U.S. General Services Administration

GOVERNMENT-WIDE POLICY

Fiscal Year 2025 Congressional Justification

CONTENTS

Appropriations Language

For expenses authorized by law, not otherwise provided for, Government-wide policy associated with the management of real and personal property assets and certain administrative services; Government-wide policy support responsibilities relating to acquisition, travel, motor vehicles, information technology management, and related technology activities; and services as authorized by 5 U.S.C. 3109; and evaluation activities as authorized by statute; $74,033,000, of which $4,000,000 shall remain available until September 30, 2026.

Program Description

This appropriation provides for the activities of the Office of Government-wide Policy (OGP). OGP works cooperatively with other agencies to develop and evaluate a wide-ranging set of policies to improve Government operations: acquisition and acquisition workforce career development; real property (including high-performing building policy); personal property; travel, transportation management, mail management, relocation policy, motor vehicles and aircraft; advisory committee management; information technology (IT) and cybersecurity; evaluation practices; and regulatory information. OGP also collaborates with agencies and other primary Government organizations to provide support for the execution of Government-wide priorities and programs. These programs include program management support for Government-wide shared services, cross-agency priority (CAP) goals in the President's Management Agenda (PMA) and IT programs. OGP identifies and shares policies and best practices to drive savings, efficiency, and effectiveness across the Federal Government.

OGP consists of seven component offices including: the Office of Asset and Transportation Management; the Office of Evidence and Analysis; the Office of Technology Policy; the Office of Federal High-Performance Green Buildings; the Office of Evaluation Sciences; the Office of Acquisition Policy; and the Office of Shared Solutions and Performance Improvement.

Amounts Available for Obligation
(Dollars in Thousands)

	FY 2023 Actual	FY 2024 Full Year CR	FY 2025 Request
Discretionary authority:			
Annual appropriation...	$ 71,186	$71,186	$74,033
Reimbursable authority:			
Unobligated balance, start of year..	$ 26,485	$ 28,659	$ 27,500
New authority...	$ 400	$ 5,750	$ 5,750
Transfers in for Inter-Agency Councils/Cross-Agency Priority Goals.........	$ 32,000	$ 32,000	$ 32,000
Transfers out for Inter-Agency Councils/Cross-Agency Priority Goals.......	$ -	$ -	$ -
Change in uncollected payments...	$ 1,778	$ -	$ -
Recovery of prior-year obligations..	$ 156	$ -	$ -
Unobligated balance, expiring...	$ (388)	$ -	$ -
Unobligated balance, sequestered..	$ -	$ -	$ -
Reimbursable Unobligated balance, end of year.....................	$ 29,325	$ 27,500	$ 27,500
Obligations, Reimbursable...	$ 30,950	$ 37,750	$ 37,750
Obligations, appropriated (annual)...	$ 67,181	$ 67,186	$ 70,033
Obligations, appropriated (multi-year)......................................	$ 1,154	$ 4,000	$ 4,000
Total obligations...	**$ 99,285**	**$ 104,936**	**$107,783**
Carryover authority...	*$ 2,846*	*$ 2,846*	*$ 2,846*
Net Outlays...	*$ 68,153*	*$ 68,208*	*$ 70,059*

Explanation of Changes, Appropriated Dollars and FTE

(Dollars in Thousands)

	FTE	FY 2023 Enacted	FTE	FY 2024 Full Year CR	FTE	FY 2025 Request
	139	$ 71,186	159	$71,186	163	$74,033
Program Increases						
FY2025 Impact of increases for payroll of 2%						$ 523
FY2024 Impact of increases for payroll of 5.2%						$ -
Section 508 Program Management Office					4	$ 1,431
GSA IT O&M and DM&E program support						$ 970
WCF Contribution						$ 1,040
Subtotal, Program Increases					4	$ 3,964
Program Decreases						
Rent and Security Cost Savings Adjustment					0	$ (1,117)
Subtotal, Program Decreases					0	$ (1,117)
Total Adjustments					4	$ 2,847

Obligations by Program, Dollars and FTE
(Dollars in Thousands)

