



U.S. General Services  
Administration

Fiscal Year 2025

# Annual Performance Report



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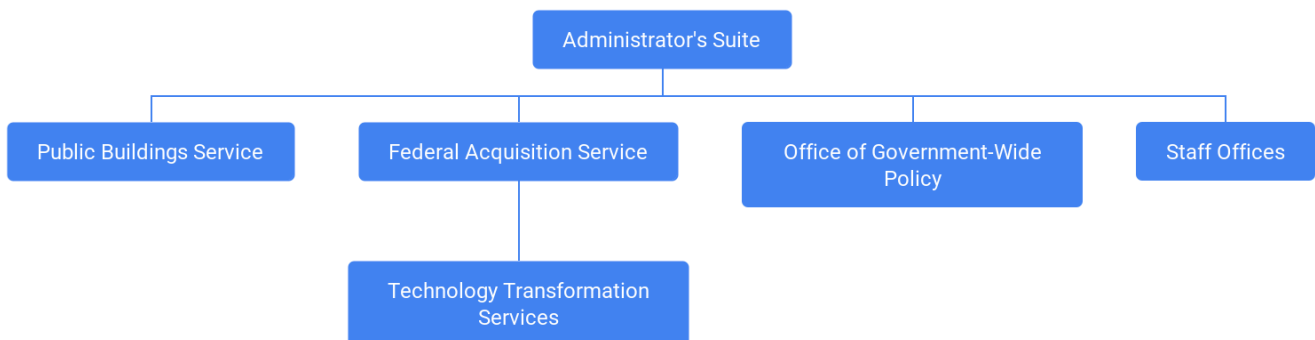
# GSA Mission and Agency Information

The U.S. General Services Administration (GSA) plays a vital role in ensuring that the Federal government operates efficiently, responsibly, and in alignment with the interests of the American taxpayer. Established to streamline federal operations and promote effective government management, GSA remains committed to maximizing value for the American people through robust oversight, fiscal discipline, and service excellence.

GSA accomplishes its mission by delivering cost-effective, innovative, and collaborative solutions in real estate, acquisition, and technology. By leveraging the buying power of the Federal government, GSA reduces waste and strengthens national supply chains by supporting American businesses, American-made goods, and services.

GSA had four fundamental strategies for delivering its mission in fiscal year (FY) 2025.

1. **Optimize our Federal Buildings Portfolio.** Strategically optimize the federal real estate portfolio to eliminate years of accumulated delinquent maintenance liabilities, increase office space utilization, and support greater interoperability between agencies. This included consolidation and modernization of GSA’s owned portfolio while expanding GSA’s leased portfolio.
2. **Streamline and Centralize Procurement.** Streamline and centralize procurement by expanding shared acquisition solutions and reducing compliance burden across purchasing channels. Efforts focused on maximizing the negotiating power of volume buying, streamlining the procurement process, and improving the procurement technology infrastructure.
3. **Rationalize our IT Infrastructure and Software as a Shared Service.** Offer scalable IT solutions through shared service models to enhance interoperability, reduce redundancy, and drive automation. Efforts included centralizing data, increasing access to best-in-class technologies, and optimizing GSA’s cloud and software spending.
4. **Embrace GSA’s Model of Efficiency for Ourselves.** Lead by example by becoming a model of operational efficiency to better serve partner agencies. Align talent, processes, and technology to eliminate redundancies, empower the workforce, and strengthen performance management.



