

**U.S. General Services Administration**

**OPERATING EXPENSES**

**Fiscal Year 2025 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; and, in addition to any other amounts made available to the General Services Administration for such purposes, the hire of zero emission passenger motor vehicles and supporting charging or fueling infrastructure; \$55,568,000, 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 disposition 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 2023 Actual	FY 2024 Full Year CR	FY 2025 Request
<i>Appropriated unobligated balance, start of year.....</i>	\$ 3,772	\$ 3,772	\$ 772
Discretionary authority:.....			
<b>Annual appropriation.....</b>	<b>\$ 54,478</b>	<b>\$ 54,478</b>	<b>\$ 55,568</b>
Reimbursable authority.....			
New authority.....	\$ 1,192	\$ 11,575	\$ 11,575
Change in uncollected payments.....	<u>\$ 2,489</u>	<u>\$ -</u>	<u>\$ -</u>
Subtotal, reimbursable authority.....	\$ 3,681	\$ 11,575	\$ 11,575
Reimbursable authority, expiring.....	\$ (107)	\$ -	\$ -
Appropriations authority, expiring.....	\$ (871)	\$ -	\$ -
Recovery of prior-year obligations.....	\$ -	\$ -	\$ -
Unobligated balance, lapsing.....	\$ -	\$ -	\$ -
Unobligated balance, reimbursable.....	\$ (1,646)	\$ -	\$ -
Unobligated balance, rescinded.....	\$ -	\$ -	\$ -
Unobligated balance, sequestered.....	\$ -	\$ -	\$ -
Unobligated balance, end of year.....	<u>\$ (3,772)</u>	<u>\$ (772)</u>	<u>\$ (772)</u>
Total, obligations.....	\$ 55,535	\$ 69,053	\$ 67,143
<b>Obligations, appropriated (annual).....</b>	<b>\$ 53,607</b>	<b>\$ 54,478</b>	<b>\$ 55,568</b>
Obligations, appropriated (no year).....	\$ -	\$ 3,000	\$ -
Obligations, reimbursable.....	\$ 1,928	\$ 11,575	\$ 11,575
Net Outlays.....	\$ 52,634	\$ 69,053	\$ 67,143

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**Obligations by Program**  
(Dollars in Thousands)

	FY 2023		FY 2024		FY 2025	
	FTE	Actual	FTE	Full Year CR	FTE	Request
<b>1. Personal Property Management</b>						
Appropriated Obligations	48	\$ 10,650	58	\$ 10,823	63	\$ 12,283
Reimbursable Obligations	<u>0</u>	<u>\$ -</u>	<u>0</u>	<u>\$ -</u>	<u>0</u>	<u>\$ -</u>
Subtotal, PPM	48	\$ 10,650	58	\$ 10,823	63	\$ 12,283
<b>2. Real Property Disposal</b>						
Appropriated Obligations	73	\$ 18,220	83	\$ 18,342	83	\$ 19,109
Reimbursable Obligations	<u>5</u>	<u>\$ 1,928</u>	<u>7</u>	<u>\$ 11,500</u>	<u>7</u>	<u>\$ 11,500</u>
Subtotal, RPD	78	\$ 20,148	90	\$ 29,842	90	\$ 30,609
<b>3. Executive Direction</b>						
Appropriated Obligations	63	\$ 24,737	79	\$ 25,313	79	\$ 24,176
Reimbursable Obligations	<u>0</u>	<u>\$ -</u>	<u>0</u>	<u>\$ 75</u>	<u>0</u>	<u>\$ 75</u>
Subtotal, M&A	63	\$ 24,737	79	\$ 25,388	79	\$ 24,251
<b>4. System for Award Management</b>						
Appropriated Obligations*	<u>0</u>	<u>\$ -</u>	<u>0</u>	<u>\$ 3,000</u>	<u>0</u>	<u>\$ -</u>
Subtotal, SAM	0	\$ -	0	\$ 3,000	0	\$ -
<b>Total, Appropriated Obligations</b>	<b>184</b>	<b>\$ 53,607</b>	<b>213</b>	<b>\$ 57,478</b>	<b>225</b>	<b>\$ 55,568</b>
<b>Total, Reimbursable Obligations</b>	<b>5</b>	<b>\$ 1,928</b>	<b>7</b>	<b>\$ 11,575</b>	<b>7</b>	<b>\$ 11,575</b>
<b>Total, Obligations</b>	<b>189</b>	<b>\$ 55,535</b>	<b>220</b>	<b>\$ 69,053</b>	<b>232</b>	<b>\$ 67,143</b>

