

## RECOMMENDATION TEMPLATE – INSTRUCTIONS SHEET

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Two laws on federal real property management were enacted on December 16, 2016. The first is the Federal Assets Sale and Transfer Act of 2016 (Public Law 114-287) and the second is the Federal Property Management Reform Act of 2016 (Public Law 114-318). GSA and OMB are jointly issuing a call to agencies for recommendations for properties that are candidates for disposal, consolidation/colocation, reconfiguration and/or redevelopment to the Public Buildings Reform Board pursuant to P.L. 114-287 Sec 11(d). Reference this document for further instructions when filling out the template.

Please contact the GSA Point of Contact listed below with any questions pertaining to the Recommendation Template.

GSA Point of Contact:  
John L. A. Dugan, Project Manager  
Office of Real Property Utilization & Disposal  
General Services Administration  
1800 F Street  
Washington, D.C. 20405  
617.565.5709  
john.dugan@gsa.gov

### **Recommendation Summary**

Provide property name and property address along with total number of improvements, total square footage, and total acres of property.

### **Real Property Unique ID**

Provide RPUID for all buildings associated with property being recommended, separated by commas.

### **Land Holding Agency/Bureau**

Provide Agency and Bureau information for organization responsible for operation and maintenance costs of the recommended property

### **Agency Point of Contact**

Provide a Point of Contact that GSA may contact during data validation period.

### **Recommendation Type Definitions**

If the project being recommending meets multiple categories, select all that apply. For example, if the agency is looking to move out of an owned building into leased space, select both Disposal and Consolidation/Colocation and explain further in the Summary of Project Scope field.

Disposition: Property will be reported excess to GSA for sale.

Consolidation/Co-location: Placement of several departments within same agency in a single-location or placement of several agencies in a single-location

Reconfiguration: Adjustment of Housing Plan within existing building for more efficient utilization

Redevelopment: Investment in the property for continued federal use or investment in the property for non-federal use

### **High Value Candidate**

Pursuant to P.L. 114-287 Sec 12 (b)(1) the Real Property Reform Board is responsible for identifying high value assets to be sold. If you are recommending a project for disposition, indicate whether it meets the high value candidate criteria as described in Appendix A

### **Summary of Project Scope**

Provide a summary of the scope of the project being recommended. Reference any information from Section 6: Recommendation you feel is appropriate to assist in the evaluation of your project

### **Agency Priority Ranking**

Based on internal review provide a ranking of High, Medium, or Low. Ranking should be based upon the agency's determination of agency need, project readiness, impact on an agency's operating and maintenance costs, and any other factor the agency deems appropriate.

### **Recommendation Funding Request Amount**

If the project you are recommending requires funding to be implemented, provide an estimate of the funding request.

## **Section 1: Ownership**

### **Title**

Indicate whether the property is owned in fee or if the Government's real estate interest is lease hold or leased fee and if title documents are readily available.

### **Known Legal Actions**

If the property is subject to any current legal actions, indicate by selecting Yes or No. If yes, further describe the nature of the legal action and the date the complaint was filed. Also indicate next steps in the associated legal process.

### **Known Encumbrances**

Indicate any known encumbrances associated with the property. If encumbrances exist, describe the nature of the encumbrance and the party associated with the agreement. Check all that apply

### **Known Reversionary Interests**

Describe any known reversionary interest associated with the property. For example, the Government's acquisition deed contains a covenant which would return the property to a non-government party if the property were to leave federal ownership. Another example may include a property which was taken out of the public domain for use by the U.S. Government but must be returned to the public domain.

## **Section 2: Marketability**

### **Land**

Identify the total number of acres on the property.

### **Improvements**

Identify any buildings associated with the property and indicate its total square footage, condition, and year built. For the purposes of this template, provide RPUID for all buildings associated with property being recommended, separated by commas. Agency does not need to include RPUID for other constructed assets including fences, flagpoles, etc..

### **Predominant Surrounding Land Uses**

Indicate the property's predominant surrounding land use. Surrounding land use will provide an indication of the local real estate market. Check all that apply.

Indicate if the property is part of a larger federal campus.

