



GSA Office of Governmentwide Policy

Real Property Policysite

Fall 2004

*Fort Baker, Golden Gate National
Recreation Area, CA*

*Naval Air Station/Joint Reserve Base
New Orleans - New Orleans, LA*

Best Practices Special Edition

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This is the Eighth Edition of the Special Edition Best Practices POLICYSITE newsletter, an annual publication by the Office of Real Property, Office of Governmentwide Policy, U.S. General Services Administration.

*Editor: Richard Ornburn
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Real Property Policysite

A Message from Stanley F. Kaczmarczyk

Deputy Associate Administrator for Real Property

Innovators from the Federal Government are developing the ideas, tools, and methods to improve asset management. The practices they develop help improve the way Federal agencies manage the over 3 billion square foot inventory. These practices enable us to manage the Federal portfolio better, develop higher performing workplaces, focus on citizen services, protect our environment, and much more.

The Office of Real Property is pleased to present the eighth Best Practices Special Edition of Real Property Polycysite newsletter. The newsletter includes the latest array of best practices and policies, culled from the top practitioners in the Federal real estate sector. They represent areas of:

- Alternative Financing**
- Asset Management and Planning**
- Contracting**
- Customer Partnerships**
- Energy/Energy Savings**
- Historic Preservation**
- Innovative Policies**
- Space Planning**
- Strategic Planning**
- Sustainability**
- Tools and Models**

Twelve agencies submitted entries for the 2004 GSA Achievement Award for Real Property Innovation. The top award winning entries were:

- **Guidelines for Wireless Telecommunication Facilities**, Department of the Interior
- **Military Housing Privatization Initiative**, Department of Defense

Two superlative entries received the honorable mention designation:

- **GSA's "Best Value" Facilities Management Partnership Schedules**, General Services Administration
- **Environmental Risk Index Performance Measure**, General Services Administration

We are also pleased to announce the first recipient of the Adopted Best Practice award. This category was established to recognize the goal of having these best practices shared across the Federal Government to further improve asset management in the Federal sector. The award winning entry in this category is:

- **Army Strategic Master Space Plan**, Department of the Army

We expect that the adopt-a-practice category will continue to grow in future years. To be eligible for this award, a Federal organization, team or individual must have applied an innovative practice or policy submitted to our Award program in a previous year by another Federal agency. Winners will receive \$5,000 for an individual, or \$10,000 for a team of two or more.

Agencies may apply year round for the Adopted Best Practice award. You can get more information about this exciting award and the best practices available by checking out our website at:

www.gsa.gov/realpropertypolicy

and clicking on "Achievement Award" and "Best Practices." We look forward to receiving your submissions!

I also encourage you to submit your new ideas next year for the 2005 Real Property Innovation Awards Program. Please contact Mr. Richard Ornburn at (202) 501-2873 or by e-mail at richard.ornburn@gsa.gov with any questions on the award program. ■



Alternative Financing

04-APO-001

04-POL-002

Ford Island Master Development Agreement

Department of the Navy

The U.S. Navy, Pacific Division Real Estate Team used the ideas of 03-POL-003, the National Aeronautics and Space Administration (NASA) Ames Development Plan and combined it with 01-PRA-019, Navy's Outleasing and Partnership Initiatives and 01-POL-004, Department of Defense (DOD) Enhanced-Use Leasing Initiative to develop and award the Ford Island Master Development Agreement (MDA).

A multi-disciplined team from the

Navy blended a wide variety of legal authorities, public and private funding, and business approaches to infuse energy and development to restore Ford Island, which is contained in the Pearl Harbor Naval Complex. Using bold innovation, this high performance team developed a masterful marketing strategy for implementing the program and was successful in obtaining special legislation in September 1999 (10 USC 2814) to enter into the Ford Island Master Development Agreement that was executed in

June 2003. The groundbreaking legislation, which included both conveyance and leasing authorities, predated the enhanced use authority for similar undertakings.

The concept plan for Ford Island grew out of a unique set of circumstances. An old airfield, several military training facilities, a data processing office, two bachelor quarter facilities, approximately 50 housing units and a number of significant historic buildings dominate Ford Island. A small vehicle ferry and a fleet of launches for Navy personnel were the only means of access until the Ford Island Bridge was completed in 1998.

The \$800 million Development Program for Ford Island encompasses military construction, housing privatization projects, private commercial ventures, and enhanced use leasing. The team identified underutilized or excess properties and leveraged them to obtain in-kind construction on Ford Island. Over 1,600 acres in five main areas on the island of Oahu, HI, including approximately 2,000 family housing units, are covered in the MDA in exchange for an immediate \$84 million benefit to the Navy, with future sales expected to provide an additional \$50 million. All leases contain substantial protections and safeguards for the benefit of the Navy as it relates to asset management, in addition to future upward rental adjustments based on certain future market use triggers. The 20 year net present value of this transaction to the Navy is over \$180M, resulting in an exceptional leveraged return on minimal investment.

For more information, contact Mr. Joseph Calcara at 808-472-1504 or via e-mail at joseph.calcara@navy.mil. ■



Ford Island at Pearl Harbor, HI

Asset Management and Planning

04-APR-002

Comprehensive Real Estate Master Program

Treasury Department, General Services Administration

The Internal Revenue Service (IRS) adopted the practice of the Tennessee Valley Authority's (TVA) best practice 03-PRA-018, Strategic Facility Plan, in developing its Comprehensive Real Estate Master Program (CREMP). The IRS modernization, both in business and facilities, became a priority with the Congressional passage of the IRS Restructuring and Reform Act of 1998. The ten IRS campuses, which occupy approximately 10 million square feet in over 80 buildings across the country, form the backbone of the nation's tax processing infrastructure. An extensive analysis of the existing campus portfolio underscored how critical upgrades were needed to revamp and realign the agency's real estate portfolio with its new business vision.

Published in 2003, CREMP provides a new, holistic approach to the entire campus planning process. It captures the assessments and recommendations of a comprehensive, collaborative study undertaken by the IRS and the General Services Administration (GSA). The key features of CREMP include:

- Accommodating the impact of electronic filing, projected to account for 80 percent of all individual tax returns filed in 2017
- Integrating the business vision of making each campus a Center of Expertise to increase IRS customer service capabilities

- Translating gains from new IRS operational realignments into optimized space requirements
- Improving the workplace environment by using space and modern technology more effectively, and creating a safe work environment for IRS employees

CREMP addresses the transformation in operational requirements of IRS business units that have led to dramatic changes in the quantity and nature of space requirements at the campuses. These include:

- A reduction in total portfolio space requirements by 16 percent over 15 years. The reduction in space requirements from 9.7 million rentable square feet (RSF) to 8.1 million RSF will be achieved despite a projected growth in returns filed. A potential savings of up to \$40 million is expected in rent over 15 years.
- A substantial decrease in paper-based tax processing space requirements due to the penetration of electronic filing of tax returns, and an increase in customer-service oriented office space.
- The reduction or "right-sizing" of support and ancillary spaces translating into substantial rent savings.
- Consolidation and co-location of campus functions, leading to increased operational efficiency and productivity.

- Resource optimization by focusing on the long-term cost benefits of renovation versus replacement.

