

SHARED PROPERTY AGENCY COLLABORATION AND

ENGAGEMENT ACT OF 2025

SEPTEMBER 8, 2025.—Committed to the Committee of the Whole House on the State

of the Union and ordered to be printed

Mr. GRAVES, from the Committee on Transportation and

Infrastructure, submitted the following

R E P O R T

[To accompany H.R. 3424]

[Including cost estimate of the Congressional Budget Office]

The Committee on Transportation and Infrastructure, to whom

was referred the bill (H.R. 3424) to require the Administrator of

the General Services Administration to collaborate with Federal

tenants with respect to shared-space arrangements, and for other

purposes, having considered the same, reports favorably thereon

without amendment and recommends that the bill do pass.

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PURPOSE OF LEGISLATION

The purpose of H.R. 3424, the *Shared Property Agency Collaboration and Engagement (SPACE) Act of 2025*, is to require the Administrator of the General Services Administration to collaborate with Federal tenants with respect to shared-space arrangements, and for other purposes.

BACKGROUND AND NEED FOR LEGISLATION

The General Services Administration (GSA) currently manages 363 million square feet of space in 8,397 owned and leased assets.¹ The Government Accountability Office (GAO) reports that operating, maintaining, and leasing office space costs more than \$8 billion annually.² While GSA continues to reduce the amount of leased space, more than half of GSA's operating leases (96 million square feet) will expire in the next five years.³

In recent years, there have been increasing reports of “shadow” or “dark” space in Federal buildings and leases which is unassigned, unused space.⁴ The concerns about “shadow” or “dark” space were emphasized during the Subcommittee on Economic Development, Public Buildings, and Emergency Management of the Committee on Transportation and Infrastructure's Roundtable on “*The State of Federal Real Estate*,” held on March 22, 2023, where participants noted that 30 percent of Federal employees plan to retire within the next five years and nearly 30 percent of Federal employees with remote work agreements live outside their assigned region.⁵

During the 117th Congress, the Committee requested that GAO conduct a study on office space utilization rates across the 24 Chief Financial Officer (CFO) Act agency headquarters to better understand how the Federal Government is utilizing its real estate portfolio.⁶ In order to assess space utilization, GAO collected building size and attendance data from all 24 agencies for one week each in January, February, and March of 2023. Utilization was then calculated by dividing in-office attendance by the building's useable square footage or capacity.⁷ GAO found that on average, 17 of the 24 CFO agency headquarters were at 25 percent or less utilization.⁸ GAO found the headquarters buildings for certain agencies, including GSA, the Department of Agriculture, the Department of

¹ U.S. GEN. SERV. ADMIN., *GSA Properties* (last updated Sept. 19, 2024), available at <https://www.gsa.gov/real-estate/gsa-properties>.

² U.S. GOV'T ACCOUNTABILITY OFF., GAO-24-106919, *Federal Real Property: Actions Needed to Better Assess Office Sharing Pilot's Broader Applicability* (Sept. 11, 2024), available at <https://www.gao.gov/products/gao-24-106919>.

³ Press Release, U.S. Gen. Serv. Admin., *GSA Accelerates Efforts to Right-Size Federal Real Estate with Plans for 1.5 Million Square Feet in Reductions and More than \$475 Million in Cost Avoidance to Taxpayers* (Dec. 4, 2024), available at <https://www.gsa.gov/about-us/newsroom/news-releases/gsa-accelerates-efforts-to-rightsize-federal-real-estate-12042024>.

⁴ U.S. Gen. Serv. Admin., *Unused & Underused Space* (Last reviewed Mar. 4, 2022), available at <https://www.gsa.gov/real-estate/gsa-properties/unused-underused-space>.

⁵ *The State of Federal Real Estate: Roundtable Before the Subcomm. on Economic Development, Public Buildings, and Emergency Management of the H. Comm. on Transp. and Infrastructure*, 118th Cong. (Mar. 22, 2023).

⁶ Letter from Peter DeFazio, Chairman, H. Comm. on Transp. and Infrastructure, et al. to Gene Dodaro, Comptroller General, GAO (Nov. 10, 2021) (on file with Comm.).

⁷ Briefing from Staff, U.S. Gov't Accountability Off., to Staff, H. Comm. on Transp. and Infrastructure (June 26, 2023, 11:00 AM EST).

⁸ U.S. GOV'T ACCOUNTABILITY OFF., GAO-24-107006, *Federal Real Property: Agencies Need New Benchmarks to Measure and Shed Underutilized Space* (Oct. 2023) available at <https://www.gao.gov/assets/d24107006.pdf>.

