



Office of Audits
Office of Inspector General
U.S. General Services Administration

Audit of the Impact and Cost of Crime on GSA Building Operations

Report Number A250032/P/6/R26001
December 1, 2025

Executive Summary

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Why We Performed This Audit

We performed this audit pursuant to the Thomas R. Carper Water Resources Development Act of 2024. This act requires us to submit a report on the impacts and costs of crime on building operations and public safety in and around federal buildings. This report is to be submitted to the Committee on Environment and Public Works of the U.S. Senate and the Committee on Transportation and Infrastructure of the U.S. House of Representatives. Our audit objective was to determine the impacts and costs associated with GSA building operations related to crime and public safety in and around GSA-owned federal buildings.

What We Found

Crime that occurs in and around GSA-owned federal buildings can disrupt building operations and threaten the health, well-being, and safety of federal employees and visitors. Threats targeting federal buildings and employees, as well as assaults against individuals in and around federal buildings, can result in temporary building shutdowns or modified operations until the threat is mitigated. This can prevent agencies from fulfilling their statutory missions and serving the American public.

During our 4-year audit period ended September 30, 2024, the U.S. Department of Homeland Security's Federal Protective Service (FPS) reported 11,090 crime incidents in and around GSA-owned federal buildings. These incidents occurred at 754 of the 1,507 GSA-owned federal buildings, with most of the incidents occurring in and around 68 GSA-owned federal buildings. The severity of the reported incidents varied from vandalism to threats against federal employees; violent crime accounted for 1 percent of the reported incidents. We determined that three factors contributed to the elevated levels of crime in and around federal buildings: (1) the proximity of the buildings to high-crime neighborhoods, (2) the types of public services offered at each building, and (3) the amount of foot traffic in and around each building.

The primary costs related to crime at GSA-owned federal buildings are for FPS-provided security services and for the implementation of countermeasures designed to mitigate security vulnerabilities. For Fiscal Year 2024, GSA reported that it paid almost \$82 million for security services across the federal buildings it owns. During our audit period, FPS recommended facility security assessment countermeasures for 620 of the 754 GSA-owned federal buildings where crime incidents were reported.

Based on these assessments, FPS recommended 3,054 security countermeasures with a total estimated cost of \$307 million. The responsible tenant agencies accepted 914 of these countermeasures with a total estimated cost of \$64 million, and rejected 2,140 of these countermeasures with a total estimated cost of \$242 million. The FPS data included a reason for the rejection for only 210 of the recommended countermeasures, primarily citing insufficient funding.

While GSA works closely with FPS and other federal law enforcement agencies to protect its buildings, the number of crime incidents, coupled with the substantial number of rejected countermeasures, demonstrates that tenants of and visitors to GSA-owned federal buildings face significant security risks. Accordingly, GSA should continue to collaborate with FPS and other federal law enforcement agencies to address these risks.

What We Recommend

We recommend that the Acting GSA Administrator continue to collaborate with federal law enforcement agencies to address security risks at GSA-owned federal buildings.

The Public Buildings Service Acting Commissioner stated that GSA agrees with the report recommendation. GSA's written comments are included in their entirety in **Appendix D**.

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Introduction

We performed an audit of crime and public safety in and around GSA-owned federal buildings.

Purpose

We performed this audit pursuant to Section 2303(b), *Report on Costs of Crime Around Public Buildings*, of the Thomas R. Carper Water Resources Development Act of 2024.¹ We focused on crime incidents documented by the U.S. Department of Homeland Security's (DHS's) Federal Protective Service (FPS) during the 4-year period ended September 30, 2024.

Objective

Our audit objective was to determine the impacts and costs associated with GSA building operations related to crime and public safety in and around GSA-owned federal buildings.

See **Appendix A** – Objective, Scope, and Methodology for additional details.

Background

GSA owns 1,507 federal buildings across the United States, including courthouses, laboratories, data processing centers, and office space. These federal buildings serve multiple uses depending upon the occupants and purpose and therefore have different security needs.

GSA is responsible for managing these buildings and ensuring their efficient use, maintenance, and security.² To ensure building security, GSA collaborates with federal law enforcement agencies, such as FPS and the U.S. Department of Justice's U.S. Marshals Service, to comply with security protocols tailored to the specific needs of each building.