CREMP recommends the renovation, upgrade, or replacement strategies for the ten campuses to support the IRS's long-term modernization initiatives and also provides strategies for optimizing interim decisions regarding the campus portfolio:

- **Renovation/Upgrade Campuses:** Five campuses are to be renovated and upgraded where the main buildings are in workable condition, and their current sites allow for facility consolidation and programmed growth. Significant upgrades for building equipment systems, new electronic applications, and on-site expansion will be carried out at these campuses.
- **Replacement Campuses:** Five campuses are to be replaced by new, consolidated state-of-the-art facilities. Economic analysis substantiates the benefit of replacing these campuses since the recurring costs associated with continuing to operate them in their current state will cost the government more over time.

The total cost for IRS Campus Modernization is \$2.32 billion, which will be distributed over a 10-15 year period to ease the allocation of capital funding, and to minimize the disruption in tax-collection during implementation. CREMP empowers IRS with a proactive, long-range facilities planning practice that makes real estate an integral part of the agency's business planning strategy, enabling IRS to complete its business system modernization and the reinvention of the American tax service.

For more information, contact Mr. Rob Hewell at 215-446-4640 or via e-mail at rob.hewell@gsa.gov. ■

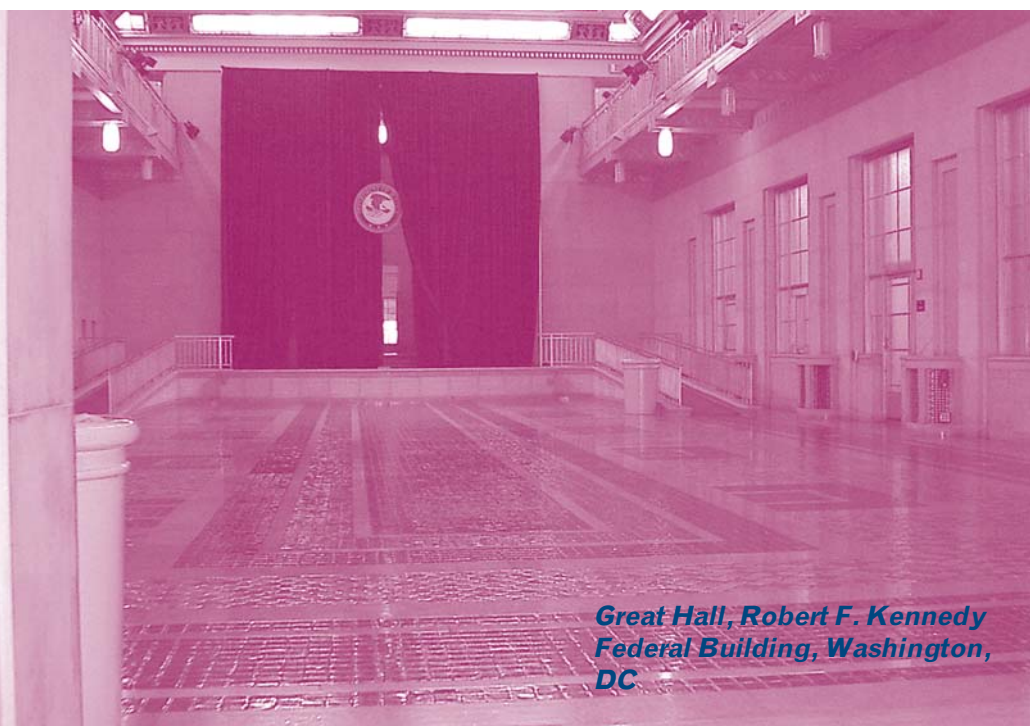
Space Planning

04-APR-001

Department Of Justice Office Consolidation Plan

Department of Justice

General Services Administration



*Great Hall, Robert F. Kennedy
Federal Building, Washington,
DC*

The Department of Justice (DOJ) adopted the methods used by the Department of Energy (DOE) in its Best Practice 97-PRA-008, DOE Headquarters Space Consolidation for its own consolidation into the Robert F. Kennedy (RFK) Main Justice Building. The completion of RFK Modernization Project in June 2004, along with expiring leases in thirteen different locations in Washington, DC, between April 2003 and December 2006, present an opportunity for DOJ to stabilize rent rates, achieve partial consolidation

of the Offices Boards and Divisions (OBD), and improve security for hundreds of employees. The DOJ Office Consolidation Plan involves the backfill of RFK and the replacement of the 1,500,000 square feet of expiring leased space in DOJ's inventory.

DOJ has been working with GSA for several years to address this pending wave of expiring leases and the concurrent completion of the RFK Modernization Project. The current plan is predicated upon the following:

- The RFK Modernization project is ending and DOJ components must move back to RFK;
- Rent stability, management efficiencies and improved security are best achieved in fewer, larger buildings;
- Good business practices dictate planning for the 13 expiring leased locations; and
- Expiring leases must be competed, so many relocations will be necessary even if no consolidation is sought.

The expiring leases provide an historic opportunity to consolidate the litigating divisions, achieve long term cost avoidance in rent, and improve security for DOJ employees. For cost considerations, rather than moving everyone to new buildings DOJ will try to retain its largest buildings and reduce the numbers of employees to move. Excluding the relocations to RFK, approximately 4,600 employees are affected by expiring leases. Of these, only 46 percent or approximately 2,100 are scheduled to move.

This plan maintains single tenant, DOJ locations close to RFK; improves security for small components; limits move and other costs by backfilling existing DOJ space and reusing existing space configurations; and achieves rent avoidance by releasing several class A locations and maintaining lower rent, class B locations. Other benefits include improved internal workflow processes, streamlined buildings management functions, improved space utilization, and increased shared services.

For more information, contact Mr. Adam Bodner at 202-307-1867 or via e-mail at adam.h.bodner@usdoj.gov. ■

Strategic Planning

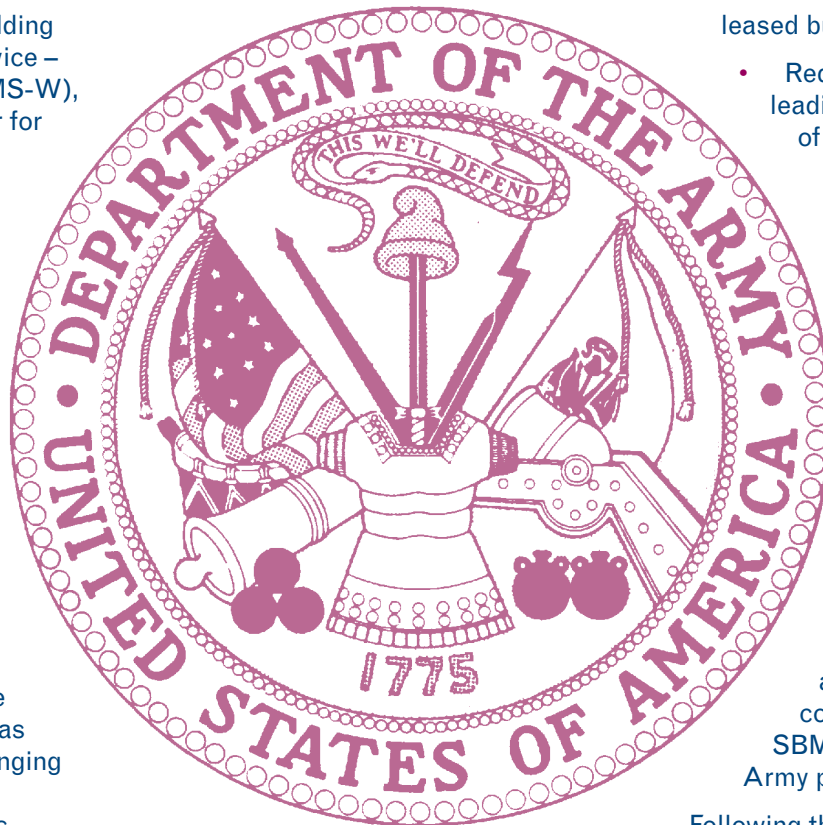
04-APR-004

Army Strategic Master Space Plan

Department of the Army

The Space and Building Management Service – Washington (SBMS-W), the real property manager for the Army in the National Capital Region (NCR), provides facilities services for its fifty tenant agencies. These tenant agencies experience constant organizational, operational and mission related changes that influence their housing needs. SBMS-W has to meet the challenge of keeping up with changing housing needs of its tenant agencies. Over the past few years this task has become even more challenging with stringent security requirements for buildings.

