

U.S. General Services Administration

FEDERAL CITIZEN SERVICES FUND

Fiscal Year 2025 Congressional Justification

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Appropriations Language

For necessary expenses authorized by 40 U.S.C. 323 and 44 U.S.C. 3604; and for necessary expenses in support of interagency projects that enable the Federal Government to enhance its ability to conduct activities electronically through the development and implementation of innovative uses of information technology; \$97,000,000 to be deposited into the Federal Citizen Services Fund: Provided, That the previous amount may be transferred to Federal agencies to carry out the purpose of the Federal Citizen Services Fund: Provided further, That the appropriations, revenues, reimbursements, and collections deposited into the Fund shall be available until expended for necessary expenses authorized by 40 U.S.C. 323 and 44 U.S.C. 3604 and for necessary expenses in support of interagency projects that enable the Federal Government to enhance its ability to conduct activities electronically through the development and implementation of innovative uses of information technology: Provided further, That the transfer authorities provided herein shall be in addition to any other transfer authority provided in this Act.

Program Description

The Federal Citizen Services Fund (FCSF) combines public-facing services and agency-facing programs that, together, drive Government-wide digital transformation. The programs funded by the FCSF offer shared digital services across the Federal enterprise, promote the adoption of the processes and systems that foster innovation, and support Federal agencies in increasing their own capacity to drive digital transformation on behalf of the public.

The FCSF is administered at GSA by Technology Transformation Services (TTS), part of the Federal Acquisition Service. TTS is uniquely situated to provide digital services that cut across Government. The TTS mission is to design and deliver a digital Government with and for the American public. With an expansive view that crosses agency boundaries, TTS is making a difference by delivering value through burden-reduction, reuse of digital services, overall better Government experiences, creating economies of scale, and reducing costs.

The FY 2025 Request funds the digital products, programs, and services that enable Government-wide implementation of numerous statutes, Executive Orders, and policy memos. These programs and services also enable GSA's own compliance with the laws and policies governing digital experience, accessibility, and cybersecurity. An appendix outlining the specific statutes, Executive Orders, and policies supported by FCSF-funded programs and services is included in this justification.

In Section 753 of the FY 2023 enacted omnibus appropriations act, the FCSF received additional authority to collect funding from across the Government, in coordination with the Office of Management and Budget (OMB), to carry out the purposes of the FCSF. The funding collected through this authority will be used to grow and expand the capabilities of shared digital services that are used across the Federal enterprise. This additional funding provided to the

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FCSF through the Section 753 authority will be referred to as "Agency Contributions" for the remainder of this document.

The FCSF appropriation, agency reimbursements, and authorized Agency Contributions provide for the salaries and expenses of staff and programs authorized by 40 U.S.C. 323 and 44 U.S.C. 3604. Federal agencies pay for the costs of the services provided on behalf of the customer agencies.

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>			
Annual Appropriations (no year).....	\$ 13,329	\$ 36,251	\$ 27,770
FCSF and TMF American Rescue Plan (multi-year).....	\$ 101,831	\$ 46,769	\$ -
Total Unobligated Balance, direct, start of year.....	\$ 115,160	\$ 83,020	\$ 27,770
Appropriated authority:			
TMF American Rescue Plan Transfer (multi-year).....	\$ (4,961)	\$ (606)	\$ -
Rescinded unobligated CARES Act (no year).....	\$ (174)	\$ (58)	\$ -
Annual Appropriations.....	\$ 90,000	\$ 90,000	\$ 97,000
Total Appropriated Authority.....	\$ 200,026	\$ 172,357	\$ 124,770
Total Collections:			
Reimbursable Services:			
Reimbursable Unobligated Balance, start of year.....	\$ 10,278	\$ 37,768	\$ 51,739
From Federal Agencies.....	\$ 36,523	\$ 87,691	\$ 106,021
From the Private Sector.....	\$ -	\$ -	\$ -
User Fees.....	\$ -	\$ -	\$ -
Gifts from the Private Sector.....	\$ -	\$ -	\$ -
Change in Unfilled Customer Orders.....	\$ 21,717	\$ -	\$ -
Subtotal, reimbursable authority.....	\$ 68,518	\$ 125,459	\$ 157,760
Recovery of prior-year obligations.....	\$ 7,608	\$ -	\$ -
Unobligated balance, reimbursable.....	\$ (37,768)	\$ (29,000)	\$ (26,000)
Unobligated balance, direct.....	\$ (83,020)	\$ (27,770)	\$ (21,250)
Total, obligations.....	\$ 155,364	\$ 241,046	\$ 235,280
Obligations, appropriated (no year).....	\$ 71,595	\$ 98,424	\$ 108,335
Obligations, appropriated (multi-year).....	\$ 52,047	\$ 46,163	\$ -
Obligations, reimbursable.....	\$ 31,722	\$ 96,459	\$ 131,760
<i>Net Outlays.....</i>	<i>\$ 101,745</i>	<i>\$ 192,837</i>	<i>\$ 188,224</i>

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

	FTE	FY 2023 Enacted	FTE	FY 2024 Full Year CR	FTE	FY 2025 Request
	77.71	\$ 90,000	138.75	\$ 90,000	151.25	\$ 97,000
Program Changes:						
Increase in Salary and Benefits for 1 FTE and Contractual Services to provide Government-wide training and related support activities for artificial intelligence					1.0	\$ 5,000
Increase in FTE and Contractual Services to expand the Presidential Innovation Fellows and U.S. Digital Corps PMOs' capacity to hire AI-specific talent					9.0	\$ 2,000
Increase in Salary and Benefits and Contractual Services for the Accelerators Division's PMO					1.5	\$ 933
Increase in Salary and Benefits for all Portfolios for the 2% Pay Raise						\$ 700
Increase in travel, training, and other miscellaneous costs across all divisions						\$ 143
Increase in Salary and Benefits for a net increase of 1 additional FTE to support FCSF activities					1.0	\$ 132
Decrease in Platforms & Services Division Support to continue partially funding the U.S. Web Design System and Digital.gov through agency contributions						\$ (357)
Decrease in MAX.gov PMO Contractual Services Support to transition the migration of MAX.gov from OMB to USDA instead of GSA						\$ (1,551)
Subtotal, Program Changes					12.5	\$ 7,000

Summary of the Request

GSA is requesting \$97 million in direct appropriations, the authority to collect \$26 million in agency contributions to deliver critical Government-wide shared services under the FSCF, and removal of the cap on the total amount of funding (which includes appropriations, agency contributions, and other reimbursable activities) available for expenditure in the fiscal year to support the expansion of services to other Federal agencies provided by FCSF-funded programs. Having these three forms of funding under FCSF authorities, without a constraint on our potential business volumes, will enable TTS to serve agency customers with more agility, reduce administrative inefficiencies, and improve Government-wide digital services for the American public.