FPS Security Services

Among other things, FPS provides basic security services, such as law enforcement, physical security, security assistance, and tenant awareness training. FPS also provides security services tailored to each GSA-owned federal building, such as guard services, intrusion and alarm systems, surveillance systems, and agency-specific security services. These services are outlined in a memorandum of agreement between DHS and GSA, which was last updated on April 27, 2023.

¹ Pub. L. No. 118-272, enacted on January 4, 2025, can be accessed at: <https://www.congress.gov/118/plaws/publ272/PLAW-118publ272.pdf>.

² 6 U.S.C. 232, *Functions of Administrator of General Services*, expressly affirms GSA's authority to operate, maintain, and protect GSA-owned federal buildings.

To perform this audit, FPS provided security data for all GSA-owned federal buildings that had at least one reported crime incident during our 4-year audit period.

Interagency Security Committee Standards

The Interagency Security Committee (ISC) was established after the 1995 bombing of the Alfred P. Murrah Federal Building in Oklahoma City. It is responsible for developing security standards and best practices for civilian federal buildings in the United States. Chaired by DHS, the ISC consists of senior-level executives from 64 federal departments and agencies.

GSA follows ISC security standards to determine the appropriate countermeasures necessary to mitigate security threats for GSA-owned federal buildings. These countermeasures are guided based on the Facility Security Level, which categorizes buildings based on their size, function, and threats. Key ISC countermeasures include:

- **Access Control** – [REDACTED]
[REDACTED]³
- **Surveillance and Monitoring** – [REDACTED]
[REDACTED]
- **Critical Area Protection** – [REDACTED]
[REDACTED]
- **Visitor Management** – [REDACTED]
[REDACTED]
- **Emergency Preparedness** – [REDACTED]
[REDACTED]

The ISC outlines a comprehensive framework to assess and mitigate federal facility security risks. The framework, known as the Risk Management Process, is used to conduct facility security assessments (FSAs), which involve systematic evaluations of potential threats, vulnerabilities, and the effectiveness of existing security measures. FSAs are a critical means of

³ Redactions in this report represent sensitive information related to federal building security.

ensuring the safety and security of facilities.⁴ For federal buildings, designated security entities like FPS perform the FSAs.

For federal buildings with multiple tenants, the FSA recommendations are typically presented to the building's facility security committee (FSC), which is comprised of representatives from each tenant agency who meet periodically to address security threats. Otherwise, the single tenant in each federal building acts as the FSC. FSCs are responsible for approving and funding the implementation of recommended security measures and practices.

The Improving Federal Building Security Act of 2024 requires FSCs to report whether they intend to "adopt or reject" each FSA recommendation to the Secretary of Homeland Security.⁵ This law also requires FSCs to detail whether the benefits of the countermeasure outweigh the cost of implementation, including a justification for accepting the risk posed by a rejected countermeasure.

Prior GSA Office of Inspector General Reports Related to Security in Federal Buildings

To assist GSA in effectively carrying out its responsibilities, the GSA Office of Inspector General (GSA OIG) has performed multiple audits and an inspection related to building security. GSA OIG issued the following reports to alert GSA's Public Buildings Service (PBS) management of the issues identified:

- In January 2020, we issued an audit report that found significant security vulnerabilities at GSA child care centers.⁶ We found child care centers in GSA-controlled buildings (owned and leased) that did not meet the minimum security standards, and that many of the recommended security countermeasures had not been implemented.
- In September 2021, the GSA OIG Office of Inspections issued a report that found pervasive deficiencies in site security at a GSA-owned federal building.⁷ This included significant problems with the closed-circuit camera surveillance and intrusion-detection systems.

⁴ 33 C.F.R. 105.305, *Facility Security Assessment (FSA) requirements*, outlines the requirements for conducting FSAs.

⁵ Pub. L. No. 118-157, *Improving Federal Building Security Act of 2024* (December 17, 2024).

⁶ *Child Care Centers in GSA-Controlled Buildings Have Significant Security Vulnerabilities* (Report Number A170119/P/6/R20001, January 30, 2020).

⁷ *Unrestricted Summary: Facility Security Inspection of a High-Risk GSA Building* (Report Number JE21-003, September 30, 2021).

- In June 2022, we issued an audit report that found significant security camera and alarm system deficiencies at GSA-owned federal buildings.⁸
- In September 2024, we issued a report on the corrective actions GSA took in response to our January 2020 child care center audit report.⁹ We found that significant security vulnerabilities remained outstanding for 80 of the 93 child care centers in GSA-controlled buildings.