The SBMS-W has adopted the best practice 03-PRA-018, TVA Strategic Facility Plan for developing a strategic master space plan to meet its real property management challenges for three million square feet of leased space. The master space plan, conducted for the first time from May 2002 to June 2003, provides recommendations and strategies to assist the Army in making sound asset management decisions for its leased space portfolio for a 10-year period. The plan will be updated and evaluated on an annual basis to assure the



validity of its recommendations.

The master plan goal is to optimize the Army's leased space portfolio while effectively accommodating the Army's housing needs. The proposed master space plan will:

- Enhance operational effectiveness by reducing average number of buildings per Army tenant from 3 to 1.
- Optimize lease portfolio by reducing leased space to 50 percent and decreasing number of

leased buildings from 48 to 10.

- Reduce rent by 50 percent leading to annual rent savings of \$30 million.
- Improve security at all proposed lease facilities in compliance with the Army's security measures, providing a more secured workplace to Army personnel.
- Enhance customer satisfaction by accommodating tenants' current and future housing needs and by strengthening communication between SBMS-W, its tenants and Army planning agencies.

Following the TVA's best practice, the Army strategic master space plan aligns the organizational mission and operational needs both at the individual tenant level and at the overall Army level. In addition, the master space plan has established an objective framework to collect and evaluate existing facility data on an annual basis. This framework has resulted in substantial time saving for the ongoing data collection effort for the 2004 master plan update.

For more information, contact Mr. Ed Negron at 703-614-5002 or via e-mail at edgardo.negron@hqda.army.mil. ■



Sustainability

04-APR-003

Incorporating LEED Into NASA's Facilities

National Aeronautics and Space Administration

NASA adopted 00-POL-004, GSA's Building Green for the Future for its practice of Incorporating LEED into NASA's Facilities. NASA adopted the concept of sustainable design as a best practice in the delivery of design and construction services for facilities agency-wide. In 2002, NASA issued a policy directing its facilities to incorporate sustainable design principles into facility projects to the maximum extent possible. In 2003, NASA took a step further in issuing a policy that directed all new construction and major renovations starting in FY 2006 to obtain silver certification under the Leadership in Energy and Environmental Design (LEED), Green Building Rating System.

Two existing best practices of design for maintainability and total building commissioning existed in the NASA facility program. NASA saw that the principles of sustainable design, design for maintainability and total building commissioning all shared common goals in delivering facilities. Those goals included:

- Provide a safe and healthy facility
- Use resources efficiently and effectively

- Reduce operating costs
- Improve operations and maintenance
- Meet the users needs in the facility

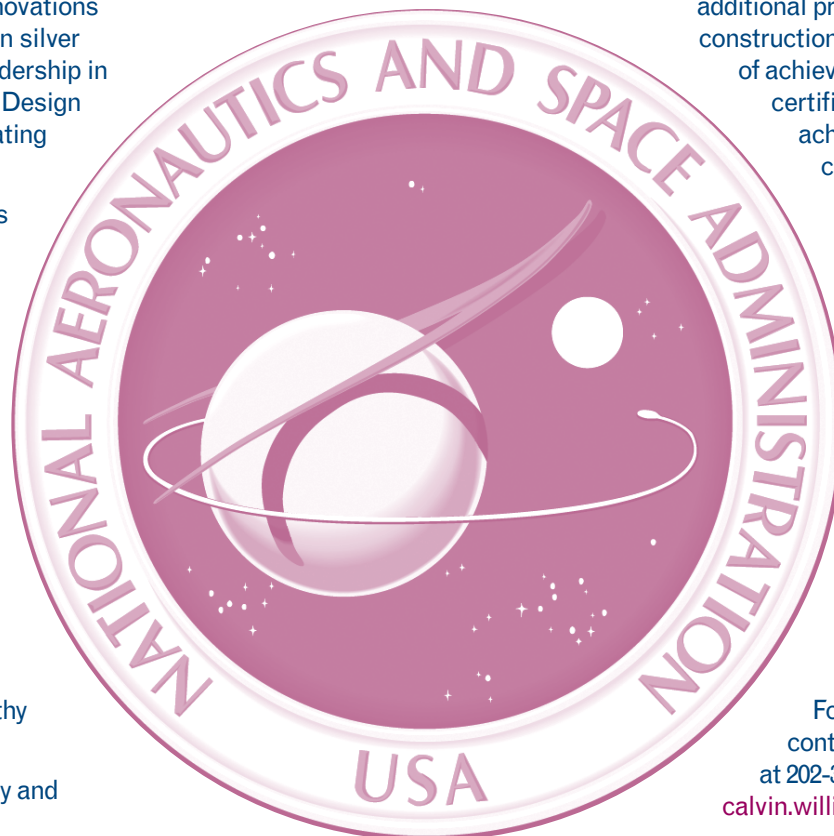
In order to communicate the best practices to its personnel, NASA incorporated the three best practices into one training course, which is titled "Sustainable Design for Facilities." The course provides a global overview of why sustainability is important in today's environment. It also introduces the principles of

sustainability; provides an overview of the U.S. Green Building Council's LEED Green Building Rating System for New Construction and Major Renovations, and provides project examples of implementing sustainable designs. The course ties the principles of design for maintainability and total building commissioning directly to the principles of sustainable design.

The Sustainable Design for Facilities course is designed to assist NASA personnel in understanding and meeting the new requirement for LEED silver certification on new construction projects. Program managers and facility personnel from all NASA facilities will have the opportunity to take the course.

NASA currently has three facility construction projects underway that are seeking LEED certification. Two additional projects starting construction during FY 2006 have goals of achieving LEED silver certification. The policy for achieving LEED silver certification in NASA's Construction of Facilities program sets the bar for optimizing site potential, minimizing non-renewable energy consumption, using environmentally preferable building products, protecting and conserving water, enhancing indoor environmental quality and optimizing operational and maintenance practices.

For more information, contact Mr. Calvin F. Williams at 202-358-2322 or via e-mail at calvin.williams@nasa.gov. ■



Alternative Financing

04-PRA-005

Walter Reed Army Medical Center Enhanced Use Leasing Project

Department of the Army

U.S. Army Corps of Engineers



Walter Reed Army Medical Center Building 40, Bethesda, MD

term not to exceed 50 years. In return, the Army receives a fair-market return for the real property as either cash or in-kind consideration and a return of the constructed or renovated asset at the end of the lease term. EUL can save money by reducing Federal payments for operating and maintenance costs, and it can generate income from previously underutilized property. It also provides a unique tool to leverage private sector dollars instead of scarce Federal dollars to fund operations, maintenance, and construction.

The WRAMC EUL project involves the revitalization of a 246,000 square foot historic office building and a 300,000 square foot new laboratory and administrative office facility with a parking structure on 8.2 acres of vacant land. Through the WRAMC EUL project, the Army will be able to leverage an estimated \$160 million of private capital to develop the lab and office facilities. This tool will also enable WRAMC to renovate and build facilities in a significantly shorter time frame than could have been done if through government appropriations.

