

## Client Enrichment Series

### Requirements Planning Processes and Protocols Q&A



**Topic: Requirements Planning Processes and Protocols**

**Date of Presentation: December 15, 2016**

**1. Will the information on GSA PBS' requirements planning process improvements be shared at all levels within the customer agencies?**

The information on GSA PBS' requirements planning process improvements have been shared with all customer agency director level contacts. We encourage you to spread the word to your colleagues regarding these requirements development process improvements. Feel free to visit the [www.gsa.gov/clientoutreachprogram](http://www.gsa.gov/clientoutreachprogram) for more information. You can also reach out to your assigned National or Regional Account Manager.

**2. Will these process improvements be applied consistently across the GSA Regions?**

Yes. This process is intended to be consistently applied across all GSA regions beginning January 1, 2017.

**3. When does the use of the CPA go into effect?**

January 1, 2017.

**4. Will GSA be filling in a portion of this document as well as the customer? Also will this be sent at the notification mark?**

Yes, GSA will be completing this document and working with the agency to finalize it. The initial CPA should be sent no later than 36 months prior to the expiration of the existing occupancy for non-prospectus projects.

**5. Does the CPA replace the Needs Assessment Questionnaire form?**

Yes, the Needs Assessment Questionnaire has evolved into the Client Project Agreement.

**6. As a customer, I've received a couple of CPA forms with pre-filled info that is incorrect. How does GSA obtain data to fill out the CPA?**

The information should be coming from the existing occupancy information from GSA systems. If you see information that is different than your current Occupancy Agreement, please feel free to let the person who sent the CPA to you know.

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**7. Is the CPA used for Federal Space also?**

Yes, the CPA will be used for all leased and federally owned space projects.

**8. Will the use of the CPA replace the SF-81?**

The CPA will eventually replace the SF-81. However you can still submit the SF-81 to GSA at this time.

**9. Will the CPA be pre-populated with the information from the SF-81?**

If you have submitted the SF-81 prior to 36 months before OA expiration, GSA will review and use it to populate the CPA. Otherwise GSA will first populate the CPA with information from GSA systems and PBS experts. If you submit the SF-81 36-30 months prior to OA expiration, GSA will update the CPA accordingly.

**10. What sort of feedback will GSA provide to their customers at each phase of the PBS project lifecycle?**

GSA's Planning Managers and Regional Account Managers should be regularly communicating with the designated customer agency Project Manager throughout each phase of the PBS project lifecycle.

**11. Does GSA or the customer initiate the Identification Phase?**

GSA will initiate the identification phase with customers at least 36 months prior to OA expiration for non-prospectus projects.

**12. Does the PBS project lifecycle include prospectus level projects as well?**

Yes, the PBS project lifecycle milestones apply to both prospectus and non-prospectus level projects.

**13. GSA's Leasing Desk Guide pages 1-9 talk about Operational Requirements Development. What project phase does this fall in?**

Operational requirements development is synonymous with strategic requirements which are developed in the project identification phase either 30 or 54 months prior to OA expiration (for non-prospectus and prospectus projects, respectively). This includes:

- Total proposed usable square footage
- Total headcount
- Agency UR standard
- Use of space (lab, warehouse, etc.)
- Location (either federal building or delineated area for lease action)
- Parking count (needed/or unneeded)
- Total current usable square footage
- Signed Client Project Agreement (CPA)

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**14. Can GSA use the current as-built space program to use as the requirement?**

No. As-builts do not contain sufficient information to be used as new requirements.

**15. Are you saying the finalized requirements package is due to GSA 36 months prior to the expiration of the Occupancy Agreement?**

No. The combined strategic and technical requirements are due 24 months prior to OA expiration for non-prospectus projects.

**16. Is 36 months also required for alterations projects for an existing lease?**

No, there is no set standard for alterations projects.

**17. Who is the GSA project manager? Is it the GSA leasing specialist or a will it be a GSA construction project manager?**

Different regions assign Project Managers from different business lines. This new process ensures that all Project Managers are assigned during the Project Initiation phase.

**18. What flexibility is GSA giving project managers based on these requirements process improvements?**

The PM has full flexibility to complete their project. The process is to set up a no later than time frame to prevent extensions, standard requirement terminology that aligns with project phases and suggested tools to use throughout that process.

**19. Is anyone keeping track of how long all projects by GSA are taking to see what the current average time is from start to finish?**

GSA has a FY17 measure that evaluates the execution time for leases across the country. The measure utilizes a baseline schedule and measures alignment to midpoint project milestones and the planned delivery date.

