



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

PBS NCR Did Not Fully Comply with Fire Protection Requirements for the U.S. Tax Court Building

Report Number A250046/P/R/R26003
March 16, 2026

Executive Summary

PBS NCR Did Not Fully Comply with Fire Protection Requirements for the U.S. Tax Court Building

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Why We Performed This Audit

We performed this audit because GSA's Public Buildings Service (PBS) plays a significant role in providing a safe, healthy, and secure environment for building occupants at more than 8,500 federally owned and leased assets nationwide. Effective management of PBS's facilities is critical because deficiencies could pose fire, safety, and health risks to building occupants and the public. Our audit objective was to assess whether PBS's National Capital Region (NCR) complied with applicable laws, regulations, and PBS policies governing fire protection at the U.S. Tax Court Building in Washington, D.C.¹

What We Found

PBS NCR did not fully comply with fire protection requirements for the U.S. Tax Court Building. We found that some fire doors in the building did not comply with fire protection standards because they do not close and latch properly to contain smoke and fire. We also found that PBS NCR did not consistently comply with fire protection requirements to conduct and document fire drills and did not implement a building-specific fire evacuation plan.

These deficiencies were caused by ineffective oversight by PBS NCR and the contracting officer's representative. Without corrective actions and proper monitoring, these deficiencies place building occupants and visitors at risk of fire hazards.

What We Recommend

We recommend that the PBS Commissioner:

1. Strengthen oversight to ensure full compliance with fire protection requirements by:
 - a. Establishing and implementing procedures and controls to verify compliance with National Fire Protection Association (NFPA) standards and PBS policies, including consistent use of the National Computerized Maintenance Management System for planning, tracking, and documentation.

¹ On September 18, 2025, GSA issued GSA Order ADM 5440.760, *Changes in the Public Buildings Service*. Under the order, PBS reorganized from a regional structure to a centralized organization. This eliminated PBS's 11 regional offices, including NCR. Because our audit fieldwork was completed prior to the reorganization, we retained references to PBS NCR in this report.

- b. Ensuring all fire doors are promptly inspected, repaired, or replaced to maintain proper functionality and compliance with applicable safety standards and fire codes.
 - c. Conducting and documenting fire drills at sufficient frequency to meet NFPA Standard 101, *Life Safety Code*; Federal Management Regulation Part 102-74, *Facility Management*; and PBS requirements. Ensure full occupant participation and accurate recording of results.
 - d. Finalizing and implementing an approved evacuation plan that meets NFPA Standard 101 requirements.
2. Provide training to PBS building management at the U.S. Tax Court Building and the contracting officer's representatives to ensure the building's operations and maintenance contractor adheres to contract provisions related to the building's fire protection requirements.

The Acting PBS Commissioner agreed with the report recommendations. GSA's written comments are included in their entirety in **Appendix B**.

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Introduction

We performed an audit of the GSA Public Buildings Service's (PBS's) facility operations management at the U.S. Tax Court Building in Washington, D.C.

Purpose

We performed this audit because PBS plays a significant role in providing a safe, healthy, and secure environment for building occupants at more than 8,500 federally owned and leased assets nationwide. Effective management of PBS's facilities is critical because deficiencies could pose fire, safety, and health risks to building occupants and the public.

Objective

Our audit objective was to assess whether PBS's National Capital Region (NCR) complied with applicable laws, regulations, and PBS policies governing fire protection at the U.S. Tax Court Building in Washington, D.C.

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

Background

PBS's mission is to design, deliver, and maintain safe, modern, and efficient workspaces that enable agencies to best serve the American people. PBS manages more than 370 million rentable square feet of workspace for federal employees, operating nationwide.

PBS NCR services the federally owned and leased buildings in the Washington, D.C., metropolitan area, including the U.S. Tax Court Building. Construction of the U.S. Tax Court Building (shown in *Figure 1* on the next page) began in 1972; the building was dedicated in November 1974. The building is organized into a series of independent office blocks; the ceremonial courtroom, which is flanked by two smaller courtrooms, is located on the third floor.