# FY 2025 STRATEGIC GOALS and OBJECTIVES

<b>GOAL 1</b> <b>Optimize our Federal Buildings Portfolio</b>	<b>GOAL 2</b> <b>Streamline and Centralize Procurement</b>	<b>GOAL 3</b> <b>Rationalize our IT Infrastructure and Software as a Shared Service</b>	<b>GOAL 4</b> <b>Embrace GSA’s Model of Efficiency for Ourselves</b>
<b>Lead Office:</b> Public Buildings Service (PBS)	<b>Lead Office:</b> Federal Acquisition Service (FAS)	<b>Lead Offices:</b> Technology Transformation Services (TTS), GSA IT	<b>Lead Office:</b> Office of the Administrator
<b>Strategic Objectives:</b> <ul style="list-style-type: none"> <li>➤ <b>SO 1.1</b> Eliminate years of accumulated delinquent maintenance liabilities</li> <li>➤ <b>SO 1.2</b> Increase office occupancy north of 80%</li> <li>➤ <b>SO 1.3</b> Support greater collaboration and sharing between agencies</li> </ul>	<b>Strategic Objectives:</b> <ul style="list-style-type: none"> <li>➤ <b>SO 2.1</b> Maximize negotiating power of volume buying</li> <li>➤ <b>SO 2.2</b> Reduce compliance burden to increase competition</li> <li>➤ <b>SO 2.3</b> Streamline procurement process</li> <li>➤ <b>SO 2.4</b> Deliver better tech tools for the contracting workforce</li> </ul>	<b>Strategic Objectives:</b> <ul style="list-style-type: none"> <li>➤ <b>SO 3.1</b> Consolidate the number of systems for each job</li> <li>➤ <b>SO 3.2</b> Centralize our data to be accessible across teams</li> <li>➤ <b>SO 3.3</b> Invest in shared services and cybersecurity</li> <li>➤ <b>SO 3.4</b> Optimize GSA’s cloud and software spending</li> </ul>	<b>Strategic Objectives:</b> <ul style="list-style-type: none"> <li>➤ <b>SO 4.1</b> Optimize GSA's support services and operating processes</li> </ul>
<b>Performance Indicators:</b> <ul style="list-style-type: none"> <li>➤ Gross sales revenue from federal-wide disposals (in millions)</li> <li>➤ Percentage of CFO Act agencies with a completed GSA customer strategy</li> <li>➤ Tenant Satisfaction Survey (TSS) - Facilities Management Index</li> <li>➤ Number of leases with completed lease termination notifications</li> <li>➤ Percentage of building utilization in GSA-controlled space</li> </ul>	<b>Performance Indicators:</b> <ul style="list-style-type: none"> <li>➤ Acquisition program savings delivered to customers (in billions)</li> <li>➤ Multiple Award Schedule (MAS) sales (in billions)</li> <li>➤ Number of government entities whose common goods and services spend has been consolidated into GSA</li> </ul>	<b>Performance Indicators:</b> <ul style="list-style-type: none"> <li>➤ Number of active users on Login.gov (in millions)</li> <li>➤ Percentage of GSA business applications hosted in the cloud</li> <li>➤ GSA Federal IT Acquisition Reform Act (FITARA) Scorecard Score</li> <li>➤ Number of FedRAMP authorizations approved</li> </ul>	<b>Performance Indicators:</b> <ul style="list-style-type: none"> <li>➤ Effectiveness of GSA CXO functions, as measured by government-wide Customer Satisfaction Survey</li> <li>➤ Percentage of GSA contract dollars awarded to small business through prime contracting</li> <li>➤ Percentage of building utilization in GSA-occupied space</li> <li>➤ Percentage reduction in GSA IT spend</li> <li>➤ Total GSA operating cost as a percentage of goods and services provided</li> </ul>

# GOAL 1 / REAL ESTATE

## Optimize our Federal Buildings Portfolio

### SUMMARY OF PROGRESS

In FY25, GSA's Public Buildings Service (PBS) faced significant challenges—including rapid operational and strategic changes, new Administration policy shifts, and workforce reductions across its customer agencies—that resulted in achieving only 1 of 5 targets. These factors negatively impacted key performance indicators (KPIs) aimed at increasing space utilization and driving property dispositions.

Despite these setbacks, PBS substantially improved the quality of its customer strategies. PBS added new tools and methodologies, positioning GSA for future success in tackling the oversized inventory burden in the coming years. As agencies restructure and reconfigure their organizations and workspace needs, PBS is optimistic about achieving their utilization and optimization goals.