If known, provide the estimated price per square foot of surrounding property, for sale and for lease

### **Location**

Choose the most accurate option for location: Urban/CBD, Suburban, or Rural and indicate the approximate distance to the nearest Central Business District (CBD) by selecting the relevant box.

Indicate if Location is a fundamental to agency mission (example: U.S. Coast Guard has waterfront property specifically to serve its mission needs)

### **Access**

Indicate if the property has any issues with access. For example, if the property is land locked, indicate by selecting Yes and describe the nature of the issue.

### **Utilities**

Indicate if the property is serviced by public utilities (water, power, sewer, etc.). If the utilities are no longer available, describe the approximate date the services were discontinued.

### **Environmental Condition**

Check the box to indicate known issues with the following environmental categories (check all that apply). Further describe the nature of the issue with each and provide a list of studies completed to make this determination, if applicable (i.e. environmental baseline survey).

Indicate whether a Hazardous Substance Activity Certification Form could be provided at this time, if the property were to be reported excess for disposal (See Appendix B for a sample form) A Hazardous Substance Activity Certification Form allows the agency to indicate whether or not hazardous substances are or were present on the property. If hazardous substances were present, the agency can indicate whether all remedial action has been taken. Hazardous Substances are briefly described by the following:

Hazardous Substance Activity includes: (1) the known release of hazardous substances in quantities equal to or greater than the reportable quantity found in 40 CFR 302.4; (2) the disposal of a hazardous substance at the subject facility; or (3) the storage for one year or more of a hazardous substance in quantities of 1000 kilograms or more, or the reportable quantity found in 40 CFR 302.4, whichever is greater. Hazardous substance activity includes storage in quantities greater than or equal to one kilogram if the substances are listed under 40 CFR 261.30 as acutely hazardous substances.

Refer to GSA's Office of Real Property Utilization & Disposal program website ([www.disposal.gsa.gov/environmentalinfo](http://www.disposal.gsa.gov/environmentalinfo)) for additional information on environmental requirements associated with the acceptance and disposal of Federal real property.

If an issue has been identified on the template, indicate whether the agency has determined the cost to remedy the environmental contamination and provide the dollar amount.

Documents do not need to be provided at this time.

Contact GSA POC for additional questions regarding this section of the template

### **Cultural Resources/Natural Environment**

Check the box to indicate known issues with the following cultural resource and natural environment categories (check all that apply). Further describe the nature of the issue with each and provide a list of studies completed to make this determination.

Refer to GSA's Office of Real Property Utilization & Disposal program website ([www.disposal.gsa.gov/environmentalinfo](http://www.disposal.gsa.gov/environmentalinfo)) for additional information on environmental requirements associated with the acceptance and disposal of Federal real property.

Documents do not need to be provided at this time.

Contact GSA POC for additional questions regarding this section of the template

### **Estimated Value**

Indicate whether your agency has an estimate of fair market value by selecting Yes or No. If an estimate exists, provide the date completed and the amount. Also provide the tax assessed value of the property, if known

### **Competing Interests**

Indicate if the property has a known interested party. Interested party could include a local community or other public body, private individual/investor, abutting landowner, and/or local redevelopment authority or local development corporation who has expressed interest in acquiring the property.

**Additional Information**

Provide any additional information relevant to the property that may not have been addressed in the template. Additional information provided should further assist reviewers in determining the recommended property's standing in the final list of recommendations to be made to the Board.

**Section 3: Agency Mission****Current Use**

Describe the current use of the property. If the property is vacant or unutilized, describe the past use of the property.

**Current Mission**

Indicate by selecting Yes or No whether the property, as it currently exists, meets the agency's mission needs. If the property does not align with the agency's mission needs, indicate if the property has previously been identified on the agency's 5-year plan following the Reduce the Footprint guidelines.

**Public Access**

Indicate by selecting Yes or No if the recommendation will have an impact on access to public services. If the property being recommended currently provides public services (example: IRS tax preparation), describe to what extent those services will be maintained or enhanced if the agency is recommending anything other than a disposal. If the agency is recommending a disposal, describe the impact the disposition will have on these public services (example: services will be provided at a new location).

