U.S. General Services Administration

WORKING CAPITAL FUND

Fiscal Year 2022 Budget Estimate

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Appropriations Language

For the Working Capital Fund of the General Services Administration, \$28,500,000, to remain available until expended, of which \$8,500,000 is available for necessary costs incurred by the Administrator to modernize rulemaking systems and to provide support services for Federal rulemaking agencies, and of which \$20,000,000 is available for work related to human resources information technology modernization, including costs associated with facilitating the development and finalization of human capital data standards: Provided, That such funds for human resources information technology modernization may be transferred and credited to other appropriations, including those of the Office of Personnel Management, in amounts necessary to cover or reimburse costs incurred for the purposes provided herein: Provided further, That amounts made available under this heading shall be in addition to any other amounts available for such purposes.

Working Capital Fund Overview

The FY 2022 funding level for the Working Capital Fund (WCF) is \$775 million including funding from all sources. The U.S. General Services Administration (GSA) continues to realize operational efficiencies, strengthen management controls, and improve performance by centralizing management and enterprise-wide functions and services within the WCF. This has allowed GSA to establish more consistent processes, uniform policies, and higher quality services while achieving economies of scale and stronger internal controls.

The FY 2022 WCF budget estimate for internal operations of \$690 million includes \$23 million to fund investments, new customer requirements, and a 2.7 percent pay increase. Reductions include efficiencies from the Office of the Chief Financial Officer (OCFO) and the Office of Human Resource Management (OHRM).

The FY 2022 budget request funds pivotal GSA systems in addition to immediate investments that will allow GSA to achieve long term benefits and potential cost efficiencies. The Budget provides funding for high-priority investments such as OHRM's Talent Management and Online University systems, and also funds a mandated Department of Homeland Security (DHS) Cybersecurity requirement to have round-the-clock (24 / 7 / 365) monitoring that will provide an immediate response capability to security issues outside of normal business hours.

The request also funds two Government-wide mandated enhancements of our Financial Management Line of Business (FMLoB) financial system to support Treasury's G-Invoicing initiative which has a deadline of October 2022, and the implementation to support accounting and reporting standards for leases as prescribed by the Statement of Federal Financial Accounting Standards 54 (SFFAS 54) for Leases.

These critical investments reinforce the customer-supplier relationship by aligning service delivery to demand, ultimately enabling WCF customers to execute their missions more effectively.

The FY 2022 Budget requests \$20 million in no-year appropriated funds for the HR QSMO which supports the Government's goal to modernize IT for human resources through the development of human resources data standards and analysis of current service providers. The FY 2022 Budget also requests \$8.5 million in no-year appropriated funds for an initial installment toward modernization of the rulemaking systems. The modernization of these systems will help achieve a more modern, secure, scalable, and flexible IT platform that will be able to support new functionalities. These efforts will also result in decreased long-term operations and maintenance costs.

GSA continues to evaluate functions that are most effectively delivered through the WCF. The WCF will continue to work closely with customers to identify efficiencies and meet their mission-support needs while providing higher-quality service and critical management controls.

Program Description

The WCF is a revolving fund that finances GSA's administrative services. Examples of these core support services include: IT management, budget and financial management, legal services, human resources, equal employment opportunity services, procurement and contracting oversight, emergency planning and response, and facilities management of GSA-occupied space. This account also funds liaison activities with the U.S. Small Business Administration (SBA) to ensure that small and disadvantaged businesses receive a fair share of the Agency's business. WCF offices also provide external administrative services such as human resource management for other Federal agencies, including small boards and commissions on a reimbursable basis. GSA's WCF operations are divided into four types of services: *Internal Services, External Services, Major Equipment Acquisition & Development, and Direct Appropriations*

Internal Services: Enterprise-wide management functions and costs shared by all components of GSA, including some GSA rent, IT and telecommunications services, human resource services, procurement operations, facilities management for GSA-occupied space, legal services, and financial management services. These costs can be categorized by the following service areas: direct services to specific customers, common services to all customers, administrative/overhead functions, and third-party pass-through services such as transit subsidy benefits.

External Services: The WCF provides or coordinates the delivery of administrative services to other Federal organizations including small boards and commissions as well as larger agencies like OPM. GSA provides human resource services, IT and telecommunications services, and payroll support to these customers. GSA is reimbursed for the cost of providing these services through Interagency Agreements. The WCF also provides administrative support to home state or district offices for members of Congress. To accommodate a growing set of external services as GSA expands its shared service offerings, the Budget requests the flexibility to receive advance payments in the WCF, as discussed in the "Administrative Provisions" section of this Congressional Justification.

Major Equipment Acquisition & Development: Per 40 U.S.C. § 3173(d), the equipment acquisition and development activity may be utilized for agency-wide investments to implement the Chief Financial Officers Act of 1990 such as: acquisition of capital equipment, automated data processing systems, and financial management and management information systems. These funds, which are composed of expired balances transferred from prior-year GSA appropriations, may be used only with the advance approval from the Committees on Appropriations of both houses of Congress. To enable GSA to make the best use of these funds, the Budget requests the flexibility to use these funds on acquisition of services as well as equipment, as discussed in the "Administrative Provisions" sections of this Congressional Justification.

Direct Appropriations: The WCF will support costs necessary for the transition and transformation activities required to have all employees serviced by a Federal payroll SSP to a SaaS solution and to retire the legacy applications upon completion of the implementation as well as the modernization of critical rulemaking systems.