For more information, contact Mr. Alan King at 202-782-3355 or via e-mail at alan.king2@us.army.mil. ■

The Walter Reed Army Medical Center (WRAMC) has engaged in an Enhanced Use Leasing (EUL) project involving both the rehabilitation of an historic

real estate asset and a parcel of underutilized land located on the WRAMC campus.

EUL is a real estate financing tool that allows the Federal government to lease its real property that is underutilized due to condition or lack of construction, renovation, or demolition funds to the private sector.

This tool allows the Army to benefit from private sector resources to finance, design, construct, operate, and maintain real estate assets for a



Walter Reed Army Medical Center Building 50 Design Drawing, Bethesda, MD

Alternative Financing

04-PRA-012

Leavenworth Veterans Affairs Medical Center Rightsizing and Enhanced Use Leasing Historic Redevelopment

Department of Veterans Affairs

The Department of Veterans Affairs (VA) Heartland Network and Eastern Kansas Health Care System have developed a unique Enhanced-Use Leasing (EUL) project at the Leavenworth, KS, campus that will rehabilitate thirty-seven, 1800's vintage historic buildings through leasing under-utilized assets for up to 75 years.

This mixed-use redevelopment avoids the demolition of one of the ten most endangered sites in the nation, according to the National Trust for Historic Preservation. The Leavenworth campus was constructed in 1885 following the Civil War as the Western Branch of the National

Home for Disabled Volunteer Soldiers. The campus included barracks, mess hall, staff housing, chapel, library, hospital, amusement halls, shops, laundry, stable, greenhouses, and other facilities. The campus was designated on the National Register of Historic Places in 1999.

The success of this project is attributed to financial viability

accomplished through the mixed adaptive re-use, which includes an assisted living facility, housing, small business offices, artistic venues, academic classrooms and homeless veterans transitional housing. A private developer has invested \$70 million towards the project, which also includes an expansion of the Leavenworth National Cemetery. As a result of this initiative, the VA will achieve a cost savings of \$800,000 per year for maintenance of vacant buildings and land.

For more information, contact Mr. Carlos R. Escobar at 816-701-3026 or via e-mail at carlos.escobar@med.va.gov. ■



Alternative Financing

04-PRA-013

Military Housing Privatization Initiative

Department of Defense



Over many years, government-owned military housing had deteriorated to the point it was affecting the quality of life for service members and their families. By 1996, more than 60 percent of the military housing inventory needed to be renovated or replaced. Traditional methods to revitalize the housing would have cost over \$30 billion and taken 30 to 40 years. Congress provided new authorities to use private sector expertise and capital to accelerate improvements to the housing inventory and help provide quality affordable housing. Using these privatization authorities, DOD has developed projects that provide higher quality on and off base housing faster and at less cost than traditional methods.

DOD has now awarded 30 projects and has over 60,000 privatized housing units and expects to have 136,000 units by the end of FY 2005. The project team has developed agreements that protect the government interest but maintain private sector control and management. The military culture has changed to allow control of base housing to be ceded to the private sector. The project has provided housing worth \$6.2 billion while using only \$550 million in appropriated construction funds. To further support the success of the initiative, quality of life surveys have shown the military families to be overwhelmingly positive about their revitalized homes.

Before projects are approved, a comprehensive analysis is conducted to determine how many military families can be housed in the local community. Projects leverage government assets and transfer existing housing and land to the private sector to offset the need for government cash subsidies. Housing units are built to private market standards and, if there is a time in the future when they are not needed for military families, the developer will be able to rent them to the public. A reinvestment account captures excess revenues for future recapitalization.

For more information, contact Mr. Joseph K. Sikes at 703-607-3207 or via e-mail at joseph.sikes@osd.mil. ■

**Privatized Military Housing,
Naval Complex-San Diego, CA**

**Military Housing Privatization
Initiative Team Members (L to R):
Joyce Alford, Pat Fowler, Bob
Helwig, Joe Sikes. Not pictured,
Lisa Tychsen.**



Asset Management and Planning

04-PRA-010

Environmental Risk Index Performance Measure



General Services Administration

GSA, with approximately 330 million square feet of space under its purview, assumes various risks as a property owner and manager. To better identify and manage the risks relating to the environmental safety and health of its properties, GSA developed a new performance measure, the Environmental Risk Index (ERI).

The ERI was created as a measure of the "safety and health" of GSA workplaces. GSA had to define what safe and healthy workplaces meant in the context of its operations and goals. With expertise provided from its environmental managers, the development group was able to balance the diverse environmental risk issues confronting GSA and establish the 13 categories within the ERI.

The ERI establishes a measure of risk for individual buildings based on a series of multiple-choice questions from 13 categories, covering areas such as asbestos, indoor air quality, and storage tanks. Each question has a numeric value attached to its corresponding answers, which are based on predetermined weights, resulting in a risk measure for that category.

The ERI provides GSA with a measure that can:

- Be readily explained to GSA leadership and members of Congress

- Show how appropriated funds would improve the environmental performance of a particular building or of GSA buildings as a whole
- Integrate environmental and safety practices into the GSA business
- Reduce operations and property disposal costs

- Increase customer satisfaction by providing safer and more healthful workplaces
- Increase marketability of assets and property value
- Further GSA's environmental and safety leadership by meeting regulatory requirements and its social commitment

At the Regional and building levels of analysis, the ERI data can quickly elucidate characteristics of specific properties that pose the greatest environmental risk while providing a tool that measures and tracks this risk over time. GSA may also use the ERI data to find common themes and areas of opportunity in the Regional program. Prioritizing

Project Team: Environmental Risk Index Performance Measure

Public Buildings Service

General Services Administration

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Marianne Kaiser	Tom Record	Denis Symes
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Contracting

04-PRA-007

GSA's "Best Value" Facilities Management Partnership Schedules



General Services Administration

In a groundbreaking venture, GSA now has in place a series of ten dedicated facilities management schedules that enable the Federal government's private sector business partners to market their services to a huge Federal audience in over 400,000 facilities through a single contract vehicle.

Qualified business partners agree to perform work to high standards and at an attractive discount, guaranteeing that Federal agencies will receive the best value available. The service categories include complete facilities management and maintenance, fire alarm and suppression systems, environmental services and energy management, and independent elevator inspection. An eleventh schedule – facilities risk management services – is currently under study.

This program highlights a remarkable partnership between two GSA services with very different

missions. On the one hand, through its numerous vendor schedules, the Federal Supply Service (FSS) serves as the source for virtually every commercial product or service an agency might need. On the other hand, the Public Buildings Service (PBS) specializes in real estate – designing and constructing buildings, leasing space, and renovating, repairing, and maintaining existing facilities. Through the collaboration of these two organizations, GSA's customers and business partners gain seamless service and realize outstanding value.

In the words of GSA Administrator Stephen Perry, the fact that two Services working together "...nearly brought tears of joy to my eyes!" The partnership program represents a model for a fully integrated, 'one GSA' approach to service delivery.

The 'turnkey' approach of the multiple award schedules (MAS) is



built upon pre-qualified firms that pre-price their products and services and guarantee customers their best value. The savings from this program are significant: in cost (eighteen percent lower than prevailing commercial rates, in one example), time (acquisition reduced from eight to twelve months to an average of fifteen days), and versatility (two or more MAS contractors can team for a total solution).

