSA should conduct annual or biennial risk assessments of agency personal property programs.
- 6. GSA should provide more specific information (e.g., technical assistance) to the agencies, not just general information.

2008 Personal Property Summary
Personal Property Questions, References, Performance Measures, Strategic Goal Categories, and Agency Results

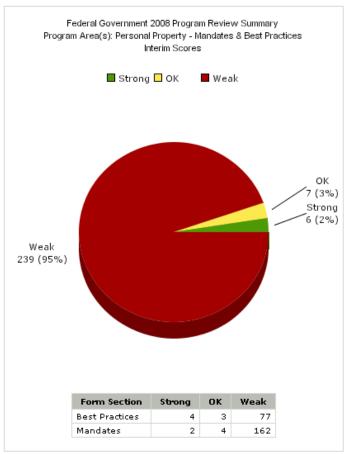
	Question	Reference(s)	Suggested Performance Measure(s)/Evidence	Category		Fi	nal #		F	Final %	
Maı	ndates				W	0	S	Total	w	0	S
1	Do you have documented agency policy prescribing performance measures that gauge how well your personal property functions are being performed through each stage of the personal property life cycle, especially measures to preclude fraud, waste or abuse of assets?	GPRA FMFIA	This mandate requires agencies to establish performance measures. An appropriate "measure" of that activity would be the number of measures established. GSA's personal property policy staff have developed several measures for consideration (some of which are presented below).	Accountability	13	0	1	14	93%	0%	7%
2	Do you have documented agency policy requiring physical inventory accountability for any items above your capitalization threshold?	CFO FFAS #6	Number of inventory reviews for items above the capitalization threshold	Accountability	9	1	4	14	64%	7%	29%
3	Do you have documented agency policy requiring that excess property is used as the first source of supply?	FAR 8.102 41CFR 102- 36.45(a)	No measure identified	Accountability	14	0	0	14	100%	0%	0%
4	Do you have documented agency policy requiring the effective management of property in the hands of contractors and grantees?	41CFR 102- 36.45(d) 41CFR 102- 36.155	No measure identified	Accountability	14	0	0	14	100%	0%	0%
5	Do you have documented agency policy requiring the prevention and detection of improper use, unauthorized disposal, or destruction of excess property in agency custody	41CFR 102- 36.45(d)(5)	Value of equipment lost or destroyed divided by value of total inventory = lost/destroyed to total value ratio	Accountability	12	0	2	14	86%	0%	14%
6	Do you have documented agency policy requiring certifications and the maintenance of records in authorizing a non-Federal individual to screen excess personal property?	41CFR 102- 36.120	No measure identified	Accountability	14	0	0	14	100%	0%	0%
7	Do you have documented agency policy requiring that special requirements are in place for the utilization of hazardous materials?	41CFR 101-42- 206	No measure identified	Safety/Environmental	13	1	0	14	93%	7%	0%

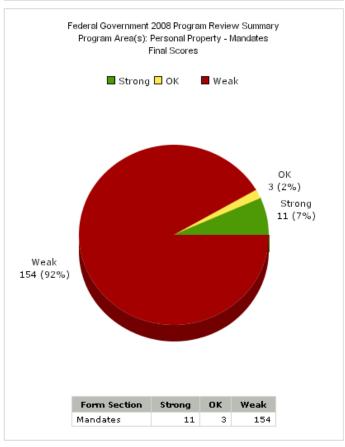
2008 Personal Property Summary
Personal Property Questions, References, Performance Measures, Strategic Goal Categories, and Agency Results

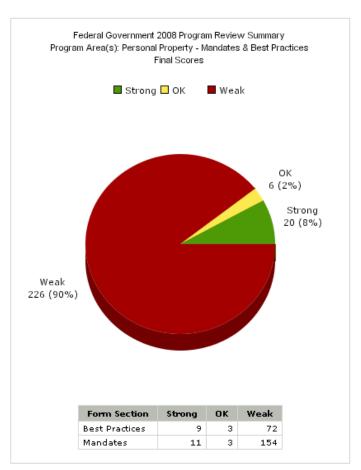
8	Do you have documented agency policy requiring that all your excess property, unless excepted, is reported to the General Services Administration?	41CFR 102- 36.220	Number and Value of items filled through excess property averting an acquisition of new property.	Effectiveness/Efficiency	14	0	0	14	100%	0%	0%
9	Do you have documented agency policy to ensure that required actions are taken in the abandonment/destruction of your agency's excess property?	41CFR 102- 36.325	No measure identified	Accountability	14	0	0	14	100%	0%	0%
10	Do you have documented agency policy requiring that the transfer of excess computer equipment for use by schools or non-profit organizations is in adherence with Executive Order 12999?	41CFR 102- 36.475(a)/(b)	Number and Value of computer equipment transferred to schools/non-profit organization vs. number of computer equipment destroyed or otherwise disposed.	Effectiveness/Efficiency	11	0	3	14	79%	0%	21%
11	Do you have documented agency policy requiring that required actions are followed when selling surplus personal property?	41CFR 102- 38.15	No measure identified	Accountability	13	1	0	14	93%	7%	0%
12	Do you have documented agency policy addressing actions to be taken by employees receiving foreign gifts and decorations?	41CFR 102- 42.15 41CFR102-	No measure identified	Accountability	13	0	1	14	93%	0%	7%

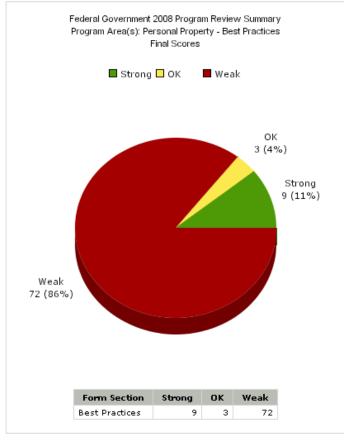
2008 Personal Property Summary Personal Property Questions, References, Performance Measures, Strategic Goal Categories, and Agency Results