Amounts Available for Obligation

(Dollars in Thousands)

	FY 2020		ı	FY 2021	FY 2022
	Actual		Plan		Plan
Unobligated Balances:					
Carry forward	\$	108,405	\$	120,889	\$ 115,289
Recoveries from prior year balances	\$	18,492	\$	10,000	\$ 10,000
Transfers In (Lapsed Balances)	\$	9,704	\$	-	\$ -
Transfers In (TMF)	\$	6,089	\$	-	\$ -
Transfers Out (TMF)	\$	(2,008)	\$	-	\$ -
Direct Appropriations	\$	1,500	\$	-	\$ 28,500
Revenue	\$	693,375	\$	719,291	\$ 736,752
Obligations:	\$	(714,668)	\$	(734,891)	\$ (775,250)
Major Equipment Acquisition and Development		[69,354]		[59,354]	[59,354]
Total, Unobligated Balances	\$	120,889	\$	115,289	\$ 115,290
Revenue:					
Operating Programs:					
Internal Services	\$	666,878	\$	671,578	\$ 690,019
External Services	\$	26,497	\$	47,713	\$ 46,733
Total, Revenue	\$	693,375	\$	719,291	\$ 736,752
Obligations:					
Operating Programs:					
Internal Services	\$	681,382	\$	680,126	\$ 690,017
External Services	\$	26,497	\$	47,713	\$ 46,733
Major Equipment Acquisition and Development	\$	-	\$	-	\$ 10,000
Technology Modernization Fund	\$	5,948	\$	6,394	\$ -
Direct Appropriations	\$	842	\$	658	\$ 28,500
Total, Obligations	\$	714,668	\$	734,891	\$ 775,250
Net Outlays	\$	(2,973)	\$	42,000	\$ 18,000
Total Employment (FTE)		1,889		2,020	2,048

Notes:

GSA requests an appropriation of \$20 million to support the HR QSMO and \$8.5 million to modernize rulemaking systems in FY 2022. \$658K Direct Appropriation in FY 2021 is carryover CARES Act funding.

Explanation of Changes

(Dollars in Thousands)

	Inte	rnal	Exte	rnal	Major Eq	uipment		nology	D	irect	1	- Total
	FTE	Amount	FTE	Amount	FTE	Amount		Amount	FTE	Amount	FTE	Amount
FY 2021 CJ	2,023		29	39,334			0	0	0	90,000	2,052	805,989
Revised FY 2021 Plan Net Change	1,993	680,126 13,471	(2)	47,713 8,379		(10,000)	0	6,394 6,394	0		(32)	734,891
•												
FY 2021 CJ	2,023	666,655	29	39,334	0	10,000	0	0		90,000	2,052	805,989
Transfers (In / Out) GSA IT - FTE Transfer from OGP Approp to support Rulemaking	3	567									3	567
OAS - Multi Functional Devices (MFD) Transfer		863									0	863
QSMO - Transfer of NewPay PMO to FAS	(10)	,									(10)	(5,500)
Subtotal, Transfers (In / Out)	(7)	(4,070)	0	0	0	0	0	0	0	0	(7)	(4,070)
Increases - Investments												
GSA IT - Bookit Migration on behalf of OAS		288									0	288
GSA IT - Learning Management System to support OHRM		1,270									0	1,270
OHRM - Enterprise Emerging Leaders Program (EELP)	10	,									10	2,025
OHRM - Customer Engagement Portal		500									0	500
Subtotal, Increases - Investments	10	4,083	0	0	0	0	0	0	0	0	10	4,083
Increases - Base												
GSA IT - Return to Work Enhancements		1,831									0	1,831
OAS - Office of Presidential & Congressional Agency Liaison Services	2	375									2	375
OAS - Return to Work Enhancements		1,830									0	1,830
OMA - Iridium Satellite Phones Maintenance costs		123									0	123
OMA - HSPD-12 Protest from FY 2020		2,376									0	2,376
OCFO - FAS Funded Hires to support AAS & BB	9	1,096									9	1,096
OCFO - OCFO Mission Skills Program (MSP)	6	438									6	438
OCFO - OCFO Communities of Practice (COP) & Data Eng. Support		275									0	275
OCFO - Robotic Process Automation Enhancements (RPA)	2	312									2	312
OCFO - Increase to FTE from FY 21 CJ	11	0									11	0
OGP - Supply Chain Risk Management Board	2	401									2	401
WCF - Increase to Planned External Spending	Ì			8,379							0	8,379
WCF - PC&B Increases	Ì	3,784									0	3,784
WCF - FY 2020 Carryover Requests Approved	Ì	6,033						6,394		658	0	13,085
WCF - 1% Payraise		2,339									0	2,339
Subtotal, Increases - Base	32	21,213	0	8,379	0	0	0	6,394	0	658	32	36,644
Decreases - Base												
OHRM - Transit Subsidy Savings	İ	(3,000)									0	(3,000)
OCFO - Efficiencies to FTE	(12)	(1,855)									(12)	(1,855)
OSC - Reduction to Vacant FTEs - Decrease from FY 2021 CJ	(16)	(2,900)									(16)	(2,900)
GSA IT - Reduction to Vacant FTEs	(37)										(37)	0
WCF - Lapsed Balance Spending Adjustment	` ′					(10,000)					0	(10,000)
OPM Transition - Decrease from FY 2021 CJ						, ,				(20,000)		(20,000)
NewPay Migration - Decrease from FY 2021 CJ										(70,000)		(70,000)
WCF - Reduction of External FTEs			(2)							(-,)	(2)	, ,,,,,,
Subtotal, Decreases - Base	(65)	(7,755)	(2)	0	n	(10,000)	0	0	n	(90,000)		(107,755
Net Change	(30)		(2)	8,379		(10,000)		6,394		(89.342)		(71,098)
ince county	(30)	10,41	(4)	0,013	<u> </u>	(10,000)	"	0,034	İ	(00,042)	(34)	(11,000)
Revised FY 2021 Plan	1,993	680,126	27	47,713	0	0	0	6,394	0	658	2,020	734,891