By leveraging the facilities knowledge of PBS, the acquisition expertise of FSS, and the combined buying power of the Federal government, GSA provides best value products and services to its customers. This program boosts GSA's performance, increases customer and business partner satisfaction, and provides timely, cost-effective support for Federal real property requirements nationwide. PBS Commissioner M. Joseph Moravec sums up: "...a model for value-added service...the business case is compelling."

For more information, contact Mr. Michael Jawer at 202-501-0553 or via e-mail at michael.jawer@gsa.gov. ■

GSA's "Best Value" Facilities Management Partnership Schedules Team

Michael Jawer

Patricia Pierson

Mary Snodderly

Frank Toth

Customer Partnerships

04-PRA-003

Space Allocation and Relocation Communication

Department of Transportation

U.S. Army Corps of Engineers

Last year, the Federal Highway Administration (FHWA) developed a three-day, custom designed class for FHWA offices that have a pending office relocation. An instructor from the U.S. Army Corps of Engineers presents techniques on space programming, space layout, FHWA space standards, and selecting interior finishes with quality in mind. The instructor also explains how to identify and arrange relocation teams to ensure that all aspects of the relocation are considered and scheduled in order to minimize office disruptions. The class also discusses FHWA policies on space allocation, FHWA policies on tenant improvements, and gives pointers on how to perform some basic facilities management while ensuring a good relationship with the local GSA office. The class covers office safety, tips on developing an occupant emergency

plan for a new facility, and ergonomics for the office. The class also brings in a guest speaker who recently experienced an office relocation to discuss lessons learned. GSA is also invited to explain all of the services it provides to make the relocations occur smoothly.

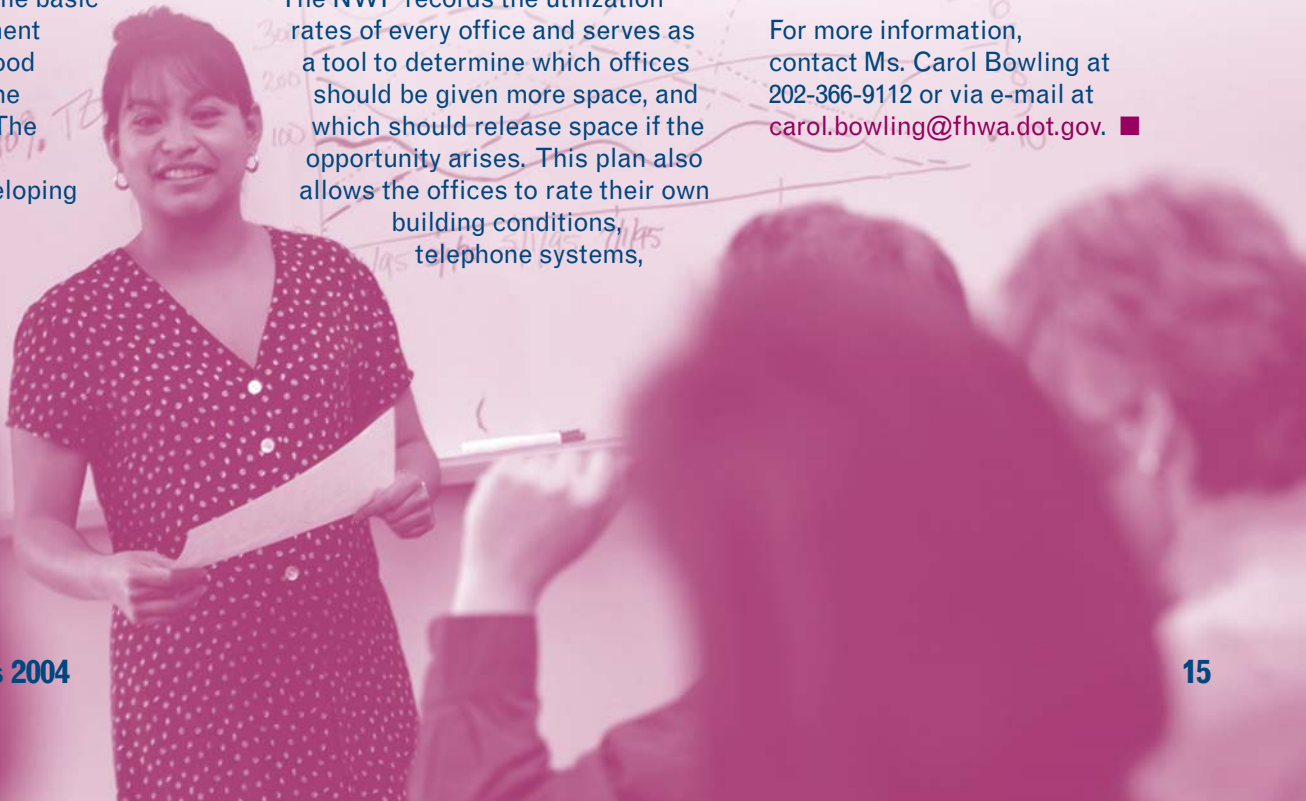
During the class, the process of how space policy was implemented at FHWA is explained. The National Workspace Plan (NWP) is explained to course participants. According to the NWP, every office is allowed the same square feet per person with a “plus factor” or support space that is the equivalent to the space allowance for at least two people.

The NWP records the utilization rates of every office and serves as a tool to determine which offices should be given more space, and which should release space if the opportunity arises. This plan also allows the offices to rate their own building conditions, telephone systems,

and furniture so that we can have an idea of where we need to budget for enhancements. The Space and Telecommunications Team updates the NWP annually by presenting the space information to the offices and allowing them to rate their facilities. When consensus is reached on the NWP, it is used as a budget tool and as a “yardstick” to weigh requests from offices. The NWP is also referenced in the annual budget call.

The two classes held have received fantastic ratings. Plans are underway to film the GSA module of the next class. Although the Headquarters staff is always available to guide offices through their facilities related experiences, having a teacher, spending three days just discussing various aspects of space and telecommunications management and having GSA come to do presentations and answer questions quickly puts them in a position of confidence and prepares them to take on a relocation. This class also serves to acquaint the FHWA offices with GSA and to familiarize them with the services that are offered.

For more information, contact Ms. Carol Bowling at 202-366-9112 or via e-mail at carol.bowling@fhwa.dot.gov. ■



Energy/Energy Savings

04-PRA-001

Berkeley Lamp Project

Department of the Interior

As a tenant in the Federal Building at 909 First Avenue in Seattle, WA, the National Park Service (NPS) developed an innovative practice to purchase Berkeley Lamps and Wattstopper Isolet units for each private office and cubicle workspace. The historic Federal Building has 1930's style architecture and uses daylighting and modern energy efficient lamps, fixtures and controls. When tasked to upgrade the T-12 fluorescent fixture in drop down ceilings, the common practice is to retrofit to T-8 technology. The NPS developed the idea to leave the T-12 fixtures in place and purchase Berkeley Lamps for offices and cubicles. The NPS determined that the lamps could provide even greater energy savings through reduced waste, cost, and improved indoor air quality.