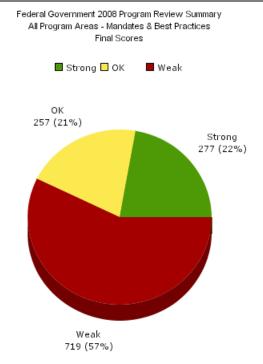
Bes	t Practices				W	0	S	Total	W	0	S
1	Do you have documented agency policy requiring that career development and formal training criteria are in place for your personal property (asset management) staff?	Personal Property Management Review Guide (PPMRG) Checklist Item A.2	Number of personnel assigned to personal property that received career development or formal training within the year.	Effectiveness/Efficiency	11	1	2	14	79%	7%	14%
2	Do you have documented agency policy requiring that in-use personal property which is lost, damaged or destroyed is investigated and loss trend analysis is periodically conducted	PPMRG Checklist Item B4.86-90	Number of investigations/analyses	Effectiveness/Efficiency	12	0	2	14	86%	0%	14%
3	Do you have documented agency policy requiring the integration of your agency property management system with your agency's financial and acquisition systems and that it meets the JFMIP Core Financial Systems requirements?	Joint Financial Management Improvement Program (JFMIP)	Existence of integrated property/financial management/acquisition systems	Effectiveness/Efficiency	14	0	0	14	100%	0%	0%
4	Do you have documented agency policy requiring that stored property is periodically reviewed to identify any items that exceed storage periods or are justified for continued storage?	PPMRG Checklist Item B6.14	Number of reviews of stored property	Effectiveness/Efficiency	12	1	1	14	86%	7%	7%
5	Do you have documented agency policy requiring that identification tags, property numbers and other agency identifiers are removed from property prior to disposal?	PPMRG Checklist Item B7.31	No measure identified	Effectiveness/Efficiency	14	0	0	14	100%	0%	0%
6	Do you have documented agency policy requiring that the exchange/sale authority is used to the maximum extent when replacing personal property?	41CFR 102-39	Number of items exchanged/sold	Effectiveness/Efficiency	9	1	4	14	64%	7%	29%





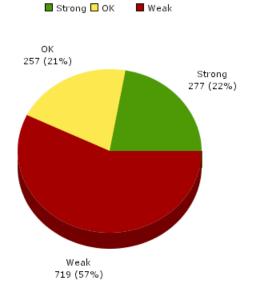




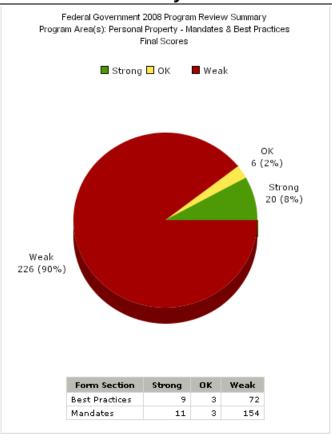


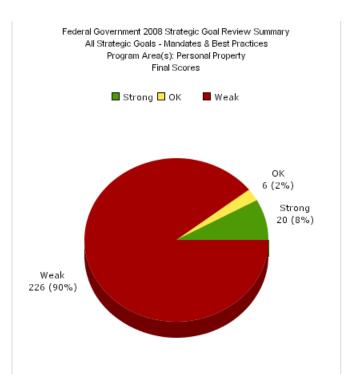
Program Area	Strong	OK	Weak
Aircraft	84	67	25
Mail	30	55	69
Motor Vehicles	19	72	165
Personal Property	20	6	226
Relocation	57	18	59
Transportation	18	0	54
Travel	49	39	121

Federal Government 2008 Strategic Goal Review Summary All Strategic Goals - Mandates & Best Practices All Program Areas Final Scores



Strategic Goal	Strong	ОК	Weak
Accountability	126	110	334
Effectiveness/Efficiency	119	118	313
Safety/Environmental	32	29	72





Strategic Goal	Strong	ОК	Weak
Accountability	8	2	116
Effectiveness/Efficiency	12	3	97
Safety/Environmental	0	1	13

I. Relocation Executive Summary

All mandates and best practice questions were measured against two strategic goals: accountability, and effectiveness/efficiency. The results showed:

- On 7 effectiveness/efficiency questions; 41% scored Strong, 16% OK, and 43% Weak
- On 10 accountability questions; 43% were Strong, 11% OK, and 44% Weak

Overall, the relocation policy performance was consistent with the average performance of the seven policy areas evaluated. Our evaluation found the government-wide relocation policy area strong or OK for 56% of the respondents, and weak on 45% of the 11 mandates and 6 best practice questions. This consistency appeared overall, by best practice and mandates, and strategic goals. Some agencies may have scored weaker than they are, as many agencies do not appear to have in place policies that are written, trained on and verified. The 61% of eligible agencies who chose not to participate in the final evaluation likely lowered the overall score. Results showed an increase from the initial to final submissions from 35% to 56% Strong/OK in the relocation area. Agencies that provided a reason for non-adherence cited that they were unaware of the requirement or implementation was planned for a later date.

II. Background

The Office of Governmentwide Policy (OGP), Office of Travel, Transportation and Asset Management is responsible for writing the Federal Travel Regulations (FTR). The FTR is the regulation contained in 41 Code of Federal Regulations (CFR), Chapters 300 through 304, which implements statutory requirements and Executive branch policies for relocation by Federal civilian employees and others authorized to move at Government expense. An estimated 28,000 Federal civilian employees are relocated at a cost of \$800 million each year.

Eight agencies participated in the Center for Policy Evaluation's (CPE) Relocation Program Review Tool. Three agencies provided an initial and final submission. Thirteen agencies did not participate in the evaluation.

Agencies were evaluated on their answers to 11 relocation policy mandates and 6 best practice questions. A complete list of relocation mandates and best practice questions, measures, and interim and final scores are included in this report. Agencies' responses were scored based on the existence of written policy that was communicated and verified. In addition, GSA asked 7 "GSA Feedback" questions to provide GSA/OGP with information on how to improve policy functions, interagency collaboration and identify new best practices for government-wide consideration. These suggestions are presented in "Recommendations/GSA."

III. Strong and Weak Responses

- Agencies scored highest on best practices with 85% adherence, specifically on having a senior executive designated as the manager of the entire employee relocation program.
- Another best practice for agencies is to provide counseling to all transferees and new employees to whom relocation is offered, as recommended by the Governmentwide Relocation Advisory Board (GRAB). This best practice scored second highest with 74% adherence.
- The weakest response was to the best practice of having a documented and publicized philosophy statement for relocation recommended by the GRAB, with only 37% adherence.
- The second weakest, scoring at 43% adherence, was the best practice of having all or most of your relocation process managed by your Chief Human Capital Officer's organization, also recommended by the GRAB.
- Agencies scored fairly equally on mandates, with 50% adherence on having agency policy that: governs who may authorize and approve relocations; governing who must sign a relocation service agreement; offering house hunting allowances to transferred employees; when and for what length of time an agency will offer temporary quarters allowance to employees transferred between CONUS work sites; authorizing and shipping privately owned vehicles; providing full home purchase expense allowance to all eligible transferred employees; how an agency authorizes allowances for miscellaneous expenses; and providing withholding tax allowances and relocation income tax allowances to all eligible transferred employees.

IV. Recommendations

These recommendations were identified from assessments of submissions in the relocation policy area, including the "GSA Feedback" section, and have been provided to the GSA Relocation Program Director for discussion with the Executive Relocation Steering Committee.