⁸ *Audit of Security Camera and Alarm Systems at GSA-Owned Buildings* (Report Number A210033/P/5/R220066, June 22, 2022).

⁹ *Implementation Review of Corrective Action Plan: Child Care Centers in GSA-Controlled Buildings Have Significant Security Vulnerabilities*, Report Number A170119/P/6/R20001, January 30, 2020 (Assignment Number A240019, September 17, 2024).

Results

Finding – GSA should continue to collaborate with federal law enforcement agencies to address security risks at GSA-owned federal buildings.

Crime that occurs in and around GSA-owned federal buildings can disrupt building operations and threaten the health, well-being, and safety of federal employees and visitors. Threats targeting federal buildings and employees, as well as assaults against individuals in and around federal buildings, can result in temporary building shutdowns or modified operations until the threat is mitigated. This can prevent agencies from fulfilling their statutory missions and serving the American public.

During our 4-year audit period ended September 30, 2024, FPS reported 11,090 crime incidents in and around GSA-owned federal buildings. These incidents occurred at 754 of the 1,507 GSA-owned federal buildings, with most of the incidents occurring in and around 68 GSA-owned federal buildings. The severity of the reported crime incidents varied from vandalism to threats against federal employees; violent crime accounted for 1 percent of the reported incidents. We determined that three factors contributed to the elevated levels of crime in and around federal buildings: (1) the proximity of the buildings to high-crime neighborhoods, (2) the types of public services offered at each building, and (3) the amount of foot traffic in and around each building.

The primary costs related to crime at GSA-owned federal buildings are for FPS-provided security services and for the implementation of countermeasures to mitigate security vulnerabilities. For Fiscal Year (FY) 2024, GSA reported that it paid almost \$82 million for security services across the federal buildings it owns. During our audit period, FPS recommended FSA countermeasures for 620 of the 754 GSA-owned federal buildings where crime incidents were reported.

Based on these assessments, FPS recommended 3,054 security countermeasures with a total estimated cost of \$307 million. The building FSCs accepted 914 of these countermeasures with a total estimated cost of \$64 million, and rejected 2,140 of these countermeasures with a total estimated cost of \$242 million. The FPS data included a reason for the rejection for only 210 of FPS's recommended countermeasures, primarily citing insufficient funding.

Buildings with the Most Crime

While all federal buildings are vulnerable to crime, some GSA-owned federal buildings experience significantly higher levels of crime. Of the 11,090 crime incidents FPS reported during our audit period, 5,575 (50 percent) of the incidents occurred at 68 of the 1,507 GSA-owned federal buildings. *Figure 1* on the next page lists the 10 GSA-owned federal buildings with the most reported crime incidents from October 1, 2020, through September 30, 2024.

Figure 1. GSA-Owned Federal Buildings with the Most Reported Crime Incidents

Location Code	Building Name	Location	Number of Crime Incidents
NY0282	Jacob K. Javits Federal Building and James L. Watson U.S. Court of International Trade	New York, NY	273
CA0281	Ronald V. Dellums Federal Building and Courthouse	Oakland, CA	236
CA0154	Phillip Burton Federal Building and U.S. Courthouse	San Francisco, CA	220
CA0167	Edward J. Schwartz Federal Building and U.S. Courthouse	San Diego, CA	185
AZ0052	Phoenix Federal Building and U.S. Courthouse	Phoenix, AZ	170
CO0039	Byron Rogers Federal Building and U.S. Courthouse	Denver, CO	158
CA0305	Speaker Nancy Pelosi Federal Building	San Francisco, CA	149
MO0106	Robert A. Young Federal Building	St. Louis, MO	147
DC1472	St. Elizabeths West Campus	Washington, DC	142
CO0006	U.S. Custom House	Denver, CO	137

Crime In and Around GSA-Owned Federal Buildings

In response to our audit, FPS provided crime incident report data that identified 11,090 crime incidents categorized into 36 offenses. The offenses and the number of incidents for each offense are listed in **Appendix B**.

Of the 11,090 crime incidents FPS reported during our audit period, the offenses reported most often included:

- Destruction/damage/vandalism of property;
- Violation of building rules and regulations;
- Disorderly conduct; and
- Traffic collisions.

Figure 2 on the next page shows a list of the 10 most frequently reported offenses in and around GSA-owned federal buildings.