Figure 1. U.S. Tax Court Building²



PBS NCR’s Office of Facilities Management (OFM) is responsible for the day-to-day operations and property management of the U.S. Tax Court Building. These responsibilities include programs that safeguard tenants, public visitors, and contractors.

Facility Management Requirements Applicable to the U.S. Tax Court Building

Numerous facility management requirements apply to the U.S. Tax Court Building. For the purposes of our audit, we focused on the following:

- **National Fire Protection Association (NFPA) Standard 80, *Standard for Fire Doors and Other Opening Protectives*** – Establishes national standards and guidelines for the inspection and testing of fire doors, fire windows, and other opening protectives.
- **NFPA Standard 101, *Life Safety Code*** – Requires fire drills to be held at a sufficient frequency to familiarize occupants with the drill procedures.
- **Federal Management Regulation Part 102-74, *Facility Management*** – Allocates accident and fire prevention responsibilities among federal agencies and requires agencies to participate in at least one fire drill per year.
- **General Services Acquisition Manual 501.604, *Contracting Officer’s Representative (COR)*** – States that the “COR’s role is to develop proper requirements and ensure during contract administration the contractors meet the commitments of their contracts, including the timeliness and delivery of quality goods and services as required by the contract.”

² Source: GSA public website. Photograph. Washington, D.C. <https://www.gsa.gov/real-estate/historic-preservation/explore-historic-buildings/find-a-building/us-tax-court-building-washington-dc>. Accessed August 26, 2025.

Operations and Maintenance Contract

The operations and maintenance (O&M) contract for the U.S. Tax Court Building specifies that all fire protection and life safety systems and equipment must be kept fully functional at all times, except for limited periods for maintenance with the COR's approval. The inspection, testing, repair, and maintenance of all fire protection and life safety equipment and systems must be in accordance with the requirements in the applicable NFPA code or standard.

Management Analysis and Review System Reviews

PBS Management Analysis and Review System (MARS) reviews are internal assessments conducted by OFM to determine whether its operations comply with applicable regulations, standards, and policies. PBS performs MARS reviews every 5 years to assess OFM service centers' effectiveness, operations, and the delivery of required services. A MARS review also assesses PBS's compliance with laws, executive orders, regulations, directives, and policies governing implementation of OFM fire protection, environmental, and occupational safety and health programs, as well as O&M contracts.

Results

Finding – PBS NCR did not fully comply with fire protection requirements for the U.S. Tax Court Building.

PBS NCR did not fully comply with fire protection requirements for the U.S. Tax Court Building. We found that some fire doors in the building did not comply with fire protection standards because they do not close and latch properly to contain smoke and fire. We also found that PBS NCR did not consistently comply with fire protection requirements to conduct and document fire drills and did not implement a building-specific fire evacuation plan.

These deficiencies were caused by ineffective oversight by PBS NCR and the COR. Without corrective actions and proper monitoring, these deficiencies place building occupants and visitors at risk of fire hazards.

Some Fire Doors at the U.S. Tax Court Building Are Not Compliant with Fire Protection Standards

PBS follows NFPA Standard 80, *Standard for Fire Doors and Other Opening Protectives* (NFPA 80), which establishes specific safety requirements for fire doors. However, we found that some fire doors at the U.S. Tax Court Building are not compliant with NFPA 80 because they do not close and latch properly.

In accordance with applicable fire protection requirements, fire doors must properly close and latch to prevent smoke or fire from spreading in the building. NFPA 80 specifies the following requirements for fire doors:

- All swinging doors shall close and latch at the time of fire.
- All fire doors shall be equipped with closing devices to cause the doors to close and latch each time they are opened.
- All fire doors must be inspected and tested no less than annually.

During our initial site visit on May 15, 2025, we observed nine fire doors that did not close and latch properly. On June 17, 2025, we met with PBS building management for the U.S. Tax Court Building to discuss our observations. After our meeting, the building management team inspected all 100 fire doors in the building and identified 6 fire doors that did not function properly.