A. Agencies

- 1. The agencies need to have a centralized home sale service for residence transactions.
- 2. The centralization of an agency's relocation function produces better results because someone is designated responsible for the relocation program.

B. GSA

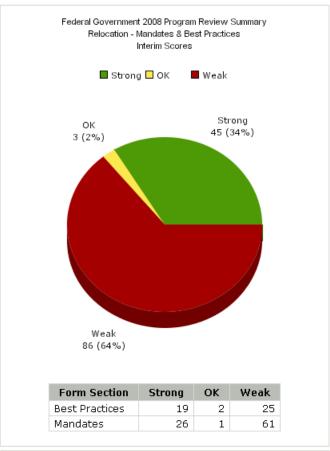
1. GSA should provide tools and systems to track elements (at no substantial cost to the agencies) before requiring agencies to supply data elements often requiring hours of manual research and investigation.

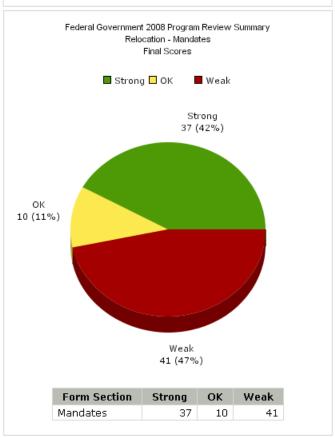
- 2. GSA should have greater timeliness in implementing regulations. The GRAB report is good work, but no regulatory or legislative changes have happened since the report was issued in Fall 2005.
- 3. GSA needs to provide better and clear OCONUS information.
- GSA needs to create FTR language to allow for permanent change of station coordinators to take advantage of online ordering systems versus the regular contracting process.
- 5. GSA reports are loosely written, making it difficult to address procedural issues at the agency level.
- 6. GSA must develop a stronger and clearer FAQ information sheet on the web.
- GSA should consider the use of appraisal consultants to review disputed buyout offers. It has worked very well for one agency and reduces conflict in the guaranteed buyout.
- 8. GSA should force the agencies to use a single source for relocation such as the Bureau of Public Debt Administrative Resources Center. This would result in government standardization and policy consistency.

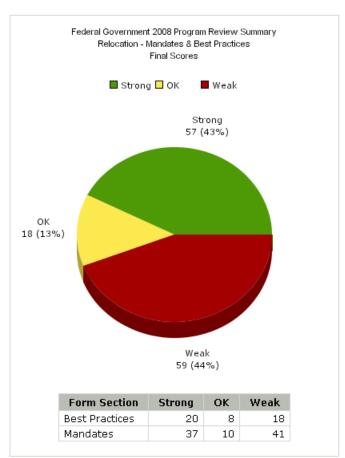
2008 Relocation Program Review Summary
Relocation Questions, References, Performance Measures, Strategic Goal Category and Agency Results

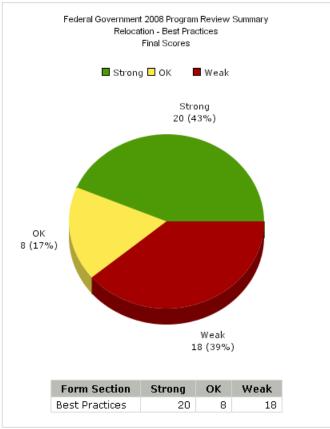
	Question	Reference(s)	Suggested Performance Measure(s)/Evidence	Category		Fi	nal #			Final %	
Ma	andates				W	0	S	Total	W	0	S
1	Do you have documented agency policy that governs who may authorize and approve relocation?	FTR 302- 2.100(d)	Documentation showing agency policy for authorizing and approving relocation and 2) Documentation of individual(s) who are authorized to approve relocators	Accountability	4	1	3	8	50%	13%	38%
2	Do you have documented agency policy and procedures governing who must sign a relocation service agreement?	FTR 302-3.503	Documentation showing agency policy and procedures stating who must sign a relocation service agreement, 2) Total cost for fulfillment of services/# of people eligible to receive services, and 3) # who violated service agreements/total # of service agreements	Accountability	4	0	4	8	50%	0%	50%
3	Do you have documented agency policy that describes when you will offer a house hunting allowance to transferred employees?	FTR 302-5.101	1) Documented agency policy that describes when you will offer a house hunting allowance to transferred employees, and 2) Total cost for employees provided with a house hunting allowance/# employees transferred	Effectiveness/Efficiency	4	1	3	8	50%	13%	38%
4	Do you have a documented policy that governs when and for what length of time you will offer a temporary quarters allowance to employees transferred between CONUS work sites?	FTR 302-6.301	1) Documented policy that governs when you will offer a temporary quarters allowance to employees transferred between CONUS work sites, 2) Cost for employees in TQs/# of employees transferred between CONUS work sites, and 3) Total # of days approved employees authorized temporary quarters	Effectiveness/Efficiency	4	1	3	8	50%	13%	38%
5	Do you have documented agency policy that governs how shipment of privately owned vehicles will be authorized?	FTR 302-9.502 FTR 302-9.504	Documented agency policy that governs how shipment of privately owned vehicles will be authorized and how you will ensure that shipping POVs is in the best interest of the government	Accountability	4	1	3	8	50%	13%	38%
6	Do you have documented agency policy that provides the full home sale expense allowance or home sale services of a relocation services company to all eligible	FTR 302-11.401 FTR 302-12	1) Documented agency policy that provides the full home sale expense allowance (FTR 302-11) or home sale services of a relocation services company to all eligible transferred employees, and 2) Total cost of home sale expense allowances/# given	Accountability	3	1	4	8	38%	13%	50%
7	Do you have documented agency policy that provides the full home purchase expense allowance to all eligible transferred employees?	FTR 302-11.401	Documented agency policy that provides the full home purchase expense allowance to all eligible transferred employees, and 2) Total cost of home purchase expense allowances/#of home purchases by eligible employees	Accountability	4	1	3	8	50%	13%	38%
8	Do you have documented agency policy that provides an allowance for lease termination expenses to all eligible employees?	FTR 302-11.100 FTR 302-11.430	Documented agency policy that provides an allowance for lease termination expenses to all eligible employees, and 2) Total cost of lease terminations/# of leases terminated	Effectiveness/Efficiency	3	1	4	8	38%	13%	50%

