COVID-19 and the Federal Community

Business...but not as usual...

GSA’s Coronavirus - COVID-19 Resource Page

Returning to GSA Facilities Website

Overview, GSA Activities and FAQ’s

How We’re Preparing For Your Return

Resources for You and Your Agency
What to Expect From RWA Fee Reform

June 25, 2020

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National Program Manager - Reimbursable Services Division
Project Delivery Excellence Division
GSA-PBS Office of Design & Construction (CO)

Hosted by:
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National Program Manager -
Customer Outreach and Communications
GSA-PBS Office Portfolio Management and Customer Engagement (CO)
What We Will Cover Today

- Fee Reform Resource Page and Archived Communications
- FAQs about Interagency Fees - it’s not just an RWA thing
- Components of Fee Reform - there’s more than just the new fee structure
- Differences between the “Current” and the “New” Fee Structure; Examples of how the fee is calculated

**MOST IMPORTANT TAKEAWAYS:**
- Fee Change applies to ALL RWAs, including overtime utilities
- The RWA Acceptance Date drives whether “Current” or “New” Fee applies
- How the RWA Acceptance Date differs for Severable vs Nonseverable RWAs

- Where to Look - Dates on the SCE and RWA, new RWA Authorizing Detail breakdown
- REMINDER: FY2020 Year-End Deadline (nothing to do with fee change)
RWA Fee Reform Communications to Date

- Nov 2019 - First customer notification about Fee Reform Effort components
- Jan 2020 - New Fee Rates Revealed
- Feb 2020 - Fee implementation effective date announced - August 1st, 2020
- June 2020 - Registration for these virtual information sessions (6/18, 6/25, and 7/16)
  - Excel Fee Comparison Calculator provided
- Didn’t receive one or more of these communications?
  - See our RWA resources webpage at www.gsa.gov/rwa → Policy & Guidance → RWA Fee Reform
Interagency Fees - it’s not just an RWA thing
FAQ - Why Charge a Fee on RWAs

Why does GSA charge a fee for RWAs?

- In 1995, a GSA Office of Inspector General (GSA-OIG) audit reviewed the “Indirect Costs on PBS’ Reimbursable Work Authorizations” and found that:
  - GSA does not recover the indirect costs related to the performance of RWAs from its customer agencies. Indirect costs include GSA’s overhead charges related to contract award and administration, data processing, and legal, accounting, and personnel support services. These costs are estimated to be as much as $25 million, annually. (GSA-OIG Audit Report A42731, 1995)
  - The GSA-OIG went on to say that:
    - By not charging for these indirect costs, GSA is in effect subsidizing the appropriations of other agencies at the expense of its own operations. As a result, PBS must use the Federal Buildings Fund monies intended for other GSA programs and operations to pay for these costs. (GSA-OIG Audit Report A42731, 1995)
- The GSA-OIG mandated PBS develop a fee structure and methodology applied to all RWAs to recover the cost to PBS in administering the RS Program properly.
FAQ - Fee Structures used by other agencies

Do other agencies charge fees?

- Yes, numerous interagency contract programs charge fees including, but not limited to:
  - GSAs Assisted Acquisition Service (AAS),
  - Dept of Interior AAS,
  - NASA’s Governmentwide Acquisition Contract Program

- GAO wrote a “Report to Congressional Committees” called “Improvements Needed in Setting Fee Rates for Selected Programs” in Sept 2011. This report holds true today for how interagency programs should set their fees. One graphic from that report is shown at the left. (GAO-11-784)

In order to set the fee rate to cover costs, we:
Identify and track costs
Forecast costs and revenues
Manage reserve contributions and balances

We also require approval to make changes to our fee rate
Why are we changing our fee?

