

**U.S. General Services Administration**

**OPERATING EXPENSES**

**Fiscal Year 2022 Budget Request**

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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 services as authorized by 5 U.S.C. 3109; **\$52,440,000**, 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; the real property utilization and disposal activities of the Public Buildings Service; 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 2020 Actual	FY 2021 Plan	FY 2022 Request
<i>Unobligated balance, start of year</i> .....	\$ 772	\$ 3,772	\$ 772
Discretionary authority:.....			
<b>Annual appropriation</b> .....	<b>\$52,440</b>	<b>\$49,440</b>	<b>\$52,440</b>
Reimbursable authority.....			
New authority.....	\$ 5,615	\$14,740	\$11,575
Change in uncollected payments.....	<u>\$ -</u>	<u>\$ -</u>	<u>\$ -</u>
Subtotal, reimbursable authority.....	\$5,615	\$14,740	\$11,575
Reimbursable authority, expiring.....	\$ (2,630)	\$ -	\$ -
Appropriations authority, expiring.....	\$ (725)	\$ -	\$ -
Recovery of prior-year obligations.....	\$ -	\$ -	\$ -
Unobligated balance, lapsing.....	\$ -	\$ -	\$ -
Unobligated balance, reimbursable.....	\$ -	\$ -	\$ -
Unobligated balance, rescinded.....	\$ -	\$ -	\$ -
Unobligated balance, sequestered.....	\$ -	\$ -	\$ -
Unobligated balance, end of year.....	<u>\$ (3,772)</u>	<u>\$ (772)</u>	<u>\$ (772)</u>
Total, obligations.....	\$51,700	\$67,180	\$64,015
<b>Obligations, appropriated (annual)</b> .....	<b>\$48,715</b>	<b>\$49,440</b>	<b>\$52,440</b>
Obligations, appropriated (no year).....	\$ -	\$ 3,000	\$ -
Obligations, reimbursable.....	\$ 2,985	\$14,740	\$11,575
Net Outlays.....	\$43,135	\$60,462	\$57,614

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**Obligations by Program**

(Dollars in Thousands)

	FY 2020		FY 2021		FY 2022	
	FTE	Obligations	FTE	Obligations	FTE	Obligations
<b>1. Personal Property Management</b>						
Appropriated Obligations	53	\$ 9,363	53	\$ 9,419	53	\$ 10,467
Reimbursable Obligations*	<u>7</u>	<u>\$ 1,163</u>	<u>9</u>	<u>\$ 3,165</u>	<u>0</u>	<u>\$ -</u>
Subtotal, PPM	60	\$ 10,526	62	\$ 12,584	53	\$ 10,467
<b>2. Real Property Disposal</b>						
Appropriated Obligations	68	\$ 16,934	83	\$ 17,471	83	\$ 17,655
Reimbursable Obligations	<u>3</u>	<u>\$ 1,822</u>	<u>7</u>	<u>\$ 11,500</u>	<u>7</u>	<u>\$ 11,500</u>
Subtotal, RPD	71	\$ 18,756	90	\$ 28,971	90	\$ 29,155
<b>3. Executive Direction</b>						
Appropriated Obligations	68	\$ 22,418	79	\$ 22,550	79	\$ 24,318
Reimbursable Obligations	<u>0</u>	<u>\$ -</u>	<u>0</u>	<u>\$ 75</u>	<u>0</u>	<u>\$ 75</u>
Subtotal, M&A	68	\$ 22,418	79	\$ 22,625	79	\$ 24,393
<b>4. System for Award Management</b>						
Appropriated Obligations**	0	\$ -	0	\$ 3,000	0	\$ -
Reimbursable Obligations	<u>0</u>	<u>\$ -</u>	<u>0</u>	<u>\$ -</u>	<u>0</u>	<u>\$ -</u>
Subtotal, SAM	0	\$ -	0	\$ 3,000	0	\$ -
<b>Total, Appropriated Obligations</b>	<b>189</b>	<b>\$ 48,715</b>	<b>215</b>	<b>\$ 52,440</b>	<b>215</b>	<b>\$ 52,440</b>
<b>Total, Reimbursable Obligations</b>	<b>10</b>	<b>\$ 2,985</b>	<b>16</b>	<b>\$ 14,740</b>	<b>7</b>	<b>\$ 11,575</b>
<b>Total, Obligations</b>	<b>199</b>	<b>\$ 51,700</b>	<b>231</b>	<b>\$ 67,180</b>	<b>222</b>	<b>\$ 64,015</b>

\*Personal Property Management Reimbursable was transferred to the Federal Acquisition Service starting in FY 2022