**Economic Impacts**

Indicate by selecting Yes or No whether the recommended action will result in any economic impacts on surrounding communities, positive or negative. If know, further describe your reasoning.

**Mission Consolidation**

Indicate by selecting Yes or No whether there are opportunities to consolidate current mission operations with similar operations across multiple agencies or within agencies. If know, further describe your reasoning.

**Energy Consumption**

Indicate by selecting Yes or No whether energy consumption will be reduced as a result of the implementation of the recommended action. If know, further describe your reasoning.

**Section 4: Financial Information**

Provide the following information for properties that are direct leased or leased from GSA:

- Total Square Footage Occupied
- Total Contract Rent (based on remaining lease term)
- Total Government Investment Costs
- Annual Government Leased Cost Avoidance

**Income/Expense Analysis**

- Total Annual Rental Expense (base rent + operating services + tenant improvement)
- Total Rental Income (outlease income)

**Cost Savings**

Cost savings includes the elimination or reduction of owned and otherwise managed annual operating and maintenance costs, which consists of the following: recurring maintenance and repair costs; utilities (includes plant operation and purchase of energy); cleaning and/or janitorial costs (includes pest control, refuse collection, and disposal to include recycling operations); roads/grounds expenses (includes grounds maintenance, landscaping, and snow and ice removal from roads, piers, and airfields).

For the purposes of tabulating cost savings please estimate your annual operating cost

**Section 5: Utilization Rates**

Section 5 only applies if the agency is recommending any action other than a disposal of the property.

**For Office Buildings Only:****Current Administrative Office Utilization Rate**

Provide the current Administrative Office Utilization Rate. The rate is expressed as usable square feet per person. The methodology to calculate the Administrative Office Utilization Rate is described below.

**Planned Administrative Office Utilization Rate**

Provide the Planned Administrative Office Utilization Rate. The rate is expressed as usable square feet per person.

For questions regarding this section of the template, contact:

Ryan K. Doerfler, Senior Workplace Strategist  
Total Workplace Program Management Office  
GSA Public Buildings Service

[\(253\) 709-5229](tel:2537095229), [ryan.doerfler@gsa.gov](mailto:ryan.doerfler@gsa.gov)



## **Administrative Office Utilization Rate Calculation**

The following standard utilization rate calculation and goals apply to those buildings with an Office predominant use category as designated in the Federal Real Property Profile Management System (FRPP MS).

### Background References

- ANSI/BOMA Z65.1-2010, "Standard Methods of Measurement" (2010)
- GSA National Business Space Assignment Policy (NBSAP), February 2013) - [www.gsa.gov/sdm](http://www.gsa.gov/sdm)
- Federal Real Property Profile Management System (FRPP MS) Data Dictionary - [www.gsa.gov/frppreports](http://www.gsa.gov/frppreports)

### Terms

- Administrative Office Space – measured in usable square feet (usf), consists of that portion of Assignable Space that is comparable to commercial office space and does not consist of Special Space (see below). Typical Administrative Office space components include open workstations, private offices, meeting rooms, file and storage rooms, coat closets, and reception areas. The Administrative Office area also includes the circulation within the Assignable Space that is associated with the space components. Administrative Office space corresponds to the Total Office space type in the NBSAP.
- Assignable Space – measured in usable square feet (usf) and defined by the NBSAP, it consists of space that is assigned to a specific agency. Assignable space consists of Administrative Office Space, Special Space, or a combination thereof.
- Circulation – measured in square feet, consists of the main pathways and routes connecting individual space components.
- Headcount – the total number of federal personnel and resident contractors assigned to a building, as defined below:
  - federal employees
    - ③ full and part time employees assigned to the building
    - ③ seasonal hires, interns, and other temporary staff if they predominantly work in the office and are employed for three months or longer
    - ③ individuals who telework less than five days a week but are permanently assigned to the location are counted.
  - federal contractors
    - ③ includes resident contractors who primarily work at the facility



- ⑨ excludes janitorial staff, construction workers, movers, security guards, and all other contractors who do not work from a desk and are not typically considered “office workers”.