The American Rescue Plan Act of 2021 invested \$150 million in the FCSF. FY 2025 is the first budget year after these funds expire, and this request sustains promising products, services and capabilities created with ARP funds. TTS's ARP portfolio included more than 40 initiatives, spanning critical improvements in foundational infrastructure and programs like FedRAMP and Search.gov; advancing digital transformation and innovation by reimagining Government-wide platforms like USAGov; and exploring emerging areas of opportunity for Government-wide impact, such as the U.S. Digital Corps and the Public Benefits Studio. An appendix of programs supported by ARP and funded in the FY 2025 request is included in this justification.

Key Changes

At the end of FY 2023, TTS executed an organizational realignment to improve program efficiency and organizational resilience. This realignment did not create, sunset or impact budgets for any programs; however, it did change how the FCSF budget is presented. The FY 2025 request aligns funding to TTS's new division structure to better represent the full cost of programs.

Key changes from this realignment that impact budget presentation include:

- Establishing the Office of Operations, which houses management and program support functions for all TTS Divisions. This Office is funded by the Acquisition Services Fund (ASF), and allocates a portion of its costs to FCSF-funded programs to reflect the support provided to those programs.
- Abolishing the Business Management Division within the Office of Solutions, and realigned baseline funding to the Office of Solutions.
- Allocating shared services costs previously paid through the Business Management Division to individual Office of Solutions program divisions and other FCSF programs, to represent the full cost of programming.
- Establishing the Platforms & Services Division within the Office of Solutions, combining the Data & Analytics and Innovation Portfolios.
- Establishing the Office of TTS Fellowships to streamline management of reimbursable fellowship programs including Presidential Innovation Fellows and U.S. Digital Corps. Presidential Innovation Fellows was previously situated in the Office of Clients and Markets; U.S. Digital Corps was housed in the Office of Solutions.

The FY 2025 request for direct appropriations is complemented with a requested increase in Agency Contributions to enable established program growth. In addition, GSA repeats its request to eliminate the cap on total funding to enable growth of reimbursable programs. The overall request includes funding to support the projected two percent pay raise for Federal employees in 2025.

The FCSF's FY 2025 request for appropriations include the following programmatic changes from the FY 2024 CR level:

- \$5 million increase for an additional 1 FTE and contractual services to provide Government-wide training and related support activities for artificial intelligence in support of the AI Training Act and Executive Order on the Safe, Secure, and Trustworthy Development and Use of Artificial Intelligence.
- \$2 million increase and an additional 9 FTE to the PIF and U.S. Digital Corps program management offices to expand the capacity to hire AI-specific talent into those programs.

- \$933 thousand increase for an additional 1.5 FTE and contractual services for the Accelerators Division PMO
- \$700 thousand increase for the President's proposed two percent pay raise for Federal employees in 2025
- \$143 thousand increase in travel, training, and other miscellaneous costs
- \$132 thousand increase for a net increase of 1 additional FTE to support FCSF activities
- \$357 thousand decrease for the Platforms & Services Division as the U.S. Web Design System (USWDS) and Digital.gov continue to partially fund program operations by Agency Contributions in FY 2025 instead of solely relying on appropriated funding
- \$1.6 million decrease for MAX PMO as a result of GSA's decision to transition the migration of MAX.gov from OMB to USDA instead of to GSA

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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.....	\$ 8,087	\$ 24,231	\$ 26,788
11.3	Other than full-time permanent.....	\$ 3,290	\$ -	\$ -
11.5	Other personnel compensation.....	\$ 196	\$ 727	\$ 831
11.8	Special personal services payments.....	\$ 434	\$ -	\$ -
11.9	Total personnel compensation.....	\$ 12,008	\$ 24,958	\$ 27,618
12.1	Civilian personnel benefits.....	\$ 4,034	\$ 9,692	\$ 11,074
13	Benefits for former personnel.....	\$ -	\$ -	\$ -
21	Travel and transportation of persons.....	\$ 110	\$ 606	\$ 409
22	Transportation of things.....	\$ -	\$ -	\$ -
23.1	Rental payments to GSA.....	\$ -	\$ -	\$ -
23.3	Communications and utilities.....	\$ -	\$ 3	\$ 3
24	Printing and reproduction.....	\$ -	\$ -	\$ -
25.1	Advisory and assistance services.....	\$ 37,964	\$ 30,615	\$ 37,083
25.2	Other services.....	\$ 19	\$ 606	\$ 409
25.3	Goods & services from Gov't accounts.....	\$ 13,907	\$ 23,511	\$ 20,394
25.7	Operation and maintenance of equipment.....	\$ -	\$ -	\$ -
26	Supplies and materials.....	\$ 2	\$ 2	\$ 2
31	Equipment.....	\$ 90	\$ 8	\$ 8
32	Land and structures.....	\$ -	\$ -	\$ -
42	Insurance claims and indemnities.....	\$ -	\$ -	\$ -
43	Interest and Dividends.....	\$ -	\$ -	\$ -
99	Obligations, appropriated (no year).....	\$ 68,133	\$ 90,000	\$ 97,000
	<i>Subtotal, PC&B.....</i>	<i>\$ 16,042</i>	<i>\$ 34,650</i>	<i>\$ 38,692</i>
	<i>Subtotal, Non-labor.....</i>	<i>\$ 52,092</i>	<i>\$ 55,350</i>	<i>\$ 58,308</i>
99	Obligations, appropriated (multi-year).....	\$ 52,047	\$ 46,163	\$ -
99	Obligations, reimbursable.....	\$ 31,722	\$ 96,459	\$ 131,760
99	Obligations, available from prior years.....	\$ 3,461	\$ 8,424	\$ 11,335
99.9	Total obligations.....	\$ 155,364	\$ 241,046	\$ 240,095
	<i>Full-Time Equivalentents (FTE)</i>	<i>77.71</i>	<i>138.75</i>	<i>151.25</i>