Performance Indicators (↑ = increasing, ↓ = decreasing)	Lead Office	FY 2021 Results	FY 2022 Results	FY 2023 Results	FY 2024 Results	FY 2025 Results	FY 2025 Targets
Gross sales revenue from federal-wide disposals (in millions) <sup>1</sup> ↑	PBS	\$4.95	\$67.90	\$91.69	\$710.00	\$45.68	\$53.97
Percentage of CFO Act agencies with a completed GSA customer strategy ↑	PBS	N/A	N/A	N/A	100%	100%	100%
Tenant Satisfaction Survey (TSS) - Facilities Management Index ↑	PBS	N/A	N/A	71.4% <sup>2</sup>	69.9%	66.0%	71%
Number of leases with completed lease termination notifications ↑	PBS	N/A	N/A	N/A	N/A	264	500
Percentage of building utilization in GSA-controlled space ↑	PBS	N/A	N/A	N/A	N/A	38%	80%

Indicates target was met
  Indicates target was missed
  Indicates target not applicable

<sup>1</sup>Excludes properties awarded through the Federal Assets Sale and Transfer Act (FASTA).

<sup>2</sup>Final result was updated from what was previously reported.

### PERFORMANCE HIGHLIGHTS

- ↳ PBS achieved a 100% completion rate for customer strategies, which positioned GSA to respond effectively during a dynamic year in which agencies reduced their workforces and shifted their long-term mission and housing needs.
- ↳ In spite of missing the gross sales revenue target, PBS sold 12 properties and achieved \$318 million in projected savings for delinquent maintenance avoidance through dispositions completed in FY25.
- ↳ PBS found new homes for the headquarters of the Federal Bureau of Investigation, the Department of Housing and Urban Development, and the National Science Foundation.

### RISKS & OPPORTUNITIES

- ▲ **Space utilization** - [OMB Memo M-25-25](#) required agencies to track and report their daily occupancy, illuminating large gaps between the previously reported space utilization and actual utilization. PBS developed collection and reporting tools, which will continue to provide crucial information to help improve utilization.
- ▲ **Dispositions** - A new policy shift toward targeting broker contracts to award GSA dispositions lengthened the disposition schedule of two properties into FY26; however, PBS identified 45 new assets for accelerated disposition.

# GOAL 2 / ACQUISITION

## Streamline and Centralize Procurement

### SUMMARY OF PROGRESS

GSA's Federal Acquisition Service (FAS) continues to develop innovative solutions to leverage the buying power of the government to drive savings for customer agencies. In FY25, FAS achieved both of its targets and made headway on consolidating common goods and services, with five agreements signed. The Multiple Award Schedule (MAS) exceeded its FY25 sales target with over \$51 billion in volume, driven by modernization, data-driven tools, and alignment with government priorities.

FAS's acquisition programs achieved \$7.1 billion in savings for customer agencies in FY25, meeting the FY target. Key contributors included the GSA City Pairs Program, GSA SmartPay® refunds, IT savings, and Assisted Acquisition Service customer savings. In FY26, FAS expects to more than double the number of agreements for consolidating common domestic goods and services into GSA, which will lead to greater efficiencies through reduced duplication and fully leveraging the buying power of the federal government.

Performance Indicators (↑ = increasing, ↓ = decreasing)	Lead Office	FY 2021 Results	FY 2022 Results	FY 2023 Results	FY 2024 Results	FY 2025 Results	FY 2025 Targets
Acquisition program savings delivered to customers (in billions) ↑	FAS	\$6.09	\$6.82	\$6.83	\$7.80	\$7.11	\$7.10
Multiple Award Schedule (MAS) sales (in billions) ↑	FAS	\$39.75	\$40.96	\$45.52	\$51.50	\$52.53	\$46.50
Number of government entities whose common goods and services spend has been consolidated into GSA ↑	FAS	N/A	N/A	N/A	N/A	5	N/A

  Indicates target was met
   Indicates target was missed
   Indicates target not applicable

### PERFORMANCE HIGHLIGHTS

- ↳ Streamlined processes, improved transparency, and stronger supply chain oversight have reinforced MAS as a trusted, cost-effective procurement channel.
- ↳ Office of Personnel Management (OPM), Small Business Administration (SBA), and Housing and Urban Development moved their contracting for common goods and services to GSA.
- ↳ GSA's efforts to buy common goods and services for OPM and SBA are 37% more efficient than the agencies' own efforts, driving savings and cost avoidance.
- ↳ Advanced the most significant rewrite of the Federal Acquisition Regulation (FAR) in over 40 years.