**Figure 2. Top 10 Most Frequently Reported Offenses
In and Around GSA-Owned Federal Buildings**

Offense	Number of Incidents
Destruction/Damage/Vandalism of Property	2,083
Violation of Building Rules and Regulations	1,328
Disorderly Conduct	1,102
Traffic Collision	1,077
Traffic Citation	983
Threat	875
Suspicious Letter/Package	640
Trespass of Real Property	456
Weapon Law Violation	379
Suspicious Person	319

Violent crime, which the Federal Bureau of Investigation (FBI) defines as offenses including homicide, rape, robbery, and aggravated assault, accounted for 112 (1 percent) of the 11,090 crime incidents FPS reported during the audit period. *Figure 3* below lists the violent crime incidents by category.

Figure 3. Violent Crime Incidents by Category¹⁰

Violent Crime Offense	Number of Incidents
Aggravated Assault Offense	74
Sex Offense	22
Robbery	10
Homicide Offense	6
Total	112

We obtained incident reports from FPS to gain a better understanding of the magnitude of violent crime in and around GSA-owned federal buildings. We found that one of the six homicides listed in *Figure 3* occurred on GSA-owned property. For this homicide incident, FPS reported a shooting around 1 a.m. at a bus stop on the property of the Howard M. Metzenbaum U.S. Courthouse in Cleveland, Ohio. FPS reported no damage to federal property and no injuries to federal employees. In fact, none of the six homicides FPS reported during the audit period involved federal employees.¹¹ We also reviewed eight incident reports for aggravated assaults and found that these incidents typically involved altercations between non-federal employees outside a federal building, or between non-federal employees and FPS personnel.

¹⁰ To avoid inflating the number of violent crime incidents, *Figure 3* only includes aggravated assault offenses that the FBI defines as “violent crime.” *Figure 3* does not include simple assault offenses.

¹¹ On May 29, 2020, prior to our 4-year audit period, two FPS security officers were shot in a targeted attack against federal law enforcement in Oakland, California, resulting in the death of one of the officers.

Factors Leading to Increased Likelihood of Crime In and Around GSA-Owned Federal Buildings

Federal law enforcement repeatedly cited three factors that increase the likelihood of crime incidents in and around GSA-owned federal buildings: (1) the proximity to high-crime neighborhoods, (2) the types of public services offered at each building, and (3) the amount of foot traffic in and around each building.

Proximity to high-crime neighborhoods. Federal law enforcement told us that each of the most vulnerable GSA-owned federal buildings we visited were in high-crime neighborhoods. For example, we visited the Speaker Nancy Pelosi Federal Building (Pelosi Building), which is located in the Tenderloin neighborhood of San Francisco, California. The Tenderloin neighborhood has an extremely high rate of drug- and gang-related crime. FPS reported 149 crime incidents in and around the Pelosi Building during our 4-year audit period. These incidents included a drug-related homicide that occurred at a street corner north of the Pelosi Building on July 18, 2021. The homicide did not occur on federal property, involve federal employees, or significantly impact daily building operations.

The nearly 400,000-square-foot Pelosi Building is open to the public. It houses more than 1,200 personnel from 10 federal agencies, including the U.S. Social Security Administration (SSA), U.S. Department of Labor, and U.S. Department of Agriculture. The most frequent crime incidents reported at the building were for vandalism of property (27 incidents), disorderly conduct (27 incidents), and narcotics offenses (17 incidents).

To combat the amount of crime at the Pelosi Building, an FPS official told us that they have collaborated with GSA to fence off areas of the building to discourage a variety of criminal activities. We observed an FPS inspector patrolling building entrances on foot during the hours when federal employees commonly enter and exit the building. FPS personnel told us these foot patrols protect federal employees and have reduced crime around the Pelosi Building.

Types of public services offered at each building. Some tenant agencies offer public services that increase the risk of crime incidents. Specifically, federal law enforcement officials told us they frequently respond to assaults and threats made against federal employees at the Internal Revenue Service (IRS), FBI, SSA, and DHS offices providing immigration services. These agencies are well known, have some offices that are open to the public, and provide government services that can significantly affect the well-being of individuals. As a result, employees of these agencies are often targets of violence.