Expanding the impact of Government-wide shared services by pairing direct appropriations and Agency Contributions

Shared services across Government agencies offer “network effects”—the products and services get better as more agencies adopt them and more people use them. This can allow:

- The public to encounter consistent language, layouts, and behavior patterns, making every site more usable;
- Multiple agencies to leverage a FedRAMP authorization to speed deployment of a new cloud service across multiple agencies;
- The Federal Government to better understand how users are navigating across multiple web applications from multiple agencies, to improve the holistic customer experience; and
- The Federal Government and taxpayers to avoid duplicated investment and realize lower maintenance costs for each adopting agency, freeing them to focus on their areas of core mission impact.

The benefits of digital transformation offer the potential for exponential impact. This means that a relatively small investment, when directed to a widely adopted shared service, can generate a large impact for the public. Shared services can be cheaper and easier for each agency to adopt, compared to building or acquiring their own service for the same use case. Agencies can also benefit from lessons and best practices learned by others and can leverage digital service teams and communities of practice to help them implement improved services more efficiently. Additionally, agencies across Government are seeking ways to make key life moments, such as the birth of a child, disaster recovery, retirement, or financial shock easier for the public, which requires improvements to multiple programs that span multiple agencies. GSA is well-positioned to offer these types of shared services.

However, these services come with risk if not adequately resourced: Today’s cutting-edge digital experience, left unattended, is tomorrow’s legacy technology demanding an expensive “modernization.” Unlike physical infrastructure, the technologies that govern digital services are always evolving. (One example: a tablet device made 5 years ago that cannot even download apps made today.) This means that digital infrastructure must be constantly and continuously modernized to meet both the technical capacity of the devices on which users access it, as well as evolving user expectations and needs. Shared services must be based on **sustainable and predictable funding models** in order for them to attain the adoption levels that enable this impact.

In reimbursable funding models that rely on voluntary adoption, agencies negotiate with one another and with the program or service to determine how costs will be distributed. Historically, GSA has observed that each negotiating agency’s desire to minimize its own contributions can

lead to insufficient funding to continuously upgrade its underlying technology or adapt to evolving customer and user needs. This increases the chance for a failed or only partially successful shared service; a major modernization funding request; or both.

When agencies contribute through voluntary adoption, it incentivizes serving the needs of agencies that participate. This model can drive up per-agency costs, making these services less adoptable for new agencies to come on board. Voluntary adoption can lead to duplication of effort among well-resourced agencies that can afford to build their own services, and lagging adoption among less technically resourced agencies that cannot afford to subsidize development for the full Federal enterprise. This model can be appropriate for products and services whose costs and value increase predictably based on the level of adoption, but not for programs that improve the more agencies adopt them.

In FY 2023, Congress introduced a new funding mechanism for agency contributions to digital shared services under Division E, Section 753 of the Consolidated Appropriations Act of 2023. Upon fund collection, GSA leverages these Government-wide contributions to bolster and scale widely adopted shared services that had previously been funded only with direct appropriations from the FCSF. This new funding mechanism has seeded the sustainable funding source on which these widely adopted shared services can use to increase their capacity to support growing demand, while also spreading the cost of those services across the Federal enterprise.

In FY 2023, the FCSF saw its first significant appropriations increase in a decade. The FY 2025 President's Budget Request builds on this vision. Some shared services will remain fully funded by appropriations, while other mature and broadly used shared services will receive funding from Agency Contributions under this new model. As Agency Contributions are normalized and become a standard, predictable way of doing business, GSA will be able to transition more programs to this funding model, lessening the dependence on constrained annual appropriations for popular programs that must scale to meet demand.

Empowering agency use of modern, secure technology services

These GSA programs support Federal agency adoption of secure cloud services and investment in interoperability. By offering opportunities to reuse assets across agency boundaries – such as security documentation or programmatic data – these programs enable efficiency and cost-savings at Government-wide scale.

Federal Risk and Authorization Management Program (FedRAMP)

FedRAMP is a Government-wide program that provides a standardized approach to security assessment, authorization, and continuous monitoring for cloud products and services. This program makes it easier for shared service providers and small businesses to meet requirements for multiple agencies (about 30 percent of authorized vendors are small businesses). FedRAMP enables agencies to avoid spending duplicative funds for security-

related costs and to save valuable time by establishing an “authorize once, reuse many times” security program. FedRAMP was codified into law by the FY 2023 National Defense Authorization Act (NDAA), which included the FedRAMP Authorization Act.

As of September 2023, 320 unique cloud offerings have gone through the FedRAMP process and have been reused over 5,700 times across the Federal Government. Instances of reuse of a FedRAMP-authorized cloud service represents cost avoidance on the part of the Government in that the body of evidence provided in the security artifacts can be leveraged by the agency to make their own risk-based decision. The program continues to experience growth in that demand from agencies for authorized commercial products resulted in a 32 percent increase in the number of security packages entering the FedRAMP-authorization process. FedRAMP also experienced a seven-times increase in the number of Federal Information Processing Standards (FIPS) “High” impact systems, (representing the most sensitive unclassified Federal data) indicating agencies’ needs for critical cloud-computing systems.

FedRAMP is actively working to reduce time and costs associated with the manual, labor-intensive security authorization processes that exist today by digitizing and automating critical business processes.

The FY 2025 request includes direct appropriations, as well as \$11 million in Agency Contributions to fund FedRAMP’s continuous effort to scale and support the growth in agency and cloud service provider participation.