On July 23, 2025, we conducted a final site visit, selecting a judgmental sample of 48 fire doors to inspect. We again found deficiencies. As shown in *Figure 2* on the next page, we found that 11 of the 48 fire doors in our sample (22.9 percent) did not close and latch properly.

Figure 2. Results of Fire Door Observation

U.S. Tax Court Building Floors	Sampled Fire Doors	Fire Doors That Did Not Close and Latch Properly
Basement	11	2
Ground floor	6	0
First floor	6	1
Second floor	6	2
Third floor	6	2
Fourth floor	13	4
Total:	48	11
Overall Deficiency Percentage:		22.9%

Figures 3, 4, and 5, below and on the next page, provide examples of fire doors that did not close and latch properly.

Figure 3. Fire Door with Tape over the Latch, Preventing the Door from Latching³



³ Photograph taken by the audit team, May 15, 2025.

Figure 4. Fire Door Obstructed by a Bookshelf, Preventing the Door from Closing⁴



Figure 5. Fire Door with a Broken Latch, Preventing the Door from Latching⁵



According to the O&M contract, the contractor and its subcontractors must inspect, test, and perform preventive maintenance on all fire doors and other opening protectives. The contract also states that the work must follow the current edition of NFPA 80, including its schedules, methods, and recordkeeping requirements.

⁴ Photograph taken by the audit team, July 23, 2025.

⁵ Photograph taken by the audit team, July 23, 2025.

However, the O&M contractor did not conduct the quarterly fire door inspections required under its O&M contract. This occurred because PBS provided inadequate contract oversight to ensure that the O&M contractor completed the inspections.

According to PBS guidance, both PBS and the O&M contractor are supposed to track contract services, such as quarterly fire door inspections, through “work orders” in PBS’s National Computerized Maintenance Management System (NCMMS).⁶ NCMMS is a database and application software package that automates recordkeeping requirements for operations, maintenance, and repairs. Work orders are typically triggered by service requests and preventive maintenance.

The OFM supervisory program analyst told us that NCMMS is designed to automatically send an alert to the PBS building management at the U.S. Tax Court Building and the COR every 3 months to inspect fire doors, with the fourth inspection in the year serving as the required annual inspection. This alert helps the COR and building management ensure that all inspections required under NFPA 80 are scheduled, completed, and documented in NCMMS.

However, these alerts did not occur because PBS did not list the U.S. Tax Court Building’s fire doors as assets in NCMMS. As a result, inspection tickets were not generated in the system to notify the O&M contractor to perform the required inspections. Moreover, neither the COR nor the building management inquired about the fire door inspections or took any action to enforce the O&M contract requirements governing the inspections.

In June 2025, after our audit inquiries, PBS building management conducted the first documented fire door inspection for the U.S. Tax Court Building. Subsequently, in July 2025, PBS NCR issued a memorandum directing building management to “document daily inspections of all fire doors within their inventories.”⁷ After these actions, the audit team held a meeting with PBS NCMMS personnel and learned the COR and the building management at the U.S. Tax Court Building contacted the PBS NCMMS team to update the asset inventory to include fire doors. Notwithstanding these actions, the long-standing lack of fire door inspections demonstrates that PBS NCR should strengthen oversight of the O&M contractor and ensure the fire doors are properly maintained.

PBS NCR Did Not Consistently Conduct and Document Fire Drills for the U.S. Tax Court Building

Fire drills are important safety procedures. These drills familiarize building occupants with emergency exits and evacuation routines and provide opportunities to identify and correct any problems that arise during the drills. Recognizing the importance of fire drills, the NFPA and federal regulations require fire drills to be conducted and documented. However, PBS NCR did

⁶ *PBS National Computerized Maintenance Management System Desk Guide* (January 20, 2023).

