

U.S. General Services Administration

OPERATING EXPENSES

Fiscal Year 2023 Congressional Justification

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Appropriations Language

*For expenses authorized by law, not otherwise provided for, for Government-wide activities associated with utilization and donation of surplus personal property; disposal of real property; agency-wide policy direction, and management; the hire of zero emission passenger motor vehicles and supporting charging or fueling infrastructure; and services as authorized by 5 U.S.C. 3109; **\$54,478,000**, of which not to exceed \$7,500 is for official reception and representation expenses.*

Program Description

The major programs funded by this appropriation include the personal property utilization and donation activities of the Federal Acquisition Service (FAS); the real property utilization and disposal activities of the Public Buildings Service (PBS); and Executive Management and Administration activities including support of Government-wide mission-assurance activities. This appropriation supports a variety of operational activities that are not feasible or appropriate for a user fee arrangement.

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Amounts Available for Obligation

(Dollars in Thousands)

	FY 2021 Actual	FY 2022 Annualized C.R.	FY 2023 Request
<i>Unobligated balance, start of year.....</i>	\$ 3,772	\$ 772	\$ 772
Discretionary authority:.....			
Annual appropriation.....	\$49,440	\$ 49,440	\$54,478
Reimbursable authority.....			
New authority.....	\$ 2,725	\$ 11,575	\$11,575
Change in uncollected payments.....	<u>\$ 4,318</u>	<u>\$ -</u>	<u>\$ -</u>
Subtotal, reimbursable authority.....	\$ 7,043	\$ 11,575	\$11,575
Reimbursable authority, expiring.....	\$ -	\$ -	\$ -
Appropriations authority, expiring.....	\$ (2,039)	\$ -	\$ -
Recovery of prior-year obligations.....	\$ -	\$ -	\$ -
Unobligated balance, lapsing.....	\$ -	\$ -	\$ -
Unobligated balance, reimbursable.....	\$ (3,563)	\$ -	\$ -
Unobligated balance, rescinded.....	\$ -	\$ -	\$ -
Unobligated balance, sequestered.....	\$ -	\$ -	\$ -
Unobligated balance, end of year.....	<u>\$ (3,772)</u>	<u>\$ (772)</u>	<u>\$ (772)</u>
Total, obligations.....	\$50,881	\$ 64,015	\$66,053
Obligations, appropriated (annual).....	\$47,401	\$ 49,440	\$54,478
Obligations, appropriated (no year).....	\$ -	\$ 3,000	\$ -
Obligations, reimbursable.....	\$ 3,480	\$ 11,575	\$11,575
Net Outlays.....	\$46,563	\$ 50,496	\$53,030

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Obligations by Program

(Dollars in Thousands)

	FY 2021		FY 2022		FY 2023	
	FTE	Actual Obligations	FTE	Plan Obligations	FTE	Request Obligations
1. Personal Property Management						
Appropriated Obligations	49	\$ 8,281	53	\$ 9,419	53	\$ 10,750
Reimbursable Obligations*	7	\$ 1,614	0	\$ -	0	\$ -
Subtotal, PPM	56	\$ 9,895	53	\$ 9,419	53	\$ 10,750
2. Real Property Disposal						
Appropriated Obligations	72	\$ 17,217	83	\$ 17,471	83	\$ 18,342
Reimbursable Obligations	5	\$ 1,866	7	\$ 11,500	7	\$ 11,500
Subtotal, RPD	77	\$ 19,083	90	\$ 28,971	90	\$ 29,842
3. Executive Direction						
Appropriated Obligations	60	\$ 21,903	79	\$ 22,550	79	\$ 25,386
Reimbursable Obligations	0	\$ -	0	\$ 75	0	\$ 75
Subtotal, M&A	60	\$ 21,903	79	\$ 22,625	79	\$ 25,461
4. System for Award Management						
Appropriated Obligations**	0	\$ -	0	\$ 3,000	0	\$ -
Subtotal, SAM	0	\$ -	0	\$ 3,000	0	\$ -
Total, Appropriated Obligations	181	\$ 47,401	215	\$ 52,440	215	\$ 54,478
Total, Reimbursable Obligations	12	\$ 3,480	7	\$ 11,575	7	\$ 11,575
Total, Obligations	193	\$ 50,881	222	\$ 64,015	222	\$ 66,053

