

TO DIRECT THE ADMINISTRATOR OF GENERAL SERVICES TO SUBMIT A
REPORT TO CONGRESS ON THE STATE OF THE REAL ESTATE PORT-
FOLIO OF THE PUBLIC BUILDING SERVICE, AND FOR OTHER PURPOSES

MARCH 16, 2026.—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. 6480]

[Including cost estimate of the Congressional Budget Office]

The Committee on Transportation and Infrastructure, to whom
was referred the bill (H.R. 6480) to direct the Administrator of
General Services to submit a report to Congress on the state of the
real estate portfolio of the Public Building Service, and for other
purposes, having considered the same, reports favorably thereon
without amendment and recommends that the bill do pass.

CONTENTS

	Page
Purpose of Legislation	2
Background and Need for Legislation	2
Hearings	3
Legislative History and Consideration	3
Committee Votes	3
Committee Oversight Findings and Recommendations	3
New Budget Authority and Tax Expenditures	4
Congressional Budget Office Cost Estimate	4
Performance Goals and Objectives	4
Duplication of Federal Programs	5
Congressional Earmarks, Limited Tax Benefits, and Limited Tariff Benefits ...	5
Federal Mandates Statement	5
Preemption Clarification	5
Advisory Committee Statement	5
Applicability to Legislative Branch	5
Section-by-Section Analysis of the Legislation	5
Changes in Existing Law Made by the Bill, as Reported	6

PURPOSE OF LEGISLATION

The purpose of H.R. 6480 is to direct the Administrator of General Services to submit a report to Congress on the state of the real estate portfolio of the Public Building Service, and for other purposes.

BACKGROUND AND NEED FOR LEGISLATION

The General Services Administration (GSA) manages a vast Federal real property portfolio that includes both owned and leased space.¹ As of fiscal year 2023, the most recent year for which data is available, the Federal Government owns roughly 420 million square feet of office space, costing nearly \$2 billion each year to occupy, operate, and maintain.² The Federal building inventory includes 227,000 buildings nationwide, with annual operations and maintenance costs totaling \$10.3 billion.³ While the GSA continues to reduce the amount of leased space, more than half of the GSA's operating leases (96 million square feet) will expire in the next five years.⁴

Persistent problems, such as excess and underutilized space, unreliable data, and barriers to disposal have kept Federal real property on the Government Accountability Office (GAO) High-Risk list since 2003.⁵ GAO found that the backlog of deferred maintenance more than doubled over a seven-year period, rising from approximately \$170 billion in fiscal year 2017 to about \$370 billion in fiscal year 2024.⁶ The GAO has emphasized that clearer and more consistent communication from Federal agencies to Congress and the public regarding utilization, disposal, maintenance, and repair needs is essential to improving oversight and long-term management of the federal real estate portfolio.⁷

The GSA previously prepared and submitted to Congress a "State of the Portfolio" report on an annual basis.⁸ The last publicly available report covers fiscal year 2013.⁹ The "State of the Portfolio" provided Congress and the public with a complete accounting and analysis of the GSA's real estate holdings, including breakdowns of the costs, deferred maintenance, scope, and size of the GSA's real estate footprint. Data and information furnished in the annual report provided valuable information that assisted in the oversight of GSA and the Public Building Service enabled Congress to take steps to ensure that taxpayers are not paying to oper-

¹ U.S. GEN. SERVS. ADMIN., *GSA Properties* (last updated Feb. 2, 2026), available at <https://www.gsa.gov/tools-overview/buildings-and-real-estate-tools/inventory-of-gsa-owned-and-leased-properties>.

² U.S. GOV'T ACCOUNTABILITY OFF., GAO-25-108159, *Federal Real Property: Reducing the Government's Holdings Could Generate Substantial Savings* (Apr. 8, 2025), available at <https://www.gao.gov/products/gao-25-108159>.

³ *Id.*

⁴ Press Release, U.S. GEN. SERVS. 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>.

⁵ U.S. GOV'T ACCOUNTABILITY OFF., GAO-25-108159, *Federal Real Property: Reducing the Government's Holdings Could Generate Substantial Savings* (Apr. 8, 2025), available at <https://www.gao.gov/products/gao-25-108159>.