### RISKS & OPPORTUNITIES

- ▲ **Office of Centralized Acquisition Services (OCAS)** - FAS is finalizing the structure of OCAS along six functional offices that will allow GSA to deliver centralized acquisition at scale in FY26.
- ▲ **OneGov** - FAS launched the OneGov strategy to modernize and centralize how the federal government buys IT software, successfully negotiating agreements with over a dozen major software companies. FAS aims to expand OneGov negotiations with 15 additional original equipment manufacturers in FY26, leveraging one federal wallet to attain even greater savings for agencies.

# GOAL 3 / TECHNOLOGY

## *Rationalize our IT Infrastructure and Software as a Shared Service*

### SUMMARY OF PROGRESS

GSA's Office of the Chief Information Officer (GSA IT) exceeded its cloud migration goal for business applications, showing better application optimization and operational efficiency. GSA also maintained strong IT management, receiving an "A" on the September 2024 Federal Information Technology Acquisition Reform Act (FITARA) scorecard. No FITARA scorecards were issued in FY25.

Additionally, GSA's Technology Transformation Services (TTS) significantly surpassed its goals for both Key Performance Indicators (KPIs) despite major organizational changes. It launched FedRAMP 20x to simplify and accelerate the adoption of secure cloud services and dramatically decreased the time to finalize FedRAMP reviews from over a year to less than 30 days. FedRAMP also authorized more than 140 new cloud services in FY25, marking the highest number of authorizations achieved under any Administration in any year. Drivers to FedRAMP's success included streamlining review activities to only essential requirements and reallocating almost all program resources to address the backlog. Furthermore, Login.gov exceeded its performance target with over 76 million active users, supporting secure access to services at more than 50 federal and state agencies.

Performance Indicators (↑ = increasing, ↓ = decreasing)	Lead Office	FY 2021 Results	FY 2022 Results	FY 2023 Results	FY 2024 Results	FY 2025 Results	FY 2025 Targets
Number of annual active users on Login.gov (in millions) ↑	TTS	16.0	41.0	49.1	71.7	76.7	60.0
Percentage of GSA business applications hosted in the cloud ↑	GSA IT	49.2%	52.7% <sup>1</sup>	53.4%	58.8%	68.4%	54.0%
GSA Federal IT Acquisition Reform Act (FITARA) Scorecard Score <sup>2</sup> ↑	GSA IT	A+	B+	B	A	N/A <sup>3</sup>	B
Number of FedRAMP authorizations approved ↑	TTS	46	53	43	49	144	100

Indicates target was met
  Indicates target was missed
  Indicates target not applicable

<sup>1</sup>No target was established during the first year of reporting in the FY24 Annual Performance Plan.

<sup>2</sup>Plus and minus modifiers to letter grades (e.g., B+ or A-) were removed from the FITARA scoring methodology in FY23. The FYs 24–27 targets have been modified to reflect this change.

<sup>3</sup>The House Committee on Oversight and Accountability did not issue any new FITARA scorecards in FY25.

### PERFORMANCE HIGHLIGHTS

- ↳ Login.gov exceeded the target due to faster than expected adoption by large agencies like Social Security Administration and Department of Veterans Affairs, which accelerated the deprecation of their homegrown sign-in options.
- ↳ FedRAMP 20x revamp enabled TTS to rethink the authorization model while proving that security and speed can co-exist.

### RISKS & OPPORTUNITIES

- ▲ **Continued drive toward cloud** - Continuing to expand the adoption of cloud technology will enable greater security and improved protection for government information and operations.
- ▲ **Organizational change** - TTS has consolidated offices to enable a more efficient management structure that has resulted in greater impact and better ability to focus on priorities.

# GOAL 4 / INTERNAL OPERATIONS

*Embrace GSA’s Model of Efficiency for Ourselves*

## SUMMARY OF PROGRESS

GSA’s staff and service offices achieved 4 of 5 targets focused on internal efficiency. GSA exceeded its target for the Mission Support Customer Satisfaction Survey (CSS) and continues to outperform other CFO Act agencies, ranking in the top four in all but one service area. Additionally, GSA awarded over \$2.8 billion to small businesses through prime contracting, representing 39.7% of GSA’s total prime contracting spend. This not only far exceeded GSA’s goal of 25%, but also outperformed targets in all small business socioeconomic categories. GSA missed its target for building utilization for GSA-occupied space but has identified several strategies to significantly ameliorate the utilization rate in FY26 (see Risks & Opportunities below).