This definition is consistent with FRPP MS. Headcount figures should match data that is also provided for the FRPP MS and OMB MAX

- **Special Space** – measured in usable square feet (usf), consists of that portion of Assignable Space that is not considered Administrative Office space. Special space is typically unique to the federal organization and cannot be found in a typical commercial office setting. Typical special spaces include data centers, laboratories, high density file rooms, and public waiting areas. The area of Special Space also includes the circulation within the Assignable Space that is associated with the special space components.
- **Utilization Rate** – a calculation that measures the efficiency of a space or building by taking into consideration of the size of the space and the quantity of personnel which directly benefit from it.

### **Standard Utilization Rate Calculation**

To meet the requirements of P.L. 114-287, agencies will use the following Administrative Office Utilization Rate formula:

Administrative Office Utilization Rate (USF/Person)	=	$\frac{\text{Total Administrative Office Space (USF)}}{\text{Total Headcount}}$
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The total area of Administrative Office can be determined by taking the total Usable Area of the space, and subtracting the usable area of Special Space.

Special Space (i.e., non-office space) is excluded from the utilization rate calculation. A standard utilization rate approach is not possible as the nature of special space varies significantly depending on the federal agency mission requirements. Instead, special space that is included in an agency’s P.L. 114-287 recommendation will be evaluated based on the appropriateness for the mission and conformance to the agency’s existing internal space standards.

### **Standard Utilization Rate Goal**

The suitability of an Administrative Office Utilization Rate for a given building occupancy will vary depending on the nature of work and the headcount assigned to that location. An organization with a significant focus on security and privacy will typically have a higher utilization rate due to the need for a great portion of private offices as compared to workstations. Building occupancies that consist of smaller organizations, such as field

offices, will also have a higher utilization rate because shared support spaces, such as meeting rooms, are being distributed across a smaller population base.

Taking into consideration these variables, identified below are the target Office Utilization Rate goals for agency recommendations being evaluated under P.L. 114-287:

Office Size	Utilization Rate Range (usf / person)	
	Secure or Confidential Agency Locations	All Other Locations
Small Office (less than 50 people)	200 usf / person	170 usf / person
Medium Office (50 – 200 people)	180 usf / person	160 usf / person
Large Office (over 200 people)	170 usf / person	150 usf / person

The utilization rate applies to the total Administrative Office space at the building.

### **For Non-Office Buildings**

Describe the utilization rate calculation or other methodology that was used to determine the current space efficiency. Identify the current and projected space efficiency that will be achieved with the adoption of the agency recommendation.

### **Section 6: Recommendation**

#### **Recommendation**

Provide a justification for the recommended action and, to the extent known, include the following factors: project scope, schedule, project assumptions, project risks, planned costs and funding requests, payback period, and the fiscal year associated with the implementation of the recommendation. If the recommendation is consolidation, co-location, reconfiguration, or redevelopment, describe the asset's current housing plan and the agency's future strategy.

Provide all cost estimates for funding this recommended action, identify any supplemental material you have developed internally such as feasibility studies and/or formal cost estimates

In addition, provide an explanation for the agency's Priority Ranking of High, Medium, or Low.

APPENDIX A:  
HIGH VALUE ASSET CRITERIA

P.L. 114-287 Sec.12: BOARD DUTIES

(b) IDENTIFICATION OF HIGH VALUE ASSETS.—

(1) IDENTIFICATION OF CERTAIN PROPERTIES.—Not later than 180 days after Board members are appointed pursuant to section 4, the Board shall—(A) identify not fewer than five Federal civilian real properties that are not on the list of surplus or excess as of such date with a total fair market value of not less than \$500,000,000 and not more than \$750,000,000. (B) transmit the list of the Federal civilian real properties to the Director of OMB and Congress as Board recommendations and subject to the approval process described in section 13.