Housing and Urban Development, the Office of Personnel Management, the Small Business Administration, and the Social Security Administration were as low as a nine percent space utilization.⁹

In response to the concern raised in the GAO report, Subcommittee Chairman Perry introduced the *Utilizing Space Efficiency and Improving Technologies (USE IT) Act of 2023*.¹⁰ This legislation mandates GSA and Office of Management and Budget (OMB) establish standardized methods for measuring office occupancy across Federal agencies.¹¹ The Act introduced a government-wide 60 percent occupancy metric, directing Federal agencies to consolidate, repurpose, or sell underused office space to increase operational efficiency and reduce real estate costs.¹² This initiative aims to maximize space utilization, particularly in light of the ongoing shift to hybrid and remote work models.¹³ The *USE IT Act* also specifically directs that department and agency headquarters buildings in the National Capital Region be consolidated and excess space sold to meet the minimum 60 percent occupancy metric.¹⁴ On January 4, 2025, the *USE IT Act* was signed into law as part of the larger *Thomas R. Carper Water Resources Development Act (WRDA) of 2024*.¹⁵

HEARINGS

For the purposes of rule XIII, clause 3(c)(6)(A) of the 119th Congress, the following hearing was used to develop or consider H.R. 3424:

On March 5, 2025, the Subcommittee on Economic Development, Public Buildings, and Emergency Management of the Committee on Transportation and Infrastructure held a hearing entitled, “*America Builds: Making Federal Real Estate Work for the Taxpayer*.” The Subcommittee received testimony from Mr. David Marroni, Director, Physical Infrastructure, GAO and Mr. David Winstead, Board Member, Public Buildings Reform Board.

LEGISLATIVE HISTORY AND CONSIDERATION

H.R. 3424 was introduced in the United States House of Representatives on May 15, 2025, by Mr. Onder of Missouri and referred to the Committee on Transportation and Infrastructure. Within the Committee on Transportation and Infrastructure, H.R. 3424 was referred to the Subcommittee on Economic Development, Public Buildings, and Emergency Management. The Subcommittee on Economic Development, Public Buildings, and Emergency Management was discharged from further consideration of H.R. 3424 on June 11, 2025.

The Committee considered H.R. 3424 on June 11, 2025, and ordered the measure to be reported to the House with a favorable recommendation, without amendment, by voice vote.

⁹*Id.*

¹⁰*Utilizing Space Efficiency and Improving Technologies Act of 2023*, Pub. L. No. 118–272.

¹¹*Id.*

¹²*Id.*

¹³*Id.*

¹⁴*Id.*

¹⁵*Thomas R. Carper Water Resources Development Act of 2024*, Pub. L. No. 118–272.

COMMITTEE VOTES

Clause 3(b) of rule XIII of the Rules of the House of Representatives requires each committee report to include the total number of votes cast for and against on each record vote on a motion to report and on any amendment offered to the measure or matter, and the names of those members voting for and against.

No record votes were requested during consideration of H.R. 3424.

COMMITTEE OVERSIGHT FINDINGS AND RECOMMENDATIONS

With respect to the requirements of clause 3(c)(1) of rule XIII of the Rules of the House of Representatives, the Committee's oversight findings and recommendations are reflected in this report.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

Clause 3(c)(2) of rule XIII of the Rules of the House of Representatives does not apply where a cost estimate and comparison prepared by the Director of the Congressional Budget Office under section 402 of the *Congressional Budget Act of 1974* has been timely submitted prior to the filing of the report and is included in the report. Such a cost estimate is included in this report.

CONGRESSIONAL BUDGET OFFICE COST ESTIMATE

With respect to the requirement of clause 3(c)(3) of rule XIII of the Rules of the House of Representatives and section 402 of the *Congressional Budget Act of 1974*, the Committee has received the enclosed cost estimate for H.R. 3424 from the Director of the Congressional Budget Office:

Legislation Considered Under Suspension of the Rules

The Majority Leader of the House of Representatives announces bills that will be considered under suspension of the rules in that chamber. Under suspension, floor debate is limited, all floor amendments are prohibited, points of order against the bill are waived, and final passage requires a two-thirds majority vote.

At the request of the Majority Leader and the House Committee on the Budget, CBO estimates the effects of those bills on direct spending and revenues. CBO has limited time to review the legislation before consideration. Although it is possible in most cases to determine whether the legislation would affect direct spending or revenues, time may be insufficient to estimate the magnitude of those effects. If CBO has prepared estimates for similar or identical legislation, a more detailed assessment of budgetary effects, including effects on spending subject to appropriation, may be included.