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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
<b>FY 2024 Full Year CR</b>	51	\$ 10,823	83	\$ 18,342	79	\$ 25,313	213	\$ 54,478
<b>Program Increases:</b>								
Salaries and Benefits	1.0	\$ 672		\$ 42		\$ 558	1.0	\$ 1,272
Travel and Transportation		\$ 108		\$ -		\$ 57		\$ 165
Rent		\$ -		\$ -		\$ -		\$ -
Communications		\$ 3		\$ -		\$ 2		\$ 5
Contracts		\$ 655		\$ 725		\$ -		\$ 1,380
Training		\$ 20		\$ -		\$ -		\$ 20
Supplies and Equipment		\$ 6		\$ -		\$ 6		\$ 12
<b>Subtotal, Program Increases:</b>	<b>1.0</b>	<b>\$ 1,464</b>	<b>-</b>	<b>\$ 767</b>	<b>-</b>	<b>\$ 623</b>	<b>1.0</b>	<b>\$ 2,854</b>
<b>Program Decreases</b>								
Communications		\$ -		\$ -		\$ -		\$ -
Contracts		\$ (4)		\$ -		\$ (1,759)		\$ (1,763)
Training		\$ -		\$ (1)		\$ -		\$ (1)
Supplies and Equipment		\$ -		\$ -		\$ -		\$ -
<b>Subtotal, Program Decreases:</b>	<b>-</b>	<b>\$ (4)</b>	<b>-</b>	<b>\$ -</b>	<b>-</b>	<b>\$ (1,759)</b>	<b>-</b>	<b>\$ (1,764)</b>
<b>FY 2025 Request</b>	<b>52</b>	<b>\$ 12,283</b>	<b>83</b>	<b>\$ 19,109</b>	<b>79</b>	<b>\$ 24,177</b>	<b>214</b>	<b>\$ 55,568</b>

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**Obligations by Object Classification**  
(Dollars in Thousands)

	FY 2023 Actual	FY 2024 Full Year CR	FY 2025 Request
11.1 Full-time, permanent.....	\$ 21,688	\$ 27,125	\$ 26,978
11.3 Other than full-time permanent.....	\$ 1,970	\$ -	\$ -
11.5 Other personnel compensation.....	\$ 454	\$ 464	\$ 471
11.8 Special personnel services payments.....	\$ 201	\$ -	\$ -
12.1 Civilian personnel benefits.....	\$ 8,874	\$ 8,869	\$ 9,380
21.0 Travel and transportation of persons.....	\$ 847	\$ 811	\$ 919
22.0 Transportation of things.....	\$ -	\$ 1	\$ 1
23.1 Rental payments to GSA.....	\$ 1,461	\$ 1,041	\$ 1,362
23.3 Communications and utilities.....	\$ 12	\$ 67	\$ 63
24.0 Printing and reproduction.....	\$ 8	\$ 2	\$ 2
25.1 Advisory and assistance services.....	\$ 7,481	\$ 5,589	\$ 5,707
25.2 Other services from non-Federal sources.....	\$ 44	\$ 31	\$ 51
25.3 Other goods & services from Federal sources.....	\$ 8,174	\$ 7,368	\$ 7,512
25.7 Operation and maintenance of equipment.....	\$ 46	\$ -	\$ -
26.0 Supplies and materials.....	\$ 153	\$ 90	\$ 101
31.0 Equipment.....	\$ 2,194	\$ 3,021	\$ 3,022
<b>99.0 Obligations, Appropriated (Annual).....</b>	<b>\$ 53,607</b>	<b>\$ 54,478</b>	<b>\$ 55,568</b>
<i>Subtotal, PC&amp;B.....</i>	\$ 33,187	\$ 36,458	\$ 36,829
<i>Subtotal, Non-labor.....</i>	\$ 20,420	\$ 18,020	\$ 18,739
99.0 Obligations, available from prior years.....	\$ -	\$ -	\$ -
99.2 Obligations, reimbursable.....	\$ 1,928	\$ 11,575	\$ 11,575
99.9 Total obligations.....	\$ 55,535	\$ 66,053	\$ 67,143

