

FISCAL YEAR	AGENCY NAME	AGENCY ACRONYM
2027	General Services Administration	GSA



EVIDENCE PLAN

The General Services Administration's mission is to deliver the best customer experience and value in real estate, acquisition, and technology services to the government and the American people. Guided by our values of service, accountability, and innovation, we are committed to evidence-based decision-making and continuous improvement in all that we do.

This report outlines the key evidence-building activities GSA will undertake in Fiscal Year 2027 to address critical questions aligned with our strategic goals to rightsize our federal buildings portfolio, streamline and centralize procurement, enhance our IT infrastructure and software services, and embrace GSA's model of efficiency and effectiveness for ourselves. The activities proposed for each of the priority questions will provide valuable evidence on our initiatives to:

- *Optimize the utilization of federal real property assets,*
- *Consolidate federal procurement,*
- *Enable efficient use of our data, and*
- *Accelerate the approval of cloud technologies for use in the federal government.*

This plan fulfills our agency's statutory obligations under the Foundations for Evidence-Based Policymaking Act of 2018, Title I – Federal Evidence-Building Activities, Section 312 (a) and (b) (5 USC § 312). The insights gained from these evidence-building activities will directly inform our decisions on the effective implementation of these critical initiatives. GSA will continue to set the example by safeguarding taxpayer dollars while empowering Federal agencies to serve the public with excellence.

*Sincerely,
Edward C. Forst
Administrator
General Services Administration*

SECTION I | EVIDENCE PLAN SUMMARY

This section provides a snapshot of the agency’s Priority Questions, evidence activities to answer them, and the alignment of each Priority Question to relevant Administration priorities.

PRIORITY QUESTION	KEY EVIDENCE ACTIVITY(IES)	RELATED ADMINISTRATION PRIORITY(IES)
<p>1 What are the successes and challenges for implementing occupancy/utilization requirements for GSA and customer agencies?</p>	<ul style="list-style-type: none"> ▪ Implementation evaluation of portfolio optimization efforts on costs and building utilization 	<ul style="list-style-type: none"> ▪ Executive Order 14274: Restoring Common Sense To Federal Office Space Management ▪ Law: Utilizing Space Efficiently and Improving Technologies Act (USE IT Act) as part of the Water Resources Development Act of 2024 (WRDA) ▪ President’s Management Agenda (PMA) Priority: Shrink the Government and Eliminate Waste <ul style="list-style-type: none"> ○ PMA Goal: Optimize Federal Real Estate ▪ M-25-25: Implementation of the Utilizing Space Efficiently and Improving Technologies Act ▪ GSA Strategic Goal 1: Optimize our Federal Buildings Portfolio <ul style="list-style-type: none"> ○ Strategic Objective 1.1 Increase utilization of federal space for GSA and customer agencies ▪ FY2025 and 2026 enacted budgets ▪ President’s FY2027 budget request
<p>2 To what extent is the GSA Plan for Consolidating Federal Procurement achieving the intended results?</p>	<ul style="list-style-type: none"> ▪ Progress reporting on the Plan for Consolidating Federal Procurement 	<ul style="list-style-type: none"> ▪ Executive Order 14240: Eliminating Waste and Saving Taxpayer Dollars by Consolidating Procurement ▪ Executive Order 14275: Restoring Common Sense to Federal Procurement ▪ PMA Priority: Deliver Results, Buy American <ul style="list-style-type: none"> ○ PMA Goal: Efficiently Deploy the Buying Power of the Federal Government and Buy American ▪ OMB Memorandum M-25-31: Consolidating Federal Procurement Activities ▪ GSA Strategic Goal 2: Modernize Procurement <ul style="list-style-type: none"> ○ Strategic Objective 2.1: Overhaul governmentwide procurement by leading efforts that reduce duplication, drive savings, and improve how agencies buy common goods and services.
<p>3 To what extent has the Enterprise Data Solution (EDS) enabled more efficient use of GSA data assets to inform decisions?</p>	<ul style="list-style-type: none"> ▪ Implementation evaluation of transitioning a high-value data product to the EDS 	<ul style="list-style-type: none"> ▪ PMA Priority: Deliver Results, Buy American <ul style="list-style-type: none"> ○ PMA Goal: Leverage Technology to Deliver Faster, More Secure Services ▪ GSA Strategic Goal 3: Enhance our IT Infrastructure and Software Services <ul style="list-style-type: none"> ○ Strategic Objective 3.2: Create a shared, enterprise-wide data management and governance environment at GSA
<p>4 In what ways have changes from FedRAMP 20X affected the experience of cloud service providers in terms of speed and level of effort?</p>	<ul style="list-style-type: none"> ▪ Outcome evaluation to understand the success in scaling FedRAMP 20x 	<ul style="list-style-type: none"> ▪ PMA Priority: Deliver Results, Buy American <ul style="list-style-type: none"> ○ PMA Goal: Leverage Technology to Deliver Faster, More Secure Services ▪ OMB Memorandum M-24-15: Modernizing the Federal Risk and Authorization Management Program (FedRAMP) ▪ GSA Strategic Goal 3: Enhance our IT Infrastructure and Software Services <ul style="list-style-type: none"> ○ Strategic Objective 3.3: Provide shared services that improve security and interoperability