The Jacob K. Javits Federal Building and James L. Watson U.S. Court of International Trade (Javits Building) in New York, New York, experienced 273 crime incidents, the most of any GSA-owned federal building during our audit period. At 590 feet tall and with more than 2.8 million square feet of space, the Javits Building is the largest federal building in GSA's inventory when measured by rentable square feet. The building is open to the public and houses more than 30 federal tenant agencies, including IRS, FBI, SSA, and DHS's U.S. Citizenship and Immigration Services. FPS personnel at the Javits Building told us that they have responded to numerous

threats made against some of these agencies during business hours. The FPS crime data we reviewed showed that the most frequent crime incidents FPS responded to at the Javits Building were for disorderly conduct (77 incidents), warrant arrests (31 incidents), and violations of building rules and regulations (26 incidents).

To address some of the offenses caused by services being offered to the public, FPS offers occupant agency training upon request. [REDACTED]

[REDACTED] FPS personnel told us that being aware of and learning how to handle behaviors that may escalate to threats can help reduce these types of crime incidents and reduce any impact they may have on building operations.

Amount of foot traffic in and around each building. Federal law enforcement officials told us that buildings occupied by a larger number of employees and visitors resulted in increased security threats. For example, the Robert A. Young Federal (RAY) Building in St. Louis, Missouri, had 147 crime incidents during our audit period. An FPS official told us the RAY Building houses 4,000 to 6,000 employees, some of whom work for IRS, SSA, and DHS's U.S. Citizenship and Immigration Services. The RAY Building's facility security assessment (FSA) states that building tenants provide services to an estimated 200 visitors daily. An FPS official identified the amount of foot traffic as a primary reason why the RAY Building has a large number of crime incidents.

The Cost of Crime In and Around GSA-Owned Federal Buildings

The primary costs related to crime at GSA-owned federal buildings are for: (1) the security services FPS provides and (2) implementing countermeasures designed to mitigate security vulnerabilities.¹² We discuss the costs of these security services and countermeasures below.

FPS Security Services. To ensure building security, GSA collaborates with federal law enforcement agencies to comply with security protocols tailored to each federal building's specific needs. [REDACTED]

[REDACTED] GSA financial reports show that in FY 2024, the Agency paid nearly \$82 million for security services across the portfolio of federal buildings it owns.

Countermeasures. Countermeasures are developed based on the Facility Security Level, which is established by the federal building FSAs. FPS conducts the FSA every 3 to 5 years, depending on the building's Facility Security Level. Based on the security vulnerabilities identified during the FSA, FPS recommends security countermeasures to the building's facility security committee (FSC) for approval and implementation. These security countermeasures are intended to reduce the security risks to the federal building, agency employees, and visitors.

¹² Costs related to specific incidents were not included in the FPS crime incident report data.

If the FSC rejects a countermeasure, the security vulnerabilities identified in the FSA will still exist. These vulnerabilities could compromise the safety of the building's tenants and visitors if no other action is taken to mitigate the risk. In its 2024 Risk Management Process, the ISC states that "failing to adhere to ISC standards puts government agencies at risk of compromising the safety and resilience of their employees, visitors, facilities, and operations."

During our audit period, FPS recommended FSA countermeasures for 620 of the 754 GSA-owned federal buildings where crime incidents were reported. Based on these FSAs, FPS recommended 3,054 security countermeasures with a total estimated cost of \$307 million. The FSCs accepted 914 of these countermeasures with a total estimated cost of \$64 million, and rejected 2,140 of the recommended countermeasures with a total estimated cost of \$242 million. *Figure 4* below displays the FSA-recommended countermeasures by security measure group.

Figure 4. FSA-Recommended Countermeasures by Security Measure Group

Security Measure Group	Description	Approved (\$)	Rejected (\$)	Total (\$)
[REDACTED]	[REDACTED]	29,752,648	59,644,185	89,396,833
[REDACTED]	[REDACTED]	5,623,377	80,837,841	86,461,218
[REDACTED]	[REDACTED]	9,137,357	33,171,646	42,309,002
[REDACTED]	[REDACTED]	8,624,410	26,266,056	34,890,466
[REDACTED]	[REDACTED]	3,847,084	13,030,273	16,877,358
[REDACTED]	[REDACTED]	2,480,090	11,283,889	13,763,979
[REDACTED]	[REDACTED]	1,526,000	7,671,580	9,197,580
[REDACTED]	[REDACTED]	769,782	3,982,032	4,751,814
[REDACTED]	[REDACTED]	1,891,140	2,165,245	4,056,385
[REDACTED]	[REDACTED]	248,000	2,970,116	3,218,116
[REDACTED]	[REDACTED]	553,000	755,000	1,308,000
[REDACTED]	[REDACTED]	12,000	250,000	262,000
[REDACTED]	[REDACTED]	24,000	31,000	55,000
Totals		\$64,488,888	\$242,058,863	\$306,547,751

Examples of accepted and rejected countermeasures for buildings with the most reported crime incidents during our audit period are described below. These descriptions are based on the most recent FSAs conducted for each building.