### **Summary of the Request**

The FY 2025 request for Operating Expenses (OE) provides a total of \$55.6 million and 221 Full Time Equivalent (FTE) employees. This request represents a \$1.1 million net increase from the FY 2024 full year Continuing Resolution (CR) level. The request will fund additional personnel compensation and benefits (PC&B) costs related to the calendar years 2024 and 2025 pay raises and inflation, \$3 million to purchase electric vehicles and charging stations for GSA's in-house fleet, and funds to allow GSA to support the requirements of new legislation and initiatives.

**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 eligible nonprofit organizations (please see ASF-22 for a description of the Personal Property Utilization and Donation Reimbursable Program);
- Office of Real Property Disposition: 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 2025 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 2025 Budget Request**

The FY 2025 Request provides \$12.28 million and 52 FTE for the Personal Property Utilization and Donation program, which is an increase of \$1.53 million from the FY 2024 full year CR level.

### **Key Changes**

The FY 2025 Request is an increase of \$1.53 million from the FY 2024 full year CR level in order to fund the annualized impact of the pay raises in calendar years 2024 and 2025, as well as additional FTE and contractual services to support GSA's responsibilities driven by new legislation and initiatives, such as the Computers for Veterans and Students Act of 2022.

### **Program Description**

The FAS Personal Property Utilization & Donation (U&D) program facilitates the transfer (reutilization and donation) of excess and surplus Federal personal property. Personal property no longer needed by an executive agency may be offered at no cost to other executive 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 donation program and 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" to an executive agency's needs, it is first offered to other executive agencies for possible re-utilization within the Federal Government. 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" to the needs of the Federal Government 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.

The Computers for Veterans and Students (COVS) Act requires GSA to create a new Government-wide program to provide surplus Federal computer equipment to eligible non-profit computer refurbishers for refurbishment. Funding is needed to support the successful implementation of this legislation and management of the program.



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This program provides refurbished computers to disadvantaged persons (e.g., a veteran, an individual with a disability, a low-income individual, a student, or a senior in need) in order to bridge the digital divide. In order to ensure a successful implementation and ongoing administration of the COVS Act, GSA has to reach out to non-profit refurbishers and related organizations; collaborate with organizations to structure program guidelines; and engage with Federal agencies to understand their needs when disposing of repairable computer equipment. GSA needs to establish the program guidelines and processes with Federal agencies and nonprofit refurbishers, including eligibility guidelines, reporting requirements, unrepairable item disposition, equitable allocation and adjudication of competing requests by State Agencies for Surplus Property (SASPs) and non-profit refurbishers, program controls, etc.; as well as provide the necessary training to participants. In addition, GSA needs to develop, monitor, and control the implementation plan, including de-conflicting roadblocks and providing updates to Congress, OMB, and GSA leadership on implementation progress. GSA will also need to create and maintain an IT solution to facilitate the registration and eligibility adjudication of non-profit refurbishers, screen available computers, transfer surplus repairable computer equipment, and provide data on program metrics for required reports. Supporting this new program results in needing additional requested FTE as well as funding for the IT solution.

In FY 2023, the U&D launched the Personal Property Management System (PPMS), which consolidated numerous legacy business systems, including GSAXcess and computersforlearning.gov, that facilitate the reporting, reuse and disposal of Federal personal property assets Government-wide. The modern system 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 2024 and 2025, the U&D program will continue to modernize and enhance its business systems and processes to address customer needs, work to address recent Government Accountability Office (GAO) and GSA Inspector General recommendations, improve the reuse of Federal assets, and reform outmoded business processes, all while providing support and training to customer agencies as they transition to the new, modernized system.