API.data.gov

API.data.gov provides Application Programming Interface (API) management features to Federal agencies. APIs are a way for agencies to securely share data in machine readable formats, which empowers external application developers to leverage Government data and services. API.data.gov's service provides tools that make it easier for agencies to launch, secure, and manage their API programs, along with API analytics, which allow agencies to understand how their APIs are being used. The service currently supports about 168 API programs across 23 agencies.

The FY 2025 request includes direct appropriations to continue offering this service.

Amplify the impact of 21st Century IDEA

Passed in 2018, the 21st Century Integrated Digital Experience Act (IDEA) aims to improve the digital experience for Government customers and reinforces requirements for Federal public websites. In 2023, OMB issued M-23-22, new guidance clarifying requirements in support of consistent agency implementation of 21st Century IDEA. Several shared services offered by GSA directly enable that implementation, and combine to improve the public’s digital experience across Government.

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Five million dollars in Agency Contributions will fund the expansion and improvement of TTS-offered products, programs, and services that support 21st Century IDEA implementation, specifically, the U.S. Web Design System and Digital.gov.

Digital.gov

Digital.gov empowers Federal employees to deliver better digital services by providing centralized access to resources for creating digital services and complying with associated Federal web-policy requirements; driving the amplification of digital best practices by collaborating with Federal partners; and organizing Government-wide Communities of Practice (CoP) focused on capabilities that enable digital transformation.

In FY 2023, membership in CoP grew by 22.1 percent—from 9,748 to 11,237 members. More than 8,900 individuals from across the Federal Government attended Digital.gov events, and Digital.gov received more than 1 million page views.

The FY 2025 request includes direct appropriations as well as agency contributions to expand and improve the services provided by Digital.gov.

U.S. Web Design System (USWDS)

The U.S. Web Design System (USWDS) provides agencies a toolkit for common web components and patterns, making it easier to build accessible, inclusive, mobile-friendly websites that deliver great user experiences and comply with 21st Century IDEA and Section 508. One hundred Federal agencies have used, and continue to use USWDS to build and maintain 446 (and growing) accessible, mobile-friendly Government websites. Approximately 25 percent of Government page views are powered by USWDS.

The FY 2025 request includes direct appropriations as well as agency contributions to expand and improve the services provided by USWDS.

Search.gov

Search.gov is a search-engine service that provides a high-quality, standard search experience for the public across more than one-third of Federal domains. By implementing a flexible system that agencies can adopt easily, Search.gov has reduced costs for search results, serving major websites such as SSA.gov, NASA.gov, VA.gov, Justice.gov, Commerce.gov, and beyond. These search experiences allow the public to access everything from broad, all-of-Government content to highly specific resource collections in more than 65 languages.

In FY 2023, Search.gov powered more than 230 million searches. This broad use gives insight into the services and information the public needs, and the ways in which people seek it out.

The FY 2025 request includes direct appropriations to continue offering and improving this service.

Understanding the customer journey

Improving the overall customer experience and reducing administrative burden relies on having adequate digital measurement tools to observe real user behavior and measure how long it takes to complete needed tasks. GSA-operated shared services provide critical measures of public trust and agency compliance.

Digital Analytics Program

Digital Analytics Program (DAP) offers web analytics tools, support, and training to Federal agencies, as well as the analytics.usa.gov public interface for Government web data.

DAP is mandated by OMB policy for use on public-facing websites and is recognized as a best practice for agencies to implement. Supporting over 4,000 agency users across more than 7,000 Federal websites and 50 billion page views, DAP allows Federal agencies to assess the performance of digital products and determine opportunities for streamlining and improving the usability of Government websites. It also enables aggregation of data across Federal websites and agencies.

The FY 2025 request includes direct appropriations to expand and improve the services provided by DAP.

Feedback Analytics

Feedback Analytics provides a lightweight, Paperwork Reduction Act-friendly, digital customer experience tool called Touchpoints that agencies can use to measure their performance, create cross-agency benchmarks, and reduce the burden on the public—all of which fulfill requirements outlined in Section 280 of OMB Circular A-11. This shared-service offering is a simple, flexible, and convenient way to collect customer feedback, allowing agencies to focus on serving customers rather than managing surveys. Since program inception in early 2020, more than 2,000 instances of Touchpoints forms have been deployed across 80 agencies supporting more than 2,000 agency-based users, collecting more than 1.5 million responses from the public.

The FY 2025 request includes direct appropriations to continue offering this service.

Site Scanning

The Site Scanning program performs a wide range of automated scans of public Federal websites to capture data about website health, policy compliance, and best practices, including security, privacy, discoverability, analytics, and performance. The service offers access to data describing characteristics of the Federal web presence, including adoption of the Digital Analytics Program, the U.S. Web Design System, Search.gov, search engine optimization, utilization of third-party services, and more.

The FY 2025 request includes direct appropriations to expand and improve the services provided by Site Scanning.

Breakthrough innovation, open Government, and public participation

Lawmakers and policy-makers can depend on shared service platforms to quickly implement their key priorities without putting undue burden on agencies. These TTS shared services provide platforms that support specific legislative priorities.

Data.gov

Data.gov is the Federal Government's open-data catalog. The Data.gov site provides access to datasets from across the Government on subjects such as health, education, climate and public safety, among others, to fulfill GSA requirements of the OPEN Government Data Act and supporting agency implementation and compliance. The Data.gov catalog currently features datasets from 65 Federal agencies and 50 non-Federal sources (states/cities/counties). The Data.gov team provides a metadata management tool called inventory.data.gov, currently used by 20 Federal agencies. As of December 2023, Data.gov averages about a million page views monthly. As the centralized catalog of Federal datasets, Data.gov also handles about 2,000 requests and questions from the public about Federal datasets on an annual basis.

The FY 2025 request includes direct appropriations to continue offering this service.

Challenge.gov

Challenge.gov allows Federal agencies to crowdsource innovation and solutions to important problems from the public via prize competitions, as authorized under the America COMPETES Reauthorization Act (P.L. 111-358).