SECTION II | EVIDENCE ACTIVITIES

This section details the key evidence activities being undertaken to answer the agency’s Priority Questions, including evaluations. Evaluation, as defined under requirements of the Foundations for Evidence-Based Policymaking Act of 2018, is an assessment using systematic data collection and analysis of one or more programs, policies, and organizations intended to assess their effectiveness and efficiency.

Activity A	B	Evaluation	Implementation evaluation of portfolio optimization efforts on costs and building utilization				
Supports Priority Question(s)...	1	2	3	4	5		
Evaluation Question(s)	<ul style="list-style-type: none"> ▪ What are the successes and challenges with implementation of portfolio optimization efforts and how can we leverage and accelerate successful portfolio optimization efforts? ▪ To what extent have portfolio optimization efforts led to reduced costs and increased utilization of federally-controlled buildings? 						
Description	<p>GSA is implementing real estate portfolio optimization strategies to right-size the federal footprint. GSA works with customer agencies to support their mission needs at the best value for the American taxpayer. Leveraging agency-reported occupancy data to determine how efficiently space is being utilized is one of the tools GSA is using to develop these strategies. The Public Buildings Service (PBS) will strive to obtain an office utilization rate of at least 60% by pioneering new models of space management including dynamic design and planning; consolidating agencies with overlapping needs into shared, high-quality spaces; and proactively terminating underutilized leases while balancing cost. These efforts are intended to increase federal building space utilization, reduce underutilized and underperforming space, and ultimately save the taxpayers money.</p> <p>This activity will be an implementation and outcome evaluation to better understand successes and challenges of portfolio optimization, with an emphasis on using occupancy data to inform portfolio decisions. The approach will look at both historic and recent instances in which there was an opportunity for agencies to share space. After identifying use cases we will identify common themes for successful (and unsuccessful) implementation of shared occupancy agreements. This activity will rely on various data sources, such as agency planning documents and GSA employee surveys and interviews.</p> <p>This evaluation's outcomes will be from a combination of existing administrative data and newly collected primary data. Outcomes related to space utilization and costs will be gathered from administrative data and analyzed quantitatively, whereas success factors and barriers will come from documents, interviews, and surveys, which will be analyzed using mixed methods. Additional outcomes from internal leasing data may include the number of agencies on a shared lease, change in total square footage of leases for the agencies impacted/included, change in rentable square footage, change in total cost of leases of agencies on a new shared lease, and costs associated with terminated leases. Agency enacted budgets and President’s budget requests will be used to identify if funds are available for building optimization activities (e.g., consolidation, moving buildings) and impact of PBS not having full access to annual agency rent revenues to the Federal Buildings Fund. External building utilization outcomes include agency-submitted occupancy counts (e.g., key card data).</p> <p>We anticipate this evaluation will take approximately nine months. We will refine the methods and data sources in our analysis plan that will be publicly posted prior to gathering data. The analysis and reanalysis will follow the Office of Evaluation Sciences (OES) Project Process. At the conclusion of the evaluation, an evaluation summary will be posted on the GSA evaluation website.</p>						
Alignment to Priority(ies)	<p>Right-sizing the federal real estate footprint is the core function of the PBS. As exemplified by the USE IT Act, there is an emphasis on generating and using better data to understand the utilization of current assets so PBS can match agencies to the required level of space and release unused space. These</p>						