\*\*The Obligations for the System for Award Management in FY 2021 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		SAM		TOTAL	
	FTE	Authority	FTE	Authority	FTE	Authority	FTE	Authority	FTE	Authority
<b>FY 2021 Enacted</b>	53	\$ 9,419	83	\$ 17,471	79	\$ 22,550	-	\$ -	215	\$ 49,440
<b>Program Increases:</b>										
Salaries and Benefits		\$ 321		\$ 725		\$ 745		\$ -		\$ 1,791
Travel and Transportation		\$ 37		\$ 54		\$ 23		\$ -		\$ 114
Rent		\$ -		\$ 9		\$ -		\$ -		\$ 9
Communications		\$ 1		\$ -		\$ -		\$ -		\$ 1
Contracts		\$ 688		\$ -		\$ 1,000		\$ -		\$ 1,688
Supplies and Equipment		\$ 1		\$ 10		\$ -		\$ -		\$ 11
<b>Subtotal, Program Increases:</b>	-	\$ 1,048	-	\$ 798	-	\$ 1,768	-	\$ -	-	\$ 3,614
<b>Program Decreases</b>										
Communications		\$ -		\$ (5)		\$ -		\$ -		\$ (5)
Contracts		\$ -		\$ (609)		\$ -		\$ -		\$ (609)
<b>Subtotal, Program Decreases:</b>	-	\$ -	-	\$ (614)	-	\$ -	-	\$ -	-	\$ (614)
<b>FY 2022 Request</b>	<b>53</b>	<b>\$ 10,467</b>	<b>83</b>	<b>\$ 17,655</b>	<b>79</b>	<b>\$ 24,318</b>	<b>-</b>	<b>\$ -</b>	<b>215</b>	<b>\$ 52,440</b>

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**Obligations by Object Classification**

(Dollars in Thousands)

	FY 2020 Actual	FY 2021 Plan	FY 2022 Request
11.1 Full-time, permanent	\$ 20,411	\$ 24,868	\$ 26,321
11.3 Other than full-time permanent	\$ 2,296	\$ -	\$ -
11.5 Other personnel compensation	\$ 309	\$ 381	\$ 446
11.8 Special personnel services payments	\$ 13	\$ -	\$ -
12.1 Civilian personnel benefits	\$ 7,766	\$ 8,127	\$ 8,400
13.0 Benefits for former personnel	\$ -	\$ -	\$ -
21.0 Travel and transportation of persons	\$ 253	\$ 498	\$ 611
22.0 Transportation of things	\$ -	\$ -	\$ 1
23.1 Rental payments to GSA	\$ 1,054	\$ 1,011	\$ 1,020
23.2 Rental payments to others	\$ -	\$ -	\$ -
23.3 Communications and utilities	\$ 46	\$ 76	\$ 72
24.0 Printing and reproduction	\$ 7	\$ 1	\$ 1
25.1 Advisory and assistance services	\$ 8,888	\$ 5,884	\$ 8,609
25.2 Other services from non-Federal sources	\$ 314	\$ 2	\$ 1
25.3 Other goods & services from Federal sources	\$ 7,196	\$ 8,482	\$ 6,837
25.4 Operation and maintenance of facilities	\$ -	\$ -	\$ -
25.6 Medical care	\$ -	\$ -	\$ -
25.7 Operation and maintenance of equipment	\$ 20	\$ -	\$ -
26.0 Supplies and materials	\$ 120	\$ 93	\$ 98
31.0 Equipment	\$ 22	\$ 17	\$ 23
42.0 Insurance claims and indemnities	\$ -	\$ -	\$ -
43.0 Interest and dividends	\$ -	\$ -	\$ -
44.0 Refunds	\$ -	\$ -	\$ -
<b>99.0 Obligations, Appropriated (Annual)</b>	<b>\$ 48,715</b>	<b>\$ 49,440</b>	<b>\$ 52,440</b>
<i>Subtotal, PC&amp;B</i>	\$ 30,795	\$ 33,376	\$ 35,167
<i>Subtotal, Non-labor</i>	\$ 17,920	\$ 16,064	\$ 17,273
99.0 Obligations, available from prior years	\$ -	\$ 3,000	\$ -
99.2 Obligations, reimbursable	\$ 2,985	\$ 14,740	\$ 11,575
99.9 Total obligations	\$ 51,700	\$ 67,180	\$ 64,015

## Summary of the Request

The FY 2022 request provides a total of \$52.4 million and 215 Full Time Employees (FTE) for the base program for Operating Expenses (OE). This request represents a \$3.0 million increase from the FY 2021 Enacted Plan to fund additional PC&B costs related to the FY 2022 pay raise, electric vehicle charging station infrastructure for GSA's in-house fleet, 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 a Federal agency to other Federal agencies, State and local governments, and nonprofit organizations;
- 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 2022 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

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(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. § 206.208(d). 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 2022 Budget Request**

The FY 2022 request provides \$10.5 million and 53 FTE for the Personal Property Utilization and Donation program, which is an increase of \$1.1 million from the FY 2021 Enacted Plan.

**Key Changes**

The FY 2022 request is an increase of \$1.1 million from the FY 2021 Enacted Plan for the appropriated portion of the program. This increase will fund additional PC&B costs related to the FY 2022 pay raise, increases in IT hosting and internal portfolio support costs, and efforts to modernize personal property disposal solutions to improve the user experience and make the transfer and donation of personal property more efficient.