	Internal External		Major Ed	Modernization		or Equipment i Si Direc		rect	Total			
	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amount	FTE	Amoun
Revised FY 2021 Plan	1,993	680,126	27	47,713	(0	0	6,394	0	658	2,020	734,89
FY 2022 Request	2,021	690,017	27	46,733	(10,000	0	0	0	28,500	2,048	775,250
Net Change	28	9,891	0	(980)	(10,000	0	(6,394)	0	27,842	28	40,359
Revised FY 2021 Plan	1,993	680,126	27	47,713	(0	0	6,394	0	658	2,020	734,891
Transfers (In / Out)												
GSA IT - FTE Transfer from OGP Approp to support Rulemaking		14									0	14
Subtotal, Transfers (In / Out)	0	14	0	0	C	0			0	0	0	14
Increases - Investments												
GSA IT - Security Requirements (SOC)		2,003									0	2,003
GSA IT - IAE Increased Costs		1,197									0	1,197
GSA IT - Learning Management System to support OHRM		510									0	510
GSA IT - Talent Management System to support OHRM		2,230									0	2,230
GSA IT - Bookit Migration on behalf of OAS		88									0	88
OHRM - Customer Engagement Portal		500									0	500
FMLoB - G-Invoicing		2,500									0	2,500
FMLoB - SFFAS-54 Implementation		1,821									0	1,821
OCFO - Budget System Pilot		1,000									0	1,000
OGP - Rulemaking Systems Modernization										8,500	0	8,500
HR QSMO - New Pay Appropriation										20,000	0	20,000
Subtotal, Investments	0	11,849	0	0		0			0	-	0	40,349
Increases - Base	·	,• .•	•	·		•			•	_0,000		,.
OCFO - Enhancing Audit Management and Accountability		1,000									0	1,000
OMA - Iridium Satellite Phones Maintenance costs		27									0	27
OHRM - Transit Subsidy Addback		2,000									0	2,000
OHRM - Enterprise Emerging Leaders Program (EELP)	24	1,600									24	1,600
OHRM - Increased Support for FAS AAS	3	715									3	715
OMA - Increase to FTE from Contractor Conversions	4	0									4	(
WCF - Major Acquisition & Development Spending		ŭ				10,000					0	10,000
WCF - 2.7% Payraise		5,907			\	10,000					0	5,907
Subtotal, Increases - Base	31	11,249	0	0		10,000	0	٥	0	0	31	21,249
Decreases - Base	31	11,243	v	U	,	10,000	"	U	U	U	31	21,240
		(701)									0	/701
OHRM - Worker's Compensation Efficiencies OCFO - Efficiencies to FTE	(2)										Ů	(701)
	(3)	(450)									(3)	(450)
GSA IT - Return to Work Enhancements (Non Recur)		(1,831)									0	(1,831)
OAS - Return to Work Enhancements (Non Recur)		(1,830)									0	(1,830)
OMA - HSPD-12 Protest (Non-Recur from FY 2021)		(2,376)		/000							0	(2,376
WCF - Decrease to Planned External Spending		(0.555		(980)							0	(980
WCF - Non Recur for FY 2021 Carryover Spending		(6,033)								(658)	0	(6,691)
WCF - Non Recur for TMF Carryover								(6,394)			0	(6,394)
Subtotal, Decreases - Base	(3)	(13,221)	0	(980)	C	0		(6,394)	0	, ,	(3)	(21,253)
Net Change	28	9,891	0	(980)	(10,000		(6,394)	0	27,842	28	40,359

27 46,733

0 10,000

0 28,500 2,048 775,250

2,021 690,017

FY 2022 Request

Working Capital Fund by Staff Office

(Dollars in Thousands)

	FY	FY 2020		2021	FY	2022
	FTE	Actual	FTE	Plan	FTE	Plan
Office of GSA Information Technology	494	\$275,234	504	\$286,974	504	\$289,833
Office of Chief Financial Officer	518	\$ 93,479	551	\$100,589	548	\$102,212
Financial Management Line of Business (FMLoB)	0	\$ 59,146	0	\$ 54,732	0	\$ 59,193
Office of Human Resources Management	283	\$ 68,402	311	\$ 70,231	338	\$ 75,187
Office of Administrative Services	144	\$ 75,149	134	\$ 52,481	134	\$ 50,415
Office of Mission Assurance	104	\$ 41,811	122	\$ 45,765	126	\$ 43,372
Office of General Counsel	143	\$ 27,645	177	\$ 32,061	177	\$ 31,865
Office of Government-wide Policy	33	\$ 8,607	40	\$ 9,507	40	\$ 9,806
Office of Strategic Communication	77	\$ 14,472	85	\$ 14,666	85	\$ 14,905
Office of Civil Rights	18	\$ 3,388	23	\$ 3,969	23	\$ 4,037
Office of Small Business Utilization	37	\$ 6,453	38	\$ 6,880	38	\$ 6,895
Office of Customer Experience	7	\$ 2,236	8	\$ 2,271	8	\$ 2,297
Quality Service Management Office	7	\$ 5,360	0	\$ -	0	\$ -
Subtotal, Staff Office Internal Authority	1,865	\$681,382	1,993	\$680,126	2,021	\$690,017
Office of GSA Information Technology	0	\$ 1,644	0	\$ 9,379	0	\$ 5,042
Office of Chief Financial Officer	9	\$ 2,697	9	\$ 12,136	9	\$ 12,136
Financial Management Line of Business (FMLoB)	0	\$ 439	0	\$ 552	0	\$ 477
Office of Human Resources Management	4	\$ 1,255	0	\$ -	0	\$ -
Office of Administrative Services	1	\$ 105	6	\$ 1,573	6	\$ 1,573
Office of Mission Assurance	0	\$ 1,059	0	\$ 2,980	0	\$ 3,000
Office of Government-wide Policy	10	\$ 17,998	12	\$ 19,375	12	\$ 22,997
Office of Congressional & Intergovernmental Affairs	0	\$ 364	0	\$ 1,248	0	\$ 1,248
Office of Customer Experience	0	\$ 186	0	\$ 450	0	\$ 200
Office of Civil Rights	0	\$ -	0	\$ 20	0	\$ 60
Quality Service Management Office	0	\$ 750	0	\$ -	0	\$ -
Subtotal, Staff Office External Authority	24	\$ 26,497	27	\$ 47,713	27	\$ 46,733
TMF - Database Transformation	0	\$ 5,828	0	\$ 208	0	\$ -
TMF - NewPay	0	\$ 120	0	\$ 6,186	0	\$ -
Subtotal, Technology Modernization Funds	0	\$ 5,948	0	\$ 6,394	0	\$ -
CARES Act	0	\$ 842	0	\$ 658	0	\$ -
Human Resources Quality Services Management Office	0	\$ -	0	\$ -	0	\$ 20,000
Rulemaking Systems Modernization	0	\$ -	0	\$ -	0	\$ 8,500
Subtotal, Direct Appropriations	0	\$ 842	0	\$ 658	0	\$ 28,500
CFO Act, Major Acquisition and Development	0	\$ -	0	\$ -	0	\$ 10,000
Subtotal, Major Acquisition and Development	0	\$ -	0	\$ -	0	\$ 10,000
Total, Working Capital Fund	1,889	\$714,668	2,020	\$734,891	2,048	\$775,250