	FY 2023 Actual		FY 2024 Full Year CR		FY 2025 Request	
	FTE	Obligations	FTE	Obligations	FTE	Obligations
1. Administration						
Annual appropriation	7	$ 12,490	11	$ 14,995	11	$ 14,647
Subtotal, Administration	7	$ 12,490	11	$ 14,995	11	$ 14,647
2. Asset and Transportation Management						
Annual appropriation	34	$ 12,229	45	$ 13,118	45	$ 13,596
Reimbursable authority	0	$ -	0	$ -	0	$ -
Subtotal, Asset and Transportation	34	$ 12,229	45	$ 13,118	45	$ 13,596
3. Evidence and Analysis						
Annual appropriation	10	$ 5,160	11	$ 4,702	11	$ 5,097
Subtotal, Evidence and Analysis	10	$ 5,160	11	$ 4,702	11	$ 5,097
4. Technology Policy						
Annual appropriation	32	$ 19,715	33	$ 19,697	37	$ 20,224
Reimbursable authority	0	$ 189	4	$ 2,000	4	$ 2,000
Subtotal, Information Integrity and Access Management	32	$ 19,904	37	$ 21,697	41	$ 22,224
5. Federal High-Performance Green Buildings						
Annual appropriation	13	$ 5,249	14	$ 4,632	14	$ 5,062
Reimbursable authority	0	$ -	0	$ 250	0	$ 250
Subtotal, Federal High Performance Buildings	13	$ 5,249	14	$ 4,882	14	$ 5,312
6. Evaluation Sciences						
Annual appropriation	6	$ 1,759	9	$ 1,836	9	$ 2,017
Reimbursable authority	0	$ 668	0	$ 2,000	0	$ 2,000
Subtotal, Evaluation Sciences	6	$ 2,427	9	$ 3,836	9	$ 4,017
7. Acquisition Policy						
Annual appropriation	30	$ 10,364	36	$ 10,714	36	$11,818
Reimbursable authority	0	$ -	0	$ -	0	$ -
Subtotal, Acquisition Policy	30	$ 10,364	36	$ 10,714	36	$ 11,818
8. Shared Solutions and Performance Improvement						
Annual appropriation	7	$ 1,369	0	$ 1,492	0	$ 1,573
Reimbursable authority	0	$ -	0	$ 1,500	0	$ 1,500
Reimbursable authority, Management councils/CAP Goals	23	$ 30,093	28	$ 32,000	28	$ 32,000
Subtotal, Shared Solutions and Performance Improvement	30	$ 31,462	28	$ 34,992	28	$ 35,073
Total, Annual appropriated	139	$ 68,335	159	$ 71,186	163	$ 74,033
Total, Reimbursable	23	$ 30,950	32	$ 37,750	32	$ 37,750
Total, Obligations	**162**	**$ 99,285**	**191**	**$ 108,936**	**195**	**$ 111,783**

Summary

The FY 2025 appropriated budget request provides $74 million and 163 full-time equivalents (FTE) for OGP, which is an increase of $2.8 million in funding from the FY 2024 Full Year Continuing Resolution level.

In FY 2025, OGP will continue to develop, analyze, and assist agencies in implementing administrative policies for the Federal Government in multiple functional areas, including real and personal property; aircraft and motor vehicles; travel and transportation of goods and people; acquisition of goods and services; acquisition workforce development; IT and cybersecurity policy; shared services; evaluation practices; and high-performance green buildings. The FY 2025 Budget provides the funding required to support agency implementation of new initiatives related to policy development to include Government-wide program support and reducing regulatory burdens.

Program Financing

Salaries and expenses of OGP staff are funded from annual appropriations and reimbursable authority. Other reimbursable costs within OGP include the Chief Executive Officers' (CXO) Council and CAP Goal funds. The CXO Council and CAP Goal funds are collected by the Office of Shared Solutions and Performance Improvement (OSSPI), which, in coordination with the Office of Management and Budget (OMB), identifies and pursues initiatives across agencies to support the Federal Management Councils and CAP Goals.