	activities also align with GSA Strategic Goal 1: Optimize our Federal Buildings Portfolio and Strategic Objective 1.1 Increase utilization of federal space for GSA and customer agencies. The activity related to this priority question will provide evidence on effective strategies to improve building utilization in GSA-controlled space. The ultimate goal is to optimize space by reducing underutilized and underperforming space, leading to cost savings through real estate disposition which supports the President's Management Agenda (PMA) Priority to Shrink the Government and Eliminate Waste and the PMA Goal to Optimize Federal Real Estate.
Collection / Acquisition	<p>GSA-owned and publicly available data that will not require new collection:</p> <ul style="list-style-type: none"> • Administrative leasing data from Real Estate Across the United States (REXUS) • Agency enacted budgets and budget requests for consolidation and building optimization <p>Data reported to GSA by other agencies that do not require new collection:</p> <ul style="list-style-type: none"> • Agency-reported administrative data from USE IT Act <p>New data collection (internal):</p> <ul style="list-style-type: none"> • Document review • Interviews and surveys with GSA portfolio managers
Topics	Building utilization, building occupancy, leased space

Activity B	A	Progress reporting on the Plan for Consolidating Federal Procurement				
Supports Priority Question(s)...		1	2	3	4	5
Description			X			
<p>This activity references the implementation of the GSA Plan for Consolidating Federal Procurement (the Plan) [link to public plan when available]. Consolidating contracts has savings potential across the government from reduced administrative overhead, lower bid and proposal costs, and stronger buying power. Agencies will spend less time managing duplicative contracts, vendors will face lower administrative burden, and taxpayers will see measurable savings. The evidence generated in FY 2027 from this activity will provide insights into the status of consolidation efforts and actions required to complete full implementation of the Plan.</p> <p>Planned activities are built around two workstreams: consolidated contracts and centralized acquisition. The consolidated contracts workstream mandates the expanded use of government-wide contract vehicles and shared services to reduce duplication and improve efficiency. The centralized acquisition workstream focuses on centralizing procurement functions, on an opt-in basis, when doing so promotes greater mission focus and efficiency.</p> <p>Implementation of the Plan began in FY 2026. Early efforts will provide a foundation for the performance measurement activities which are the focus of the implementation and progress reporting phase in FY 2027. This phase will document progress on specific Key Performance Indicators (KPIs). The core KPIs areas are: savings, efficiency, and customer experience. Transition and consolidation indicators will also be tracked during the initial implementation period. Appendix E [link when publicly available] of the Plan has more details on the specific metrics for each area and how each is measured.</p> <p>In FY2026, GSA will establish baselines for the core KPIs, which are currently being developed in consultation with OMB, and adjust them as necessary. In FY 2027 this activity will focus on documenting progress against the baselines established in FY 2026. In the near-term, existing systems owned by GSA will be the source of contracting data. The current systems are PRISM/CALM and ASSIST/EASi.</p> <ul style="list-style-type: none"> • PRISM / CALM: The Procurement Request Information Management System (PRISM) is the most widely used contract writing system across government. GSA's PRISM-based platform, Contract Acquisition Lifecycle Management (CALM), is positioned to support external agency contract transfers. 						