The U&D program, in conjunction with the U.S. Small Business Administration (SBA) and the States, recently implemented the Veterans Small Business Enhancement Act of 2018 to provide surplus Federal personal property to veteran-owned small businesses (VOSBs). Since the program's inception, over \$165 million in surplus property has been donated to VOSBs to support and grow their businesses.

In FY 2024 and FY 2025, the U&D program will continue to roll out the donation of surplus personal property to VOSBs. The U&D program will continue its partnership with SBA to

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provide eligible small businesses (including certain SBA 8(a) organizations and VOSBs) the Federal surplus personal property needed to support and grow their business.

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

- **Federal Excess Personal Property Reutilization Program:** Maximizes reutilization of Federal excess personal property by executive agencies, transferring over \$1.8 billion in Original Acquisition Cost (OAC) property among agencies in FY 2023.
- **Federal Surplus Personal Property Donation Program:** In partnership with States, donated over \$763 million in surplus Federal property to eligible recipients in FY 2023, including State and local government agencies; non-profit organizations supporting education, health, veterans, and the elderly; SBA 8(a) and veteran-owned small businesses.
- **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 (over \$19 million OAC transferred in FY 2023).
- **Foreign Gifts Program:** Manages the custody, screening, and reassignment of gifts received from foreign governments by Federal employees as a result of their official positions.

**Sales**

When the excess personal property cannot be reutilized within the Federal Government 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 2025 Budget Submission.

## Public Buildings Service, Office of Real Property Disposition

### FY 2025 Budget Request

The FY 2025 Budget request provides \$19.1 million and 83 FTE for the PBS Office of Real Property Disposition (RPD), which is an increase of \$767 thousand above the FY 2024 full year CR level to fund increased PC&B costs.

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. RPD plays an integral role in the ongoing execution of recent legislation focused on the disposal of Federal real estate, as well as in the ongoing adjustment of the Federal real property landscape. RPD looks forward to implementing the Administration's proposal to expand the authorities of the GSA Disposal Fund, as outlined in GSA's Permanent Authorities narrative, assisting agencies with readying assets for disposition.

### Program Description

The Office of Real Property Disposition 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 RPD 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, RPD provides a variety of contractual vehicles that offer Federal clients access to realty and environmental firms. RPD employs the following programs and tools, among others:

**Public Benefit Conveyances (PBCs):** When property is no longer needed by the Federal Government, RPD 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. RPD conducts compliance inspections to ensure properties are used as intended. In FY 2023, RPD conveyed 20 properties with a combined estimated fair market value of \$27.1 million.

**Early Transfer Authority:** Early Transfer Authority 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.

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**Lighthouse Program:** The National Historic Lighthouse Preservation Act (NHLPA) authorizes RPD 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, RPD is authorized to divest of the property through a competitive public sale. Since the NHLPA program's inception, more than 150 lighthouses around the country have been transferred to new stewards.

**Utilization Studies:** RPD 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.

**Online Auctions:** For over a decade, RPD has been efficiently selling surplus properties via a dedicated auction website ([realestatesales.gov](https://www.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 2023, RPD sold over 325 properties via auction for more than \$500 million in gross receipts.

**Reimbursable Services:** Certain Federal landholding agencies have their own real estate authority but utilize RPD to perform realty services on their behalf. RPD 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 2025 Budget Request**

The FY 2025 request for Executive Direction provides \$25.3 million and 79 FTE, which is a \$129 thousand decrease from the FY 2024 full year CR level. The FY 2025 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; further develop the agency's short-term and long-term post-pandemic workforce and workplace plans; drive whole-of-agency responses to tackle the climate crisis, advance equity,

and promote economic opportunity; and provide \$3 million to purchase additional electric vehicles and charging stations to support GSA's electric vehicle fleet.

### **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 contribution, regional rent, and security for the organizations under Executive Direction.

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