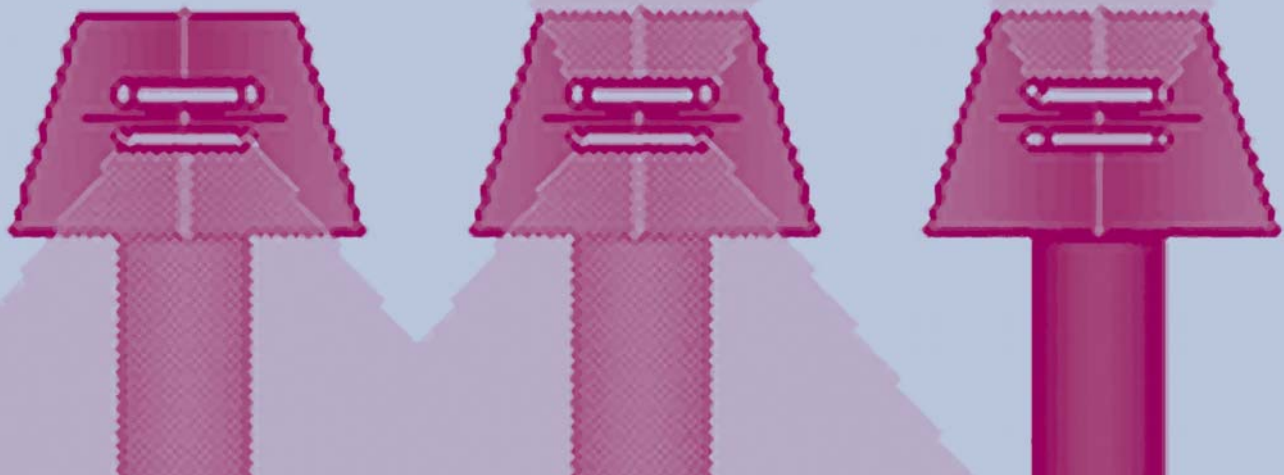
The Berkeley Lamp, developed by the Lawrence Berkeley National Laboratory, contains two separate compact fluorescent lamps for upward and downward illumination with dimmer controls. By purchasing 80 lamps the NPS was able to:

- Reduce the total job cost by an estimated 80 percent
- Avoid solid waste disposal of 450 fixtures, 900 lamps, 450 ballasts, and a large number of broken ceiling panels
- Avoid indoor air quality problems caused by disruption of the sealed plenum and any required painting

- Avoid future overhead fixture repositioning when rearranging office configurations because the lamp moves with the workspace
- Empower employees to control individual office illumination levels
- Convert lighting choice from having large banks of lights on, to having only individual cubicle illuminated as necessary
- Allow better use of daylighting resource
- Achieve additional energy savings by providing the ability to turn off lamps and other electrical devices controlled by the occupancy sensor power strip

For more information, contact Mr. Stephen E. Butterworth at 206-220-4277 or via e-mail at steve_butterworth@nps.gov. ■

The Berkeley Lamp, which is dimmable, and can be directed up, down, or in both directions.



Energy/Energy Savings

04-PRA-006

The Greening of GSA's Procurement

General Services Administration

GSA's Northeast and Caribbean Region's green power procurements are precedent setting, as they far exceed the Federal Government's goal of 2.5 percent of facilities electricity requirements coming from green energy sources by FY 2005. The 75 million kilowatts (kWh) of green power that GSA is buying for its own buildings in New York and New Jersey equals 33 percent of GSA's regional electricity requirements or 13 times more than Executive Order 13123 requires.

Because of its extremely large power requirements GSA has successfully leveraged its huge buying power by aggregating purchases of green power for other Federal agencies and non-Federal agencies. The successful results from this large

procurement create an even lower rate for green electricity than GSA is currently paying for non-green electricity. Effective June 2004 GSA will pay only 10.66 cents per kWh for the same amount of electricity generated from green energy sources. GSA is therefore saving over \$51,000 per year and is also purchasing 100 percent renewable power.

GSA also requires companies selling green power to GSA and its customers to submit annual reconciliation reports to verify that the procurement of green power is based on EPA, New Jersey and New York State Public Service Commission standards. The practice of buying green power is clearly beneficial, but not every Federal agency has sufficient internal

resources to solicit and award green power contracts.

As GSA acquires more experience in buying green power the prices for that commodity will continue to decline. An example of the price decline for 100 percent green power has occurred at 26 Federal Plaza in New York City, the third largest Federal Building in the nation. GSA has signed a contract for green power at 10.66 cents per kWh as opposed to 10.8 cents per kWh for non-green power. This contract truly demonstrates how GSA adopts to ever changing energy market conditions.

For more information, contact Mr. Brian K. Magden at 212-264-0591 or via e-mail at brian.magden@gsa.gov. ■

Energy/Energy Savings

04-PRA-011

GSA's New England Environmental Partnership

General Services Administration

GSA's New England Region continues to be committed to the development and implementation of sound environmental practices. This Innovation Entry focuses on recent activities that have been enacted in this region. The buildings highlighted include John F. Kennedy Federal Building, John J. Moakley United States Courthouse, the A. A. Ribicoff Federal Building, and the James C. Cleveland Building.

The John F. Kennedy (JFK) Federal Building in Boston, MA, is the largest and most prominent Federal facility in the New England Region. The JFK Federal Building continues to have a vigorous recycling program. One 30-cubic-yard dumpster each week is diverted from the landfill stream. This program shows a savings of approximately \$25,000 per year in hauling and tipping fees. Not only paper, but also cardboard, cans, bottles and plastic are recycled. A



Children at JFK Federal Building plant a tree on Earth Day

great success in this area was achieved in 2002 and 2003 by working with industry to buy recycled carpeting. Used carpet is returned to the manufacturing process, through the Interface America ReEntry

Program. Over 225,000 pounds of carpeting have been diverted from the landfill back into the manufacturing process. The work with Interface also qualifies as a Green Purchasing Initiative.

Energy/Energy Savings

Through partnering with Work, Inc., a cleaning contractor, green cleaning has been initiated at the JFK Federal Building. Recycled-content paper products and nontoxic, citrus-based cleaning agents are being used. In addition, high traffic public restrooms have electric hand driers installed to eliminate the use of paper towels. This cleaning program has also been enacted at the A. A. Ribicoff Federal Building in Hartford, CT, by partnering with Easter Seals of Connecticut.

Since 2000, JFK has been rated an Energy Star Building. The JFK Federal Building is operated on electricity and purchased steam with a small amount of gas for cafeteria use. Within the last year, a chiller replacement, lighting automation and condensate reuse project was completed. A 900-ton chiller with R-11, a CFC based, ozone-depleting refrigerant, was replaced with two 500-ton, R-123 refrigerant chillers, eliminating 1500 pounds of ozone-depleting substances and making the chiller plant more energy-efficient

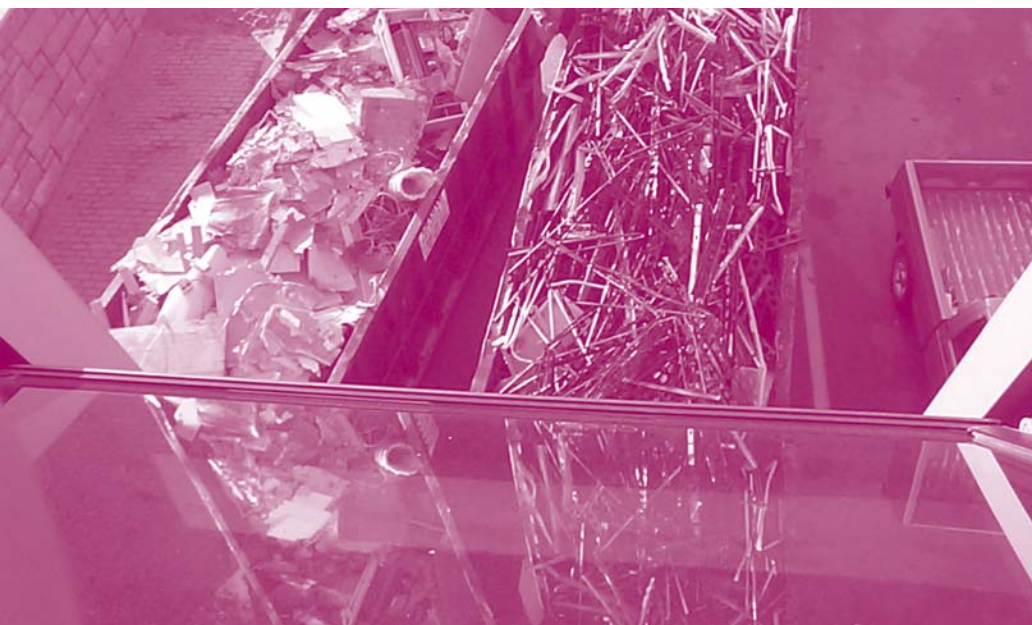
and creating system redundancy. Condensate from the purchased steam has been turned into an ice melt system during winter and a domestic water heating system for the remainder of the year. The system has saved energy, conserved water, and at the same time eliminating the potential for thermal pollution in the sewage system.