*Personal Property Management Reimbursable was transferred to the Acquisition Services Fund starting in FY 2022

**The Obligations for the System for Award Management in FY 2022 are from the funding enacted in FY 2020

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Explanation of Changes by Program, Appropriated Dollars and FTE
(Dollars in Thousands)

	PPM		RPD		EXEC DIRECTION		TOTAL	
	FTE	Authority	FTE	Authority	FTE	Authority	FTE	Authority
FY 2022 Annualized C.R.	53	\$ 9,419	83	\$ 17,471	79	\$ 22,550	215	\$ 49,440
Program Increases:								
Salaries and Benefits		\$ 288		\$ 486		\$ 538		\$ 1,312
Travel and Transportation		\$ 75		\$ -		\$ 23		\$ 98
Rent		\$ -		\$ -		\$ 24		\$ 24
Communications		\$ (1)		\$ -		\$ -		\$ (1)
Contracts		\$ 967		\$ 385		\$ 2,255		\$ 3,607
Supplies and Equipment		\$ 2		\$ -		\$ -		\$ 2
Subtotal, Program Increases:	-	\$ 1,331	-	\$ 871	-	\$ 2,840	-	\$ 5,042
Program Decreases								
Contracts		\$ -		\$ -		\$ (4)		\$ (4)
Subtotal, Program Decreases:	-	\$ -	-	\$ -	-	\$ (4)	-	\$ (4)
FY 2023 Request	53	\$ 10,750	83	\$ 18,342	79	\$ 25,386	215	\$ 54,478

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Obligations by Object Classification

(Dollars in Thousands)

	FY 2021 Actual	FY 2022 Annualized C.R.	FY 2023 Request
11.1 Full-time, permanent	\$ 20,206	\$ 25,952	\$ 26,851
11.3 Other than full-time permanent	\$ 1,697	\$ -	\$ -
11.5 Other personnel compensation	\$ 536	\$ 438	\$ 472
11.8 Special personnel services payments	\$ 33	\$ -	\$ -
12.1 Civilian personnel benefits	\$ 7,732	\$ 8,991	\$ 9,271
21.0 Travel and transportation of persons	\$ 95	\$ 405	\$ 503
22.0 Transportation of things	\$ -	\$ 1	\$ 1
23.1 Rental payments to GSA	\$ 1,349	\$ 1,214	\$ 1,238
23.3 Communications and utilities	\$ 25	\$ 72	\$ 71
24.0 Printing and reproduction	\$ 1	\$ 2	\$ 3
25.1 Advisory and assistance services	\$ 6,729	\$ 5,921	\$ 8,807
25.2 Other services from non-Federal sources	\$ 316	\$ -	\$ 35
25.3 Other goods & services from Federal sources	\$ 8,487	\$ 6,324	\$ 7,106
25.7 Operation and maintenance of equipment	\$ 21	\$ -	\$ -
26.0 Supplies and materials	\$ 170	\$ 98	\$ 98
31.0 Equipment	\$ 5	\$ 22	\$ 23
99.0 Obligations, Appropriated (Annual)	\$ 47,401	\$ 49,440	\$ 54,478
<i>Subtotal, PC&B</i>	\$ 30,204	\$ 35,381	\$ 36,593
<i>Subtotal, Non-labor</i>	\$ 17,198	\$ 14,059	\$ 17,885
99.0 Obligations, available from prior years	\$ -	\$ 3,000	\$ -
99.2 Obligations, reimbursable	\$ 3,480	\$ 11,575	\$ 11,575
99.9 Total obligations	\$ 50,881	\$ 64,015	\$ 66,053

Summary of the Request

The FY 2023 request provides a total of \$54.5 million and 215 Full Time Equivalent (FTE) employees for the base program for Operating Expenses (OE). This request represents a \$5 million increase from the FY 2022 C.R. annualized level. The increase will fund additional personnel compensation and benefits (PC&B) costs related to the FY 2023 pay raise and inflation, electric vehicle charging station infrastructure for GSA's in-house fleet, supply chain risk management support, and efforts to modernize systems.