⁷ *Fire Door Inspections* (July 11, 2025).

not consistently conduct and document fire drills for the U.S. Tax Court Building. PBS follows NFPA Standard 101, *Life Safety Code*. This standard specifies the following requirements for fire drills:

- Fire drills shall be conducted at sufficient frequency to familiarize occupants with emergency egress procedures.
- All drills shall have a written record completed by the person responsible for conducting the drill and maintained in an approved manner.

Federal facility management regulations also establish requirements for fire drills. Specifically, Federal Management Regulation 102-74, *Facility Management*, requires that each occupant agency must participate in at least one fire drill per year.

However, PBS NCR did not consistently comply with these requirements for the U.S. Tax Court Building. PBS NCR did not document any fire drills for the building prior to Fiscal Year 2024. As a result, we were unable to determine if PBS NCR conducted the required fire drills before Fiscal Year 2024.

PBS's COR and customer service manager for the U.S. Tax Court Building told us that a fire drill was not held in Fiscal Year 2023 due to a joint decision by PBS NCR and the U.S. Tax Court. The COR added that fire drill scheduling for the U.S. Tax Court Building differed from other federal facilities. PBS building management can propose a date for the fire drill, but the U.S. Tax Court judges and staff must approve the date. In addition, fire drills are set only when building occupants are present and may be denied or repeatedly postponed due to scheduling conflicts.

The lack of regular fire drills reduces occupant preparedness and increases fire and life safety risks. Accordingly, PBS should ensure that fire drills are held at sufficient frequency to familiarize occupants with emergency egress procedures and document the results.

PBS NCR Did Not Implement a Building-Specific Fire Evacuation Plan for the U.S. Tax Court Building

NFPA Standard 101, *Life Safety Code*, requires facilities to maintain a building-specific fire evacuation plan and to use that plan to guide drills that move building occupants to safe areas. During our audit inquiries about evacuation procedures, we found that PBS NCR did not finalize and implement a fire evacuation plan for the U.S. Tax Court Building.

This deficiency was previously identified in the U.S. Tax Court Building's MARS review on March 18, 2025. As noted in the *Background* section, PBS conducts MARS reviews every 5 years to assess OFM service centers' effectiveness, operations, and the delivery of required services.

PBS building management sent a draft building fire evacuation plan to building tenants on May 9, 2025. Building management told us that the plan was not finalized because the roles

and responsibilities during an evacuation were still being identified. As of the audit team's site visit on July 23, 2025, the fire evacuation plan remained in draft.

Without a fire evacuation plan, PBS and the U.S. Tax Court officials lack assurance that building occupants can evacuate safely and efficiently during an emergency. This increases the risk of confusion, delay, or injury in the event of an emergency and increases fire and life safety risks for building occupants and visitors. Accordingly, PBS NCR, in conjunction with U.S. Tax Court officials, should expeditiously finalize and implement the fire evacuation plan for the building.

Conclusion

PBS NCR did not fully comply with fire protection requirements for the U.S. Tax Court Building. We found that some fire doors in the building did not comply with fire protection standards because they do not close and latch properly to contain smoke and fire. We also found that PBS NCR did not consistently comply with fire protection requirements to conduct and document fire drills and did not implement a building-specific fire evacuation plan.

These deficiencies were caused by ineffective oversight by PBS NCR and the COR. Without corrective actions and proper monitoring, these deficiencies place building occupants and visitors at risk of fire hazards. Accordingly, PBS should take measures to improve oversight at the U.S. Tax Court Building to ensure that deficiencies are identified and remediated in a timely manner in accordance with fire protection requirements. PBS should also develop a plan and take action to ensure that the U.S. Tax Court Building complies with NFPA standards and should provide training to its COR and building management to strengthen oversight of the O&M contract.