One of the biggest reasons is that the existing fees are not properly recovering the full indirect cost of managing the RWA Program as required by the GSA-OIG audit in 1995. The in-depth analysis of the “Fee Reform Pricing” team identified some of the following as reasons why the existing fee is insufficient:

- The RWA Program has grown 540% ($332 million in 1995 to $1.8 billion in 2017) with increasingly complex requirements and responsibility areas.
  - A growing portion of direct costs were those that do not recover the 4% fee
- Indirect Costs have continued to increase while fee recovery has not kept pace.
  - Salary makes up 75% of annual costs - those managing and executing the RWA Program (PMs, acquisition, budget analysts, other back office support)
  - For example, in 1995 a GS-12 salary was $41,104. In 2017, a GS-12 salary was $62,722. This represents a 53% increase in salary expenses; however,
  - The fee has not been pegged to the increasing indirect cost of salaries.
FAQ - RWA Fee Structure Questions, continued

What GSA personnel/services do our fees pay for?

- Project Managers
- Cost Estimators
- GSA Contracting/Acquisition staff (over 65,000 procurements awarded per year that are all credited to your agency as far as awarding contracts to meet Small Business objectives - awarding to minority, women, and veteran-owned businesses)
- Regional OCFO staff managing RWA finances
- GSA Billing and Collection teams - processing bills and collections, chargebacks, etc
- Customer Engagement and Regional RWA Manager Support
- IT Applications - RETA/eRETA, External Portal, Pegasys, VCSS
- Central Office Program Staff (24/7/365)
- Legal Counsel - to make sure we’re not getting anyone into trouble
FAQ - RWA Fee Structure Questions, continued even more…

How will this fee change impact RWAs that were already accepted?

- It will NOT!
- The fee structure applied to an RWA is based on its Acceptance Date. An RWA will only have one fee structure applied to it over its lifetime based on that initial Acceptance Date. Even if an RWA accepted today under the 4% fee and sliding scale fee needs to be amended with additional funds two years from now, the 4% fee and sliding scale fee will still apply on that amendment.

Is there a fee calculator I can use before the fee is implemented?

- Yes. It is available at www.gsa.gov/rwa → Policy & Guidance → RWA Fee Reform
  - This was also sent with the June 2020 communication
Components of Fee Reform...
there’s more than just the new fee structure
Implementing **all** of these Fee Reform components allowed GSA to limit the increase to RWA fees compared to if we **only** increased the fee structure:

- Components leading to RWA Program efficiencies (reduced costs = lower fees):
  - Mandatory use of eRETA by customer agencies
  - Express Menu of Services

- Components that allow GSA to charge unique needs only to those specific projects requiring them as opposed to spreading those cost to all customers on all RWAs via the fee:
  - More Consistent Direct Charging
What are the Components of Fee Reform? Continued...

- Mandatory use of eRETA by customer agencies (effective Oct 2019)
  - Decreases redundant data entry efforts by GSA (*not to mention errant data entry*)
- Express Menu of Services (rolling-out through FY2020)
  - Each GSA region to add some of the most commonly procured items for RWAs into GSA procurement vehicles. It will allow GSA the ability to improve the speed in which we execute RWA projects and provide an overall cost savings to our customers
- More Consistent Direct Charging (existing, refresher given in Feb 2020)
  - Policy requires GSA to directly charge for certain costs that are not covered by GSA Fees. Example is when GSA personnel perform services (e.g. GSA Architect performing design work)
  - Refresher training provided to all GSA Project Managers in Feb 2020
- New Fee Structure (effective Aug 2020)
  - Simplification into a single structure
  - Equitable to all customers (average of 1.3% higher fees per RWA)
  - First fee change since sliding scale introduced in 1995
Differences between the “Current” Fee and the “New” Fee Structures

How the fee is calculated on your RWA bills
"Old" Fee Structure

- Existing Fee Structures ("Old")
  - 4% Fee applies on top of "construction related" RWA expenses (based on coding)
  - Sliding Scale applies on all RWA costs, including on top of 4% fee expenses
  - Sliding Scale cap of $30,000 per RWA (no cap on 4% fees)
  - 4% Fee = Regional Recovery; Overhead = Central Office Recovery
  - GSA Direct Charges for services provided to customers that are not covered by the 4% Fee or sliding scale fee.
    - These services are often referred to as "above standard services."
    - Whenever PBS is not just providing oversight but also directly performing the above standard services, PBS direct charges the RWA for their cost.
  - Flat $100 per recurring RWA (or $100 per estimate if bundled RWA)
“New” Fee Structure