Appropriated Program: The OE appropriation supports the following programs:

- Personal Property Utilization and Donation: transfers personal property no longer needed by an executive agency to other executive agencies, State and local governments, and nonprofit organizations (please see ASF-25 for a description of the Personal Property Utilization and Donation Reimbursable Program);
- Office of Real Property Utilization and Disposal: transfers or sells unneeded real property assets to benefit the Federal Government and surrounding communities; and
- Executive Direction: provides agency-wide direction and supports Government-wide mission assurance activities.

Reimbursable Program: In FY 2023 the OE appropriation will provide reimbursable services to other Federal agencies in the amount of \$11.6 million, a level that supports 7 FTE. This amount includes:

(1) \$11.5 million and 7 FTE for real estate disposal services for: specialized properties outside the purview of the Federal Property and Administrative Services Act of 1949; and real property seized, forfeited, or foreclosed on by other agencies; and

(2) \$75 thousand for Emergency Support Function #7 (ESF-7) under the national response framework. Office of Mission Assurance personnel are responsible for coordinating ESF-7 activities on behalf of GSA. This support is provided pursuant to 44 C.F.R. §§ 206.5 and 206.8. All personnel hours (overtime), travel, and other costs for activities in support of the response and recovery efforts are reimbursable under a mission assignment issued by the Federal Emergency Management Agency.

Federal Acquisition Service, Personal Property Utilization, and Donation

FY 2023 Budget Request

The FY 2023 Request provides \$10.75 million and 53 FTE for the Personal Property Utilization and Donation program, which is an increase of \$1.33 million from the FY 2022 Annualized Continuing Resolution.

Key Changes

The FY 2023 Request is an increase of \$1.33 million from the FY 2022 Annualized Continuing Resolution in order to fund the annualized impact of the pay raises in calendar years 2022 and 2023, as well as fund increased IT hosting needs and internal portfolio support.

Program Description

The FAS Personal Property Utilization & Donation (U&D) program facilitates the transfer and reutilization of excess Federal personal property. Personal property no longer needed by an executive agency may be offered at no cost to other Federal agencies, State and local governments, and eligible nonprofit organizations. The program also provides regular training to Federal, State, and other stakeholders, assists agencies with disposition projects, provides oversight of the State Agencies for Surplus Property, hosts the GSA Computers for Learning website, and manages foreign gifts and the donation of firearms.

Utilization and Donation Program

The U&D program saves money for the Federal Government and recipient organizations by promoting the efficient utilization and disposal of Government personal property. When federally-owned personal property is determined to be “excess,” it is first offered to other executive agencies and transferred, with the cost covered by the excessing agency, upon request. All executive agencies must use excess personal property as the first source of supply in lieu of new procurements. If the property is not needed by any executive agency, it is declared “surplus” and is offered for donation to State and local governments and other eligible entities. The program ensures that taxpayer funded assets that are no longer needed by the Federal Government continue to benefit the public in communities across the country.

In FY 2020 and FY 2021, U&D responded to COVID-19 by partnering with the Federal Emergency Management Agency (FEMA) and other executive agencies to expeditiously identify excess Federal property that could be used for response efforts including Personal Protective Equipment (PPE), ventilators, medical equipment and supplies, travel trailers, meal kits, etc. U&D facilitated the transfer or donation of over \$55 million (original acquisition cost) of property to FEMA, other Federal agencies, State and local governments, and other eligible recipients for COVID-19 response. In FY 2020 and FY 2021, the amount of excess property reported by agencies has declined due to the closure of Federal facilities and curtailed

operations during the pandemic; however, U&D expects program volumes to rebound as in-person agency operations are restored.

In FY 2021, U&D began implementation of the Veterans Small Business Enhancement Act of 2018, in partnership with the U.S. Small Business Administration (SBA) and the States, to provide surplus Federal personal property to veteran-owned small businesses (VOSBs). This effort included collaboration with SBA to establish program rules and regulations, VOSB outreach, systems enhancements, and the creation and execution of memorandums of agreement between GSA, SBA, and participating States.

In FY 2020 and FY 2021, U&D began modernizing and consolidating numerous legacy business systems, including GSAXcess, that facilitate the reporting, reuse and disposal of Federal personal property assets Government-wide. Modernizing obsolete systems will improve the customer experience, increase property reutilization and donation rates, automate and reduce risk associated with manual processes, enhance data analytical capabilities and decision making, improve controls and tracking of assets, and better position GSA to respond to new and emerging Federal personal property disposal challenges. In FY 2022, GSA will launch the modernized Personal Property Management System (PPMS).