Working Capital Fund Obligations by Object Class

(Dollars in Thousands)

	,	FY 2020 Actual	FY 2021 Plan	FY 2022 Plan
11.1	Full-time, permanent	227,098	240,088	246,702
11.3	Other than full-time permanent	2,845	865	990
11.5	Other personnel compensation	3,645	4,493	4,457
11.8	Special personnel services payments	31	0	0
12.1	Civilian personnel benefits	87,082	87,953	89,714
13.0	Benefits for former personnel	237	453	302
21.0	Travel and transportation of persons	4,048	5,407	5,554
22.0	Transportation of things	346	25	25
23.1	Rental payments to GSA	32,563	16,499	16,499
23.2	Rental payments to others	9	0	0
23.3	Communications and utilities	22,949	24,855	24,316
24.0	Printing and reproduction	52	61	44
25.1	Advisory and assistance services	219,375	227,625	263,956
25.2	Other services from non-Federal sources	2,164	3,857	3,977
25.3	Other goods & services from Federal sources	52,023	59,401	54,645
25.4	Operation and maintenance of facilities	466	0	0
25.6	Medical care	0	0	0
25.7	Operation and maintenance of equipment	529	0	0
26.0	Supplies and materials	856	845	809
31.0	Equipment	58,150	62,461	63,256
32.0	Land and structures	0	0	0
42.0	Insurance claims and indemnities	202	5	5
43.0	Interest and dividends	0	0	0
99.0	Obligations, Appropriated (Annual)	714,669	734,891	775,250
	Subtotal, PC&B	320,938	333,852	342,164
	Subtotal, Non-labor	393,732	401,041	433,086

Note: The FY 2022 column includes GSA's request for an appropriation of \$20 million to support the HR QSMO and an appropriation of \$8.5 million to modernize rulemaking systems.

Description of WCF Services by Office

Office of GSA Information Technology (GSA IT): FY 2022 Estimate - \$294.8 million

Internal Services: FY 2022 Budget Estimate - \$289.8 million

Providing IT support to all GSA offices, GSA IT designs and delivers innovative IT solutions that ensure integration between GSA systems and organizations. GSA IT directly supports GSA's management objectives to streamline and modernize IT, support cybersecurity, capture high-quality data to support decision making, and improve customer experience. In its execution of IT services, GSA IT incorporates its business knowledge and technological expertise to identify the best solution available for its customers.

GSA IT provides a standardized agency-wide approach to infrastructure management and operations designed to maximize resources and optimize the efficiency of enterprise systems and organizational staff. GSA IT manages internal IT assets, server resources, network resources, and end-user devices. These responsibilities include: planning and governance, systems access controls, systems user training, IT security and integrity, local support, help desk functions, all circuits, wireless services, teleconferencing, and telephony.

GSA IT faces increased demand for services from GSA business lines, while continuing to modernize the delivery of IT services to the agency. To enhance its delivery, GSA IT needs to have the right level of skilled staff and contractor support to meet business line needs, stay abreast of current technological initiatives, and remain innovative. To that end, GSA IT is working closely with the Office of Human Resource Management to identify appropriate training and conduct targeted hiring to acquire employees with needed skills.

GSA IT continues to streamline the IT environment, eliminate redundancy by utilizing shared services and, through continued targeted investment, is pursuing innovation and optimization of the technology environment. GSA IT is increasing IT value by identifying costs, aligning these costs to mission value, and driving the effective and efficient use of IT. Through this effort, the agency is focusing on identifying data gaps to pinpoint areas for IT run efficiencies.

GSA IT identified reductions to offset increases that support high-priority efforts such as:

- Incorporating digital technology in every area of business by adopting a shared services approach;
- Addressing customer requirements across GSA; and
- Meeting cybersecurity requirements, including a Security Operations Center as a Service (SOCaaS), which will allow GSA to have round-the-clock (24 hours a day/7 days a week/365 days a year) monitoring that will provide an immediate response capability to security issues outside of normal business hours, as required by the U.S. Department of Homeland Security Cybersecurity Maturation Plan.

External Services: FY 2022 Budget Estimate - \$5.0 million

The Office of GSA IT provides a cost-effective, secure platform to deliver administrative systems services to external clients. The Office of Corporate IT Services provides professional systems support for payroll and labor distribution systems. This Office supports other IT functions such as business requirements and change management, systems operations and maintenance, financial data management and reporting, systems access control, security and integrity, systems user training, and helpdesk support. The Office of Acquisition IT Services also supports customers using GSA acquisition systems and IT knowledge to facilitate the development of requirements, cost estimates, and plans for replacing legacy systems.

Office of the Chief Financial Officer: FY 2022 Estimate - \$124.3 million

Internal Services: FY 2022 Estimate - \$102.2 million

The Office of the Chief Financial Officer (OCFO) provides GSA with financial management services including budget formulation and execution, financial reporting and operations, internal controls, data management and analytics, performance management, and audit management and accountability. OCFO is responsible for the development, submission, and execution of the annual GSA Budget, the GSA Strategic Plan, the Annual Performance Plan, and the Agency Financial Report.

OCFO will continue to serve as a partner and financial advisor to GSA's Services and Staff Offices and lead value generation for GSA and the Federal Government by delivering high-value services such as data analytics, business planning, and performance management.

OCFO is leading GSA's efforts to implement robotic process automation and to move from low-value to high-value work. OCFO's Eliminate, Optimize, Automate (EOA) initiative, launched to identify and plan for the elimination, optimization, and automation of low-value requirements and processes that increase organizational workload, has been implemented across GSA's CXOs and will be adopted by PBS and other parts of the agency. The success of these programs has resulted in efforts to expand the EOA model Government-wide.

OCFO will continue to deliver high performance in managing traditional financial management activities, such as improving internal controls, supporting the annual financial statement audit, and managing our financial management shared services provider, the U.S. Department of Agriculture. In addition, OCFO has established an office to improve program audit management that will include an objective assessment capability to ensure GSA is addressing potential risk areas that are identified by agency leadership or through the GSA Office of Inspector General (OIG) and Government Accountability Office (GAO).