- Future Stepped Fee Structure ("New")
  - Single fee that applies on all RWA costs with the exception of limited personal property costs (namely furniture, equipment, software)
    - Only 2.3% of annual RWAs expenses
    - Direct labor should be estimated when delivering these expenses
  - Flat $500 on RWAs under $2,000
  - Fee rates starting at 25% for RWAs at $2,000 “stepping down” to 3% on RWAs above $5,000,000
  - No cap on fees per RWA
  - 70% of fee recovery to region managing RWA; 30% to Central Office
  - Direct charging should continue as appropriate

  - Flat $500 per recurring RWA (or $500 per estimate if bundled RWA)
“Old” Fee Versus “New” Fee, Tiers and Rates

<table>
<thead>
<tr>
<th>Sliding Scale Overhead</th>
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</tr>
</thead>
<tbody>
<tr>
<td>Rate</td>
<td>Range Low</td>
<td>Range High</td>
<td>Max/Range</td>
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<tr>
<td>10.00%</td>
<td>$2,500</td>
<td>$2,499.99</td>
<td>$250</td>
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<td>$24,999.99</td>
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<table>
<thead>
<tr>
<th>Stepped Fee</th>
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<tbody>
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<td>Max/Range</td>
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<td>$200,000</td>
</tr>
<tr>
<td>3.00%</td>
<td>$5,000,000</td>
<td>INF</td>
<td>INF</td>
</tr>
</tbody>
</table>

*Sliding scale caps at $30,000 per RWA which is reached at RWAs with an authorized amount of approximately $2.45M.

**4% Regional Management Fee not included in chart above, no cap on 4% Regional Management Fee
“Old” Fee Versus “New” Fee, Graphed

Sliding Scale Overhead

Stepped Fee
How fee calculation works - Nonrecurring RWAs above $2000

Before RWA Acceptance - Initial Estimate
- GSA PM or Estimator enters estimated costs into the line items of the SCE/OUE
- The total of those line items is then plugged into the fee calculator
- Total Estimate = Direct Costs + Fees = RWA Authorized Amount
  - Fees / Direct Costs = Fee Rate (%)

After RWA Acceptance - Billing Cycles (Fee Rate is applied on top of expenses each month)
- As the project is delivered and expenses recorded in GSA’s financial system
- RWA Bill includes: i) Expenses in last month + ii) Fees = (Expenses * Fee Rate)

RWA Amendment - If applicable
- New Total Authorized Amount → equates to new Fee Rate (%)
- New Fee Rate is retroactively applied to all past expenses on the next bill and applies to all new expenses moving forward
Example #1 - Nonrecurring RWAs above $2000

Before RWA Acceptance - Initial Estimate
- Estimated Direct Costs on SCE = $400,000 - this is at the 9% rate tier
- $400,000 * 9% = $36,000
- Total Estimate = $436,000 (or $400,000 + $36,000) = RWA Authorized Amount
  - $36,000 / $400,000 = Fee Rate = 9%

After RWA Acceptance - Billing Cycles (9% is applied on top of expenses each month)
- In Month 1, $0 in expenses = $0 bill. In Month 2, there is $23,000 in expenses
- So, Month 2 Bill includes: $23,000 + $2,070 (which is $23,000 * 9%) = $25,070

RWA Amendment
- In Month 3, RWA amended up to $505,000 total → equates to new Fee Rate = 8%
- However, 8% rate retroactively applied to $23,000 → $23,000 * 8% = $1,840
- Prior fee amount was $2,070 → ($1,840 - $2,070) → Month 3 credit of $230
Example #2 - Nonrecurring RWAs below $2000 and R-types

Before RWA Acceptance - Initial Estimate
- Estimated Direct Costs on SCE = $1,200 - this is the flat $500 tier
- Total Estimate = $1,700 (or $1,200 + $500) = RWA Authorized Amount
  - **Fee Rate = N/A** (flat $500)