GSA provides the platform at no cost to Federal agencies, and, in the past decade, Challenge.gov has hosted more than 2,000 competitions sponsored by over 100 Federal agencies. The Challenge.gov program office also provides guidance and support for Federal employees seeking to use prize authority via the Challenge and Prize Community of Practice.

The FY 2025 request includes direct appropriations to continue offering this service.

CitizenScience.gov

CitizenScience.gov features case studies and a toolkit that outlines the basic processes for planning, designing, and managing a crowdsourcing or citizen science project, as well as a catalog of federally supported projects that engage the American public in addressing societal needs and accelerating science, technology, and innovation. FY 2023 ended with the CitizenScience.gov catalog surpassing a milestone of 500 projects, with the addition of five new projects. The website saw 127,391 sessions in FY 2023 from 107,258 users with 323,263 total page views. Net social media followers increased from 4,118 in FY 2022 to 4,236 in FY 2023.

The FY 2025 request includes direct appropriations to continue offering this service.

Policy development and implementation

Starting in FY 2023, GSA began funding some policy coordination work for digital services via the Office of Government-wide Policy through the FCSF. This maximizes the impact of the FCSF by aligning policy concerns, technology implementation, and funding.

Open Government Secretariat

The Open Government Secretariat (OGS) is the program management office established in FY 2023 to support Government-wide open Government efforts, with a particular focus on the Open Government National Action Plan (NAP). GSA serves as the primary point of coordination for Government-wide Open Government efforts and coordinates across stakeholders and sectors, including key agencies offices, civil society groups, the public at large, and outside groups and institutions, including the Open Government Partnership.

In FY 2024, the OGS will coordinate with agency partners and stakeholders in their work on delivering on the commitments of the 5th NAP. As the NAP is based on commitments over 2-year cycles, OGS will support efforts on building on the results of the 5th NAP and manage the co-creation and public engagement process to work with interagency partners and civil society stakeholders to develop the 6th National Action Plan in FY 2025.

The FY 2025 request includes direct appropriations to continue supporting this program.

Section 508 Office

Section 508 programs across Government ensure the accessibility of information and communication technologies for individuals with disabilities. In this capacity, the Section 508 Office provides a full range of support services: policy and acquisition assistance, content strategy, design and development, testing, training, tools, and events. In FY 2025, GSA will use appropriated FCSF funding to support the Section 508 PMO to fully maximize the inherent relationship between FSCF-funded services (e.g., U.S. Web Design System, Search.gov, etc) and the important mission of the Section 508 PMO.

The FY 2025 request includes direct appropriations to continue offering this program.

Cultivating digital innovation across the Federal enterprise

Today, the public expects services to be digital-first. These expectations have been influenced by the consumer-centric practices of digital-age technology companies with household names, but also by web applications from legacy industries like banking, retail, and insurance that have successfully made the leap to digital-first. As consumers, they see the results of this innovation every day as they file insurance claims from their phones, enjoy personalized movie recommendations, and receive proactive notifications about their bank balances.

At its core, innovation is about solving problems in new ways. That means that the processes that support innovation in the private sector can be available to public servants (with a few tweaks). The core transition is to view innovation not as a “bolt of lightning” moment of inspiration but as a process that can be cultivated through skills, systems, and infrastructure.

In the Federal enterprise, problems in search of innovative solutions do not respect the boundaries between agencies. And yet, many agencies try to solve these common problems with an individually tailored solution, which is inefficient and leads to suboptimal outcomes such as lack of standardization and the inability to share data. This positions GSA, as a shared service provider, to adapt private-sector processes for success in the Government environment. Across the following programs, all of which are supported by FCSF direct appropriations, GSA develops repeatable processes for seeking input and ideas from the people most affected by our policies and digital platforms: end users in the public, Government technologists, and the digital product development teams that build and maintain these services.

Helping the public cross agency boundaries

When members of the public need to interact with the Government, they often discover that they don't even know where to start. These public-facing programs provide trustworthy, accessible information to help users navigate to the Government service that may best meet their needs, regardless of their starting point or individual circumstances.

USAGov

USAGov is the front door to Government information and services. USAGov makes it easier for the public to find and understand the Government services and information they need—anytime, anywhere, any way they want. Through an omnichannel approach, the platform aggregates information from across the Government around different topics and answers the public's most pressing questions in both English and Spanish. The USAGov platform includes: 1) the official English and Spanish language websites for the U.S. Government: USA.gov and USAGov en Español, which get more than 75 million visits annually; 2) the national contact center at 1-844-USA-GOV1 with more than 400 thousand calls and chats annually; and 3) a robust public engagement program consisting of digital-outreach channels like email (800 thousand subscribers), and social media in English and Spanish (1.1 million followers). The Public Experience Portfolio, which includes USA.gov, is an OMB-designated High Impact Service Provider.

In FY 2025, USAGov will experiment with new interactive tools and functionality and will continue to roll out content, features, and services to make it easier for the public to find and access Government benefits they may be eligible for around key moments in people's lives. These experiments and the data USAGov gains from them will inform future feature

development and increase the efficiency and effectiveness of Government digital services. USAGov also plans to conduct additional public outreach campaigns, some in collaboration with other agencies, in both FY 2024 and FY 2025, to increase public engagement with the new content, features and functionalities available on the USAGov platform and other websites across the Government.

The FY 2025 request includes direct appropriations to continue offering and improving the omnichannel USAGov platform.

Vote.gov

Vote.gov provides official Federal and State Government information on voting and elections. The site helps users of all backgrounds, capabilities, and language abilities learn about the election process, voter-identification requirements, and how to register to vote in their State of residence by providing basic information and links to EAC-sanctioned voting authority web sites throughout the US. Vote.gov is available in 17 of the languages, as required by section 203 of the Voting Rights Act, including two Native American Alaskan Native languages, and neither collects nor retains user data.

The FY 2025 request includes direct appropriations to continue offering this service.