External Services: FY 2022 Estimate - \$12.1 million

OCFO provides payroll support to 33 independent agencies, boards, and commissions on a fee-for-service basis. OCFO is also leveraging GSA's deep experience in process automation and transformation to solve complex business challenges across the Government. This program promotes the adoption of emerging automation technologies and rapid process transformation through the Federal Robotic Process Automation (RPA) Community of Practice (COP). Leadership within the RPA COP mentors other agencies and provides oversight for pilot engagements that include RPA, Intelligent Automation, and adoption of process transformation methodologies.

Major Equipment Acquisition & Development: FY 2022 Estimate – \$10 million Per 40 U.S.C. § 3173(d), the equipment acquisition and development activity may be utilized for agency-wide investments to implement the Chief Financial Officers Act of 1990 such as: acquisition of capital equipment, automated data processing systems, and financial management and management information systems.

Financial Management Line of Business (FMLoB): FY 2022 Estimate - \$59.7 million

Internal Services: FY 2022 Estimate - \$59.2 million

In line with Government-wide efforts to utilize financial shared services, GSA divested its Financial Shared Service Provider (FSSP) Line of Business to the U.S. Department of Agriculture (USDA) in March 2015 to focus on its core mission. USDA also assumed responsibility for development, operation, and maintenance of GSA's primary financial management system, Pegasys. GSA continues to use this system through a partnership with USDA.

External Services: FY 2022 Estimate - \$477 thousand

The FMLoB coordinates the delivery of financial management support to a variety of smaller agencies or commissions and boards enacted in legislation. Such enabling legislation outlines broad conditions that allow GSA to provide financial management or other administrative services. GSA enters into interagency agreements with these smaller agencies and recoups costs for arranging delivery of financial or administrative services on a reimbursable basis

Office of Human Resources Management: FY 2022 Estimate - \$75.1 million

Internal Services: FY 2022 Estimate - \$75.1 million

The Office of Human Resources Management (OHRM) is focused on helping GSA attract, motivate, develop, retain, and reward employees. OHRM provides and maintains an evolving portfolio of effective and innovative end-to-end human resource and human capital solutions that meet partner and external stakeholder needs, including the delivery of meaningful Human Resource (HR) data, analysis, and consultation to help customers make informed business decisions. Through improved service delivery models, OHRM is focused on hiring, developing, and retaining a talented and diverse mission-ready GSA workforce in critical job series including building management, acquisition, information technology, finance and human resources.

OHRM provides Human Resource (HR) services in a consolidated manner to reduce redundancy within business lines while still ensuring a high standard of service for recruitment, staffing, and employee development. These services include GSA enterprise-wide programs such as workers' compensation, transit subsidy, health room services, child care subsidy, and unemployment compensation. Funding also provides training contracted through one of OHRM's multiple blanket purchase agreements that covers a wide range of classes and programs. In FY 2022, OHRM will remain focused on workforce planning efforts, continuing the Workforce Planning Community of Practice and continuing to incorporate hiring assessment best practices through process and technology advancement.

The OHRM funding level includes \$5.5 million to fund operations & maintenance (O&M) support for the HR Links system that completed the migration to IBM's HR and Time Attendance (T&A) systems. OHRM will also continue to focus on return-to-work programs and workers' compensation case file reviews in an effort to reduce the overall costs of the workers' compensation program. Recent efficiencies reduced the internal cost of workers' compensation by \$700 thousand, and additional efficiencies are expected with the purchase of a new workers' compensation case management system in FY 2021.

Due to the success of OHRM's Emerging Leaders Program (ELP), GSA will continue to improve and expand its capstone program for high potential entry levels into the Enterprise ELP (EELP). The EELP will allow Agency-wide participation, double the cohort size, and introduce several career tracks that are targeted towards GSA's mission-critical occupations. The budget comprises the training, salaries, benefits, career ladder promotions, and within-grade-increases for the participants.

Office of Administrative Services: FY 2022 Estimate - \$52 million

Internal Services: FY 2022 Estimate - \$50.4 million

The Office of Administrative Services (OAS) is responsible for general administrative and management services for GSA. These include, but are not limited to: executive correspondence, forms, directives, internal contracting, and travel and purchase card oversight. OAS also provides workspace planning, facility design, facilities management, and workplace services tenant support on a national scale. OAS administers rent and security expenditures for offices funded by the WCF in GSA-occupied space including GSA's Washington, DC, facility at 1800 F Street, NW.

OAS's FY 2022 estimate of \$50.4 million funds major areas of responsibility including payment of GSA internal fleet program, funding nationwide space alteration and maintenance requests, and payments for rent and security costs of all GSA WCF organizations.

External Services: FY 2022 Estimate - \$1.6 million

OAS' Office of Presidential and Congressional Agency Liaison Services provides Commissions and Boards (CABs) account management services and coordinates support with GSA and non-GSA service providers for Commissions, Boards, and small independent agencies. These services include but are not limited to: human resources (labor relations, employee relations, performance management), legal, payroll and financial management, assisted acquisition, realty and facilities, telecommunications, IT, records management, and equal employment opportunity for approximately 28 CABS customers. OAS' CABs Account Management partners with the OHRM CABs Human Resource Services Center to provide human resources services and access to platforms such as HR Links.

Office of Mission Assurance: FY 2022 Estimate - \$46.4 million

Internal Services: FY 2022 Estimate - \$43.4 million

The Office of Mission Assurance (OMA) ensures resilience and continuity of GSA's critical business processes by integrating and coordinating activities across all domains of security (physical, personnel, and cyber) and emergency management. This includes funding and managing all of GSA's background investigations for FTEs and contractors, Homeland Security Presidential Directive 12 credentialing, managing GSA's Insider Threat program, disaster response, and contingency and continuity of operations planning. OMA issues general lease, natural hazard, and security policy guidance for acquisition and assignments of Government controlled and leased space. OMA provides an enterprise-wide approach to mission assurance planning while ensuring the safety, privacy, and security of GSA facilities, people, and IT assets nationwide. OMA continues to leverage efficiencies, refine best practices, and, to the greatest extent possible, identify savings needed to offset cost increases due to mission priorities.