Program Increases

OGP coordinates a detailed program and performance management review annually to reprioritize projects based on emerging priorities, risks, and efficiencies. OGP's FY 2025 budget requests an increase from the FY 2023 enacted budget and includes:

- $1.4 million and 4 FTE for GSA to meet new statutory requirements and improve transparency and accountability of Federal agency accessibility requirements in conformance of Section 508 standards. In collaboration with the Office of the Federal Chief Information Officer and the U.S. Access Board, OGP will develop suites of tools, training, certifications, expanded technical assistance, and advisory services necessary to assist agencies on Section 508. Finally, OGP will produce an annual, Federal-wide Section 508 assessment and report to Congress.
- $1 million increase for OGP's Working Capital Fund (WCF) contributions to GSA
- $970 thousand increase for internal IT operations and maintenance.
- $523 thousand in FY 2025 Pay Raises.

Program Decreases
- $1.1 million for Rent and Security Cost Savings.

Reimbursable Programs

The FY 2025 President's Budget includes a Government-wide general provision authorizing GSA to collect up to $32 million in contributions from other Federal agencies to fund CXO Councils and CAP Goal implementation, consistent with previously enacted appropriations (the most recent being Section 721 of Public Law 117-328). More details are included in the FY 2025 congressional budget submission by the Executive Office of the President (as requested in Senate Report 111-43, which directed OMB to include this justification in the annual budget request beginning in FY 2011). CXO Council services include administration of the Federal executive councils (such as the Chief Financial Officers Council, Chief Human Capital Officers Council, Chief Information Officers Council, Chief Acquisition Officers Council, Federal Real Property Council, Federal Privacy Council, Performance Improvement Council and Program Management Improvement Accountability Act Council), supporting the implementation of priorities identified in the President's Management Agenda, and accelerating the use of data to influence the creation of effective management strategies.

- The Government-wide Executive Council's budget includes up to $17 million in transfer authority to support cross-Government initiatives related to mission support activities, management priorities, and challenges.
- Up to $15 million in transfer authority is budgeted for CAP Goal implementation, as identified in the President's Management Agenda. These activities are discussed in more detail in the Executive Office of the President's FY 2025 Congressional Justification.

The OGP budget request includes $5.8 million in reimbursable funding for the Office of Technology Policy; the Office of Evaluation Sciences; the Office of Federal High-Performance Green Buildings; and the Office of Shared Solutions and Performance Improvement.

- To continue to provide high-quality data evaluation support to its agency partners, especially given the enactment of the Evidence Act, the Office of Evaluation Sciences is estimating $2 million in reimbursable authority.
- OSSPI estimates $2.5 million in reimbursable authority to fund shared service priorities to support the Government-wide management agenda or Federal-wide reform efforts identified by OMB.
- The Office of Federal High-Performance Green Buildings estimates $250 thousand in reimbursable authority for assessment and management of climate-related risks, and to support agencies' implementation of the Federal Buildings Personnel Training Act.
- The balance of OGP's reimbursable authority will be used to help Federal agencies with activities related to developing and evaluating administrative policies.

Obligations by Object Classification

(Dollars in Thousands)

	FY 2023 Actual	FY 2024 Full Year CR	FY 2025 Request
11.1 Full-time permanent..	$ 20,939	$ 23,981	$ 25,566
11.3 Other than full-time permanent...........................	$ (3)	$ -	$ -
11.5 Other personnel compensation...........................	$ 501	$ 545	$ 580
11.8 Special personnel services payments................	$ 373	$ 400	$ 400
12.1 Civilian personnel benefits.................................	$ 7,549	$ 9,516	$ 9,646
21.0 Travel and transportation of persons.................	$ 296	$ 211	$ 211
23.1 Rental payments to GSA....................................	$ 1,378	$ 1,886	$ 769
23.3 Communications and utilities.............................	$ 2	$ 5	$ 5
24.0 Printing and reproduction.................................	$ 324	$ 325	$ 325
25.1 Advisory and assistance services......................	$ 19,015	$ 19,122	$ 19,236
25.2 Other services from non-Federal sources..........	$ 239	$ 254	$ 254
25.3 Other goods & services from Federal sources...	$ 17,478	$ 14,877	$ 16,977
26.0 Supplies and materials.....................................	$ 200	$ 48	$ 48
31.0 Equipment..	$ 44	$ 16	$ 16
99.0 Obligations, Appropriated (Annual)...............	**$ 68,335**	**$ 71,186**	**$ 74,033**
Subtotal, PC&B..	$ 29,359	$ 34,443	$ 36,192
Subtotal, Non-labor..	$ 38,976	$ 36,744	$ 37,841
99.2 Obligations, reimbursable.................................	$ 30,950	$ 37,750	$ 37,750
99.9 TOTAL OBLIGATIONS	**$ 99,285**	**$ 108,936**	**$111,783**