Accelerating innovation

TTS continuously invests in research and development (R&D) as part of its commitment to progress and adaptability. This investment is not about immediate returns; it is about setting the stage for sustainable growth, attracting top talent, and providing a more secure and seamless digital Government. In an era defined by rapid technological advancements, failing to invest in R&D is not just a missed opportunity—it is also a step toward obsolescence. These TTS programs offer proven processes, tools, and infrastructure adapted from the private sector to support the Federal, State and local practitioners doing digital innovation work.

10x

10x is an incremental investment program designed to support and develop ideas from Federal employees about how technology can improve the public's experience with the Government. 10x invests in projects incrementally—a radically different approach from traditional Government IT—releasing funding only as projects prove their merit and justify further investment. This allows 10x to avoid investing valuable tax dollars in cumbersome and protracted technology projects that are unlikely to succeed. The 10x investment model is being adopted across various agencies, enabling them to successfully implement their own crowdsourcing and funding mechanisms, fostering innovation within each respective agency.

From FY 2015 through the first quarter of FY 2024, 10x has received more than 1,729 ideas from 230 agencies, and has funded 344 projects in various phases that have explored implementation ideas to support 21st Century Integrated Digital Experience Act of 2018, The

Grant Reporting Efficiency and Agreements Transparency Act (2019), Foundations for Evidence-based Policymaking Act of 2018, E-Government Act of 2002, Paperwork Reduction Act, Rehabilitation Act (29 U.S.C. 794d), EO 14058 on Transforming Federal Customer Experience and Service Delivery to Rebuild Trust in Government, EO 14028 on Improving the Nation's Cybersecurity, EO 14019 on Promoting Access to Voting, EO 13985 On Advancing Racial Equity and Support for Underserved Communities Through the Federal Government, EO 13166 on Improving Access to Services with Limited English Proficiency, Managing Customer Experience and Improving Service Delivery (A-11-280), Moving the U.S. Government Toward Zero Trust Cybersecurity Principles (M-22-09), Delivering a Digital-First Public Experience (M-23-22), and Final Guidance on Implementing the Plain Writing Act of 2010 (M-11-15).

The FY 2025 request includes direct appropriations to continue offering this program.

Public Benefits Studio

The Public Benefits Studio works with current programs across Government to simplify the public experience of navigating Government programs, primarily those that help low-income families and individuals. The Studio develops and supports adoption of technology tools, best practices, and improved policies in collaboration with benefits programs and service-delivery experts to enable more effective delivery of public benefits. Successful products from the Public Benefits Studio are likely to have broad applicability across Government.

The Studio both tests new ideas and products in the benefits space and sustains and operates those that prove successful. During FY 2023, the Studio advanced a full-scale pilot of the digital notifications service, called Notify.gov, previously researched by 10x, and recruited five initial partners from across Federal agencies and levels of Government. Through FY 2024 and FY 2025 the Studio will further scale the tool to a broader customer base and explore additional opportunities to close the gap in adoption of plain-language, multi-channel/text notifications. The Studio will also conduct research, facilitate pilots, and deliver recommendations into additional opportunities to support the adoption of digital building blocks that spur innovation in the public benefits space.

The FY 2025 request includes direct appropriations to continue supporting the Benefits Studio program.

Voice of the Public (formerly Research Operations)

The TTS Voice of the Public program ensures that empirical customer research and accessibility testing are done consistently across TTS products, and will perform a wide range of tasks involved with doing user research, including participant management, knowledge management, data governance, research training, and competency. This is an opportunity to identify approaches to supporting user research at scale at TTS, and potentially as a shared service to Government agencies and the broader Government community.

Developer Tools

This effort will pilot a set of shared tools and processes that enable TTS software teams to more efficiently develop, deploy, and operate secure digital services, reducing lead times in order to be more responsive to agency and user needs, while meeting ever-advancing security and compliance challenges. This initial internal step is aligned with Congressional priorities for the FY 2023 Appropriations report language encouraging GSA to “review and consider the U.S. Department of Defense Software Factory approach across Federal civilian agencies to further accelerate adoption of modern technology.” By operationalizing this framework internally, TTS will be able to explore the opportunity for a shared service.

The FY 2025 request includes direct appropriations to continue developing this critical software delivery capabilities across TTS.

Government-Wide AI Training

TTS provided Government-wide training and community management for artificial intelligence in FY 2023, leveraging funding from the American Rescue Plan to enable Government-wide implementation of the AI Training Act and the national surge for AI talent directed by the 2023 Executive Order on the Safe, Secure, and Trustworthy Development and Use of Artificial Intelligence. These offerings, delivered in partnership with the private sector and academia, empower Federal employees, managers, and leaders to develop and maintain an operating knowledge of emerging AI technologies to assess opportunities to use these technologies to enhance the delivery of services to the public, and to mitigate risks associated with these technologies.

The FY 2025 request includes direct appropriations to continue offering and scaling this critical Government-wide learning and support program.

Targeted partnerships with reimbursable programs

Some GSA programs are a better fit for a traditional reimbursable funding model, where these reimbursable programs:

- Benefit the agencies that adopt them, with a smaller chance of network effects;
- Have predictable cost structures for customer agencies and GSA; and
- Are typically (but not always) optional for agencies to adopt.

GSA regularly evaluates the funding models of its products and services, and may propose shifts in funding models as the environment changes, such as when a previously optional product or service becomes required through law or policy. Within the FCSF, GSA has the flexibility to establish innovative reimbursable rules and rates that make more programs more equitably available to the entire Federal ecosystem and let TTS respond to changes in administrative and Congressional priority with agility.

To support this alignment, GSA repeats its request to **remove the cap on the total amount of funding (which includes collections) available for expenditure** in FY 2025 from the FCSF from the annual appropriations language. This flexibility is critical to ensure that all of the appropriations, revenues, reimbursements, and collections deposited into the fund are available when needed, and that the reimbursable programs offered under the FCSF can scale based on agency demand. The annual cap limits the amount of services that GSA can provide to paying agency customers and prevents GSA from moving reimbursable services offered under other funds to the FCSF, which limits TTS's ability to consolidate reimbursable programs, increasing administrative costs and impacting operational efficiency.