After RWA Acceptance - Billing Cycles ($500 is charged in month 1)
- In Month 1, $50 in expenses. In Month 2, $1,150 in expenses
- So, Month 1 RWA Bill = $550 ($50+$500 fee). Month 2 RWA bill = $1,150 (+$0 in fees)

RWA Amendment (*this part of example does not apply to R-types*)
- In Month 3, RWA amended up to $2,500 total → equates to new **Fee Rate = 25%**
- However, 25% rate retroactively applied to $1,200 → $1,200 * 25% = $300
- The Prior (flat) fee was $500 → ($300 - $500) → Month 3 **credit** of $200
Defining the Start/Acceptance Date

Two Start Dates: On the Estimate and the RWA

How the Start/Acceptance Date Drives which Fee Structure is Applied
How the “Estimated Start Date” on Estimates Determines Fee Calculation

The “Estimated Start Date” (aka Acceptance Date) on the Summary Cost Estimate (SCE) or Overtime Utility Estimate (OUE) will drive which fee structure is calculated on the estimate. This date is defined in one of two ways based on the type of work to be performed:

- **Nonseverable RWAs** - the “Acceptance Date” is the date all digital signatures are captured. The GSA Estimator is estimating what this date will be for the future RWA. *This includes “projects” like renovations, construction, studies, design.*

- **Severable RWAs** - the “Acceptance Date” is equal to the first date of the period of performance. *This includes “services” like OT Utilities, janitorial, maintenance.*

This distinction is important to ensure the appropriate fee structure is calculated on GSA estimates. The screenshots on next slides will help you know where to look for this date and the anticipated fees.
Timeline from Work Request Submission to Acceptance

When initially submitting a Work Request to GSA in eRETA, be familiar with these average* time frames leading up to RWA acceptance. (Shown as business days, not calendar days)

- 2.0 days - Work Request Submission to GSA Project Manager Assignment
- 20.6 days - Customer data entry; send to GSA for potential acceptance
  - This would happen after requirements development, cost estimate, schedules, etc
- 7.8 days - GSA review, data entry, and routing for signatures
- 0.8 days - Customer and GSA digital signatures applied
- 31.2 days - from initial Work Request submission to RWA Acceptance

* average days based on FY2020 accepted RWAs first initiated in eRETA; depending on complexity of request, actual days could be much higher than averages shown
The “Estimated RWA Start/Acceptance Date” will determine which fee structure is calculated in the SCE or OUE.

- A date prior to 8/1/2020 will use the current fee structure
- A date of 8/1/2020 or later will use the new fee structure
The “Estimated RWA Start/Acceptance Date” will determine which fee structure is calculated in the SCE or OUE.

- A date prior to 8/1/2020 will use the current fee structure
- A date of 8/1/2020 or later will use the new fee structure
When initially submitting a Work Request to GSA in eRETA, be familiar with these *average*\(^*\) time frames leading up to RWA acceptance. (Shown as business days, not calendar days)

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  - This would happen after requirements development, cost estimate, schedules, etc  
- **7.8 days** - GSA review, data entry, and routing for signatures
- **0.8 days** - Customer and GSA digital signatures applied
- **31.2 days** - from initial Work Request submission to RWA Acceptance

*average days based on FY2020 accepted RWAs first initiated in eRETA; depending on complexity of request, actual days could be much higher than averages shown*
### Difference in Fee Description - SCE Example (Current Fee)