OGP Policy Offices

Office of Asset and Transportation Management

The Office of Asset and Transportation Management establishes evidence-based Government-wide policies and regulations that enable Federal agencies to improve the effectiveness and efficiency of managing their assets and transportation. Our policy portfolio includes aircraft, motor vehicles, personal property, real property, transportation, mail, official travel, relocation allowances and entitlements, and advisory committees. In FY 2025, this office will continue to update and develop the Federal Integrated Business Framework (FIBF) standards for real property, travel, and mail. The FIBF process will establish a common set of the data standards, common capabilities, functions and activities, use cases, and performance metrics needed by agencies to manage real property, and travel and expense management. The office will also develop, finalize, and implement all proposed regulatory actions for continuous improvement of Federal policies and guidance to make the Government operate more effectively. In addition, this office will continue to maintain the Federal Travel Regulation, Federal Management Regulation, and Federal Property Management Regulations as well as establish annual per diem and privately owned vehicle mileage reimbursement rates for the Continental United States. The office manages several interagency councils and committees that promote best practices, transparency, and accountability. The office also provides advice for establishing and managing Federal advisory committees, as mandated by the Federal Advisory Committee Act. The office will remain focused on collecting reliable data for publication on real property, motor vehicle fleet (including electric vehicles and related infrastructure), personal property, aviation, travel and Federal advisory committees to promote Government-wide asset management decisions, transparency, accountability, and policy development.

Office of Evidence and Analysis

The Office of Evidence and Analysis works to expand the agency's ability to gather, compile, and generate evidence-based analyses from a variety of business systems that provide decision making information for senior leadership. The work of this office will improve the effectiveness of operations, processes, and systems by providing empirical data to inform policy development and operational decision-making. This office collects, stores, and develops Government-wide data to create integrated management metrics, perform predictive policy analysis, and map agency and bureaus to a common structure that allows for comparisons to be made across agencies and administrative functions. The office regularly surveys senior management in the Federal workforce to determine the effectiveness of contracting, human capital, financial management, and IT services of the largest agencies in the Government. This office is leading a data governance process that focuses on business requirements for data and Government-wide data initiatives to make data more valuable and usable for advanced policy analytics efforts.

Through the storage, cataloging, development, integration, and mapping of Government-wide administrative data, this office will help improve the efficiency and effectiveness of Government-wide asset management and administrative functions.

Office of Technology Policy
The Office of Technology Policy supports and enables agency implementation of Government-wide IT policies and programs. This office works directly with the OMB Office of the Federal Chief Information Officer, the Chief Information Officers Council, and the White House Office of Science and Technology Policy to support agency Chief Information Officers, IT investment management and acquisition professionals, standard-setting organizations, and other IT decision-makers to address common and complex Federal IT challenges, including:

- Policy development for emerging technologies
- Identity, Credential, and Access Management
- IT accessibility and Section 508 compliance
- Digital service delivery and 21st Century Integrated Digital Experience Act implementation
- IT infrastructure modernization and data center activities
- Federal technology cost transparency best practices and standards
- Technology Business Management implementation support
- Federal IT Dashboard management and support
- Open Government Secretariat

The Office of Technology Policy established the Government-wide IT Accessibility Program Management Office to improve coordination and standardization across Federal agencies in meeting Section 508 requirements for IT accessibility. This Program Management Office works closely with OMB, the Chief Information Officers Council, and the U.S. Access Board to measure agency performance, establish standards, and promote best practices for ensuring agencies' IT is accessible to individuals with disabilities.