	<ul style="list-style-type: none"> ASSIST (FAS) / EASi (PBS): GSA currently relies on multiple acquisition systems. These systems include ASSIST, designed for interagency acquisition but not a full contract writing system, and EASi a customized platform built on a commercial solution. <p>Many measures – particularly those related to customer and vendor experience – will require additional data collection before baselines and targets can be established. GSA’s early engagements with other agencies are helping to inform these targets and guide future reporting.</p> <p>These activities will be ongoing and the timing for reporting is not final. In FY 2027 it is anticipated that KPIs will be updated and reported on an approximately quarterly basis with the exact timing yet to be determined.</p>
Alignment to Priority(ies)	In response to Executive Order (EO) 14240, Eliminating Waste and Saving Taxpayer Dollars by Consolidating Procurement and OMB Memorandum M-25-31, Consolidating Federal Procurement Activities, the General Services Administration (GSA) has proposed a government-wide plan to consolidate procurement of common goods and services. This initiative aims to reduce duplication, enhance efficiency, and achieve significant cost savings, allowing agencies to focus on their core missions. These activities align with GSA Strategic Goal 2: Modernize Procurement and Strategic Objective 2.1: Overhaul governmentwide procurement by leading efforts that reduce duplication, drive savings, and improve how agencies buy common goods and services. Finally, consolidating procurement supports the PMA Priority to Deliver Results, Buy American and the PMA Goal to Efficiently Deploy the Buying Power of the Federal Government and Buy American.
Topics	Procurement consolidation, procurement centralization, Federal procurement

Activity C	B	Evaluation	Implementation evaluation of transitioning a high-value data product to the EDS				
Supports Priority Question(s)...			1	2	3	4	5
					X		
Evaluation Question(s)		<ul style="list-style-type: none"> What are the challenges associated with transforming raw (“bronze”) data products to analysis-ready (“gold”) data products? To what extent is the Enterprise Data Solution (EDS) supporting more efficient analysis to inform decisions and meet reporting requirements? 					
Description		<p>GSA is transitioning to an Enterprise Data Solution (EDS) which will serve as the central and unified system for GSA data collection and reporting. The goals of EDS include enabling enterprise data sharing, driving data unification, and offering robust analytical and artificial intelligence/machine learning (AI/ML) capabilities. An early priority is to migrate high-value data sources to EDS, which involves the process of ingesting raw data sources (referred to as bronze data products) and transforming the data into analysis-ready products (referred to as gold data products). Transitioning data to gold products will reduce duplication and increase the consistency of data, increase the efficiency of analytic tasks, and open up new analytic pathways (e.g., easier integration with other data products, potential for integrated AI/ML analytics).</p> <p>This evaluation activity will produce evidence to better forecast the level of effort needed to transition and transform data assets and inform better guidance and processes for data practitioners who will be responsible for working with data assets. Better understanding implementation will also provide feedback on which performance metrics are the most relevant for monitoring the ongoing success of EDS.</p> <p>This activity will include an implementation evaluation supported with descriptive analysis. For the implementation evaluation, we will identify a high-value dataset that will serve as a case study for understanding all the steps required for transitioning a raw dataset into an analysis-ready dataset. The approach will incorporate observation, interviews with key stakeholders, document review, and descriptive analysis of administrative data. The first phase of the activity will document the current process by which the data are gathered or reported (i.e., the business as usual process), how the data are transformed into a source that can be used for analysis, and how data practitioners (e.g., data</p>					