<table>
<thead>
<tr>
<th>Description</th>
<th>Fee</th>
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<tbody>
<tr>
<td><strong>Reimbursable Construction Cost</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>PBS Regional Management Fee: Regional Management Fee</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>Standard 4% Fee Applies</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Reimbursable Cost with Regional Mgmt. Fee:</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>Per PBS Pricing Policy, the Regional Management Fee is assessed on all amounts shown above in the ‘Costs Associated with Construction’ section; excluding the existence of a Pricing Deviation Waiver or work performed in a non-GSA managed facility (line 14).</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Costs Associated with Tenant Personal Property</strong></td>
<td></td>
</tr>
<tr>
<td><strong>Moving</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>Telephones/Telecommunications:</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>Furniture</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>IT</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>Security Services (Excluding Security System installation):</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>Miscellaneous Personal Property Costs: Intelligent Buildings Consulting Services</strong></td>
<td>$202,488.00</td>
</tr>
<tr>
<td><strong>PBS Travel Associated with Personal Property:</strong></td>
<td>$0.00</td>
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<tr>
<td><strong>Other Labor Cost:</strong></td>
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<tr>
<td><strong>Personal Property Cost Contingency:</strong></td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>Not Applicable</strong></td>
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</tr>
<tr>
<td><strong>Total Cost Associated With Tenant Personal Property : (Line 16 through 24):</strong></td>
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</tr>
<tr>
<td><strong>Total Reimbursable Costs:</strong></td>
<td>$202,488.00</td>
</tr>
<tr>
<td><strong>Total Reimbursable Project Cost to Calculate Overhead : (Line 15 + Line 25):</strong></td>
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<tr>
<td><strong>Overhead Fee:</strong></td>
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<tr>
<td><strong>Overhead Method</strong></td>
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<tr>
<td><strong>Sliding Scale Fee</strong></td>
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</tr>
<tr>
<td><strong>Total Reimbursable Cost to Agency (Lines 26 + Line 27):</strong></td>
<td>$211,937.64</td>
</tr>
<tr>
<td><strong>Per PBS Pricing Policy all amounts shown above in the ‘Costs Associated with Tenant Personal Property’ section do NOT incur the Regional Management Fee.</strong></td>
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### Difference in Fee Description - SCE Example (New Fee)

<table>
<thead>
<tr>
<th>Description</th>
<th>Cost</th>
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</thead>
<tbody>
<tr>
<td>Moving and Move Coordination</td>
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<tr>
<td>Information Technology Installation (excludes software)</td>
<td>$0.00</td>
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<tr>
<td>Security System Installation (Card Readers, Physical Barriers)</td>
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<tr>
<td>Security Services (Guard Services)</td>
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<tr>
<td>Specialty Consulting Services</td>
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<tr>
<td>Direct GSA Labor Costs</td>
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<tr>
<td>Additional Project Cost Contingency</td>
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</tr>
<tr>
<td>Subtotal (Lines 14 through 20)</td>
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<tr>
<td>RWA Management Fee</td>
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<td><strong>Total Project Cost to Calculate RWA Mgmt Fee (Line 13 + Line 21):</strong></td>
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</tr>
<tr>
<td>23 RWA Management Fee</td>
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</tr>
<tr>
<td><strong>Total Project Cost + RWA Mgmt Fee (Line 22 + Line 23):</strong></td>
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<tr>
<td>Personal Property Costs</td>
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<td>Furniture, Fixtures, and Equipment (FF&amp;E):</td>
<td>$0.00</td>
</tr>
<tr>
<td>Software, Supplies, or other excluded personal property</td>
<td>$0.00</td>
</tr>
<tr>
<td>Personal Property Contingency</td>
<td>$0.00</td>
</tr>
<tr>
<td><strong>All amounts shown above in the 'Personal Property' section (lines 25-27) do NOT incur the RWA Management Fee. However, Direct GSA Labor Costs (Line 19) to provide the Personal Property expenses should be added per PBS Pricing Policy.</strong></td>
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<tr>
<td>Total Reimbursable Costs</td>
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<tr>
<td><strong>Range of Accuracy: -7%, +11%</strong></td>
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</tbody>
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Viewing the RWA now, the “Severable Service” flag shows on the “PBS Information” tab (see left pane):

- Yes = severable service, which means Start/Acceptance Date based on Period of Performance

- No = nonseverable, which means Start/Acceptance Date based on signatures
"Actual Start/Acceptance Date" on RWAs

The RWA “Acceptance/Start Date” shows on the “PBS Approval” tab (see left pane):

- If severable service, this date is manually entered for the Period of Performance.
- If nonseverable, this date will override any date entered and automatically match the GSA signature date once the RWA is signed.
What if the estimated start date on the estimate differs from the actual RWA Acceptance Date?