OGP manages several Government-wide programs and Communities of Practice (CoP) to drive Federal consensus on the implementation of Federal standards. These CoPs include:

- Cloud & Infrastructure CoP
- Federal eCPIC Steering Committee (FESCOM)
- Federal Technology Investment Management CoP
- Identity, Credential, and Access Management Subcommittee

Office of Federal High-Performance Green Buildings
The Office of Federal High-Performance Green Buildings supports the Federal Government's mission to operate more effectively and efficiently, as directed in Executive Orders 13990, 14008, 14030 and 14057, which direct Federal agencies to lead by example in tackling the climate crisis.

The office supports the implementation of the Energy Independence and Security Act of 2007 (42 U.S.C. § 17001 *et seq*.) and drives efficient use of energy, water, and natural resources, and the Federal Buildings Personnel Training Act of 2010 (P.L. 111-308, 124 Stat. 3283). The office advances Federal building innovation and performance in planning, design, and operations to reduce costs, enable agency missions, enhance human health and performance, and minimize environmental impacts.

Initiatives include:

- Translating buildings and health research into actions to enhance and promote human health and well-being in buildings;
- Analyzing the impact of new processes and technologies (such as integrated design, grid integration and security, and wearable sensors) to improve building and human health performance;
- Developing and issuing Government-wide guidance for the collection and reporting of Scope 3 greenhouse gasses, and collecting and reporting the data for all agencies to the extent feasible;
- Assessing and mitigating risks to critical infrastructure (both to GSA-managed buildings, and supplier-managed resources such as mission-critical energy and telecommunications networks) to enhance mission surety for GSA's customer agencies;
- Expanding workforce development and data-driven analysis of resulting building performance improvement through implementation of the Federal Buildings Personnel Training Act by all Federal agencies;
- Developing tools and resources, such as the Sustainable Facilities Tool, to save agencies time and money while improving compliance and building performance; and
- Exploring opportunities for GSA to integrate electric vehicle charging into overall Federal building electrical load planning and strategy.

Office of Evaluation Sciences
The Office of Evaluation Sciences (OES) is an applied evaluation unit charged with improving Federal operations, programs, and policies. OES generates evidence to support decision-making, translating evidence-based insights into concrete recommendations for how to improve the Government and deliver on Federal priorities. In doing this, OES utilizes numerous platforms to share rigorous evidence (newsletters, bulletins, academic and peer reviewed journals, social media tools and the GSA website) and best practices on how to build and use

evidence across the Federal Government, including numerous guides and training materials. OES provides technical support and guidance to help agencies adopt and implement leading evaluation practices including running a Government-wide evaluation training program annually.

Team members provide end-to-end support in the design of an evidence-based program change and impact evaluations to measure impact. Between FY 2015 and FY 2023, OES completed over 135 collaborations, including designing high-quality program changes and implementing rapid-cycle evaluations to identify actionable findings for agency partners.

Due to the expanded requirements associated with the Evidence-based Policy Making Act, OES has expanded its capacity to provide increased Government-wide evaluation support. OES is expanding its reimbursable portfolio and recruitment of academics to support the growing demand for evaluation services across the Government. OES plays a unique Government-wide role by providing training and tools on evaluation methods and best practices for Government audiences, particularly Evaluation Officers. Additionally, OES provides support related to the implementation of the PMA Learning Agenda, including recruiting external talent to assist in filling priority evidence gaps and managing priority cross-agency evaluations.

OES also provides evaluation services to GSA, including leading the implementation of GSA's Learning Agenda and Annual Evaluation Plans. GSA's internal evaluation activities are funded out of the Working Capital Fund.

Office of Acquisition Policy
In its Government-wide role, the Office of Acquisition Policy (OAP) has numerous responsibilities for the development of Federal acquisition policy and the training of the Federal acquisition workforce.