In addition, the FY 2022 request for the reimbursable program, which will be transferred to the Acquisition Services Fund (ASF) in FY 2022 to facilitate improved financial operations, is reduced by \$3.2 million and the budget for the ASF is increased by the same amount. The Personal Property U&D Reimbursable program currently operates under the Economy Act, so it can't enter into agreements across fiscal years. Transferring the program to the ASF will significantly relieve the pressure on the program when it comes to cost-recovery. The program will be able to use the ASF's authorities to enter into agreements that cross-fiscal years and retain proceeds to mitigate the impact of a year with low demand and low revenue.

### **Program Description**

The Federal Acquisition Service (FAS) Personal Property program facilitates the transfer and reutilization of excess Federal personal property. Personal property no longer needed by a Federal 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 donated firearms. These functions are managed and operated by the Utilization and Donation program, which is funded through the Operating Expenses appropriation (142A).

### **Utilization and Donation**

The Utilization and Donation (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 Federal agencies and transferred at no cost upon request. All Federal 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 Federal agency, it is declared “surplus” and is offered for donation to State and local governments and other eligible donors.

In FY 2020, U&D responded to COVID-19 by partnering with the Federal Emergency Management Agency (FEMA) and other Federal agencies to expeditiously identify excess Federal property that could be used for response efforts including PPE, ventilators, medical equipment and supplies, travel trailers, meal kits, etc. U&D facilitated the transfer or donation of over \$33 million (original acquisition cost) of property to FEMA, other Federal agencies, State and local governments, and other eligible recipients for COVID-19 response. Due to the closure of Federal facilities and curtailed operations during the pandemic, the amount of excess property reported by agencies has declined; however, U&D expects program volumes to rebound once agency operations are restored.

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In FY 2021, U&D implemented 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. This effort included collaboration with SBA to establish program rules and regulations, and the creation and execution of memorandums of agreement with GSA, SBA, and participating states. In FY 2022 U&D will work to modernize its business systems to better serve customers, improve the reuse of Federal assets, and reform outmoded business processes. Additionally, U&D will pursue several initiatives to improve program efficiency, including standardizing commonly provided customer training classes, piloting a virtual State review process, and collaborating with agencies to improve property reporting.

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

**Appropriated Functions:**

- **Federal Excess Personal Property Reutilization Program:** maximizes reutilization of Federal excess personal property by Federal agencies, transferring over \$736 million in Original Acquisition Cost (OAC) property between agencies in FY 2020 alone.
- **Surplus Federal Personal Property Donation Program:** in partnership with States, donates over \$287 million (FY 2020 OAC) in surplus Federal property to eligible recipients, including State and local government agencies, and non-profit organizations supporting education, health, veterans, the elderly, and others.
- **GSA-hosted Computers for Learning Website:** GSA hosts a website through which Federal agencies have the option to transfer computer equipment to schools and educational non-profits (\$33 million OAC donated in FY 2020).
- **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.
- **Surplus Federal Firearms Donation Program:** manages the donations of surplus civilian agency firearms to State and local law enforcement agencies, including conducting annual inventories and enforcing the terms of the donation in perpetuity.

### **Sales**

When the excess personal property cannot be disposed of through reutilization or donation, 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 ASF and is not funded from the OE appropriation. More information on this program can be found in the ASF section of GSA's FY 2022 Congressional Justification.

### **Public Buildings Service, Office of Real Property Utilization and Disposal**

#### **FY 2022 Budget Request**

The FY 2022 Budget request provides \$17.6 million and 83 FTE for the Office of Real Property Utilization and Disposal (RPUD), which is an increase of \$184 thousand above the FY 2021 Enacted Budget.

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 (RPUD) works with the majority of Federal land holding agencies to develop real estate strategies (e.g., 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 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 2020, RPUD conveyed 22 properties with a combined estimated fair market value of \$5.1 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.

**Online Auctions:** For over a decade RPUD has been efficiently selling surplus properties via a dedicated auction website ([realestatesales.gov](https://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 2020, RPUD sold 359 properties via auction for more than \$300 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 2022 Budget Request

The FY 2022 request for Executive Direction provides \$24.3 million and 79 FTE, which is a \$1.8 million increase from the FY 2021 Enacted Budget. This funding will enable GSA to continue to pursue projects that will, among other goals, better leverage data as a strategic asset by implementing key actions in support of the Foundations for Evidence-Based Policymaking Act (Pub. L. 115-435), improve customer experience, make internal operations more effective and efficient, continue to shift from low-value to high-value work. The funding will also support continued planning to address the 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. The funding also includes \$1 million for GSA to purchase and install the charging infrastructure necessary to support zero emission and electric vehicles within GSA's own fleet at GSA's own facilities in alignment with the Administration's Government-wide fleet electrification initiative described in greater detail in the Electric Vehicles section of this Congressional Justification.

### 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 WCF 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.

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**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 from 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.