U.S. General Services Administration
2018 Sustainability Report and Implementation Plan

Executive Summary

The U.S. General Services Administration (GSA) is committed to ensuring the viability, security, responsiveness, and efficiency of the Federal Government. Our mission is to provide Federal agencies with the workspaces, services, products, and vehicles they need to carry out their missions today. Our obligation is to do so in a cost-effective way while advancing the economic, civic, and environmental well-being of the United States tomorrow. We understand our responsibility to the citizens and businesses of the United States and are committed to operating in a fair, efficient, open, and transparent manner.

The practices and goals outlined in this Sustainability Report and Implementation Plan advance these objectives. For example, by establishing and exceeding energy and water efficiency targets required by the Energy Independence and Security Act and related laws, GSA has saved taxpayers over $439 million in energy and water costs over the last decade, while conserving resources, reducing pollution, and improving tenant satisfaction and performance by modernizing our buildings. GSA's work to assess and mitigate risks to critical infrastructure — both to GSA-managed buildings, and supplier-managed resources such as mission-critical energy and telecommunications networks — enhances mission surety for GSA's tenant agencies while managing a serious fiscal risk highlighted in GAO's 2017 High Risk report. GSA's efficient and innovative product offerings, from high-efficiency, low-cost vehicles, to biobased and non-toxic maintenance products, similarly deliver life-cycle cost savings for Federal agencies while advancing user health, comfort, and effectiveness. With GSA managed procurement vehicles providing additional contracting efficiencies, our fiscally sustainable solutions leave agencies with more resources to focus on their core missions.

GSA employees understand that we serve as stewards of taxpayer dollars. We look forward to continuing to work towards a prosperous and resilient future with other Federal agencies, businesses and civic organizations, and the American people.

Implementation Summary

1. Facility Management:

FACILITY ENERGY EFFICIENCY

FY 2017 Status: GSA reduced Btu/GSF by 30% between FY 2003 and 2015,[1] and by 6% between 2015 and 2017.

Operational Context: As the largest public real estate organization in the United States, GSA's Public Buildings Service owns and leases over 8,600 assets and maintains an inventory of 371 million square feet of rentable workspace. Within this inventory, PBS has more than 500 owned and leased historic properties. PBS provides high-quality facility and workspace solutions to more than 50 Federal agencies and 1.1 million employees, disposes of excess or unneeded Federal properties, and promotes the adoption

[1] References to years in this report are to government fiscal years (Oct. 1 through Sept. 30) unless stated otherwise.

of innovative workplace solutions and technologies. PBS works with its Federal customers to design the workplace of the 21st century, seeking to reduce costs, promote employee health and effectiveness, and minimize the environmental impacts of Federal operations. GSA's efforts to save money, reduce resources, and increase reliability via energy efficiency, renewable energy, water efficiency, sustainable buildings, and waste management benefit not only GSA, but all of our customer agencies and those they serve.

Implementation Status: Over the last decade, GSA's energy and water efficiency efforts in both GSA-occupied space and space occupied by other agencies have saved GSA over $439 million dollars in energy and water bills. These efficiency efforts directly benefit Federal agencies and taxpayers by lowering utility bills. These efforts also saved enough energy to power over half a million homes for a year—energy that was instead available for American consumers, industry, or export. GSA's current target is to reduce Btu/GSF by 0.25% per year.

Priority Strategies & Planned Actions: GSA uses a variety of cost-effective strategies to meet our energy and water targets, including:

- No-cost strategies, like paying close attention to temperature settings, operating schedules, and routine maintenance;
- Low-cost strategies, like installing LED lights and low-flow water fixtures as part of smaller renovations;
- Major renovations funded through public-private partnerships (such as Energy Savings Performance Contracts);
- Disposal and congressionally-funded renovation of older buildings and construction of more-efficient new buildings, as directed by Congress.

GSA expects that continuing these actions will be sufficient to meet our energy efficiency targets in 2018 and 2019.

EFFICIENCY MEASURES, INVESTMENT, AND PERFORMANCE CONTRACTING

ESPC and UESC investment 2017:	$21.2M (2 projects)
Planned investment 2018:	$27.5M (4 projects)
Planned investment 2019:	$10.0M (2 projects anticipated)

Operational Context:

To reduce energy and water use via building upgrades that are cost-effective over their service life—but beyond currently limited capital budgets—GSA uses performance contracts. These contracts leverage private-sector financing for immediate upgrades and repay this investment over time using funds which are freed up by the reductions in utility costs achieved by the project. GSA pays for performance contracts from its existing utilities budget and structures new contracts to be budget-neutral and require no upfront expenditures.