The Office of Acquisition Policy:

- Serves as an architect of the Federal Acquisition Regulation (FAR), the central regulation for acquisition by all executive agencies. In this role, it implements laws, executive orders, and other initiatives to improve Federal acquisition outcomes. Also, provides the electronic version of the FAR, as well as 31 other agency supplemental regulations through acquisition.gov; used by the Federal acquisition workforce and industry working with the Federal Government (2.6 million page views a month);
- Directs acquisition policy in areas related to supply-chain risk management, competition, small business participation, price and cost control, sustainable acquisition, labor policy, integrity, ethics, and more. Also, coordinates with OMB's Office of Federal Procurement Policy and other agencies through its role as the Chair of the Civilian Agency Acquisition Council to support the Federal Government's acquisition system;
- Operates the Regulatory Secretariat, which manages and maintains the Federal

Acquisition Regulation, the Federal Management Regulation, the Federal Property Management Regulations, and the Federal Travel Regulation;
● Operates and manages the Regulatory Information Service Center, the Office of Information and Regulatory Affairs (OIRA) Consolidated Information System and Reginfo.gov. The site provides the public data about information collections, significant regulations under review at OIRA, and the Unified Agenda and Regulatory Plan;
● Leverages Acquisition.gov resources in the management of web content for the Chief Acquisition Officers Council, Federal Acquisition Regulatory Council, Civilian Agency Acquisition Council, and the Interagency Suspension and Debarment Committee.

In addition to its Government-wide role, OAP is responsible for driving efficient and effective acquisition performance, workforce management, and development within GSA through the Working Capital Fund. In this role, OAP:

● Directs the GSA acquisition regulations and policy;
● Leads the development of the GSA acquisition workforce;
● Ensures a sound acquisition control environment emphasizing ethics and integrity in acquisition; and
● Manages GSA Acquisition performance, based on data and data analytics, through execution of three strategic priorities:
  ○ Promote smart and effective buying,
  ○ Develop the GSA acquisition workforce, and
  ○ Establish and maintain healthy industry and stakeholder relationships.

Office of Shared Solutions and Performance Improvement
The Office of Shared Solutions and Performance Improvement (OSSPI) improves mission delivery and implementation of the Administration's priorities by bringing Government together to drive innovation, foster collaboration, and shape effective policy. OSSPI specializes in facilitating solutions for big, systemic challenges. Working through its three functional areas of Executive Councils, Shared Services, and the President's Management Agenda support team, OSSPI improves mission delivery by: (1) informing and shaping policy; (2) coordinating governance and executing program management for shared services; and (3) building strategies and support for agencies as they plan for and execute transformational initiatives set forth in the Administration's priorities.

Executive Councils

The Federal Executive Councils coordinate engagement and policy development across the CXO ecosystem. Their Interagency initiatives spur innovation, elevate and spread best practices, and bridge the gap between policy making and implementation to improve outcomes.

OSSPI supports the Federal Executive Councils, including but not limited to the following:

- Chief Acquisition Officers Council
- Chief Data Officers Council
- Chief Financial Officers Council
- Chief Information Officers Council
- Evaluation Officers Council
- Federal Privacy Council
- Interagency Council on Statistical Policy
- Performance Improvement Council
- Program Management Policy Council

Shared Services

With respect to the Federal Government's mission-support services, OSSPI works with stakeholders from across the Government to improve the efficiency and effectiveness of Government-wide mission support services. These support services include financial management, grants management, travel and expense, real property management, contract writing, human capital, cybersecurity services, regulations management and electronic records management. OSSPI coordinates governance, provides shared services program management, and develops processes to support OMB shared-services policy implementation. This work leads to improved performance, customer experience, and operational costs related to mission-support services.

OSSPI also provides support to related sub-councils and boards, including the Shared Services Governance Board and the Business Standards Council and engages with and organizes agency Senior Accountable Point of Contact to identify opportunities for improved agency sharing of common Mission Support services.

President's Management Agenda

Each administration's PMA lays out a long-term vision for the management practices of the Federal Government. The PMA focuses on key areas that will improve the ability of agencies to deliver mission outcomes, provide excellent service, and effectively steward taxpayer dollars. Our communities are the driving force for accomplishing many of these cross-agency priorities.

We use cross-sector and cross-Government collaboration, performance data, and implementation expertise to help inform the strategies and policy changes that will accomplish the modernization outlined in the PMA.