For reduction in IT spend, GSA achieved its target of a 30% reduction by streamlining IT contracts, labor resources, and optimizing technology solutions to align with the Acting Administrator’s priority of eliminating redundancies and wasteful IT spending. Lastly, GSA was able to increase its operational efficiency in FY25 after significantly reducing operating costs.

Performance Indicators (↑ = increasing, ↓ = decreasing)	Lead Office	FY 2021 Results	FY 2022 Results	FY 2023 Results	FY 2024 Results	FY 2025 Results	FY 2025 Targets
Effectiveness of GSA CXO functions, as measured by government-wide CSS ↑	OGP	5.75	5.68	5.63	5.61	5.81	5.68
Percentage of GSA contract dollars awarded to small business through prime contracting ↑	OSDBU	46.89%	47.61%	50.29%	42.10%	39.80%	25.00%
Percentage of building utilization in GSA-occupied space ↑	OAS	N/A	N/A	N/A	N/A	29%	80%
Percentage reduction in GSA IT spend ↑	GSA IT	N/A	N/A	N/A	N/A	30%	30%
Total GSA operating cost as a percentage of goods and services provided ↓	OCFO	17.06%	18.22%	19.14%	19.24%	18.61%	19.43%

Indicates target was met
  Indicates target was missed
  Indicates target not applicable

## PERFORMANCE HIGHLIGHTS

- ↳ In the CSS, GSA saw increases in all function areas (Contracting, IT, Financial, and Acquisition), but the most notable increase was in internal contracting services, with a large improvement in purchase card management thanks to expanded outreach and training through monthly live sessions.
- ↳ GSA managed to significantly reduce its operating costs through efforts to unwind the agency’s dependency on external consultants, cut wasteful spending, implement new efficiencies, and freeze hiring to control personnel compensation and benefits costs.

## RISKS & OPPORTUNITIES

- ▲ **Utilization rate** - For FY26, GSA is confident that it will significantly increase building utilization, with plans to reduce office space, increase the number of employees returning to office, correct Occupancy Agreements to their appropriate space use type, and resolve IT network connectivity issues that may be underreporting occupancy.
- ▲ **Small business spend** - Despite achieving targets, GSA small business spend fell from FY24 to FY25. Incorporating sound small business strategies into our purchasing while providing opportunities for on-ramping will be crucial in FY26.

## Accuracy and Reliability of Performance Data

GSA has verification and validation techniques in place, which provide reasonable assurance over the completeness and reliability of all performance data contained in this report, as required by the [GPRA Modernization Act of 2010](#) and GSA's policy on [Performance Measurement and Data Verification and Validation Procedures](#). These techniques include:

- Maintaining performance measure definition forms that contain performance measures and metrics, including data sources, computation methodology, and a reliability assessment for each performance indicator;
- Verifying, at least annually, the accuracy and completeness of the information contained in the performance measure definition forms; and
- Utilizing a data validation and collection tool to routinize and add rigor to regular collection and validation of GSA's suite of performance metrics. The tool helps to promote data integrity and accountability throughout the enterprise.

# Appendix

## Key Performance Indicator Definitions

### **Gross sales revenue from federal-wide disposals (in millions):**

This indicator measures the total gross sales revenue of all disposals brought to successful contract award by PBS's Office of Real Property Disposition for federal-wide real property from all agencies, with the exception of properties awarded through the [Federal Assets Sale and Transfer Act of 2016](#). The revenue total is recorded on the date (award date) of the successful conclusion of the sale.

### **Percentage of CFO Act agencies with a completed GSA Customer Strategy:**

This indicator tracks the percentage completion of national real estate portfolio plans with an updated Customer Profile Card, which summarizes strategies that incorporate future space needs and high-performance building standards.