The 135,000 square foot James C. Cleveland Federal Building in Concord, NH, has just completed a major renovation. Some 2,500 cubic yards of material were diverted from landfills during the renovation. The majority of this material was duct, air handlers, studs, ceiling grid, wiring, gypsum, fiberboard and rug. An additional 150 cubic yards of reusable material was dismantled in the building and kept out of landfills. It is estimated that 60 percent of materials demolished on this project were recycled or reused. In addition to materials salvaged by local municipalities, specialty items such as cipher locks, electric strikes and alarm systems were salvaged by the

Buildings Manager for future use.

A project to recommission the John J. Moakley U.S. Courthouse in Boston, MA, was undertaken working through the Area-wide Electric contract with NSTAR Energy of Boston. The seven year old building is a high energy user due to its complexity, need for humidity control to maintain its valuable wood panels and its public activities that take place in the evenings and on weekends. It operates an ice storage plant that makes ice off peak to save on electric demand. The effort undertaken through NSTAR concentrated on the control system and setting parameters around which the ice storage system operated. New parameters were established for the systems allowed for the taking advantage of free cooling by reworking the operating sequences. This effort has resulted in a reduction of 14 percent or 125,997 BTUs per gross square foot in 2003. It is expected that this will increase to a 20 percent reduction for 2004.

For more information, contact Mr. James E. Devir at 617-565-7902 or via e-mail at james.devir@gsa.gov. ■



Recyclable Building Materials from Cleveland Federal Building in Concord, NH

Historic Preservation

04-PRA-014

Cuyahoga Valley Countryside Initiative

Department of the Interior

The Cuyahoga National Park struggled with the issue of how to handle large inventories of historic farm properties. The National Park Service (NPS) needed to balance the cost of preserving and managing these farm properties while ensuring that the cultural landscape values were preserved. The NPS partnered with the Cuyahoga Valley Countryside Conservancy to bring new energy, and external financial and agricultural technical capability to revitalize derelict farm properties.

The Cuyahoga Valley Countryside Initiative is an innovative program, conceived and implemented under the leadership of the Superintendent of

the Cuyahoga Valley National Park, with multiple program objectives:

- Preservation of agricultural properties and rural landscape values in a National Park setting
- Effective balancing of the park's cultural and natural resource management objectives
- Adaptive re-use of historic farm properties for contemporary and environmentally sustainable agricultural purposes
- Conversion of financial liabilities (unused farm properties) into financial assets (revitalized privately operated farms) which generate income for the park

- Leveraging private investment with targeted public expenditures for maximized mission attainment in a cost-effective manner
- Providing for private use of farm properties while ensuring public accessibility and educational opportunities
- Involving the community in multiple levels of program involvement as lessees, non-profit members and supporters, customers, and visitors
- Accomplishment of the park's legislative mission of preserving the historic, scenic, natural, and recreational values of the Cuyahoga Valley

The Countryside Initiative is not an attempt to preserve the Cuyahoga Valley as a static museum landscape. Rather, with the assistance of a non-profit partner, the initiative seeks to harness community resources with public real property assets to create a quality, lived-in National Park setting. The goal of the Countryside Initiative, to be attained over a 10-15 year period, is to transform a derelict agricultural landscape into an exemplar model of sustainability that sensitively balances cultural and natural resource management objectives. In a decade or so, the Countryside Initiative will transform the Cuyahoga Valley into a vibrant model of an environmental best practice in a National Park setting.

For more information, contact Mr. John P. Debo, Jr. at 440-546-5903 or via e-mail at john_debo@nps.gov. ■



Point Farm, Cuyahoga Valley, OH, one of the Countryside Initiative Properties

Innovative Policies

04-POL-001

Guidelines for Wireless Telecommunication Facilities

Department of the Interior



The National Park Service issued the Guidelines for Siting, Design, Construction, and Operation of Wireless Telecommunication Facilities (“WTF Guidelines”), which provide a clear roadmap to both public and the private sector organizations for the installation of wireless telecommunication facilities, such as cellular, PCS, WiFi, and other wireless communications networks

within the 75,000-acre Golden Gate National Recreation Area, a unit of the National Park Service in the Department of the Interior. The park is located in San Francisco, Marin, and San Mateo counties in northern California.

Through its WTF Guidelines, the Golden Gate National Recreation Area can protect its diverse natural and cultural resources while accommodating industry

requirements for establishing wireless communication networks with high quality communication services. The Guidelines also benefit public safety services provided by the Golden Gate National Recreation Area law enforcement rangers and fire protection and suppression personnel.

The WTF Guidelines articulate park goals and objectives and provide examples of potentially acceptable and unacceptable sites for wireless telecommunication facilities. The WTF Guidelines then proceed to set forth design standards and construction requirements for WTF installation. The guidelines conclude with a description of the permit issuance, installation, and

Fort Baker, Golden Gate National Recreation Area, CA



Innovative Policies

management process for approved WTF projects.

The WTF guidelines have been widely praised, as striking a balance between the demand for wireless telephony and the natural and cultural environment found in the National Recreation Area. Local government agencies are using the WTF guidelines for their own WTF planning and project review.

For more information, contact Mr. Paul Batlan at 415-561-4471 or via e-mail at paul_batlan@nps.gov. ■

***Guidelines for Wireless
Telecommunication Facilities
Team Members (L to R): Heather
Marashi, Paul Batlan, Barbara
Judy***



Tools and Models

04-PRA-002

Alteration, Investment and Repair (AIR) Process

General Services Administration

Developed in GSA's National Capital Region (NCR), the Alteration, Investment and Repair (AIR) Process is a three-level analysis of capital assets to establish work and funding priorities at each step of the capital asset program:

- Planning
- Approval
- Execution

The AIR model serves to quickly and efficiently...

1. Quantify the investment, maintenance and customer-driven needs in the capital asset inventory;
2. Prioritize these needs by asset; and
3. Prioritize overall funding needs across the regional portfolio.

The needs of an asset vary according to condition, age, tenants and other factors. Some require minor system overhauls; some simply more intensive maintenance; while others need a more extensive reinvestment. NCR's capital inventory, the largest in GSA, covers the spectrum of investment objectives. AIR allows analysts to quickly sort out capital alternatives along three tracks: Investment, Maintenance and Customer (labeled by the identified need driving the expenditure). Work items funneled through the PBS automated repair and alterations database (IRIS) fill out the Asset Business Plans (ABP), one of which is drawn up for each capital asset. Then the projects within each ABP are prioritized within the three tracks. Finally, at the Portfolio level, ABPs are reviewed and projects

prioritized for funding.