Implementation Status: From 2012–2017, GSA awarded over $545 million in performance contracts—an aggressive, government-leading rate which has made cost-effective projects more difficult to find in 2018 and 2019.

Priority Strategies & Planned Actions: GSA continues to pursue ESPCs, ENABLE ESPCs and UESC where we believe the Government will receive the most benefit based upon existing infrastructure needs and energy and water usage. GSA continues to refine its portfolio project development approach with an enhanced facility and opportunity analysis that considers energy and water use, utility costs, mechanical operations and maintenance, and location-related factors. GSA expects that continuing these actions will allow us meet our ESPC targets in 2018 and 2019.

RENEWABLE ENERGY

2017 Status: 13% Renewable Electricity (of Total Electricity)

Operational Context: GSA's use of renewable energy, required by EISA, supports American jobs, increases the diversification and security of U.S. energy supplies, and provides GSA with energy at competitive rates. Other forms of clean energy, such as our modern, gas-fired combined heat and power system in White Oak, Maryland, contribute further cost savings and resilience to GSA's energy supply, while reducing harmful air pollution in our local communities.

Implementation Status: GSA purchases the bulk of its renewable electricity via long-term supply contracts at extremely competitive rates. GSA also installs on-site renewable generation where life-cycle cost effective.

Priority Strategies & Planned Actions: GSA expects that continuing the above actions will be sufficient to meet our renewable energy targets in 2018 and 2019.

WATER EFFICIENCY

2017 Status: GSA reduced Gal/GSF by 32.0% between 2007 and 2017, and by 12% between 2016 and 2017.

Implementation Status: The 2017 status above reflects the 2017 OMB Scorecard. After the Scorecard was produced, GSA updated these calculations based on additional data discovered, resulting in new 2017 estimates of 28.6% reduction since 2007 and 8.6% since 2016.

Priority Strategies & Planned Actions: GSA's primary strategies for water efficiency are the use of WaterSense and low-flow fixtures, cooling tower water management, installation of drought-tolerant and native landscaping where possible and efficient irrigation where needed, and aggressive monitoring and detection to find and repair leaks. GSA expects that these strategies will be sufficient to meet our targets in 2018 and 2019.

HIGH PERFORMANCE SUSTAINABLE BUILDINGS

2017 Status: 28% of GSA's eligible owned buildings were compliant with the Guiding Principles (GPs) for Sustainable Federal Buildings in 2017, representing 41% of eligible owned gross square footage (GSF).

Implementation Status:

- **Sustainable operations and maintenance:** As of 2017, 28.3% of GSA's owned building inventory is compliant with Guiding Principles for Sustainable Federal Buildings. GSA has instituted a robust Guiding Principles program to identify and track buildings for initial compliance, and to revalidate these buildings' GP compliance.
- **Tracking tools and certifications:** GSA tracks building performance using multiple Federal and third-party tools, including the Guiding Principles, Fitwel, EPA's Smart Location Calculator, and LEED. As of 2017, GSA owned 317 GP compliant buildings, 169 LEED certified buildings, and 73 Fitwel certified buildings. Starting in 2016, GSA has also reported its portfolio-wide performance using the Global Real Estate Sustainability Benchmark (GRESB), earning top ratings as compared to similar portfolios in the private sector.
- **Sustainable leases:** GSA's leased inventory in 2017 included 8,172 leases within 6,787 buildings, representing 187.6 million rentable square feet. GSA's lease language incorporates over three dozen standards for sustainable products and practices, in alignment with the Guiding Principles (GP). GP compliance has doubled, from 10.6% of leases in 2012 to 22.3% in 2017, with over 1,200 leases in 1,051 leased buildings now meeting the Guiding Principles. Within GSA's total leased inventory of 6,787 buildings, 4.7% were LEED or Green Globes rated, and 10.5% were Energy Star certified.
- **Building Design and Materials:** GSA's Key Sustainable Products (KSP) initiative sets high sustainability standards for 10 of our highest-volume, highest-impact building materials and maintenance supplies. In 2017, 70% of all relevant contracts used these standards. GSA is also piloting the use of lifecycle analysis (including supply chain impacts of building materials) to reduce the cost and environmental impacts of building designs.
- **Resilience and Risk Management:** Per the Government Accountability Office's "high risk" list, climate change is a fiscal risk. Per 31 USC §3512(c)(1)(B), agencies must safeguard Federal assets against waste, loss, and misappropriation. GSA is therefore responsible for designing and protecting Federal assets to withstand the observed and expected changes in climate for their expected service life of 50 to 100 years. GSA undertakes these activities to ensure reliable performance in changing conditions, and to enhance resilience for GSA and its Federal customers. To manage these risks, as part of its existing organization-wide risk management framework, GSA implements tailored risk management and collaboration methods, shares lessons learned within and outside of GSA, builds capacity in our real estate and supply chain programs, and refines our activities based on the knowledge gained from these experiences. GSA will continually monitor and evaluate progress towards implementing the actions outlined in this plan and will make adjustments as necessary to manage this GAO-listed "high risk" area.