### **Tenant Satisfaction Survey (TSS) - Facilities Management Index:**

The Facilities Management Index (FMI) comprises nine existing questions from TSS related to the condition of the building and grounds, common areas, restrooms, and elevators. Each question relates to areas of the building that GSA's facility managers directly influence or control. To calculate the FMI score, all the "4-Satisfied" and "5-Very Satisfied" responses for the nine questions are counted then divided by the total number of responses.

### **Percentage of building utilization in GSA-controlled space:**

This indicator measures utilization rate of GSA-controlled building space (with CFO Act agencies) as a percentage. To calculate building utilization rate, the average number of occupants is divided by the total building capacity. The numerator is calculated by taking the average number of occupants reporting to a building over the past four pay periods. The denominator is calculated by taking the total agency-supplied usable square footage (USF) for all office-designated Federal Real Property Profile (FRPP) facilities and dividing it by 150 USF, which is GSA's per person utilization benchmark.

### **Acquisition program savings delivered to customers (billions):**

This indicator measures customer savings falling into one of three groups:

1. Savings realized by utilizing FAS procurement vehicles compared to commercial alternatives
2. Savings realized through FAS offerings compared to other government offerings
3. Savings returned to customers via bank refunds for using a FAS purchase, travel, or fleet card

### **Multiple Award Schedule (MAS) sales (billions):**

This indicator measures sales by business volume growth. Sales for the MAS program are reported via the Sales Reporting Portal once the Industrial Funding Fee is remitted. The information is validated by a comparison and variance from the Office of the Chief Financial Officer related to the revenue submitted for the MAS program.

### **Number of government entities whose common goods and services spend has been consolidated into GSA:**

This indicator counts the number of federal government entities (i.e., agencies, departments, or bureaus) for which GSA has consolidated their common domestic goods and services spend into the Office of Centralized Acquisition Service.

**Number of active users on Login.gov (in millions):**

This indicator measures the number of unique users who sign in to a Government website using Login.gov in a given fiscal year. If a user signs in to one or many different agencies or applications using their Login.gov credentials, they are only counted once.

**Percentage of GSA business applications hosted in the cloud:**

This indicator measures the percentage of GSA business applications hosted in the cloud. Business applications are a subset of the Federal Information Security Management Act system/subsystem inventory maintained by the GSA IT security team. If a business application utilizes a hybrid cloud environment, it is considered a cloud system for this metric.

**GSA Federal Information Technology Acquisition Reform Act (FITARA) Scorecard Score:**

FITARA was passed in 2014 to modernize the federal government's information technology (IT). Since the law's implementation, GAO and the House Committee on Oversight and Government Reform have released a scorecard that assesses agencies' FITARA implementation efforts. The scorecard assesses agencies' acquisition and management of IT investments and assets, reflecting GAO's analysis of how agencies are performing in numerous IT categories.

**Number of FedRAMP Authorizations Approved:**

This indicator measures the number of Cloud Service Offerings that receive FedRAMP authorization.

**Effectiveness of GSA CXO functions, as measured by government-wide Customer Satisfaction Survey:**

Computed from the Mission-Support Services Customer Satisfaction Survey, the indicator consists of an equally weighted composite customer satisfaction score (from 1 to 7) for GSA's CXO's functions—acquisition, financial management, human capital, IT, and shared services.

**Percentage of GSA Contract Dollars Awarded to small business through prime contracting:**

This indicator tracks the overall percentage of eligible procurement dollars awarded to small businesses through prime contracting. Contracting is considered prime when the contractor works directly with the government. Prime contractors manage any subcontractors and are responsible for ensuring that the work is completed as defined in the contract.

**Percentage of building utilization in GSA-occupied space:**

This indicator measures utilization rate of GSA-occupied building space as a percentage. To calculate building utilization rate, the average number of occupants is divided by the total building capacity. The numerator is calculated by taking the average number of occupants reporting to a building over the past four pay periods. The denominator is calculated by taking the total agency-supplied USF for all office-designated FRPP facilities and dividing it by 150 USF, which is GSA's per person utilization benchmark.

**Total GSA operating cost as a percentage of goods and services provided:**

This indicator calculates the total GSA operating cost as a percentage of goods and services provided. It is calculated by taking total operating costs (direct and indirect) for all of GSA's major products and services divided by total revenues.