External Services: FY 2022 Estimate - \$3 million

OMA is responsible for coordinating GSA's response to national emergencies and disasters, as outlined in the National Response Framework - Emergency Support Function #7 *Logistics*. The costs of logistical services provided in response and recovery efforts are recovered through mission assignments issued by the Federal Emergency Management Agency. The requested level of authority ensures OMA will be able to immediately accept and begin any and all mission assignments in response to natural disasters or other emergencies, such as a particularly severe hurricane season or a pandemic.

Office of General Counsel: FY 2022 Budget Estimate - \$31.9 million

Internal Services: FY 2022 Estimate - \$31.9 million

The Office of General Counsel (OGC) provides legal support to all GSA offices and programs, except the Office of Inspector General and the Civilian Board of Contract Appeals (CBCA). This includes providing all the legal services for PBS, FAS, the Office of the Administrator, and the offices within the WCF.

OGC also provides legal support for litigation before the CBCA, defends the agency against contract claims under the Contract Disputes Act; defends against protests before the U.S. Government Accountability Office; and assists the U.S. Department of Justice with claims filed in Federal court. OGC defends the agency against tort claims, injury, or other damage claims arising out of the management of Federal buildings and the operation of GSA fleet vehicles. Other legal services involve contracting, acquisition policy, management of real and personal property, historic preservation, environmental compliance and litigation, personnel and labor relations, appropriations law, FOIA, the Privacy Act, the Federal Advisory Committee Act, and regulations implementing GSA authorities including the Federal Acquisition Regulation, the Federal Travel Regulation, and the Federal Management Regulation.

OGC also advises on responses to congressional inquiries, assists in the preparation of congressional testimony, develops and manages the GSA ethics program, and supports alternative dispute resolution efforts. OGC also houses the GSA FOIA Office which processes and responds to FOIA requests received by GSA.

Office of Government-wide Policy: FY 2022 Budget Estimate - \$41.2 million

<u>Internal Services: FY 2022 Estimate - \$9.8 million</u>

There are two internal programs supported within OGP:

The Chief Acquisition Officer (CAO) and the Senior Procurement Executive (SPE) in the Office of Government-wide Policy (OGP) develop acquisition policy and aid in ensuring an

informed and engaged workforce to help GSA deliver high value acquisition mission solutions. It also provides services and support for acquisition professionals throughout GSA including the Federal Acquisition Service, the Public Buildings Service, and GSA's internal acquisition functions. Responsibilities include:

- Lead GSA acquisition policy, regulatory, and legislative efforts. Update and maintain the General Service Acquisition Regulation along with the development of procurement policies and guidance for GSA's contracting activities.
- Champion career management of GSA's acquisition workforce, including coordinating and overseeing warranting and certification programs as well as providing real-time learning through the Acquisition College.
- Decide contract suspension and debarment cases and contract bid protests to the Agency Protest Official, and perform other corrective actions for troubled GSA contracts.
- Assess GSA's acquisition centers and activities and reports on transactional and entity level compliance with procurement laws and regulations.
- Conduct performance measurement and data analytics in support of the Acquisition Dashboard to promote transparency and drive improvements into the acquisition function.
- Drive Government and industry engagement and dialogue to support competition, innovation, reduced burden, and streamlined processes through GSA Procurement Ombudsman Program.
- Maintaining the Acquisition Portal, a single source for acquisition news, the Acquisition Library and other reference information, and other resources for GSA's acquisition workforce.
- Promote a GSA Acquisition system creating opportunity for small and socio-economic businesses including the blind and severely disabled.
- Manage GSA-wide strategy for addressing supply chain risk management challenges.

The Office of Asset and Transportation Management (MA) took over responsibility for GSA's internal Federal Advisory Committee Act (FACA) function from OAS. Currently, the OGP Committee Management Secretariat oversees Government-wide policy relating to advisory committees for the executive branch. This transfer strengthens GSA's internal committee management work due to the knowledge and skills required for each of these functions. Supporting and managing these functions from a single office increases the structural efficiency at GSA and frees-up OAS management resources to focus on other core functions.

External Services: FY 2022 Estimate - \$23 million

There are three external programs supported within OGP:

- 1. The new Folio application has replaced the legacy Electronic Capital Planning and Investment Control (eCPIC) tool which was in production for 17 years. Folio is a web-based, Government-owned, fee for service technology solution Federal agencies use to support their internal IT Portfolio Management, IT Capital Planning, and IT Governance processes. Folio provides Federal agencies with a Federal shared service solution. Member agencies use Folio to meet their external reporting requirements to the Office of Management and Budget (OMB). The CPIC PMO supports its member agencies by providing dedicated program management, centralized hosting services, Folio related user/admin training, and application related technical support. This community also shares best practices and lessons learned, as well as collaborates on the latest trends in IT portfolio management and IT Governance best practices. The FY 2022 plan for this program is \$11 million.
- 2. The Performance Management Line of Business (PMLoB) is an interagency effort to develop Government-wide performance management capabilities to help meet the transparency requirements of the Government Performance and Results Act Modernization Act of 2010 (GPRAMA), and support Government-wide performance management efforts, including Performance.gov. This activity is supported through collections from customer agencies for their use of Performance.gov. The FY 2022 plan for this program is \$1.2 million.
- 3. The eRulemaking Program is an E-Government program that transferred from EPA to GSA. It fulfills the requirements under Section 206 of the E-Government Act of 2002, the Clinger-Cohen Act, and the Government Paperwork Elimination Act, as well as furthering the effectiveness and efficiency of Government. This request establishes Managing Partner and Partner Agency responsibilities and funding requirements in support of the Program Management Office (PMO) operations including technical support related to the eRulemaking Program and the eRulemaking system. This activity is supported through collections from eRulemaking Partner Agencies, who enter into Inter-Agency Agreements (IAAs) to obligate and transfer scheduled amounts to GSA. The FY 2022 plan for this program is \$10.8 million.