The following programs will be offered under reimbursable models in FY 2025.

USAGov Call Center

The USAGov Contact Center reimbursable program helps agencies by offering contact center services to support their mission. Our program provides agencies access to an established modern contact center. This model enables economies of scale, which results in cost savings for both customer agencies and GSA.

In FY 2023, the USAGov Contact Center launched expanded 24x7x365 support for Login.gov, as well as provided emergency support for the U.S. Department of State when requested, including when a new phone line was needed to help answer calls regarding the Sudan crisis. As a result of this work, in FY 2023, the USAGov Contact Center has answered over 435,000 phone calls and chats for USA.gov and USAGov en Español customers about Government services and more than one million phone calls and emails for customer agencies, representing 77 percent percent growth year-over-year.

In FY 2024, the USAGov Contact Center will work to develop an updated growth strategy, while continuing to support customer agencies and provide a positive customer experience to the public who call, chat, or email the contact center. In FY 2025, the USAGov Contact Center will be recompeting the contract that operates the contact center and leveraging that recompetite to implement the updated growth strategy developed in FY 2024.

Federal Audit Clearinghouse

The Federal Audit Clearinghouse (FAC) provides over 100 grantmaking agencies access to a single portal to manage the Single Audit process for recipients of Federal financial assistance, also known as grants. Historically, OMB has designated the Census Bureau as the entity hosting the FAC. In FY 2022, OMB designated GSA as the new host for the FAC and directed that GSA build a new and modernized FAC. GSA relied on American Rescue Plan (ARP) and FCSF funds to develop the modernized FAC. In FY 2023, GSA completed the rebuild of a minimum viable product, enabling grantees to upload their 2023 audits. In FY 2024, using a combination of ARP funding and agency contributions under the FCSF reimbursable authority,

GSA will complete the migration of historical data from the legacy Census FAC to the modernized GSA FAC and will continue to improve the FAC to provide enhanced audit-management services. Examples of such services include the ability to automatically flag audit submissions that are incomplete and automatically flag audit submissions that are likely to require detailed review. In FY 2025, the proposed budget will be fully supported by agency contributions under the FCSF reimbursable authority.

Interagency Suspension and Debarment Committee and Lead Agency Coordination Request System

At the request of the OMB Office of Federal Procurement Policy, a system for the Interagency Suspension and Debarment Committee (ISDC) was developed in FY 2023 and stood up in the first quarter of FY 2024 to support the ability of Federal agencies to provide a secure coordination process for identifying the lead agency for a pending contract suspension or debarment investigation. This system was established with a combination of Cross-Agency Priority (CAP) and ARP funds, and will be funded via ARP funds in FY 2024. For FY 2025, OMB and GSA will partner to initiate the collection of funds from Agencies to support the launch and maintenance of the Lead Agency Coordination Request (LACR) system, which will serve as the official workflow management system of the ISDC.

Customer experience improvement projects at High-Impact Service Providers

The FY 2025 budget proposes collecting \$10 million in Agency Contributions to fund targeted projects for specific agencies that are mutually agreed upon by the contributing Agencies, OMB, and GSA. These projects will support improvement efforts outlined in HISP FY 2025 Customer Experience Action Plans. This funding will allow GSA to commit its resources to work alongside agency HISP staff, delivering targeted improvements to priority services, while building HISP staff capacity to continually improve customer experience outcomes through new approaches.

Strengthening the Federal technology workforce through fellowships

Fellowships funded by the FCSF are an essential investment in the interest of the public and the nation as a whole. The Presidential Innovation Fellowship (PIF) and U.S. Digital Corps fellowship (USDC) attract and nurture a diverse pool of talented technologists who are dedicated to public service and possess a passion for driving positive change. By funding these fellowships, the Government benefits from attracting top mid-to-senior professionals and recent graduates who in turn bring fresh perspectives, expertise, and ideas to address pressing societal change.

Fellows work closely with experienced Government officials, gaining invaluable insights into the complexities of public administration and policy making, to enable the acceleration of Government technology practice and product innovation. By design, in the case of USDC, and in practice for PIF, fellows are likely to remain within Government post fellowship bolstering the talent of the Federal workforce, fostering inclusivity and continuing to promote technical innovation—leading to a more effective Government. PIF and USDC operate under

reimbursable models paid for by agency fees. USDC is currently also operating with initial program seed funding provided by the American Rescue Plan through the end of FY 2024.

Presidential Innovation Fellows

The Presidential Innovation Fellows Program (PIF) has had a transformative impact on driving innovation and technology advancements within the Federal Government. Since its inception over a decade ago, the PIF program has attracted some of the brightest minds from diverse backgrounds, including technology, design, and entrepreneurship to work on critical challenges facing the Government. With cohorts of fellows working on projects for 12 to 24 months, the program has made significant strides in improving public services, enhancing data-driven decision-making, and implementing cutting-edge technologies, including artificial intelligence and machine learning. Over the years, the PIF program has tackled a wider range of issues such as healthcare, cybersecurity, public experience and open data initiatives. By leveraging the expertise and fresh perspectives of the fellows, the program has led to the development of innovative solutions that have not only streamlined Government operations but also improved citizen experiences. The success of PIF serves as a testament of the power of collaboration between the public and private sector driving positive change and fostering a culture of innovation in the Government.

The FY 2025 request includes direct appropriations that will ensure that the PMO has the capacity to scale up for AI-specific talent, facilitating activities such as recruiting, reviewing applications, and placing AI PIFs with agencies.

U.S. Digital Corps

The U.S. Digital Corps (USDC) recruits and develops diverse, highly skilled, and mission-driven early-career technologists to work across the Federal Government. USDC Fellows serve in a range of information technology roles, including software engineering, data science, product management, design, and cybersecurity. The USDC model embeds these recent graduates in other Federal agencies for 2 years, while they receive professional development, mentorship, and other support from GSA. With its current hiring approach, USDC Fellows are eligible for conversion to the competitive service as career employees after the first year. At the program's conclusion after 2 years, Fellows can transfer permanently from GSA to their host agencies to continue their careers, strengthening the overall junior and mid-level Federal technology workforce, which has been a long-standing workforce challenge.