Priority Strategies & Planned Actions: GSA expects that the above strategies will be sufficient to meet our targets for the owned building inventory in 2018 and 2019.

Government-wide resources: in addition to its internal strategies for high-performance sustainable buildings, GSA provides numerous resources that are available to assist other Federal agencies in meeting this goal. These resources include:

- **Sharing Best Practices:** GSA's Sustainable Facilities Tool (SFTool) brings together high performance building and product information to help decision makers reduce operating costs and conserve resources. SFTool is both a quick reference for everyday tasks and a comprehensive resource for understanding complex topics including Cost Effective Upgrades, Solid Waste Management, and

Facility Management Best Practices. SFTool includes links directly from the spaces, behaviors and products that align with Federal guidance to the relevant sections of Executive Orders, KSPs and Guiding Principles.

- **Advanced Technologies:** GSA invests in next-generation building technologies based on their actual performance, and recommends such technologies for broad deployment only after they have demonstrated good financial payback, cybersecurity, and claimed performance factors via actual installation and operation in the real world of our portfolio of buildings. Technologies that GSA has recently recommended for broader deployment in federal facilities include next generation chillers, alternative water treatment technologies for cooling towers, low-e window retrofits, and LED upgrades. Over the past five years, GSA has deployed these and other advanced technologies in over 200 GSA-owned federal buildings, resulting in annual savings of $7 million.

WASTE MANAGEMENT AND DIVERSION

2017 Status: 67% of solid waste diverted from landfill

Operational Context: Reducing and diverting solid waste (through reuse, recycling, and composting) conserves landfill space, avoids pollution, and reduces the costs of waste hauling and disposal. While GSA has consistently held an annual 50 percent waste diversion target, the agency will continue to implement strategies to surpass this target.

Implementation Status: In 2017, GSA diverted 67 percent of the non-hazardous municipal solid waste generated in our owned buildings. GSA's target is to divert a minimum of 50% of non-hazardous municipal solid waste each year. Through sales of recycled materials in 2017, GSA collected and distributed over $660,000 to Federal tenant agencies and GSA's Child Care Tuition Assistance Program. GSA also diverted 84 percent of construction and demolition debris.

Priority Strategies & Planned Actions: GSA expects that the above strategies will be sufficient to meet our targets in 2018 and 2019.

Government-wide resources: in addition to its internal strategies for waste management and diversion, GSA provides resources to assist other Federal agencies in meeting this goal. These resources include the GSAXcess® program, through which GSA is responsible for ensuring reuse of surplus Federal property like furniture, motor vehicles, computers, and other equipment either by reusing it internally or transferring it to other Federal, state, and local agencies and other qualified organizations. In 2017 alone, GSAXcess® enabled the reuse of over $441 million worth of such items, giving this property new life and stretching taxpayer dollars.

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2. Fleet Management:

TRANSPORTATION / FLEET MANAGEMENT

2017 Status: 63% reduction in petroleum fuel use since 2005
8.6% reduction in petroleum fuel use since 2016
2.5% alternative fuel use as a percentage of total covered fleet fuel use

Operational Context: GSA metrics above are aligned with statutory targets and refer to GSA's internal use vehicle fleet, which decreased to 920 vehicles in 2017 from 962 in 2016.

Implementation Status: GSA has reduced the size of its internal fleet significantly in recent years, while replacing older vehicles with low-GHG, and zero emission vehicles.

Priority Strategies & Planned Actions: In 2018 and 2019, GSA will continue to increase our internal fleet's proportion of low-GHG and zero emission vehicles as our budget and replacement schedule allow. GSA plans to continue the above strategies and expects that they will be sufficient to meet our projections in 2018 and 2019.