In FY 2022 and FY 2023 U&D will continue to roll out the donation of surplus personal property to VOSBs, responding to the unique needs of these businesses as compared to the traditional eligible donee groups. U&D will also continue to modernize and enhance its business systems and processes to address customer needs, improve the reuse of Federal assets, and reform outmoded business processes.

In FY 2022 and FY 2023 U&D will also support the administration's emphasis on climate change, social equity, support for State and local governments, and the American economy. U&D will play a key role in ensuring the environmentally-friendly disposition of Federal assets by maximizing their use and avoiding landfill disposal and the emissions and waste associated with the production and distribution of new items. U&D will also collaborate with partner organizations to improve outreach and provide surplus assets to State and local governments and non-profit organizations to benefit underserved communities. U&D will also continue its partnership with SBA to provide eligible small businesses the surplus assets needed to support and grow their business.

The U&D program provides the following services to executive agencies, State and local governments, and eligible property recipients.

- **Federal Excess Personal Property Reutilization Program:** Maximizes reutilization of Federal excess personal property by executive agencies, transferring nearly \$528 million in Original Acquisition Cost (OAC) property between agencies in FY 2021.

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- **Surplus Federal Personal Property Donation Program:** In partnership with States, donated nearly \$481 million in surplus Federal property to eligible recipients in FY 2021, including state and local government agencies; non-profit organizations supporting education, health, veterans, the elderly; SBA 8(a) and veteran owned small businesses; and others.
- **GSA-hosted Computers for Learning Website:** GSA hosts a website to provide information for Federal agencies should they choose to transfer computer equipment to schools and educational non-profits (nearly \$31 million OAC transferred in FY 2021).
- **Foreign Gifts Program:** manages the custody, screening, and reassignment of foreign gifts received from foreign governments by Federal employees as a result of their official positions.

Sales

When the excess personal property cannot be disposed of through reutilization or donated through the Federal surplus personal property donation program, the FAS Personal Property Sales Program provides services to Federal agencies for the sale of property directly to the public. This part of the program is funded through the Acquisition Services Fund (ASF) and is not funded from the Operating Expense appropriation. More information on this program can be found in the ASF section of GSA's FY 2023 Congressional Justification.

Public Buildings Service, Office of Real Property Utilization and Disposal

FY 2023 Budget Request

The FY 2023 Budget request provides \$18.3 million and 83 FTE for the PBS Office of Real Property Utilization and Disposal (RPUD), which is an increase of \$871 thousand above the FY 2022 C.R. annualized level to fund the pay raises in FY 2022 and FY 2023.

The program's activities are vital to the Government-wide effort to reduce real estate expenses by improving the utilization of real property assets and disposing of surplus assets in a timely manner. RPUD plays an integral role in the ongoing execution of recent legislation focused on the disposal of Federal real estate, including the Federal Assets Sale and Transfer Act of 2016 and the Federal Property Management Reform Act of 2016. RPUD looks forward to implementing the Administration's proposal to expand the authorities of the GSA Disposal Fund, assisting agencies with readying assets for disposition.

Program Description

The Office of Real Property Utilization and Disposal works with the majority of Federal land holding agencies to develop real estate strategies (including conveyances, exchanges, relocations and sales) to identify and better manage underutilized assets. The RPUD program offers Federal clients a wide range of realty services, expert guidance, and analytical tools. Services include: transaction support, due diligence analysis, targeted asset reviews, highest and best use studies, appraisals, marketing strategies, environmental assessments, and historic evaluations. This program leverages its services, tools, and expertise to drive optimal real estate outcomes that are tailored to an agency's unique mission requirements. These outcomes result in the more efficient operation of the Federal real property portfolio. To complement its expertise and to enhance service offerings, RPUD provides a variety of contractual vehicles that offer Federal clients access to realty and environmental firms. RPUD employs the following programs and tools, among others:

Public Benefit Conveyances (PBCs): When property is no longer needed by the Federal Government, RPUD partners with Federal sponsoring agencies to make surplus real property available to eligible entities for certain public purposes such as public health, homeless assistance, education, law enforcement, emergency management, and recreation. RPUD conducts compliance inspections to ensure properties are used as intended. In FY 2021, RPUD conveyed 23 properties with a combined estimated fair market value of \$34.1 million.