In FY 2023, the Digital Corps hired its second cohort of 48 Fellows from a pool of nearly 1,400 applications—25 percent more than in its inaugural cohort—while continuing to support and grow the 38 Fellows hired in FY 2022 in their second year of work. Both cohorts of USDC Fellows exceeded program goals for size and diversity, and more than 80 percent of each class of Fellows are first-time Federal employees. With a total fellowship size of 86, USDC is positioned to expand its impact and continue testing program design hypotheses that support a high-volume, early-career technology talent pipeline for the entire Federal Government.

Looking ahead to the 2024 cohort (Fellowship years FY 2025 – FY 2026), USDC received over 2,000 applications, a 150 percent increase year over year, with growth limited only by the applicant caps in place. This included over 500 applicants for data science and AI-enabling positions whose work will directly contribute to the AI Executive Order's AI Talent Surge.

USDC will continue to support agencies in key impact areas, including administration priorities such as customer experience, equity, cybersecurity, and open science.

The FY 2025 request includes direct appropriations that will ensure that the PMO has the capacity to scale up for AI-specific talent, facilitating activities such as recruiting, reviewing applications, and placing AI Digital Corps Fellows with agencies.

Appendix: Congressional and administration priorities supported by TTS products and services under the FCSF

As a shared service provider, TTS delivers products and services to enable Government-wide implementation of laws, executive orders and policy. The tables below offer a sample of the ways that products, programs and services offered under the FCSF support this implementation, beyond enabling GSA’s own compliance.

Statutes

Statute	Products and services that support implementation
FedRAMP Authorization Act of 2022	FedRAMP
21st Century Integrated Digital Experience Act of 2018	U.S. Web Design System, Digital.gov, Section 508 PMO, Search.gov, 10x, Digital Analytics Program
The Grant Reporting Efficiency and Agreements Transparency Act (2019)	Federal Audit Clearinghouse, 10x
Foundations for Evidence-based Policymaking Act of 2018 (specially the OPEN Government Data Act)	Data.gov, 10x
Crowdsourcing and Citizen Science Act of 2017	CitizenScience.gov
TALENT Act of 2017	Presidential Innovation Fellows
America COMPETES Act (first passed 2007)	Challenge.gov
E-Government Act of 2002	USAGov, 10x
Single Audit Act of 1984	Federal Audit Clearinghouse
Paperwork Reduction Act	Digital.gov, Voice of the Public (formerly Research Operations), 10x
Rehabilitation Act (29 U.S.C. 794d)	Section 508 PMO, U.S. Web Design System, 10x
AI Training Act of 2022 (Public Law No. 117-207)	Government-wide AI Training

Executive Orders

Executive Order	Products and services
EO 14058 on Transforming Federal Customer Experience and Service Delivery to Rebuild Trust in Government	USAGov, Presidential Innovation Fellows, US Digital Corps, Public Benefits Studio, 10x
EO 14028 on Improving the Nation's Cybersecurity	FedRAMP, 10x
EO 14019 on Promoting Access to Voting	vote.gov, 10x
EO 13985 On Advancing Racial Equity and Support for Underserved Communities Through the Federal Government	USAGov, vote.gov, Voice of the Public (formerly Research Operations), 10x
EO 13166 on Improving Access to Services with Limited English Proficiency	Search.gov, USAGov, vote.gov, 10x
EO 12549 on Debarment and Suspension	Interagency Suspension and Debarment Committee

Other Policy

Memos, Circulars, etc.	Products and services
Managing Customer Experience and Improving Service Delivery (A-11-280)	Digital Analytics Program, Feedback Analytics Program, 10x
Moving the U.S. Government Toward Zero Trust Cybersecurity Principles (M-22-09)	Search.gov, Site Scanning, 10x
Delivering a Digital-First Public Experience M-23-22	U.S. Web Design System, Digital Analytics Program, Feedback Analytics, Site Scanning, Search.gov, , 10x
Security Authorization of Information Systems in Cloud Computing Environments (FedRAMP Policy Memo)	FedRAMP

*U.S. General Services Administration
Federal Citizen Services Fund*

2016 Agency Open Government Plans (M-16-16)	Data.gov, Open Government Secretariat
Open Data Policy (M-13-13)	Data.gov
Final Guidance on Implementing the Plain Writing Act of 2010 (M-11-15)	Digital.gov, 10x
Challenges and Prizes to Promote Open Government (M-10-11)	challenge.gov
Open Government Directive (M-10-06)	Data.gov, Open Government Secretariat
DHS Emergency Support Function #15	USAGov, Digital.gov

Appendix: American Rescue Plan investments sustained through the FY 2025 FCSF request

The American Rescue Plan provided crucial rehabilitation funding for foundational digital services, as well as seed funding for new digital transformation ventures. The FY 2025 budget requests for the following programs (using direct appropriations, Agency Contributions, and reimbursable-funding models) demonstrate the positive impact of numerous ARP investments. The table below shows key ARP investments in specific new and existing programs where the FY 2025 Budget will support new capabilities, expanded service, and brand-new products and programs. This list is not inclusive of all ARP investments, but instead specific to positive outcomes that TTS will carry forward within the FCSF.

ARP Project	Designated ARP Funding (Dollars in Thousands)
10x ARP-Aligned Projects	\$5,000
Challenge.gov Innovation	\$982
Federal Audit Clearinghouse Transition and Modernization	\$10,122
FedRAMP Automation	\$10,000
FedRAMP Backlog Reduction	\$1,073
Public Benefits Studio Research & Development	\$10,188

*U.S. General Services Administration
Federal Citizen Services Fund*

Search.gov improvements to searcher experience	\$2,300
TTS Developer Tools	\$4,000
U.S. Digital Corps Launch	\$8,500
U.S. Web Design System Inclusive Design Patterns	\$750
USAGov Reimagined	\$8,000
Vote.gov Modernization	\$7,000

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