- I [REDACTED]
- I [REDACTED]
- I [REDACTED]
- I [REDACTED]

Overall, FPS conducted FSAs for 59 of the 68 GSA-owned federal buildings with the most reported crime incidents during our audit period. Based on the FSAs, FPS recommended 416 security countermeasures with a total estimated cost of more than \$51.2 million. The FSCs accepted and funded 173 (42 percent) of these recommended countermeasures, totaling \$18.5 million. However, the FSCs rejected the remaining 243 (58 percent) of these

recommended countermeasures, totaling approximately \$32.7 million. See **Appendix C** for the estimated costs of the implemented and rejected security countermeasures for these 59 federal buildings.

The FSA data did not include a reason why the vast majority (1,930 of 2,140, or 90 percent) of the recommended countermeasures were rejected. For the remaining 210 rejected countermeasures, the data shows that most of them (199) were rejected due to insufficient funding. FPS security personnel echoed that rationale during our interviews, with one FPS inspector stating that “funding is always the biggest issue with FSA countermeasures,” and an FPS Area Commander comparing the funding request process to “pulling teeth.”

When asked, representatives from GSA’s Office of Mission Assurance and PBS identified the primary reasons for rejected countermeasures as lack of funding, inaction, competing priorities, inaccurate estimates, and lack of alternative solutions. These GSA representatives also stated that they do not take additional action if an FSC rejects a countermeasure.

When FSCs reject countermeasures, they accept the risks associated with the security vulnerabilities. As mentioned in the *Background*, the Improving Federal Building Security Act of 2024 now requires FSCs to detail whether the benefits of a countermeasure outweigh the cost of implementation, including a justification for accepting the risk posed by a rejected countermeasure. By not taking the actions necessary to address the security vulnerabilities affecting GSA-owned federal buildings, GSA and its tenant agencies are essentially accepting the risk caused by not implementing the recommended countermeasures.

When asked about this new requirement, representatives from the Office of Mission Assurance and PBS stated that GSA has partnered with FPS to implement the Improving Federal Building Security Act of 2024. However, representatives from the Office of Mission Assurance and PBS further stated that it has been hard to update policies and procedures during GSA’s workforce reorganization.

In sum, while all federal buildings are susceptible to crime, some GSA-owned federal buildings experience significantly higher levels of crime. This, coupled with the substantial number of unimplemented countermeasures, demonstrates that GSA should continue to collaborate with federal law enforcement agencies to address security risks facing the federal buildings it owns.

Conclusion

Crime that occurs in and around GSA-owned federal buildings can disrupt building operations and threaten the health, well-being, and safety of federal employees and visitors. Threats targeting federal buildings and employees, as well as assaults against individuals in and around federal buildings, can result in temporary building shutdowns or modified operations until the threat is mitigated. This can prevent agencies from fulfilling their statutory missions and serving the American public.

During our 4-year audit period ended September 30, 2024, FPS reported 11,090 crime incidents in and around GSA-owned federal buildings. These incidents occurred at 754 of the 1,507 GSA-owned federal buildings, with most of the incidents occurring in and around 68 GSA-owned federal buildings. The severity of the reported incidents varied from vandalism to threats against federal employees; violent crime accounted for 1 percent of the reported incidents. We determined that three factors contributed to the elevated levels of crime in and around federal buildings: (1) the proximity of the buildings to high-crime neighborhoods, (2) the types of public services offered at each building, and (3) the amount of foot traffic in and around each building.

The primary costs related to crime at GSA-owned federal buildings are for FPS-provided security services and for the implementation of countermeasures designed to mitigate security vulnerabilities. For FY 2024, GSA reported that it paid nearly \$82 million for security services across the federal buildings it owns. During our audit period, FPS recommended FSA countermeasures for 620 of the 754 GSA-owned federal buildings where crime incidents were reported.

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While GSA works closely with FPS and other federal law enforcement agencies to protect its buildings, the number of crime incidents, coupled with the substantial number of rejected countermeasures, demonstrates that tenants and visitors to GSA-owned federal buildings face significant security risks. Accordingly, GSA should continue to collaborate with FPS and other federal law enforcement agencies to address these risks.