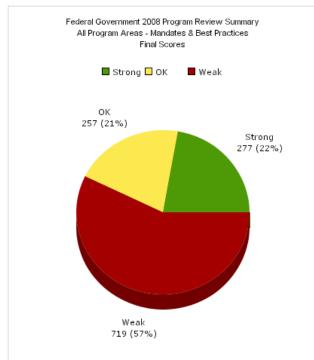
Mand	lates (Continued)				W	0	S	Total	W	0	S
9	Do you have a documented policy that describes when you will offer a home marketing incentive payment to transferred employees?	FTR 302-14.101	1) Documented policy that describes when you will offer a home marketing incentive payment to transferred employees 2) # of transferred employees eligible for home marketing incentives/# of people eligible for home sale benefits	Effectiveness/Efficiency	3	2	3	8	38%	25%	38%
10	Do you have documented agency policy that governs how you will authorize an allowance for miscellaneous expenses and how it will be administered?	FTR 302-16.200	1) Documented agency policy that governs how you can authorize an allowance for miscellaneous expenses and how it will be administered 2) Total cost of miscellaneous expenses/# of transferred employees that receive miscellaneous expenses	Accountability	4	1	3	8	50%	13%	38%
11	Do you have documented agency policy that provides withholding tax allowances and relocation income tax allowances to all eligible transferred employees?	FTR 302-17	Documented agency policy that provides withholding tax allowances and relocation income tax allowances to all eligible transferred employees 2) "#of RITA payments/#of employees who relocated	Accountability	4	0	4	8	50%	0%	50%
Best	Practices				w	0	S	Total	W	0	S
1	Do you have a documented and publicized philosophy statement for relocation, as recommended by the Governmentwide Relocation Advisory Board?	GRAB 09/15/05 www.GSA.GOV/GRAB	Documented and publicized philosophy statement for relocation, as recommended by the Governmentwide Relocation Advisory Board	Effectiveness/Efficiency	5	2	1	8	63%	25%	13%
2	Is all or most of your relocation process managed by your Chief Human Capital Officer's organization, as recommended by the GRAB?	GRAB 09/15/05 www.GSA.GOV/GRAB	Documentation showing that all or most of your relocation process is managed by your Chief Human Capital Officer's organization	Accountability	4	1	2	7	57%	14%	29%
3	Does your agency have a senior executive designated as the manager of the entire employee relocation process?	GSA Legislative Proposal ERC Minutes 09/21/06	Documentation showing that agency has a senior executive designated as the manager of the entire employee relocation process	Accountability	1	1	5	7	14%	14%	71%
4	Does your agency provide counseling to all transferees and new employees to whom relocation is offered, as recommended by the GRAB?	Federal Register, 08/03/07	# of transferees who receive counseling/# of transferees	Effectiveness/Efficiency	2	1	5	8	25%	13%	63%
5	Does your agency use a comprehensive, automated relocation system to manage all relocations?	GSA Legislative Proposal ERC Minutes 09/21/06	Evidence that your agency uses a comprehensive, automated relocation system to manage all relocations	Effectiveness/Efficiency	3	1	4	8	38%	13%	50%
6	Does your agency have a comprehensive home sale program, as recommended by the GRAB?	GRAB 09/15/05 GRAB Findings and Recommendations	Evidence that your agency has a comprehensive home sale program	Accountability	3	2	3	8	38%	25%	38%



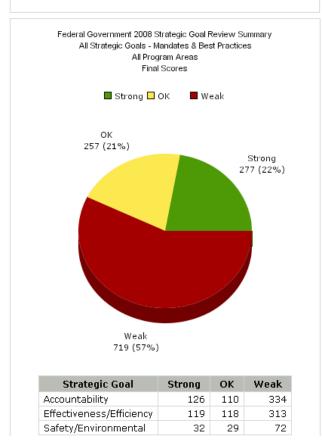


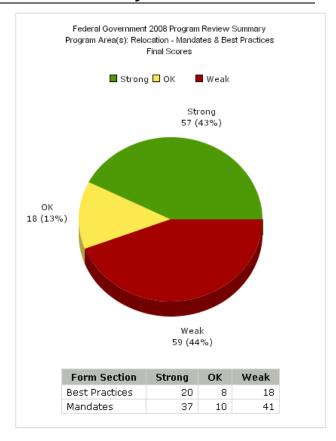


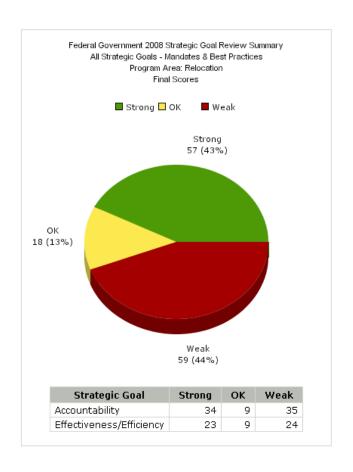




Program Area	Strong	OK	Weak
Aircraft	84	67	25
Mail	30	55	69
Motor Vehicles	19	72	165
Personal Property	20	6	226
Relocation	57	18	59
Transportation	18	0	54
Travel	49	39	121







I. Transportation Executive Summary

All mandates and best practice questions for transportation were measured against two strategic goals: accountability and effectiveness/efficiency. The results showed:

- On 10 effectiveness/efficiency questions, 25% scored Strong, 0% OK, and 75% Weak
- On 8 accountability questions, 20% were Strong, 0% OK, and 80% Weak

Overall, the transportation policy performance was inconsistent with the average performance of the seven policy areas evaluated. Our evaluation found the government-wide transportation policy area Strong or OK for 25% of the respondents, and Weak on 75% of the 15 mandates and 3 best practice questions. This inconsistency appeared for both best practices and mandates; however, may not be indicative of government-wide policies as few agencies participated in the transportation program evaluation.

Several conditions may account for this inconsistency. First, only four respondents or 21% completed the evaluation process. This low response rate does not provide a significant amount of data to formulate recommendations or establish baselines or trends. Second, the evaluation methodology (incorporation of government-wide policy into agency-wide policy) became problematic for the transportation participants. While the evaluation focused on incorporation of government-wide policy into agency-wide policy, the evaluation did not consider the Federal government transportation programs' reliance on contracts and third parties to provide transportation services to ship agencies' household goods or freight. Therefore, determining if government-wide transportation policy was incorporated in the transportation contracts was difficult to ascertain.

It is reasonable to speculate that agencies reflected a weaker score than how their actual programs perform. Additionally, many agencies do not appear to have written and documented policies in place, train staff or verify policy adherence, all of which are part of the evaluation criteria. The 79% of participating agencies who chose not to participate in the final evaluation likely lowered the overall score as results showed an increase from the initial to final submissions from 100% Weak to 25% Strong/Ok in the transportation area and even higher for all policy areas (27% to 42%).

Agencies that provided a reason for non-adherence cited that they were either unaware of the requirement or implementation was planned for a later date.