	<p>scientists, data analysts) use the data. The result will be a service blueprint, a visual representation of the key steps in the process, relevant systems, and relevant users. From this business-as-usual blueprint, we will work with stakeholders to identify areas where EDS is hypothesized to increase efficiencies and the data needed to understand if the efficiencies are realized.</p> <p>The insights from the implementation analysis will be used to inform a descriptive analysis, which will use administrative data to compare key outcomes between the legacy process and EDS. Making data easier to <i>find</i>, <i>access</i>, and <i>use</i> will ultimately reduce the time it takes to get reliable information in the hands of decisionmakers. For making the data easier to find, the primary outcome of interest is the number of data product access requests. For making data easier to access, outcomes include the time it takes to grant access and the number of uses of the data product. For data use, the outcomes include the time it takes to bring a raw data product into EDS from an external system, the time and level of effort (including labor cost) it takes to transform a raw data product into an analytic product, and ultimately the time it takes to complete relevant analyses. Additional outcomes of interest may include the number of novel analytic methods employed and the number of external systems consuming data from EDS. The final outcomes will be decided on and published in an analysis plan prior to conducting the descriptive analysis.</p> <p>The activities are expected to take between six and nine months. We will finalize the outcomes and data collection strategy as the plans for transitioning data to EDS are solidified, prior to execution of the descriptive analysis. The service blueprint will take approximately four months to complete, which will in large part be dependent on the time data practitioners and other stakeholders can provide to assist the evaluation. The descriptive analysis is expected to take approximately three months to complete after the completion of the analysis plan. The analysis and reanalysis will follow the OES Project Process. At the conclusion of the evaluation, a summary will be posted on the GSA evaluation website.</p>
Alignment to Priority(ies)	GSA is accelerating ingestion of high-value datasets into EDS. The value proposition of EDS rests on it making data easier to find, access, and use. This activity supports GSA Strategic Goal 3: Enhance our IT Infrastructure and Software Services and Strategic Objective 3.2: Create a shared, enterprise-wide data management and governance environment at GSA. Additionally, this activity supports the PMA Priority to Deliver Results, Buy American and the PMA Goal to Leverage Technology to Deliver Faster, More Secure Services.
Collection / Acquisition	<p>GSA owned data that will not require new collection:</p> <ul style="list-style-type: none"> • Administrative data from legacy systems • Administrative data from EDS <p>New data collection (internal):</p> <ul style="list-style-type: none"> • Surveys with EDS developers and users • Interviews with GSA data practitioners • Document/process review
Topics	Enterprise data architecture, technology modernization, analytic infrastructure

Activity D	B	Evaluation	Outcome evaluation to understand the success in scaling FedRAMP 20x				
Supports Priority Question(s)...			1	2	3	4	5
						X	
Evaluation Question(s)			<ul style="list-style-type: none"> ▪ To what extent have the factors needed to scale the 20x Phase I and II pilots been realized? ▪ Do market factors demonstrate that the 20x authorization process can replace the Rev 5 authorization pathway? 				
Description			FedRAMP is modernizing the process for assessing and authorizing cloud services for use in the federal government through a series of pilots in the 20x initiative. These efforts are intended to increase secure adoption across government, reduce review time, and increase the number of authorized products available on the FedRAMP Marketplace. The 20x initiative will apply the lessons from two early stage				