Recommendation

We recommend that the Acting GSA Administrator continue to collaborate with federal law enforcement agencies to address security risks at GSA-owned federal buildings.

GSA Comments

The PBS Acting Commissioner stated that GSA agrees with the report recommendation. GSA's written comments are included in their entirety in ***Appendix D***.

Appendix A – Objective, Scope, and Methodology

Objective

This audit was required under the Thomas R. Carper Water Resources Development Act of 2024. Our audit objective was to determine the impacts and costs associated with GSA building operations related to crime and public safety in and around GSA-owned federal buildings.

Scope and Methodology

We assessed the impacts and costs associated with GSA building operations related to crime and public safety in and around GSA-owned federal buildings during our 4-year audit period of October 1, 2020, through September 30, 2024.

To perform this audit, we obtained FPS security data for all GSA-owned federal buildings that had at least one reported crime incident during our 4-year audit period. This data included crime incident data and FSA-recommended countermeasures for each building. The FPS crime incident data included 11,090 reported incidents for 754 GSA-owned federal buildings.¹³

To accomplish our objective, we:

- Reviewed security standards, laws, and interagency memorandums to establish the audit criteria;
- Reviewed prior audit reports from the GSA OIG and the U.S. Government Accountability Office to determine past identified issues and actions performed;
- Interviewed FPS and U.S. Marshals Service personnel to gain more information about building security;
- Evaluated crime incident data provided by FPS and retrieved from FPS’s Law Enforcement Information Management System to identify the buildings most impacted by crime;
- Reviewed crime incident reports provided by FPS and retrieved from FPS’s Law Enforcement Information Management System to uncover crime locations and detail any impact of crime on building operations;
- Visited GSA-owned federal buildings in California, New York, and Missouri to observe security measures and impacts of crime on building operations;
- Reviewed FSAs to identify security risks and recommended countermeasures; and
- Evaluated FSA security countermeasure data to identify cost information and approval status of recommended countermeasures.

¹³ The data also included 5,423 reported incidents categorized as “all other offenses.” FPS officials told us they removed this category and instead use categories that more accurately define each incident. Therefore, we did not include these incidents in our analysis.

Data Reliability

We assessed the reliability of FPS-provided crime incident data and FSA security countermeasure data by tracing the data to source documents and applying logical tests, such as assessments for duplicates and invalid data. We determined that the data was sufficiently reliable for the purposes of this audit.

Sampling

We selected a judgmental sample of 12 GSA-owned federal buildings to visit and reviewed those buildings' FSAs from a population of 754 GSA-owned federal buildings that had crime incidents during our audit period. These buildings were selected based on the number of crime incidents during our audit period, with most of the selections being made for high-crime buildings. Additional buildings were selected because they had a low number of crime incidents, despite being near a building with a significantly higher crime rate. We also selected a judgmental sample of 63 FPS crime incident reports to review, primarily focused on violent crime incidents reported at the buildings we visited, from a population of 11,090 reported crime incidents at GSA-owned federal buildings during our audit period.

While our judgmental samples do not allow for projection of the results to the population, they did allow us to address our audit objective.

Internal Controls

We assessed internal controls significant within the context of our audit objective against GAO-14-704G, *Standards for Internal Control in the Federal Government*. The methodology above describes the scope of our assessment, and the report finding includes any internal control deficiencies we identified. Our assessment is not intended to provide assurance on GSA's internal control structure as a whole. GSA management is responsible for establishing and maintaining internal controls.

Compliance Statement

We conducted the audit between February and July 2025 in accordance with generally accepted government auditing standards. Those standards require that we plan and perform the audit to obtain sufficient, appropriate evidence to provide a reasonable basis for our finding and conclusions based on our audit objective. We believe that the evidence obtained provides a reasonable basis for our finding and conclusions based on our audit objective.

Appendix B – Crime In and Around GSA-Owned Federal Buildings

This table lists the number of crime incidents FPS reported by category during our audit period.