Early Transfer Authority: Early Transfer Authority (ETA) allows the Federal Government to transfer property to non-Federal entities before the completion of environmental cleanup, as long as safeguards are in place to protect human health and the environment.

Lighthouse Program: The National Historic Lighthouse Preservation Act (NHLPA) authorizes RPUD to divest historic lighthouses in partnership with the Coast Guard and the National Park Service. NHLPA recognizes the cultural, recreational, and educational value associated with these historic resources by allowing lighthouses to be conveyed at no cost to Federal agencies, State and local governments, and non-profit organizations that have the resources and expertise to preserve and manage the asset. If a suitable steward is not identified, RPUD is authorized to divest of the property through a competitive public sale. Since the NHLPA program's inception, almost 150 light stations around the country have been transferred to new stewards.

Utilization Studies: RPUD provides objective real property reviews for landholding agencies. These asset reviews can be targeted toward an individual asset or a portfolio of assets depending on the needs of the landholding agency. These studies provide critical information to support viable realty strategies.

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Online Auctions: For over a decade RPUD has been efficiently selling surplus properties via a dedicated auction website (realestatesales.gov). This sales method maximizes the sale price because it reaches a larger base of buyers at a lower cost than traditional outcry auctions. In the 5-year period ending in FY 2021, RPUD sold 334 properties via auction for more than \$350 million in gross receipts.

Reimbursable Services: Certain Federal landholding agencies have their own real estate authority but utilize RPUD to perform realty services on their behalf. RPUD provides these services through interagency agreements, on a reimbursable basis. Services range from the management and execution of all aspects of a disposition project to specific tasks to inform a utilization decision or implement a disposition strategy.

Executive Direction

FY 2023 Budget Request

The FY 2023 request for Executive Direction provides \$24.5 million and 79 FTE, which is a \$2.8 million increase from the FY 2022 C.R. annualized level. The increase will provide \$1.3 million for charging infrastructure for GSA's in-house fleet, \$0.5 million to support a new supply chain office, and \$0.2 million for the pay increase. The additional \$0.8 million in funding will enable GSA to continue to pursue projects that will, among other goals, better leverage data as a strategic asset by improving customer experience, making internal operations more effective and efficient, and continuing to shift from low-value to high-value work. The funding will also support continued planning to address the Administration's priorities, including ongoing challenges of the pandemic; further develop short-term and long-term post-pandemic workforce and workplace plans; and drive whole-of-agency responses to tackle the climate crisis, advance equity, and promote economic opportunity.

Program Description

This program area supports a variety of general management and administrative activities associated with GSA internal operations. These activities include: (1) the Offices of the Administrator and the Regional Administrators, (2) the Office of Congressional and Intergovernmental Affairs, (3) the Office of Mission Assurance, and (4) the Executive Direction Corporate Account.

The Offices of the Administrator and Regional Administrators are responsible for the execution of all functions assigned to GSA by law and regulation. These Offices are responsible for driving the vision, mission, and values of GSA.

Office of Congressional and Intergovernmental Affairs (OCIA) is the GSA liaison with Congress, State and local governments, foreign governments, and partner Federal agencies. OCIA coordinates meetings and testimony before Congressional Committees, helps Congressional offices resolve issues related to GSA programs and services, supports the GSA legislative program with the Congress, and coordinates reimbursable services through the GSA Working Capital Fund to over 1,400 House-district and Senate-state offices for the Congress. OCIA also facilitates interactions between GSA officials and delegations representing foreign, State, and local governments.

The Office of Mission Assurance (OMA) executes GSA responsibilities during domestic and national security emergencies to aid Federal agencies and State and local governments, supports client agency needs, and restores GSA operations. OMA ensures the continuation of the agency's critical business processes by integrating and coordinating activities across all domains of security (physical, cyber, personnel, and industrial), HSPD-12 credentialing, emergency management, contingency and continuity planning, and disaster response. The OMA continuity mission is authorized by the National Continuity Policy (NSPD-51/HSPD-20) and directly supports GSA responsibilities to recover and perform primary mission-essential functions during a continuity event. Certain OMA activities are funded by the WCF to assure the safety, privacy, and security of GSA facilities, people, and IT assets nationwide.

The Executive Direction Corporate Account funds agency priorities, WCF payments, regional rent, and security for the organizations under Executive Direction.

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