Direct Appropriations: FY 2022 Request - \$8.5 million

The OGP Rulemaking Systems Modernization program is partnering with the Office of Management and Budget, Office of Information and Regulatory Affairs (OIRA), to reimagine business processes, and create a modern, flexible, and scalable architecture for a new eRulemaking system. The vision for modernization takes a holistic approach that is not just focused on updating technology but also on serving the people that use technology and their jobs-to-be-done (JTBD). By addressing each of these factors, modernization gains can be made not just in terms of productivity, but also in terms of an increase in overall user

satisfaction, a faster time to test and deploy changes, and the ability to leverage state-of-the-art technologies, which ultimately results in increasing the effectiveness of Government services. As such, GSA is proposing a systemic modernization effort that involves people, processes, and systems.

- People: OGP and OIRA will utilize a user-centered design (UCD) approach to modernization.
- Processes: Modernization should result in improving the flow of information between
 various stakeholders in the system by addressing factors such as complexity and pain
 points along the regulatory process. It also involves adopting new software development
 methodologies such as Agile, Scrum, DevOps, and Continuous Integration/Continuous
 Delivery (CI/CD) and exploring how errors can be reduced through increased
 automation, better information design, and elimination of redundancies in operations.
- Systems: To better support people and processes, modernized systems need to have
 the flexibility to easily incorporate new and emerging technologies, the scalability to meet
 the flows of demands and disruptions on the system, and the security to meet the
 evolving challenges of privacy and increasing cyber-threats. A modern system is cloudbased, modular, and promotes innovation, ensures the ability to leverage new
 technologies and reduces costs.

A successful IT Modernization will increase IT productivity, increase the willingness of users to recommend the service (as measured by Net Promoter scores), reduce the frequency and impact of system defects, increase data integrity, and reduce the time needed to incorporate new ideas and functionality.

Office of Strategic Communication: FY 2022 Estimate - \$14.9 million

Internal Services: FY 2022 Estimate - \$14.9 million

The Office of Strategic Communication (OSC), consisting of the Media Affairs, Operations, and Client Communication divisions, is GSA's singular resource for all internal and external communication needs. OSC's main responsibility is to use communication to help the agency meet its mission and business goals. In FY 2022, OSC will continue to promote and enhance the performance and reputation of GSA by providing critical, integrated communication support to its clients.

OSC's Media Affairs Division carries out the agency's effort to help Federal agencies, the media and the public understand the important work performed by GSA in buildings, acquisitions and technology. Media Affairs acts as the official point of contact for national media inquiries and works closely with communication teams in all 11 GSA regions to ensure there are experts available to reply to media queries at national and local levels. The Media Affairs Division also maintains editorial control over GSA's social media presence and approves and manages all

requests for outside speaking engagements. Additionally, this team oversees stakeholder engagement to ensure internal and external engagement around key issue areas.

The Operations Division includes the immediate office and both the Digital and Visual Communication Program Management Offices (PMOs). The Digital Communications PMO manages the agency's primary website (www.gsa.gov) and its intranet site. It also provides enterprise-wide web governance and develops strategy, standards, policies, and guidelines on the agency's web content and the presentation of that content, including facilitating the implementation of OMB and agency decisions concerning online content and presentation. The Visual Communications PMO maintains the agency's brand and produces and provides quality assurance oversight on all of GSA's visual and broadcast products, including videos, graphics, podcasts, and photos. The Visual Communications PMO also provides live streaming and event services for the agency.

The Communications Division includes both client-focused and regional branches. OSC Client branches are in-house communication teams, working directly with GSA's business lines and staff offices to promote and enhance the performance of GSA. They provide complete communication services, including developing and executing strategic communication plans and solutions to support high-priority GSA initiatives. Regional communication branches support the communication needs of all 11 regions. Support ranges from using a range of tactics to deliver news and updates to regional staff to developing regionally focused features for national distribution to staffing urgent and emergency situations that require local GSA representation.

Office of Civil Rights: FY 2022 Estimate - \$4.1 million

Internal Services: FY 2022 Estimate - \$4.0 million

The Office of Civil Rights (OCR) provides support and guidance on all aspects of equal employment opportunity (EEO), affirmative employment, nondiscrimination in federally financial assistance programs, and nondiscrimination in federally conducted programs within GSA. OCR's equal employment opportunity program keeps GSA in compliance with laws, guidance and authorities that prohibit discrimination and harassment in the Federal workplace. OCR provides a variety of services to GSA employees and applicants for employment who believe they have been discriminated against based on age, color, disability, race, national origin, religion, sex (including sexual harassment and pregnancy discrimination), sexual orientation, general identity, genetic information, genetic information, or reprisal retaliation for protected EEO equal employment opportunity activity. OCR also processes informal and formal EEO complaints, encourages resolution of EEO disputes through the Alternative Dispute Resolution program, and adjudicates discrimination claims in accordance with Federal EEO regulations and guidance. To support full inclusion and equal opportunity for all persons, OCR leads a robust EEO training and outreach program aimed at preventing discrimination.

OCR's civil rights program ensures that GSA's public-facing activities and programs are in compliance with applicable Federal laws and authorities. Through investigations, technical assistance, voluntary compliance efforts, policy development and education, the civil rights program ensures that recipients of Federal financial assistance from GSA comply with Federal laws that prohibit discrimination in the delivery of services or benefits based on race, color, national origin, sex, sexual orientation, gender identity, age, and disability. Similarly, OCR ensures that programs, services and activities conducted by GSA do not discriminate on the basis of disability. By funding and administering GSA's Limited English Proficiency Program, OCR ensures that limited English proficiency persons have meaningful access to the programs, services and information that GSA provides.

OCR's affirmative employment program leads GSA's annual assessment of its EEO program and the formation of GSA's affirmative employment strategy for eliminating barriers to workplace advancement by women, minorities and persons with disabilities.

Within the last two years, OCR has completed a reorganization and made significant strides in rebuilding and enhancing the civil rights and EEO programs to better serve its customers. OCR's FY 2022 estimate of \$4 million will allow GSA to provide outstanding civil rights services and support compliance with Federal laws, regulations, and GSA policies to improve mission achievement and support for the administration's priority of affirmatively advancing equity, civil rights, racial justice, and equal opportunity for all.

External Services: FY 2022 Estimate - \$60 thousand

OCR provides equal employment opportunity services to other Federal agencies on a cost-reimbursable basis. These services include equal employment opportunity counseling, mediation, investigation, and complaint adjudication.

