





A report to congressional committees

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What GAO Found

The Public Buildings Service’s reorganization to become more centralized, consistent, and streamlined has not fully aligned with four selected leading practices for agency reform.

Selected Leading Practices for Agency Reform

Selected leading practice subcategory	Examples of selected key questions
 Establishing goals and outcomes	Has the agency established clear outcome-oriented goals and performance measures for proposed reforms?
 Involving key stakeholders and employees	Has the agency consulted with the Congress and other key stakeholders and is there a two-way continuing communications strategy that listens and responds to concerns of employees?
 Managing and monitoring	What implementation goals and timeline have been set to build momentum and show progress for the reforms?
 Strategic workforce planning	Has the agency conducted strategic workforce planning to determine whether it will have the needed resources and capacity in place for the proposed reforms or reorganization?

Source: GAO. | GAO-26-108155

Specifically, as of December 2025:

- **Establishing Goals and Outcomes.** Public Buildings Service officials told GAO that goals for the reorganization included becoming more consistent and streamlined, but the bureau has not yet established performance measures to assess its progress toward meeting these goals.
- **Involving Key Stakeholders.** The Public Buildings Service informed employees and tenant agencies starting of the reorganization. But communication has been primarily one-way, and the bureau does not have a plan to solicit feedback from tenants and staff that could help improve and engender confidence in the new organization.
- **Managing and Monitoring Reform Implementation.** Officials from selected tenant agencies told GAO that, since the start of 2025, they have felt the effects of the large staffing reductions at the Public Buildings Service, with one tenant agency noting delays in service. Public Buildings Service officials told GAO that it restarted surveying tenant agencies about service delivery in December 2025 but did not add questions to monitor the reorganization’s progress toward its goals.
- **Strategic Workforce Planning.** Public Buildings Service officials said the agency did not conduct workforce planning before reducing its workforce by 45 percent as of November 2025. Officials said that they have since tried to align existing employees to address skill gaps but are unsure how many more personnel were needed to fill existing gaps. Officials from selected tenant agencies voiced ongoing concern about the Public Buildings Service’s capacity.

By more fully aligning with leading practices moving forward, the Public Buildings Service could ensure that its reorganization achieves its goals of improving consistency and customer service and streamlining decision-making.

Why GAO Did This Study

The Public Buildings Service, within the General Services Administration (GSA), provides workspace for hundreds of thousands of federal employees. In March 2025 the Public Buildings Service started a large-scale reorganization, including workforce reductions, which were guided by the administration, according to agency officials. Public Buildings Service officials said they formally implemented the reorganization in October 2025, but employees and tenants were still adjusting to it in December 2025.

The Thomas R. Carper Water Resources Development Act of 2024 includes a provision for GAO to review the Public Buildings Service’s management of real property programs. This report examines the extent to which the Public Buildings Service’s reorganization efforts aligned with selected leading practices for agency reforms, among other objectives.

GAO compared the reorganization actions taken by the Public Buildings Service from March 2025 to December 2025 to four selected leading practices for agency reforms identified in prior GAO work. These practices were selected based on their relevance, the status of the Public Buildings Service’s reorganization, and relevant administration guidance.

What GAO Recommends

GAO recommends that the Public Buildings Service Commissioner: (1) establish performance measures for the reorganization goals; (2) develop a strategy to solicit and incorporate feedback on the reorganization from employees and tenant agencies; (3) monitor reorganization progress toward the goals; and (4) conduct strategic workforce planning that includes analyzing skills gaps. GSA agreed with the recommendations.