Recommendations

We recommend that the PBS Commissioner:

1. Strengthen oversight to ensure full compliance with fire protection requirements by:
 - a. Establishing and implementing procedures and controls to verify compliance with NFPA standards and PBS policies, including consistent use of NCMMS for planning, tracking, and documentation.
 - b. Ensuring all fire doors are promptly inspected, repaired, or replaced to maintain proper functionality and compliance with applicable safety standards and fire codes.
 - c. Conducting and documenting fire drills at sufficient frequency to meet NFPA Standard 101, *Life Safety Code*; Federal Management Regulation Part 102-74, *Facility Management*; and PBS requirements. Ensure full occupant participation and accurate recording of results.
 - d. Finalizing and implementing an approved evacuation plan that meets NFPA Standard 101 requirements.
2. Provide training to PBS building management at the U.S. Tax Court Building and the CORs to ensure the building's O&M contractor adheres to contract provisions related to the building's fire protection requirements.

GSA Comments

The Acting PBS Commissioner agreed with the report recommendations. GSA's written comments are included in their entirety in **Appendix B**.

Appendix A – Objective, Scope, and Methodology

Objective

We performed this audit because PBS plays a significant role in providing a safe, healthy, and secure environment for building occupants at more than 8,500 federally owned and leased assets nationwide. Effective management of PBS's facilities is critical because deficiencies could pose fire, safety, and health risks to building occupants and the public.

Our audit objective was to assess whether PBS's NCR complied with applicable laws, regulations, and PBS policies governing fire protection for the U.S. Tax Court Building in Washington, D.C.

Scope and Methodology

Our audit scope included the U.S. Tax Court Building's overall operations and property conditions relative to fire safety. We conducted several walk-throughs of all floors to assess PBS's compliance with applicable laws, regulations, and policies.

To accomplish our objective, we:

- Researched applicable laws and regulations governing environmental safety, fire protection, and property conditions at the U.S. Tax Court Building;
- Reviewed prior GSA Office of Inspector General audit reports on subject matter related to our audit objective;
- Analyzed prior MARS review reports to identify the actions PBS NCR took, if any, to correct identified issues;
- Conducted walk-throughs of the interior and exterior of the property to observe and evaluate overall operations and property conditions relative to fire safety;
- Took photographs and analyzed data for various property conditions in our sample of fire doors related to our audit objective; and
- Interviewed and corresponded with PBS NCR personnel and building management at the U.S. Tax Court Building to understand the state of the U.S. Tax Court Building and to identify corrective actions pertinent to our audit objective.

Data Reliability

We assessed the reliability of documents provided by PBS building management at the U.S. Tax Court Building for use in this audit, including U.S. Tax Court Building fire door lists and counts, floor plans, and correspondence. Because NCMMS asset records for fire doors were not available, we performed alternative checks, such as on-site counts, floor plan reconciliations, photos, and sampling, to validate the information. Based on these procedures, we determined the data was sufficiently reliable for the purposes of this audit.

Sampling

We selected a judgmental (nonstatistical) sample of 48 of the U.S. Tax Court Building's 100 fire-rated door assemblies across all building levels. We prioritized primary egress routes (stairwells and rated corridors) and locations noted during walk-throughs as potentially deficient, including the six doors identified by the U.S. Tax Court in its June 2025 fire door inspection. Because fire door asset records and preventive maintenance work orders were not available in NCMMS during fieldwork, we constructed the sampling framework from on-site counts, floor plans, and building-management-provided lists rather than system inventories. This nonstatistical approach does not support projecting the results to the full population; however, it is appropriate to address the audit objective by focusing on higher-risk doors central to life safety.

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 March and August 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 – GSA Comments

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U.S. General Services Administration

February 25, 2026

MEMORANDUM FOR: BYRON G. BUSTOS
ASSOCIATE DEPUTY ASSISTANT INSPECTOR
GENERAL
REAL PROPERTY AUDIT OFFICE
OFFICE OF AUDITS
OFFICE OF INSPECTOR GENERAL (JA-R)

THROUGH: ANDREW HELLER *Andrew Heller*
ACTING COMMISSIONER
PUBLIC BUILDINGS SERVICE (P)

FROM: MICHAEL GELBER *Michael Gelber*
ASSISTANT COMMISSIONER
OFFICE OF FACILITIES MANAGEMENT (PM)