	<p>pilots for Low (Phase I) and Moderate (Phase II) authorizations to finalize the process and open it more broadly to the public in Phase III. The ultimate goal is to successfully scale the 20x authorization process so that it can replace the Rev 5 authorization practice as the standard. The activity supporting this priority question will provide evidence to assess whether scaling the 20x process in Phase III is meeting its objectives and provide evidence to inform a decision on how to approach sunseting the Rev 5 process.</p> <p>This outcome evaluation activity will use techniques to create groups of comparable authorizations packages submitted through the Rev 5 process and the 20x process to estimate changes in the outcomes that are associated with the 20x authorization process. For example, the analysis could account for both vendor (e.g., size by volume or number of employees, prior experience with FedRAMP, use of a consultant or third party tool) and product characteristics (e.g., level of complexity, product category) when estimating program effects. The exact methods will be more clearly defined in an analysis plan, which will be published prior to the start of the evaluation.</p> <p>The viability of the 20x process is dependent on internal capacity to scale the approach, as well as external factors related to vendor demand for the 20x process and agency demand for the cloud service products offered in the FedRAMP marketplace. Internal outcomes of interest include the time and level of effort for GSA reviews and the consistency of reviews. External outcomes related to the vendor community include the number and composition of products submitted for authorization and the number and composition of vendors submitting packages for authorization. External outcomes related to other federal agencies include the number of agency authorization reuses and the level of use of authorized products.</p> <p>We anticipate this will be a 9-12 month evaluation. We will refine and finalize the methods and data sources early in 20x Phase III in an analysis plan that will be publicly posted prior to gathering data. To allow for enough vendors to participate in Phase III to have an adequate sample size for analysis, we anticipate needing to wait for Phase III to be running for at least six months, although the exact timing will depend on the analytic needs specified in the analysis plan. We will query internal GSA systems for most of the data. The priority will be placed on GSA-controlled data sources. As resources allow, we may undertake a scan of the public market to better understand the growth in third-party Government Risk and Compliance tools, which is an indicator that tool providers see the 20x process as a sustainable, long-term investment. The analysis and reanalysis will follow the OES Project Process. At the conclusion of the evaluation, a summary will be posted on the GSA website.</p>
Alignment to Priority(ies)	This activity aligns with GSA Strategic Goal 3: Enhance our IT Infrastructure and Software Services and Strategic Objective 3.3: Provide shared services that improve security and interoperability. This activity also supports the PMA Priority to Deliver Results, Buy American and the PMA Goal to Leverage Technology to Deliver Faster, More Secure Services.
Collection / Acquisition	<p>GSA owned data that will not require new collection:</p> <ul style="list-style-type: none"> ● GSA/FedRAMP internal systems: GSA staffing levels, timing of review steps, submission characteristics ● Vendor characteristics: SAM.gov <p>Data reported to GSA by other agencies that do not require new collection:</p> <ul style="list-style-type: none"> ● Agency use of FedRAMP products <p>New data collection:</p> <ul style="list-style-type: none"> ● Potential scan of the public market for Government Risk and Compliance tools (e.g., web scraping of available tools, discussions with industry experts)
Topics	Cloud Services, IT Security, IT Procurement

SECTION III | CHALLENGES

This section details any challenges to developing evidence as part of answering the Priority Questions, including any statutory or other restrictions to accessing relevant data.

While we do not expect major risks or challenges for completing these evidence-building activities, the approach or timing could be affected by several potential challenges. Although most activities rely on data already available to GSA, some are dependent on receiving accurate and timely data from other agencies. All of the evidence activities described in this Evidence Plan support new initiatives which will continue to rapidly develop and may change throughout FY 2026. The activities described in this Evidence Plan are reflective of current plans and may need to be adjusted prior to FY 2027 to take into account changes to current implementation plans. Specific challenges related to each of the four evidence activities are described below.

- Activity A – Implementation evaluation of portfolio optimization efforts on costs and building utilization: The accuracy and timeliness of occupancy data provided by other agencies will affect the ability to effectively execute the evaluation. Utilization data will likely be derived from multiple collection methods (e.g., employee badge/Personal Identity Verification card, Wi-Fi, timecards, daily check-in surveys). The comparability, complexity, and accuracy of these data may influence the analytic approach and ability to draw conclusions.
- Activity B – Progress reporting on the Plan for Consolidating Federal Procurement: The Plan for Consolidating Federal Procurement’s Risk Register (*Appendix F [add link when publicly available]*) lists expected challenges to implementing the Plan and mitigation strategies.
- Activity C – Implementation evaluation of transitioning a high-value data product to the EDS: Migrating high-value data sources to EDS is dependent on staff availability and competing demands. The focus on a small number of high-value assets in the initial migration is meant to limit the scope and maximize the potential for successful migration with existing staff.
- Activity D – Outcome evaluation to understand the success in scaling FedRAMP 20x: The outcome measures related to other agencies’ use of products are contingent upon the accurate, complete, and timely submission of data by those agencies. Manageable throughput depends on current projections for the time required per review and available staffing resources, and changes to either factor would affect established timelines.