Government-wide services and resources: in addition to its internal fleet, GSA's Federal Acquisition Service maintains the second largest non-tactical fleet in the U.S. Government, with over 215,000 vehicles leased to over 55 agencies (all GSA internal-use vehicles are leased from this fleet). GSA Fleet is committed to providing low-cost, high-efficiency vehicle options to its customer agencies to help them meet their missions in the most sustainable manner possible. GSA provides numerous services and resources that assist agencies in meeting this goal. These include:

- Vehicle Innovation: GSA maintains an open contract solicitation in order to offer the latest hybrid electric, alternative fuel, low-GHG, and other emerging technologies as soon as they become available. GSA is also working to encourage the reduction and elimination of all hydrofluorocarbon (HFC) refrigerants from vehicle air conditioning systems.
- Zero Emission and Low Greenhouse Gas Emitting Vehicles: GSA continues making accessibility and affordability of efficient vehicles a priority by offering unique funding methods to alleviate the extra upfront cost often associated with zero emission vehicles and infrastructure.
- Electric Vehicle Charging Stations: In FY 2017, GSA Fleet streamlined its acquisition process to increase the cost-effectiveness of charging station acquisition. GSA is now focusing on customer outreach and education about this offering. GSA has referred customers to GSA's Special Program Division which can provide contracting and engineering support for installation.
- Car Sharing: Car sharing may help Federal agencies reduce costs, improve efficiencies, and optimize vehicle use. GSA's Dispatch Reservation Module (DRM) allows customers to build vehicle motor pools from their existing leased and owned vehicle inventory. The DRM platform allows drivers to make vehicle reservations online and track vehicle dispatches by the motor pool dispatcher. GSA is also pursuing commercial car sharing options to better assist customers.
- Telematics: GSA Fleet awarded a government-wide Blanket Purchase Agreement in 2016 to provide telematics technology at competitive prices. This offering is specifically designed to assist Federal agencies that purchase vehicles from GSA with meeting sustainability mandates. Additionally, GSA anticipates awarding a non government-wide BPA for telematics in 2019. GSA Fleet will standardize this offering in its leased vehicles by equipping a percentage of new replacement vehicles with telematics (as well as some retrofits) in 2019 and continuing to phase in replacement-eligible vehicles each year. A phased-in approach will provide GSA with lessons learned which will help GSA to make this process as efficient as possible into the future. This large-scale offering will be secure and compatible across all vehicle makes and models and will help to automate manual processes across the Federal fleet. Short Term Rental Program: This program allows Federal agencies to access short term

rentals of vehicles and equipment, allowing them to eliminate infrequently used vehicles from their inventory.

3. Cross-Cutting:

SUSTAINABLE ACQUISITION / PROCUREMENT

2017 Status: 0.1% increase in sustainable contract actions from 2016
1.9% increase in value of sustainable contract actions from 2016

Operational Context: GSA's internal acquisition spend volume represents only a fraction of the acquisition spend GSA manages for other agencies via the Federal Acquisition Service. As such, many of our sustainable acquisition strategies are integrated into FAS's service offerings, as discussed in the "government-wide services and resources" section below.

Implementation Status: GSA requires all mandatory environmental clauses within all applicable product and service acquisitions, and evaluates its achievement annually. In addition, GSA maintains a supply chain program which screens large acquisition programs for environmental and energy related risks and additional savings opportunities.

Priority Strategies & Planned Actions: GSA's Key Sustainable Products (KSP) initiative sets high sustainability standards for 10 of our highest-volume, highest-impact building materials and maintenance supplies. In 2017, 70% of all relevant contracts used these standards. GSA also provides training to its acquisition workforce on use and documentation of required environmental clauses in all contracts, and evaluates its achievement annually. GSA plans to build upon these strategies in 2018 and 2019.

Government-wide services and resources: in addition to its internal acquisition strategies, GSA provides Federal agencies over 28 million different products and services, with an annual value of over $54 billion. We leverage the buying power of the Federal Government by negotiating prices on many products and services required by agencies for daily operations. By arranging a network of service providers, FAS is able to meet the operating and mission requirements of a vast array of Federal agencies and state, local, and tribal Governments, while assisting these agencies with sustainable acquisition goals by ensuring the availability of compliant products and services. Relevant services and resources include:

- **Product and Services Contracts:** GSA helps Federal agencies meet sustainable acquisition requirements by offering products and services through a variety of government-wide procurement solutions. Many GSA contracts and task or delivery orders placed against them include sustainable acquisition requirements. Through the GSA Advantage! website alone, agencies purchased more than $36 million worth of sustainable products in 2017. GSA reviews each of its contract vehicles as they are awarded and renewed to ensure their support for Federal sustainability mandates. Then, wherever possible, GSA adds cost-effective features to ensure that acquiring sustainable products and services through GSA is as easy as possible.
- **Acquisition Tools:** In addition to specific contracts, GSA offers acquisition planning and purchasing tools to help agencies find and specify low-cost sustainable solutions:
    - **GSA Advantage!** In 2017, GSA partnered with EPA to implement an enhanced process to increase the accuracy of products designated as ENERGY STAR certified on GSA Advantage!. GSA and EPA successfully increased the accuracy rate to above 95%. GSA

is continuing to collaborate with EPA to implement enhanced processes for other EPA Environmental programs.