II. Background

The Office of Governmentwide Policy, Office of Travel, Transportation and Asset Management is responsible for writing, maintaining and managing two Transportation Management regulations. These regulations are contained in the Federal Management Regulations, Subchapter D – Transportation as 41 CFR 102.117 Transportation Management, and 41 CFR 102.118 Transportation Payment and Audit. Both regulations implement statutory requirements for managing transportation and

transportation documents within the Executive branch of the Federal government. An estimated \$20 billion dollars are expended each year in moving household goods and freight of all kinds.

A total of 19 agencies were asked to participate in the Center for Policy Evaluation's Transportation PRT. Four agencies (21%) provided an initial submission. Three agencies completed the PRT through the final stage and 1 agency allowed the interim score to become its final submission. Fifteen agencies (79%) did not participate in this evaluation.

Agencies were evaluated on their answers to 15 transportation policy mandates and three best practice questions. A complete list of transportation mandates, best practices questions, measures, and interim and final scores are included in this report. Agencies responses were scored based on the existence of written policy that was communicated and verified. In addition, GSA asked 7 "GSA Feedback" questions to provide GSA/OGP with information on how to improve policy functions, interagency collaboration and identify new best practices for government-wide consideration. These suggestions are presented in "Recommendations/GSA."

This report is based on participants' results determined from a subset of the overall transportation mandates from the 2 regulations: 41 CFR 102.117 and 102.118. Although GSA believes it is representative of other agencies and transportation mandates/best practices, it may not be. Therefore, subsequent year results may differ from the first evaluation effort.

III. Strong and Weak Responses

The low participation and response rate does not allow any substantive conclusions to be drawn from the data evaluated.

IV. Observations and GSA Actions Planned

Because of transportation's small participation and response rate along with a weak scoring, recommendations were not determined. Instead, the transportation evaluation should be viewed in terms of observations. The following observations were identified from our assessments of submissions in the transportation management policy area, including the "GSA Feedback" section.

A. Agencies

- 1. In general, transportation programs need a stronger linkage between OGP policy, agency policy and contracts with service providers. How does agency policy support transportation contracts and service providers?
- 2. Agencies need to consider a stronger role in transportation service providers' suspension and debarment. Current law and regulations require agencies to

report suspensions and debarments to GSA. Agencies are deferring this responsibility to contractors and service providers.

3. Agencies need a greater commitment to the importance of transportation policy formation, implementation and verification.

B. GSA

- 1. GSA needs to improve its feedback to agencies concerning transportation reports and the data it collects.
- 2. GSA requests data at a detail level that is not managed by the agency.

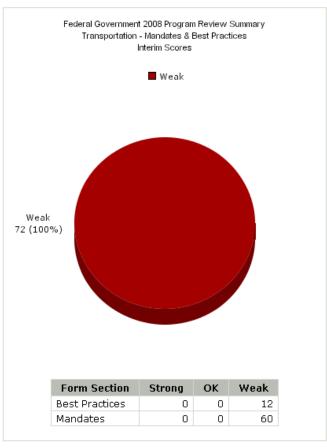
The Transportation Management Policy program received very few recommendations from the participating agencies for directions in how to improve its service and policy products. In a large part this is a result from a four-year sideline of the Governmentwide Transportation Management Policy Council (GTMPC). The GTMPC was the interagency connection of the transportation policy program and it functioned as other OGP interagency councils, such as the Interagency Travel Management Council. It was sidelined due to a lack of vision and direction by the program as well as interest from the customer agencies. This has resulted in the respondents' confusion between the transportation operations of the GSA, Federal Acquisition Service offerings such as the Transportation Management Services Solution and the policy products offered by OGP.

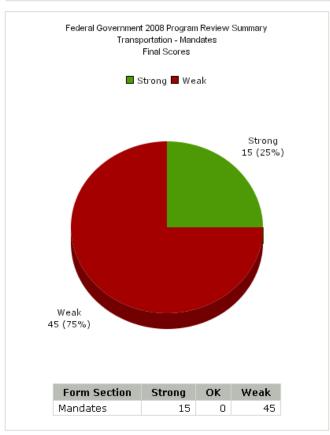
The OGP has determined to hold the transportation policy evaluation for calendar year 2009. This action results from the small participation of agencies in the transportation program review and evaluation and the government-wide transportation's community's lack of participation with the OGP transportation program. In 2009, OGP will reinvent the GTMPC charter and vision, and rebuild the transportation customer base and policy products.

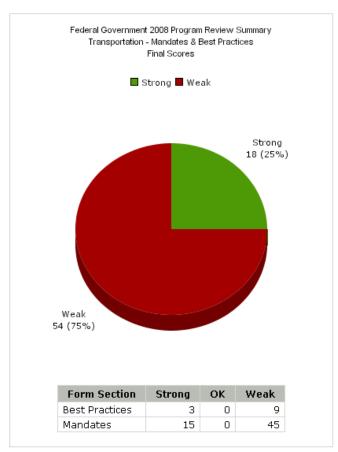
2008 Transportation Program Review SummaryTransportation Questions, References, Performance Measures, Strategic Goal Category and Agency Results

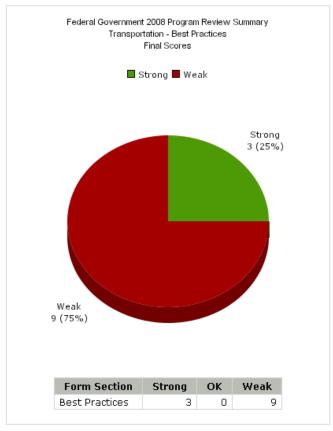
	Question	Reference(s)	Suggested Performance Measure(s)/Evidence	Category		Fi	nal #		Final %			
Mano		recordinac(a)	moddure(d)/Evidence	outegory	w	0	S	Total	w	0	s	
1	Do you have documented agency policy requiring that standard business rules are considered before your agency acquires transportation or related services?	41CFR102-117.100	Documentation showing that standard business practices are followed for acquiring transportation services	Accountability	3	0	1	4	75 %	0 %	25 %	
2	Do you have documented agency policy ensuring that the required shipping process is used to ship freight?	41CFR102-117.165	Identification of specific agency directive	Accountability	3	0	1	4	75 %	0 %	25 %	
3	Do you have documented agency policy requiring that your agency use a bill of lading for domestic land or air shipments?	41CFR102-117.180	Identification of specific agency directive requiring the use of bill of lading	Effectiveness/Efficiency	3	0	1	4	75 %	0 %	25 %	
4	Do you have documented agency policy requiring that your agency notify GSA monthly of suspensions or debarments of Transportation Service Providers (TSPs)?	41CFR102-117.315	Identified specific agency directive requiring that GSA is to be notified monthly of suspensions or disbarments of TSPs	Accountability	4	0	0	4	100 %	0 %	0 %	
5	Do you have documented agency policy requiring that measures are in place to gauge the performance of your agency's Transportation Service Providers?	41CFR 102-117.280	Documentation showing that there are agency performance measures for Transportation Service Providers	Effectiveness/Efficiency	3	0	1	4	75 %	0 %	25 %	
6	Do you have documented agency policy requiring that you compare costs of a contract or rate tender with the commuted rate system before choosing the shipping method to be used?	41CFR102-117.230	Documentation showing that cost comparisons are required among a contract, rate and the commuted rate system before selecting the shipping method	Accountability	4	0	0	4	100 %	0 %	0 %	
7	Do you have documented agency policy identifying how your agency orders transportation services?	41CFR102-118.40	Documentation showing how agency identifies orders transportation services	Effectiveness/Efficiency	3	0	1	4	75 %	0 %	25 %	
8	Do you have documented agency policy establishing administrative procedures for payment of freight, household goods, or other transportation services?	41CFR102-118.55	Documentation showing agency procedures for payment of freight, household goods, or other transportation services	Accountability	3	0	1	4	75 %	0 %	25 %	
9	Do you have documented agency policy requiring that all payments are made via electronic funds transfers?	41CFR102-118.70	Identification of directive requiring making payments electronically. Documentation showing that a system for epayments is in place	Effectiveness/Efficiency	2	0	2	4	50 %	0 %	50 %	