By focusing attention upon the key strategic questions relating to the portfolio, protecting asset value; contributing to asset income potential; and ensuring continuity of client mission, AIR has allowed regional asset teams to generate the greatest return possible per dollar and hour spent on funding allocation. Tools already existing to provide analysts with key repair and alteration data have been seamlessly integrated into AIR. The model has been so successful in NCR that it has been replicated, in whole or in part, in all other GSA regions. Not only has the GSA National Office issued repair and alteration guidance to all regions based upon the AIR business model, but the IRIS database has been modified to show priority coding for projects based on the three AIR tracks, and the national planning and budgeting process also sets investment targets according to their investment, maintenance and customer impacts.

For more information, contact Mr. Joseph Lawler at 202-205-2371 or via e-mail at joseph.lawler@gsa.gov. ■

Tools and Models

04-PRA-004

Electronic “Reverse Auction” Software Tool

General Services Administration

GSA’s Greater Southwest Region liked the results previously obtained from use of the electronic “reverse auction” procurement method so much, it determined to explore further application of this procurement method to other potential reverse auction opportunities. The Region carefully considered other areas of opportunity for the application of this electronic commerce procurement technique and included this procurement technique as part of a carefully conceived strategic plan to further the government’s business interests.

The Region drafted and submitted a business case and an application for grant of funding to the PBS CIO’s “venture capital board” seeking funding to develop a GSA reverse auction software tool. The Region’s economic evaluation suggested that ownership of the software and source code by the Government would be more efficient and economical than paying licensing fees and auction hosting fees to obtain use of similar software from a commercial source. “Commercial off the shelf” (COTS) software was considered for purchase and use, but upon economic evaluation was

rejected. Moreover, COTS software is mostly crafted to address private commercial sector needs, and would not be specifically tailored to the government’s unique procurement laws, regulations, requirements, and specific applications. These government requirements, and attendant socio-economic programs differ significantly from the private sectors.

The CIO’s Office favorably reviewed the application and awarded the development grant to the Regional team. The software tool was developed, pilot demonstrated, feedback loops established, and the resulting software both refined, and enhanced. Proposed guidance and implementation practices were researched, drafted, and circulated for comment within the agency. Applications of reverse auctions by other Federal agencies and by state and local governments were studied for purposes of determining the most successful approaches and for lessons learned. The GSA procurement community was invited to participate in the software development process, and those responding were intimately involved in the development of useful features of the new software tool. GSA

procurement professionals, and the development contractor fielded a complete software/hardware application for use in conducting electronic commerce reverse auction procurements.

The auction software was developed to meet all requirements of the OMB policy guidance on E-Commerce tools, and the PBS CIO’s established technical requirements. The software was designed to be robust and user friendly, while also providing many time and labor saving features to contracting officers that make use of it. The software is scaleable, built on standard GSA systems architecture and is section 508 compliant. It provides confidentiality of the data submitted and is secure so that issues of potential procurement fraud are avoided. In fact, having developed its own system the government is able to exert much greater control over the procurement process and data than when it permits outside auction hosts to have dominion over the procurement, and conduct it on their servers.

For more information, contact Mr. Kevin Myles at 817-978-9942 or via e-mail at kevin.myles@gsa.gov. ■

Tools and Models

04-PRA-008

Corporate Property Automated Information System

Department of Agriculture

The Department of Agriculture (USDA) is proactively implementing Executive Order 13327, Federal Real Property Asset Management, which promotes the efficient and economical use of America's real property assets to assure management accountability for implementing Federal real property management reforms.

USDA reported more than \$8 billion in real property assets in FY 2002. As the second largest landholder in the Federal government, USDA owns approximately 192 million acres of land and occupies approximately 51 million square feet of owned and leased space. In both FY 2002 and FY 2003, USDA achieved a clean opinion on its audited financial statements, in part, through the efforts to reconcile, account for, and value the real property assets. In order to sustain the clean opinion and to improve overall management of real property assets, USDA began a

program to provide an automated solution for managing real property.

Through its own initiative to improve management accountability, USDA initiated a project to implement the first department-wide real property automated information system. This new department-wide system, Corporate Property Automated Information System (CPAIS), which was implemented May 24, 2004, provides an integrated solution. CPAIS standardizes USDA real property accounting, real property business processes and provides management of the entire real property portfolio including owned real property, commercial leases, and General Services Administration (GSA) assignments.

CPAIS provides the capability to manage

assets at a corporate and agency level, as well as to address security and continuity of operations issues. It improves analytic capabilities, allowing increased asset utilization, cost management, analysis and reduction of maintenance expenses. CPAIS puts USDA in an improved position should it face a natural disaster or terrorist attack. Implementation of CPAIS allows USDA's Senior Real Property Officer to develop and implement agency asset management plans and meets the requirement of development of a single and descriptive database of USDA's real property assets.

USDA sought and achieved a cost effective and efficient methodology for implementing this department-wide system, by standardizing and re-engineering an existing USDA agency system. USDA has gone from concept to department-wide system implementation in 18 months; delivering capabilities, functions and information never before available either to agencies or the Department. This achievement places USDA at the ready for managing real property assets.

For more information, contact Ms. Denise R. Hayes at 202-720-7283 or via e-mail at denise.hayes@usda.gov. ■

*Sidney R. Yates Federal Building,
Washington, DC*

Tools and Models

04-PRA-009

Capital Asset Management System

Department of Veterans Affairs

The Department of Veterans Affairs' (VA) Capital Asset Management System (CAMS) is a new approach to portfolio management decision-making. Portfolio management aims to achieve greater return on investment, market value, and program performance at lower real property costs. CAMS is a commercial off-the-shelf portfolio management software system that VA configured to manage its portfolio of real property assets.

CAMS is an integrated, Department-wide system that enables VA to establish, analyze, monitor, and manage its portfolio of capital assets, including buildings, land, leases, agreements, equipment and information technology. CAMS allows for web-based input of asset planning and funding applications and extracts key capital asset cost, schedule, and performance data from several existing Departmental and administration data sources. The data is assimilated, analyzed, and

presented to track and monitor VA assets against performance goals within and across asset types and organizations.

A comprehensive, corporate-level capital asset management function had been needed for some time. Beginning in May 2002, VA implemented a pilot to capture, track, and evaluate all real property initiatives within the Department using commercial off-the-shelf software that most closely offered a comprehensive, corporate-level capital asset management function. VA refined and migrated the successful prototype into a limited CAMS for information technology and lease asset classes. Full production and deployment of CAMS for all VA asset classes was completed in summer 2004.

The system captures and reports actual costs per square foot of VA owned and leased buildings. CAMS enables the Department to compare operating, maintenance, energy, and

total ownership costs between facilities and between fiscal years to identify possible excessive expenditures. While there may be valid reasons for the outlying costs, CAMS provides the prompts for further investigation and possible improvements in organizational efficiency.

CAMS promises to provide nearly immediate cost savings with the implementation of the leases asset type. The system will cost VA approximately \$4.5 million to fully develop and deploy. Comparing VA's current lease costs to commercial benchmarks, the Department has the potential to lower annual lease costs by as much as \$880,000. This rent variance was identified with the benchmarks and provides VA considerable leverage in negotiating leases.

For more information, contact Ms. Cynthia Krohmal at 202-273-8005 or via e-mail at cynthia.krohmal@mail.va.gov. ■



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