- The estimated date on the estimate merely guides which fee is calculated on the SCE or OUE; the actual fee applied depends on the date of RWA acceptance.

- Example: If the estimated start date on the estimate falls before August 1, 2020, but the actual date acceptance on the RWA is on or after August 1, 2020, the new fee structure will be applied.

- The RETA Team will be monitoring RWAs where the date on the estimate and date on the RWA are on different sides of August 1st and assist the GSA region in correcting the incorrect date and communicating any changes to the customer.

- Remember, GSA enters the date on both the estimate and the RWA - so work with your PM if you feel the date entered is incorrect. But also remember, for nonseverable RWAs, the date is based on signatures and system populated, it cannot be changed.
What options do I have to avoid the higher fees on low dollar RWAs?

- **F-type RWAs are one option**
  - F-types allow customers to execute multiple small, miscellaneous services (i.e. tasks) on a single RWA. F-types are not to exceed $250,000 per RWA nor $25,000 per task. These RWAs are limited to a single fiscal year (10/1 to 9/30).
  - Example: in a given year an F-type RWA might handle a $600 task to change key locks, a $22,000 task to replace damaged carpet squares, a $350 task to patch a hole in the wall, etc.
  - The fee rate charged will be based on the total authorized amount of the F-type, not the dollar amount of each task (e.g. a $200,000 F-type has a rate of 11%, so a $600 task would be charged $66 vs a flat $500 fee if it were executed as a stand-alone RWA)

*F-type RWAs may only be used for small, miscellaneous services and must be completed in the same fiscal year the RWA was accepted. F-type RWAs may not be used for project-based work.*
What options do I have to avoid the higher fees on low dollar RWAs? (Continued)

- The Micro Purchase Delegation of Authority is another
  - Issued in Jan 2015, customers may directly procure projects and services without an RWA in facilities under the jurisdiction, custody, and control of GSA, if the following conditions are met:
    - The cost of the work is at or below the Micro-Purchase threshold ($2,000 for construction, $2,500 for services).
    - The Agency has received the written concurrence of the GSA Building/Property Manager or, if a leased building, with the written concurrence of the GSA Lease Administration Manager (LAM) and Lease Contracting Officer.
    - The authority, which has delegated to the head of the customer agency, has been delegated down to the requesting agency official.
  - More info at [www.gsa.gov/facilitiesmanagement](http://www.gsa.gov/facilitiesmanagement)
    - Click on “Facilities Operations” → “Micro-Purchase Delegation of Authority”
FY 2020 Year End Deadlines (not fee related)
FY 2020 Year End Deadlines for New RWAs:

- As a result of having customers provide WRs and RWAs through eRETA, PBS is able to process fully executable RWAs faster, and can extend the year end deadlines for the very first time!

- Requirement to meet these deadlines is for the customer to “Submit the RWA to GSA for Acceptance” through eRETA by the dates detailed below.
  - Property Act RWAs: Tuesday, September 8, 2020
  - Economy Act and DoD RWAs: Friday, July 17, 2020

- Emergency requests are handled on a case-by-case basis only after these deadlines.
Thank you for joining us today for

What to Expect From RWA Fee Reform

Additional “Fee Reform” email updates will be sent regularly through this summer

This session will be repeated on July 16th - see www.gsa.gov/ces to register
Our session recording, the slide deck and compiled Q&A will be made available on this site

Visit our website at www.gsa.gov/rwa → Policy & Guidance → RWA Fee Reform

Questions?
Join us for our upcoming VIRTUAL CES sessions

**What to Expect From RWA Fee Reform encore sessions**
*Thursday, July 16  2pm-3:30pm Eastern  Register Now*

**eRETA Digest encore sessions**
*Tuesday, July 14  1pm-2:30pm Eastern  Register Now*
*Tuesday, August 11  1pm-2:30pm Eastern  Register Now*

See our [COVID-19 Website](#) and our [Returning the GSA Facilities pages](#) for our COVID-19 Response

Watch CES sessions on [YouTube](#)
*Bookmark and binge watch all your favorite CES sessions!*

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