⁶ *Id.*

⁷ *Id.*

⁸ GSA PUB. BLDGS. SERV., *State of the Portfolio: FY2013* (Oct. 20, 2014), available at https://origin-www.gsa.gov/system/files/SOTP13_FINAL_10202014.pdf.

⁹ *Id.*

ate and maintain facilities that do not meet current mission needs.¹⁰

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. 6480:

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, Government Accountability Office (GAO) and Mr. David Winstead, Board Member, Public Buildings Reform Board (PBRB).

On December 11, 2025, the Subcommittee on Economic Development, Public Buildings, and Emergency Management of the Committee on Transportation and Infrastructure held a hearing entitled, “*Cutting Costs, Adding Value: The Future of Federal Property.*” The Subcommittee received testimony from Mr. Andrew Heller, (Acting) Public Buildings Service Commissioner, General Services Administration; Ms. Heather Krause, Managing Director, Physical Infrastructure Issues, GAO; and the Honorable Michael Capuano, Board Member, PBRB.

LEGISLATIVE HISTORY AND CONSIDERATION

H.R. 6480 was introduced in the United States House of Representatives on December 4, 2025, by Mr. Stanton of Arizona and referred to the Committee on Transportation and Infrastructure. Within the Committee on Transportation and Infrastructure, H.R. 6480 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. 6480 on December 18, 2025.

The Committee considered H.R. 6480 on December 18, 2025, and ordered the measure to be reported to the House with a favorable recommendation, without amendment, by voice vote.

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. 6480.

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.

¹⁰ GSA PUB. BLDGS. SERV., *State of the Portfolio: FY2013* (Oct. 20, 2014), available at https://origin-www.gsa.gov/system/files/SOTP13_FINAL_10202014.pdf.

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. 6480 from the Director of the Congressional Budget Office:

H.R. 6480, a bill to direct the Administrator of General Services to submit a report to Congress on the state of the real estate portfolio of the Public Building Service, and for other purposes
As ordered reported by the House Committee on Transportation and Infrastructure on December 18, 2025

By Fiscal Year, Millions of Dollars	2026	2026-2030	2026-2035
Direct Spending (Outlays)	0	0	0
Revenues	0	0	0
Increase or Decrease (-) in the Deficit	0	0	0
Spending Subject to Appropriation (Outlays)	*	*	not estimated
Increases <i>net direct spending</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Statutory pay-as-you-go procedures apply? No	
		Mandate Effects	
Increases <i>on-budget deficits</i> in any of the four consecutive 10-year periods beginning in 2036?	No	Contains intergovernmental mandate?	No
		Contains private-sector mandate?	No
* = between zero and \$500,000.			

H.R. 6480 would require the General Services Administration (GSA) to annually report to the Congress on their real estate portfolio. Under the bill, GSA would report on issues such as leases, square footage, building owned, construction and repair, disposals, and relocations.

Using information from GSA, CBO estimates that the administrative costs for compiling this information would total less than \$500,000 over the 2026–2030 period. Any related spending would be subject to the availability of appropriations.

The CBO staff contact for this estimate is Matthew Pickford. The estimate was reviewed by H. Samuel Papenfuss, Deputy Director of Budget Analysis.

PHILLIP L. SWAGEL,
Director, 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 provide an annual report to Congress on the state of GSA's real estate portfolio.

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. 6480 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. 6480 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. Report on State of Real Estate Portfolio of GSA

This section directs the GSA Administrator to submit an annual report to Congress on the state of the real estate portfolio of the Public Building Service for the previous year.

Specifically, the report must detail leasing activity and space usage, including leases signed and terminated, total leased space,

square footage leased, occupied, and vacant, and the total number of federally owned buildings. It must also identify major customers by space and rent, summarize completed construction and major repair projects, and provide key financial and performance metrics such as space utilization, operating costs, cost avoidance, and deferred maintenance. In addition, the report must disclose any federal property disposals and outline GSA and tenant agency plans for relocating agencies from space identified for disposal or from non-renewed leases, including funding sources.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

As reported by the Committee, H.R. 6480 makes no changes in existing law.