SUBJECT: Response to the Office of Inspector General Draft
Report, *PBS NCR Did Not Fully Comply with Fire Protection
Requirements for the U.S. Tax Court Building (A250046)*

The Public Buildings Service (PBS) appreciates the opportunity to review and comment on the subject draft report, in which Office of Inspector General made the following recommendations:

1. Strengthen oversight to ensure full compliance with fire protection requirements by:
 - a. Establishing and implementing procedures and controls to verify compliance with National Fire Protection Association (NFPA) standards and PBS policies, including consistent use of the National Computerized Maintenance Management System (NCMMS) for planning, tracking, and documentation.
 - b. Ensure all fire doors are promptly inspected, repaired, or replaced to maintain proper functionality and compliance with applicable safety standards and fire codes.
 - c. Conduct and document fire drills at sufficient frequency to meet NFPA Standard 101, Life Safety Code; Federal Management Regulation Part 102-74, Facility Management; and PBS requirements. Ensure full occupant participation and accurate recording of results.
 - d. Finalize and implement an approved evacuation plan that meets NFPA Standard 101 requirements.
2. Provide training to GSA personnel assigned to the U.S. Tax Court building and GSA's Contracting Officer's Representatives to ensure the building's operations

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and maintenance contractor adheres to contract provisions related to fire protection requirements.

PBS agrees with OIG's recommendations and has taken corrective actions to address the fire protection and life safety issues identified in Recommendation 1, which involve immediate operational measures such as fire door inspections, repairs, drills, and evacuation planning. These actions were prioritized to promptly mitigate identified safety risks. Recommendation 2, which involves personnel training, will be fully addressed through the forthcoming corrective action plan.

Corrective Actions Taken to Date for Recommendation 1

1. Strengthen oversight to ensure full compliance with fire protection requirements by:

a. Establishing and implementing procedures and controls to verify compliance with NFPA standards and PBS policies, including consistent use of the NCMMS for planning, tracking, and documentation.

Corrective Action Taken:

- PBS created a *GSA Building Manager Checklist: Key Performance Indicators, Operations and Maintenance Oversight, and Compliance* checklist (draft attached).
- Instituted consistent use of the NCMMS for planning, tracking, and documentation

b. Ensure all fire doors are promptly inspected, repaired, or replaced to maintain proper functionality and compliance with applicable safety standards and fire codes.

Corrective Action Taken:

- PBS conducts Daily Fire Door Inspections documenting and uploading tracking in NCMMS.
- PBS replaced the concealed vertical rods in the Fourth Floor Corridor. PBS completed these repairs on February 10, 2026.
- PBS repaired all other remaining fire door deficiencies identified in the audit on or before February 10, 2026.

c. Conduct and document fire drills at sufficient frequency that meet NFPA 101, FMR Part 102-74, and PBS requirements and ensure full occupant participation and accurate recording of results.

Corrective Action Taken:

- PBS conducted the FY25 Annual Fire Drill on Wednesday December 3, 2025.

d. Finalize and implement an approved evacuation plan that meets NFPA 101 Requirements.

Corrective Action Taken:

- PBS worked with the building tenants to complete an Occupant Emergency Plan for this building (September 2025 plan attached).

Please contact Martin Gusky, Facility Risk Management Director, PBS Office of Facilities Management - Programs and Services Division, at martin.gusky@gsa.gov, with any questions regarding this response.

Attachments:

1. GSA Building Manager Checklist: KPIs, O&M Oversight, and Compliance
2. US Tax Court Finalized approved Occupant Emergency Plan September 2025

Appendix C – Report Distribution

GSA Administrator (A)

GSA Deputy Administrator (AD)

Acting PBS Commissioner (P)

Deputy Commissioner (P1)

Deputy Commissioner of Enterprise Strategy (P2)

Acting Chief of Staff (PB)

Office of Audit Management and Accountability (BA)

Chief Financial Officer (B)

Acting Deputy Chief Financial Officer (B)

Assistant Inspector General for Auditing (JA)

Deputy Assistant Inspector General for Acquisition Audits (JA)

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