- **Green Procurement Compilation (GPC):** The Green Procurement Compilation (GPC) is a comprehensive sustainable acquisition resource for Federal purchasers. The GPC consolidates and organizes information from multiple Federal environmental programs in one place, allowing easy identification of all Federal green purchasing requirements for a given product or service. The GPC also provides sample solicitation language for both products and services, and optional green practices for services contracts. Links are included to purchase compliant products and services from Government-wide sources such as GSA Advantage!, GSA Schedules, strategic sourcing solutions, and AbilityOne.
- **Acquisition Gateway:** GSA's Acquisition Gateway, a shared workspace designed to improve access to knowledge and expertise about Federal purchasing and acquisition, includes articles on sustainable acquisition and links to the GPC. GSA and EPA have also developed a "GreenCheck" tag in the Gateway to indicate that contract vehicles are consistent with applicable Federal sustainable purchasing requirements.
- **Supply Chain:** In 2018 GSA launched the Federal Supplier Energy & Risk Management (ERM) Tool. This tool displays contractor energy and environmental risk-management information in the context of Federal spend, allowing agencies to assess supplier progress and tailor strategies for encouraging further cost and risk reductions by contractors.

- **Sustainable Acquisition Training:** GSA offers sustainable acquisition training for users of GSA's Multiple Award Schedules. The course, entitled "GSA Schedules and Sustainable Acquisition" is available online as part of the Defense Acquisition University.
- **Acquisition Policy:** In addition to the tools above, GSA supports sustainable acquisition Governmentwide through numerous policy initiatives, such as:
  - Co-chairing the Sustainable Acquisition and Materials Management Working Group
  - Supporting efforts to develop policy and acquisition tools to support Government use of third-party standards and ecolabels
  - Participating as a member of the Sustainable Purchasing Leadership Council (SPLC), a multistakeholder group whose mission is to support and recognize sustainable purchasing leadership.

ELECTRONICS STEWARDSHIP

2017 Status: Acquisitions meeting EPEAT requirements: 100%
Power management enabled on relevant equipment: 100%
Compliance with disposal guidelines: 100%

Operational Context: Information Technology (IT) products and data centers contribute significantly to GSA's energy and waste footprints.

Implementation Status: Since 2007, and continuing in 2017, 100 percent of GSA's computers were power-management enabled. GSA has eliminated nearly all use of personal printers, and shared printers are set to print double-sided and black-and-white by default. In 2017, all GSA e-waste was disposed of using Blue Earth, UNICOR, or an R2 or E-stewards certified private recycler.

Priority Strategies & Planned Actions: GSA's internal policy is to purchase only electronic products that are Federal Energy Management Program (FEMP)-designated, Energy Star qualified, and/or meet the Electronic Product Environmental Assessment Tool (EPEAT) Silver or Gold standard. GSA plans to maintain this strategy, along with the actions under Implementation Status above, in 2018 and 2019.

Government-wide services and resources: in addition to its internal electronics stewardship strategies, GSA offers energy efficient electronics to Federal agencies, provides responsible and cost-effective solutions for their disposal, and develops Governmentwide e-waste policy. GSA also provides solutions for transitioning data management and computing services to the Cloud.

GREENHOUSE GAS EMISSIONS

2017 Status: 39% reduction in Scope 1 & 2 emissions (since 2008)

Operational Context: Per the Government Accountability Office's (GAO) "high risk" list, *Limiting the Federal Government's Fiscal Exposure by Better Managing Climate Change Risks*, climate change presents risks to the Federal government. Reducing GHG emissions helps GSA increase operational efficiency while lowering energy and water costs.

Implementation Status: GSA remains committed to measuring and reducing our GHG output, including facility and fleet emissions as well as Scope 3 emissions from business travel, commuting, leased assets, electricity transmission, and GSA's supply chain. Our primary strategies for reducing GHG emissions are facility energy efficiency (including performance contracting) and use of renewable energy, as described above. GSA's efforts to procure cleaner vehicles and reduce the size of our internal vehicle fleet also reduce GHG emissions. GSA also implements efficiency and sustainability requirements in leased space (including requiring energy reporting by some lessors), and works via the CDP initiative (a collaboration with over 750 institutional investors and over 100 large purchasing corporations) to encourage cost effective energy efficiency, risk reduction, and GHG mitigation investments by our supply chain partners.

Priority Strategies & Planned Actions: GSA's current strategies, described above, are expected to continue reducing GSA's GHG emissions.