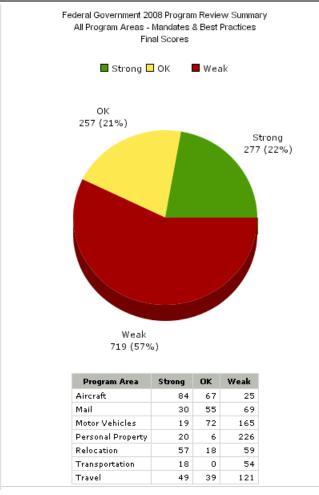
			nopertation i regio			<u> </u>					
10	Do you have documented agency policy phasing out use of the Optional Forms 1103 and 1203 for domestic shipments?	41CFR102-118.115	Documentation showing that the agency has eliminated or is the process of eliminating the use of Optional Forms 1102 and 1203 for domestic shipments	Effectiveness/Efficiency	3	0	1	4	75 %	0 %	25 %
11	Do you have documented agency policy eliminating the use of GTRshttp://www.gravesmountain.com/, and adopting commercial practices to the maximum extent possible?	41CFR102-118.120	Documentation showing that agency has eliminated the use of GTRs.	Effectiveness/Efficiency	2	0	2	4	50 %	50 % 0 %	
12	Does your agency have documented policy establishing a GSA-approved prepayment audit program?	41CFR102-118.270 41CFR102-118-285	Agency regulation requiring the use of GSA approved prepayment audit program	Accountability	3	0	1	4	75 %	0 %	25 %
13	Do you have documented agency policy requiring prepayment audited transportation bills be forwarded to GSA for post payment audit?	41CFR102-118.425	Documentation of procedure for forwarding prepayment audited transportation bills to GSA for post payment audit	Accountability	2	0	2	4	50 %	50 % 0 % 5	
14	Do you have documented agency policy requiring the use of electronic commerce for ordering, receiving bills, and paying for transportation and transportation services to the maximum extent possible?	41CFR102-118.60	Documentation that e- procedures are used for ordering, receiving, and paying for transportation and transportation services	Effectiveness/Efficiency	3	0	0 1		75 %	0 %	25 %
15	Has your agency provided your unique numbering system for transportation service orders to the GSA Audit Division?	41CFR102-118.170	1)Documentation of unique numbering system for transportation service orders 2)Documentation of transmittal of numbering system to GSA Audit Division	Accountability	4	0	0	4	100 %	0 %	0 %
Rost	Practices				w	0	s	Total	W	0	S
		OMB	D	F /F							
1	Has your agency undertaken or considered consolidation/centralization of your transportation management functions?	<u>OMB</u>	Documentation of efforts to bring transportation management functions under a central control function	Effectiveness/Efficiency	3	0	1	4	75 %	0 %	25 %
2	Does your agency have systems capability to collect, analyze, and report transportation data for management and control purposes?	41CFR102-117.345	Identification of system used to collect, analyze and report transportation management information	Accountability	3	0	1	4	75 %	0 %	25 %
3	Does the person obligating funds for the purchase and payment of transportation services for your agency have a written authorization from a proper authority, e.g., the agency head, the CFO or the CAO?	FAR Subpart 1.602-1 Authority	Documentation of authorization to obligate funds for personnel purchasing transportation services	Accountability	3	0	1	4	75 %	0 %	25 %

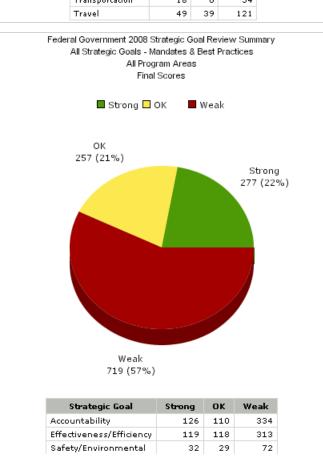


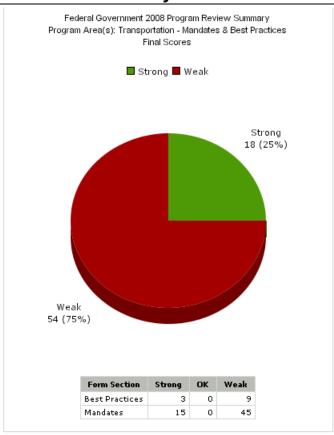


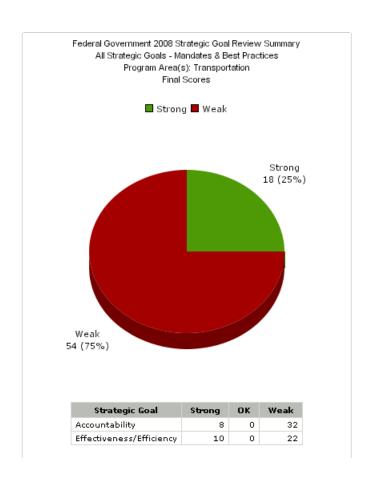












I. Travel Executive Summary

All mandates and best practice questions were measured against three strategic goals: accountability, effectiveness/efficiency and safety/environmental. The results showed:

- On 10 effectiveness/efficiency questions; 6% scored Strong, 23% OK, and 61% Weak
- On 7 accountability questions; 29% were Strong, 13% OK, and 57% Weak
- On 2 safety and environmental questions; 41% were Strong, 18% OK, and 41% Weak

Overall, the travel policy performance was consistent with the average performance of the seven policy areas evaluated. The evaluation found the government-wide travel policy area strong or OK for 42% of the respondents, and weak on 58% of the 11 mandates and 8 best practice questions. This consistency appeared overall, by best practice and mandates, and strategic goals. Although GSA believes that some agencies scored weaker than they are in practice, many agencies do not appear to have policies in place that are written, trained on and verified. The 45% of participating agencies who chose not to participate in the final evaluation likely lowered the overall travel score. Results showed an increase from the initial to final submissions, for those who fully participated, from 18% to 42% Strong/OK in the travel area and even higher for all policy areas (27% to 43%). The most frequent responses from agencies that provided a reason for non-adherence cited they were unaware of the requirement or implementation was planned for a later date.