Office of Small and Disadvantaged Business Utilization: FY 2022 Estimate - \$6.9 million

Internal Services: FY 2022 Estimate - \$6.9 million

GSA's Office of Small and Disadvantaged Business Utilization (OSDBU) carries out our nationwide responsibility for delivering a successful small business program. OSDBU's mission is to maximize small business and socio-economic small business procurement opportunities within GSA and the Federal Government.

OSDBU monitors and implements small business policies and executes a range of programs as directed by the Small Business Act of 1953, as amended by Pub. L. 95-507. This includes, but is not limited to:

- Managing OSDBU's small business program funding to ensure timely, efficient, and effective use of appropriated resources;
- Evaluating, refining, proposing, and ensuring compliance with small business policy to
 ensure maximum practicable opportunity for small and disadvantaged businesses to
 participate in the Federal procurement arena, while prioritizing the accomplishment of
 the GSA mission;
- Through data analytics, establishing challenging small business procurement goals for GSA, monitoring performance across small business and socio-economic small business categories and implementing initiatives to achieve statutory goals;
- Contributing to the forecasting of opportunities, market research, influencing acquisition strategy, and negotiating higher subcontracting goals to ensure small and disadvantaged businesses receive the maximum practical opportunity to provide innovative, costcompetitive, and timely products and services to satisfy Federal procurement requirements; and
- Providing training and resources to GSA's acquisition workforce, and the vendor community.

GSA's small business programs foster entrepreneurial opportunities to new business horizons and enhance technological capabilities. OSDBU's work is critical to the achievement of GSA's prime and subcontracting small business goals.

OSBDU's FY 2022 estimate of \$6.9 million includes funding to deliver and expand a successful agency small business program, influence improvements for the small business community throughout the Federal Government, and reduce the burden for the acquisition workforce. This encompasses eliminating ineffective technologies and workflow processes, automating technology, enhancing small business vendor engagement and training, expanding small business training to the acquisition workforce, and improving efficiency and effectiveness.

Office of Customer Experience: FY 2022 Estimate - \$2.5 million

Internal Services: FY 2022 Estimate - \$2.3 million

The mission of the Office of Customer Experience (OCE) is to improve the end-to-end experience of GSA customers by aligning operations to customer needs. OCE was the first agency-wide organization in the Federal Government to focus solely on improving customer experience and fostering a customer-first mentality.

OCE works with internal clients to enhance relationships with customers, industry partners, and both internal and external stakeholders. The office utilizes human-centered design approaches to promote three key behaviors: conducting representative customer research; synthesizing findings into actionable insights; and making incremental, measurable, and customer-focused improvements.

OCE advances these behaviors through four pillars of service:

- Strategy: OCE works across GSA to develop strategies and action plans to achieve customer-centric goals based on customer research and administrative data;
- Customer Research: OCE collaborates with teams to frame, study, and understand GSA customer needs through qualitative and quantitative research;
- Capacity Building: OCE helps teams and individuals across GSA to better understand customer experiences and adapt to shifting needs and preferences; and
- Pilots: OCE partners with GSA teams to prototype service, product, and process innovations to improve customer experiences. Along the way, we gather user feedback to test, validate, and refine big ideas.

External Services: FY 2022 Estimate - \$200 thousand

Funding will be used to continue the efforts to develop a strategy and scope of services for a Government-wide customer experience capacity (in support of the Federal Customer Experience work) and support with Executive Orders to create a more holistic strategy to measure employee experience and create an environment for equity of services. Funding will also be used to increase the Government-wide coordination of employee experience measurement efforts.

Office of Congressional and Intergovernmental Affairs: FY 2022 Estimate - \$1.2 million

The Office of Congressional and Intergovernmental Affairs (OCIA) is funded out of the Operating Expenses appropriation; however, the office uses the WCF for the reimbursable services it provides to Members of Congress across the country. This requirement is based on the best information available and subject to change as necessary to support the requirements of the President or Congress.

External Services: FY 2022 Estimate - \$1.2 million

OCIA coordinates services to over 1,400 House district offices and Senate state offices nationwide. OCIA supports the acquisition of office space, furniture and furnishings, property disposal, equipment and supplies, and storage and relocation services.

<u>Human Resources Quality Services Management Office (HR QSMO): FY 2022 Request - \$20 million</u>

Direct Appropriation: FY 2022 Request - \$20 million

In FY 2021, the HR QSMO PMO transitioned from the WCF to the ASF and continued to make significant progress in advancing the work needed to ensure that the HR QSMO is successful. In FY 2022, GSA's Working Capital Fund is requesting \$20 million for the HR QSMO to carry out architectural reviews and gap analyses; develop human resources data standards; and

complete other related work. GSA's HR QSMO will be collaborating with the Office of Personnel Management and other parties to complete this foundational work necessary for the current service providers to facilitate IT modernization.

Working Capital Fund Bill by Staff and Service Office

(Dollars in Thousands)

GSA Working Capital Fund Bill	FY 2020	FY 2021	FY 2022
\$(000)	Actual	Plan	Plan
Public Building Service	\$364,945	\$370,550	\$379,436
Federal Acquisition Services	\$281,346	\$279,262	\$289,430
FAS ASF	\$276,828	\$274,333	\$284,892
FAS FCSF	\$4,518	\$4,929	\$4,538
Office of Governmentwide Policy	\$12,033	\$11,812	\$11,514
Office of Inspector General	\$1,731	\$1,997	\$2,352
Former Presidents	\$91	\$17	\$24
Civilian Board of Contract Appeals	\$221	\$421	\$280
Federal Permitting Improvement Steering Committee	\$125	\$0	\$0
Technology Modernization Fund	\$240	\$168	\$120
Operating Expenses	\$5,631	\$6,387	\$5,558
Executive Direction	\$3,213	\$3,703	\$3,028
Real Property Disposal	\$2,418	\$2,684	\$2,530
WCF External Programs	\$516	\$964	\$1,304
OCFO - Payroll Shared Services	\$173	\$202	\$255
OGP - Electronic Capital Planning & Investment Control	\$162	\$138	\$185
OHRM - Commissions & Boards	\$181	\$74	\$200
OGP - eRulemaking	\$0	\$550	\$664
Grand Total	\$666,878	\$671,578	\$690,019