EFFECTS ON DIRECT SPENDING AND REVENUES OF LEGISLATION CONSIDERED UNDER SUSPENSION OF THE RULES IN THE HOUSE OF REPRESENTATIVES

Week of September 8, 2025

Bill number	Title	Effect on direct spending	Effect on revenues	Additional information on direct spending and revenue effects	Link to published estimates	Suspension bill text at docs.house.gov
H.R. 2591	Mental Health in Aviation Act of 2025, as amended.	None	None .....	.....	https://www.cbo.gov/publication/61623 ...	https://docs.house.gov/bills/202591.pdf
H.R. 3055	TRANSPORT Jobs Act, as amended	None	None .....	.....	.....	https://docs.house.gov/bills/203055.pdf
H.R. 3423	FROST Act, as amended	Increase by Less Than \$500K.	None .....	.....	https://www.cbo.gov/publication/61630 ..	https://docs.house.gov/bills/203423.pdf
H.R. 3424	SPACE Act of 2025	None	None .....	.....	.....	https://docs.house.gov/bills/203424.pdf
H.R. 3425	POST Act of 2025, as amended	None	None .....	.....	.....	https://docs.house.gov/bills/203425.pdf
H.R. 3426	CASE Act, as amended	None	None .....	.....	.....	https://docs.house.gov/bills/203426.pdf
H.R. 3428	Mid-Atlantic River Basin Commissions Review Act.	None	None .....	.....	.....	https://docs.house.gov/bills/203428.pdf
H.R. 4550	United States Grain Standards Reauthorization Act of 2025.	Reduce by Less Than \$500K.	None .....	.....	https://www.cbo.gov/publication/61725 ..	https://docs.house.gov/bills/204550.pdf
H. Res. —	Honoring the victims and survivors of the mass shooting at Annunciation Catholic Church and School in Minneapolis, Minnesota.	None	None .....	.....	.....	https://docs.house.gov/bills/20Res.pdf

Source: Congressional Budget Office.

PERFORMANCE GOALS AND OBJECTIVES

With respect to the requirement of clause 3(c)(4) of rule XIII of the Rules of the House of Representatives, the performance goal and objective of this legislation is to amend title 40, United States Code, to require the Administrator of the General Services Administration to collaborate with Federal tenants with respect to shared-space arrangements, and for other purposes.

DUPLICATION OF FEDERAL PROGRAMS

Pursuant to clause 3(c)(5) of rule XIII of the Rules of the House of Representatives, the Committee finds that no provision of H.R. 3424 establishes or reauthorizes a program of the Federal government known to be duplicative of another Federal program, a program that was included in any report from the Government Accountability Office to Congress pursuant to section 21 of Public Law 111–139, or a program related to a program identified in the most recent Catalog of Federal Domestic Assistance.

CONGRESSIONAL EARMARKS, LIMITED TAX BENEFITS, AND LIMITED TARIFF BENEFITS

In compliance with clause 9 of rule XXI of the Rules of the House of Representatives, this bill, as reported, contains no Congressional earmarks, limited tax benefits, or limited tariff benefits as defined in clause 9(e), 9(f), or 9(g) of the rule XXI.

FEDERAL MANDATES STATEMENT

The Committee adopts as its own the estimate of Federal mandates prepared by the Director of the Congressional Budget Office pursuant to section 423 of the *Unfunded Mandates Reform Act* (Public Law 104–4).

PREEMPTION CLARIFICATION

Section 423 of the *Congressional Budget Act of 1974* requires the report of any Committee on a bill or joint resolution to include a statement on the extent to which the bill or joint resolution is intended to preempt state, local, or tribal law. The Committee finds that H.R. 3424 does not preempt any state, local, or tribal law.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the definition of Section 5(b) of the appendix to Title 5, United States Code, are created by this legislation.

APPLICABILITY TO LEGISLATIVE BRANCH

The Committee finds that the legislation does not relate to the terms and conditions of employment or access to public services or accommodations within the meaning of section 102(b)(3) of the *Congressional Accountability Act* (Public Law 104–1).

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Short title

This section requires cites the bill as “Shared Property Agency Collaboration and Engagement (SPACE) Act of 2025”.

Section 2. GSA collaboration with Federal tenants

This section directs that when carrying out section 2302 of the *Thomas R. Carper Water Resources Development Act of 2024*, the Administrator of GSA shall collaborate with tenants of Federally-leased space to better identify concerns among Federal agencies around shared-space arrangements.¹⁶

Further, the Administrator shall work to develop a criteria that would facilitate the expanded use of space-sharing or collocating, identify how special-use spaces can be used to improve space-sharing or collocating, and establish measurable objectives to quantify the success of shared-space arrangements among Federal agencies.

This section also directs the Administrator of GSA to brief the Committee on Transportation and Infrastructure of the House of Representatives and the Committee on Environment and Public Works of the Senate on the implementation of the requirements of this Act.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

As reported by the Committee, H.R. 3424 makes no changes in existing law.



¹⁶*Id.*