II. Background

GSA's Office of Governmentwide Policy (OGP), Office of Travel, Transportation and Asset Management is responsible for writing the Federal Travel Regulations (FTR). The FTR is the regulation contained in 41 Code of Federal Regulations (CFR), Chapters 300 through 304, which implements statutory requirements and Executive branch policies for travel by Federal civilian employees and others authorized to travel at Government expense. An estimated \$13.2 billion dollars and 24.68 million annual room nights are associated with the Federal government's travel program.

Eleven of 23 agencies participated in the Center for Policy Evaluation's, Travel Program Review Tool (PRT). Six agencies provided an initial and final submission. Twelve agencies did not participate in this evaluation and 2 additional agencies provided off-line submissions that are not reflected in this evaluation.

Agencies were evaluated on their answers to 11 travel policy mandates and 8 best practice questions. A complete list of travel mandates, best practices questions, measures, and interim and final scores are included in this report. Agencies' responses were scored based on the existence of written policy that was communicated and verified. In addition, GSA asked 7 "GSA Feedback" questions to provide GSA/OGP with information on how to improve policy functions, interagency

collaboration and identify new best practices for government-wide consideration. These suggestions are presented in "Recommendations/GSA."

This report is based on GSA's evaluation of participants' responses to a subset of the travel mandates (only 11 of 996 mandates were evaluated) and best practices. It is unclear whether these results are representative of non-participating agencies travel mandates/best practices. Additionally, subsequent year results may differ from the first year of the evaluation effort due to changes in agency practices, participation and evaluation instruments and methodologies.

III. Strong and Weak Responses

- The strongest question, with 73% of agencies adhering, is the requirement that 90% of agency room nights are spent in "fire-safe" lodging facilities (mandate #10).
- The weakest response was adherence to the first class (FCTR) and senior federal travel reports (SFTR), only 9% OK. Although most agencies complied with the FCTR, few adhered to the SFTR. Many weren't aware of the negative reporting requirement. GSA is currently reemphasizing this requirement.
- The second weakest response was the best practice of designating a Senior Travel official, with 18% Strong.

IV. Recommendations

The following recommendations were identified from the assessments of submissions in the travel policy area, including the "GSA Feedback" section. The recommendations reflect trends that GSA noticed in many agencies and have been verified by the GSA travel subject matter expert.

A. Agencies

- 1. Agencies need a better understanding of the connection between OGP, agency policy and operational functions.
- 2. Consolidate travel policy and operations. This creates an environment in which there is consistency and uniformity in the management of travel programs. Additionally, this will provide increased assurances of compliance with Federal and departmental policies, procedures and internal controls.
- 3. Agencies need to highlight policy training and awareness efforts. It is not enough for agencies to say that the agency holds all employees responsible for complying with the FTR. Training and awareness needs to be built into the policy process. This is especially important as the resident experts, who may have operated verbally, retire.

- 4. Many agencies do not verify that operational actions follow policy.
- 5. Agencies need a greater commitment to the importance of policy formation and implementation. Increased resources may be needed.
- 6. Fully implement electronic travel system.
- 7. Keep headquarters in contact with the bureaus/major offices regularly.

B. GSA

1. Collaborate better with E-Gov Travel and City Pair programs.

GSA's OGP and the Federal Acquisition Service's (FAS) Center for Travel Management have regularly scheduled meetings at least once a quarter and the frequency of these meetings could increase. The two teams also communicate on an almost daily basis via e-mail on various travel-related issues. Through these meetings and other interactions with FAS, OGP provides policy guidance in support of FAS's travel and relocation programs. Most recently, OGP and FAS have accomplished the following: (1) a review and critique of FAS' on-line travel training; (2) a review and critique of the new manual for classroom travel training courses; and (3) continued support of the E-Gov Travel Service (ETS), as OGP regularly counsels ETS contractors to provide correct interpretations of the Federal Travel Regulation. In addition, OGP and FAS have worked together to provide representatives to speak at GSA Expo, the National Travel Forum, and other joint government-wide meetings and events and continue to collaborate to develop comprehensive responses to e-mail inquiries addressed to FAS travel.training@gsa.gov or to OGP's FTR Discussion database.

2. Improve customer service.

While the Interagency Travel Management Committee (ITMC) is composed of travel managers at agencies' headquarters level, the meetings are open to any Federal travel professional. GSA can and will encourage our primary ITMC contacts to invite other Travel professionals within their agencies. The ITMC meets twice a year. GSA can increase the frequency of meetings to at least quarterly, and more frequently as deemed necessary. To better gauge agencies' interests, GSA plans to create a steering committee of several ITMC members to help identify meeting topics and speakers. Membership on this steering committee will rotate to allow everyone a chance to participate. The ITMC website (www.gsa.gov/itmc) will be improved to provide more comprehensive information regarding meeting places, times, topics and presentations. The website will be refreshed to be more customerfriendly. While the existing website is good for posting information, GSA and the travel community has also begun to use the Office of Management and Budget (OMB) Max Federal Community to allow for on-line collaboration and exchange of ideas.

 Provide informational updates on important travel policy and operational happenings and increase efforts to inform agencies of upcoming meetings for their attendance

GSA will continue to accomplish these recommendations through e-mail notification to the ITMC community (those who sign up to our Travel E-Mail Notification listserv that is open to any person interested in Federal travel policy and accessible at: www.gsa.gov/itmc), and to those who participate in the travel portion of OMB's Max Federal Community. Hot topics, such as changes to CONUS per diem rates, are also provided to GSA's Office of Communications for media news releases. Ongoing changes to the Federal Travel Regulation, 41 CFR Chapters 301-304, are published in the Federal Register as well as on GSA's website for public notification.

4. Encourage agencies' input on policy changes.

OGP already develops policy in a collaborative manner through formal and informal processes. Formally, when deemed appropriate, OGP issues a FTR amendment as a proposed or interim rule with opportunity for Federal agencies and the private sector to comment. Informally, GSA regularly invites several agencies to form small working groups to address vital issues and recommend improvements. GSA can do better, particularly through electronic means, such as the use of OMB's MAX Federal Community and our existing website. GSA also tries to select a few members of the ITMC to ask for input on potential policy changes.