Offense	Number of Incidents
Destruction/Damage/Vandalism of Property	2,083
Violation of Building Rule and Regulations	1,328
Disorderly Conduct	1,102
Traffic Collision	1,077
Traffic Citation	983
Threat	875
Suspicious Letter/Package	640
Trespass of Real Property	456
Weapon Law Violation	379
Suspicious Person	319
Drug/Narcotic Offense	307
Assault Offense	288
Larceny/Theft Offense	286
Suspicious Vehicle	245
Warrant Arrest	213
Stolen Property Offense	200
Burglary/Breaking and Entering	68
Motor Vehicle Theft	58
Drunkenness	36
Arson	30
Sex Offense	22
Fraud Offense	22
Counterfeiting/Forgery	13
Driving Under the Influence	12
Liquor Law Violation	10
Robbery	10
Family Offenses, Nonviolent	10
Homicide Offense	6
Kidnapping/Abduction	2
Demonstration	2
Animal Cruelty	2
Bribery	2
Extortion/Blackmail	1
Embezzlement	1
Pornography/Obscene Material	1
Gambling Offense	1
Total	11,090

Appendix C – Security Countermeasures for GSA-Owned Federal Buildings with the Most Reported Crime Incidents

This table lists the estimated costs of the implemented and rejected security countermeasures for the 59 GSA-owned federal buildings with the most reported crime incidents that underwent FSAs during our audit period.

T	Category	Item	Unit	Value	Unit	Value	Unit
1	Category A	Item A1	kg	10	kg	10	kg
2		Item A2	kg	10	kg	10	kg
3		Item A3	kg	10	kg	10	kg
4	Category B	Item B1	kg	10	kg	10	kg
5		Item B2	kg	10	kg	10	kg
6		Item B3	kg	10	kg	10	kg
7	Category C	Item C1	kg	10	kg	10	kg
8		Item C2	kg	10	kg	10	kg
9		Item C3	kg	10	kg	10	kg
10	Category D	Item D1	kg	10	kg	10	kg
11		Item D2	kg	10	kg	10	kg
12		Item D3	kg	10	kg	10	kg
13	Category E	Item E1	kg	10	kg	10	kg
14		Item E2	kg	10	kg	10	kg
15		Item E3	kg	10	kg	10	kg
16	Category F	Item F1	kg	10	kg	10	kg
17		Item F2	kg	10	kg	10	kg
18		Item F3	kg	10	kg	10	kg
19	Category G	Item G1	kg	10	kg	10	kg
20		Item G2	kg	10	kg	10	kg
21		Item G3	kg	10	kg	10	kg
22	Category H	Item H1	kg	10	kg	10	kg
23		Item H2	kg	10	kg	10	kg
24		Item H3	kg	10	kg	10	kg
25	Category I	Item I1	kg	10	kg	10	kg
26		Item I2	kg	10	kg	10	kg
27		Item I3	kg	10	kg	10	kg
28	Category J	Item J1	kg	10	kg	10	kg
29		Item J2	kg	10	kg	10	kg
30		Item J3	kg	10	kg	10	kg

Appendix D – GSA Comments

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Public Buildings Service

October 6, 2025

MEMORANDUM FOR: MICHELLE WESTRUP
REGIONAL INSPECTOR GENERAL FOR AUDITING
HEARTLAND REGION AUDIT OFFICE (JA-6)

FROM: ANDREW HELLER
ACTING COMMISSIONER (P) 
PUBLIC BUILDINGS SERVICE

SUBJECT: Response to the GSA Office of Inspector General's Draft
Report, *Audit of the Impact and Cost of Crime on GSA
Building Operations* (A250032 (September 11, 2025))

Thank you for the opportunity to comment on the Office of Inspector General's (OIG) draft report, *Audit of the Impact and Cost of Crime on GSA Building Operations*. The Public Buildings Service (PBS) is committed to providing space free of health and safety issues so that federally owned facilities under the jurisdiction, custody and control of the U.S. General Services Administration (GSA) are maintained in good condition for customer agencies, employees, service providers and visitors at the best value for taxpayers.

Responses to the specific recommendations included in the draft report are set forth below.

OIG Recommends that the Acting GSA Administrator continue to collaborate with law enforcement agencies to address security risks at GSA-owned federal buildings.

GSA agrees with this recommendation and will work to ensure that the excellent working relationships and collaborative efforts established between GSA and its law enforcement partners continue.

Please contact Pat Fee, Director, Facilities Operations Division, Office of Facilities Management, Public Buildings Service, at 202-501-0038, if you have any questions.

U.S. General Services Administration
1800 F Street NW
Washington, DC 20405
www.gsa.gov

Appendix E – Report Distribution

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Acting Deputy Commissioner (P1)

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Deputy Commissioner of Enterprise Strategy (P2)

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**Office of Inspector General
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1800 F Street, NW

Washington, DC 20405

Email: oig_publicaffairs@gsaig.gov

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