Purpose:

To identify High Value Assets pursuant to P.L. 114-287 Sec 12(b), factors such as real estate market, , location, ownership, and marketability should be considered relative to the subject property when evaluating the potential for high value

Factors for Evaluation:

- I. Real Estate Market
  - A. Real Estate Cycle (growing and stable markets)
  - B. Vacancy Rates (low)
  - C. Absorption Rates (high)
  - D. Sales and Rental Comps (healthy)
- II. Location
  - A. Proximity to major metropolitan area
    - 1. Within CBD
    - 2. Adjacent to CBD
    - 3. Within 5-10 miles of CBD
    - 4. Greater than 10 miles
  - B. Proximity to Mass Transit (subway, bus/bus rapid transit, commuter rail, highway interchange)
  - C. Proximity to Airports, Seaports, Railports
  - D. Proximity to Neighborhood Amenities
    - 1. Commercial Development: Office, Retail, Entertainment, Hospitality
    - 2. Residential Development
- III. Ownership
  - A. Title (negligible issues, negligible impact on conveyance)
  - B. Known Encumbrances (negligible issues, negligible impact on conveyance)
- IV. Marketability
  - A. Site Characteristics (acres, building size, etc.)
  - B. Path to Regulatory Closure:
    - 1. Environmental Condition: (negligible issues, negligible impact on conveyance)
    - 2. Cultural Resources - Historic Preservation, Wetlands, etc. : (negligible issues, negligible impact on conveyance)

APPENDIX B:  
SAMPLE HAZARDOUS SUBSTANCE ACTIVITY CERTIFICATION FORM

## Hazardous Substance Activity Certification

**Property Name:** \_\_\_\_\_

**Hazardous Substance Activity** includes: (1) the known release of hazardous substances in quantities equal to or greater than the reportable quantity found in 40 CFR 302.4; (2) the disposal of a hazardous substance at the subject facility; or (3) the storage for one year or more of a hazardous substance in quantities of 1000 kilograms or more, or the reportable quantity found in 40 CFR 302.4, whichever is greater. Hazardous substance activity includes storage in quantities greater than or equal to one kilogram if the substances are listed under 40 CFR 261.30 as acutely hazardous substances.

**Check either statement A or B below:**

- A. \_\_\_\_\_ The reporting agency has determined, based upon a complete search of agency files, that there is no evidence to indicate that hazardous substance activity took place on the property during or prior to federal ownership. Therefore, all remedial action necessary to protect human health and the environment with respect to any such substance remaining on the property has been taken prior to the report of excess.
- B. \_\_\_\_\_ Hazardous substance activity occurred on the property. Based upon a complete search of agency files, the attached documents provide the following information:
1. the type and quantity in kilograms and pounds;
  2. the dates that such storage, release or disposal took place; (and the following information if applicable)
  3. the Chemical Abstracts Services Registry Number (CASRN);
  4. the regulatory synonym; and
  5. the RCRA hazardous waste number (40 CFR 261.30).

**If B was checked above, you must check either C or D below:**

C. \_\_\_\_\_ All remedial action necessary to protect human health and the environment with respect to any such substance remaining on the property has been taken prior to the report of excess. Provide copies of all reports on the cleanup.<sup>1</sup> **(Please note: This requirement is met if EPA has concurred in writing that an installed remedial design is “operating properly and successfully”.** Please provide a copy of EPA’s concurrence.)

D. \_\_\_\_\_ Remedial action has not yet been taken or completed, but remediation will be completed by \_\_\_\_\_ (date). Remedial action has not been completed because \_\_\_\_\_. Attach additional pages if necessary to describe why remedial action has not yet occurred.

**Circle the correct response:** The property or a portion thereof **is / is not** proposed for or listed on the National Priorities List of Superfund sites.

**NOTE: Please provide copies of all environmental reports, correspondence with regulators and other documents related to the environmental condition of the property. In the event that the reporting agency conducts environmental investigations as part of the excessing process, GSA requests use of the ASTM standards for Phase I and Phase II environmental site assessments.**

Signature and Title \_\_\_\_\_  
Agency \_\_\_\_\_  
Date \_\_\_\_\_

<sup>1</sup> Please note that holding agencies are obligated to return to the site and complete any additional remedial action found to be necessary by the applicable regulatory authority with regard to hazardous substance activity that took place on the property prior to the transfer.