5. Develop a system that centrally captures data directly from available systems such as eTS, FedRooms, and City Pair and provide tools and systems to track/record data elements (at no substantial cost to the agencies) before requiring agencies to supply data elements that often require hours of manual research and investigation.

FAS is working on a travel management information system and data warehouse that will provide agencies access to travel data from many travel related sources, such as; the SmartPay program, the Travel Management Centers, the E-Gov Travel Service, and the Airline Reporting Corporation. GSA has provided a briefing to senior level managers within the agencies on the system and reporting capabilities.

2008 Travel Program Review SummaryTravel Questions, References, Performance Measures, Strategic Goal Category and Agency Results

	Question	Reference(s)	Suggested Performance Measure(s)/Evidence	Category		F	inal #		Final %		
Mano	dates				W	0	S	Total	W	0	S
1	Do you have documented agency policy requiring reimbursement to the traveler within 30 days of submission of a proper travel claim?	41CFR 301- 71.204	# reimbursements made to traveler within 30 days from submission/# of proper reimbursement claims submitted within last 30 days	Effectiveness/Efficiency	9	0	2	11	82%	0%	18%
2	Do you have documented agency policy requiring advanced authorization for special travel arrangements?	41CFR 301-2.5	# of documented advanced authorizations for special travel arrangements/# of approved special travel arrangements	Accountability	8	1	2	11	73%	9%	18%
3	Do you have documented agency policy requiring those authorized to approve employee travel to be formally delegated in writing and receiving training?	41CFR 301- 71.104 41CFR 301- 71.108	# of employees authorized to approve travel that have written delegation and received training/# of employees authorized to	Accountability	6	2	3	11	55%	18%	27%
4	Do you have documented agency policy requiring the collection of data and adherence with the First Class and Senior Federal Travel Reports?	41CFR 300- 70.101-104 41CFR 301-70- 907	Show agency policy requiring reporting of data required for First Class Travel Report, Senior Federal Travel Report, etc. 2) Provide proof that required reports were submitted timely	Effectiveness/Efficiency	10	1	0	11	91%	9%	0%
5	Do you have documented agency policy requiring authorization and payment of emergency travel for employees due to illness or injury?	41CFR 301- 70.500	Show agency policy requiring authorization and payment of emergency travel for employees due to illness or injury	Accountability	9	0	2	11	82%	0%	18%
6	Do you have documented agency policy establishing categories of employees allowed to use the Government travel card?	41CFR 301- 70.700-708 301-51.2	Show documented agency policy establishing categories of employees allowed to use the Government travel card	Accountability	5	2	4	11	45%	18%	36%
7	Do you have documented agency policy requiring that the manager that approves an employee for travel initially approves the reimbursement claim?	41CFR 301- 71.200	# reimbursement claims submitted by manager to initially approve employee for travel/# of reimbursement claims submitted	Accountability	3	1	7	11	27%	9%	64%
8	Has your agency fully deployed to the eTravel Service (eTS) and are your employees required to use eTS?	41CFR 301- 73.100-106	Agency has fully deployed to eTS, received a waiver, or is following approved deployment schedule (Yes, No)	Effectiveness/Efficiency	4	5	2	11	36%	45%	18%
9	Do you have documented agency policy addressing acceptance of payment of travel expenses from a non-federal source within your agency, and tracking and reporting of such travel?	41CFR 304-6.4 41CFR 304-6.5 41CFR 304-5.1	1) Show agency policy regarding acceptance of payment of travel expenses from a non-federal source within your agency 2) Your report tracking such travel (does this report need to be	Effectiveness/Efficiency	8	0	3	11	73%	0%	27%

				submitted to anyone?)								
10	Oo you have documented agency policy requiring 90% of gency room nights are spent in 'fire-safe' lodging facilities?		<u>USC</u> 5707a(a)(1)	# of room nights in "fire safe" lodging facilities/Total # of room nights	Safety/Environmental	2	1	8	11	18%	9%	73%
Mano	dates (Continued)					W	0	s	Total	W	0	s
11	Do you have documented agency policy requiring agency employees to give first consideration to FedRooms (formerly known as Federal Premier Lodging Program (FPLP) properties when selecting commercial lodging facilities?	have documented agency policy g agency employees to give first ration to FedRooms (formerly known aral Premier Lodging Program (FPLP) es when selecting commercial lodging reducing commercial lodging properties/Total number of trips		Effectiveness/Efficiency	3	6	2	11	27%	55%	18%	
Best	Practices					W	0	s	Total	W	0	S
1	Do you have documented agency policy designating an agency official or office as your agency's centralized travel coordinator with responsibilities for providing travel policy and guidance to agency employees?	GSA 2008 Omnibus Bill	Does your agency have documented designating an agency official or official agency's centralized travel coordinate responsibilities for providing travel por guidance to agency employees (Yes.		Accountability	5	3	3	11	45%	27%	27%
2	Do you have documented agency policy that requires that the traveler provide current contact information while in travel status?	COOP Implementation	that requires	gency have documented policy that the traveler provide current mation while in travel status (Yes,	Safety/Environmental	7	3	1	11	64%	27%	9%
3	Do you have documented and publicized agency policy requiring incentives to encourage travelers to save money while on official business travel?	ITMC Meetings 'Gain Sharing Programs'	# of incentives provided to employees saving money on official business travel/total # of trips taken on official business		Effectiveness/Efficiency	8	2	1	11	73%	18%	9%
4	Has your agency undertaken or considered consolidation of any travel management functions?	GSA 2008 Omnibus Bill		anagement functions in this fiscal vel management functions in prior	Effectiveness/Efficiency	6	1	4	11	55%	9%	36%
5	Does your agency require a certain percentage of your travel to take place at or	GPRA Annual Performance	# of trips at c	or below per diem/total number of	Effectiveness/Efficiency	5	5	1	11	45%	45%	9%
6	Does your agency designate a Senior Travel official who has received appropriate training	GSA 2008 Omnibus Bill	List name of received for	Senior Travel official and training the position	Accountability	9	1	1	11	82%	9%	9%
7	Does your agency establish performance measure(s) to gauge the performance of the travel program?	ITMC Meetings	to gauge the	y's performance measure(s) used performance of the travel your performance on these	Effectiveness/Efficiency	8	2	1	11	73%	18%	9%
8	Does your agency review travel information collected from Travel Management Center (TMC), eTS and travel charge cards?	41CFR 300-70.1-4 41CFR 300- 70.100-104 41CFR 301- 70.906 thru 910		rts or decisions made with data TS and travel charge cards	Effectiveness/Efficiency	6	3	2	11	55%	27%	18%