**20. Is GSA going to determine our Delineated Area?**

The requiring agency identifies the delineated area based on its mission and program requirements. GSA approves the final delineated area based on federal location policy, including ADM1097.1, and in consideration of the Competition in Contracting Act of 1984 (CICA). CICA requires that an agency "specify its needs and solicit bids or proposals in a manner designed to achieve full and open competition for the procurement" (41 U.S.C. §3306(a)(1)(A)). It also requires that agency solicitations "include restrictive provisions or conditions only to the extent necessary to satisfy the needs of the executive agency or as authorized by law" (41 U.S.C. §3306(a)(2)(B)).

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**21. What is the difference between commercial vs. federal space?**

Commercial space is space acquired by lease agreements to accommodate federal agencies in buildings owned by a private Lessor. Federal space is a federally owned building or facility that is owned by the federal government.

**22. Is GSA planning to continue to exercise lease options?**

GSA will continue to pursue the most cost efficient leased and federal housing strategies that meet customer agencies' real estate program of requirements.

**23. Does the federal agency get time to review what GSA has received and put on their letterhead for FedBizOpps before it goes out?**

Yes, the advertisement and the RLP should be reviewed by the customer prior to being submitted to the market.

**24. Is GSA asking for design decisions prior to award?**

No, we ask for requirements that will affect design decisions prior to award.

**25. Is the language clear that the OA is a draft & the commitment solid?**

A draft OA outlines occupancy and financial terms. The customer will be asked to sign the draft OA as the project details evolve during different project phases. An OA must be signed before GSA awards a lease.

**26. Are tenant agencies committed to the estimated rental rates of the initial OA that is used as the funding document?**

Yes.

**27. Please explain non-prospectus vs. prospectus.**

A prospectus is the documentation that GSA produces each time it seeks to execute a project that exceeds a specified dollar threshold. For FY16 it was \$2.85M for Major Repairs & Alterations/Construction/Lease, and \$1.425M for Repairs & Alterations in Leased Buildings. This prospectus dollar amount is comprised of annual net rent, real estate taxes and amortized tenant improvements, and is typically revised on an annual basis. Once prepared by GSA, the prospectus package requires review and approval by the GSA Administrator, Office of Management and Budget (OMB) and Congress in order for the project to go forward. Any real estate project that does not meet the specified prospectus threshold is considered a non-prospectus project.

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#### 28. Can you show the separate timelines for prospectus and non-prospectus projects?

Non-Prospectus Level Projects:

- At 36 months prior to expiration, PBS' will reach out with the CPA to begin discussions on your future occupancy
- At 30 months prior to expiration, PBS will ask for strategic requirements (square footage, parking, delineated area, utilization rates) to be defined and agreed upon as the parameters of your space.
- At 24 months, PBS would like to have your technical requirements in place, i.e. your room adjacencies/matrix, and other details that make up your space.

Prospectus Level Projects:

- At 12 months prior to PBS' Capital Investment and Leasing Program submission to Congress, PBS will be contacting you via the CPA to begin discussion on your future occupancy needs
- At 6 months prior to PBS' CILP submission to Congress, PBS would like to have your strategic requirements set and agreed upon as the parameters of your future space.
- Once the strategic requirements are agreed upon, PBS will spend the next 24 months working with you to set your technical requirements in place.

#### 29. Are lease prospectuses based on net annual rent or total contract costs?

Leases are based on net annual rent. Alterations projects are based on total contract costs.

#### 30. What elements are included in the \$2.85 mil lease prospectus in addition to net annual rent, shell, BSAC, TIs, etc.?

If the sum of the base rent components multiplied by the rentable square feet (RSF) in the proposed lease equals or exceeds the annual prospectus threshold, the regional Office of Portfolio Management must submit a prospectus. Although the net rent determines if a prospectus must be submitted, the actual prospectus request must reflect the cost of a fully serviced lease; therefore, the regional Office of Portfolio Management must add back the operating expenses when calculating the proposed total annual cost and maximum rental rate per RSF. The total annual cost consists of what GSA pays to a lessor, plus any other costs outside the lease (such as for electricity) that the Government pays directly to the provider of that service, and is assumed to cover the cost of a fully serviced lease. If the Government were to pay for operating expenses separately outside the lease agreement, those costs must be added to the prospectus amount. The authorization must reflect the anticipated total annual cost of the lease, including any other costs paid to service providers of the type that would normally be included in a lease agreement (excluding personal property).

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**31. Can we go one step further in the timeline for prospectus projects based on USF? It's unclear if two years is enough time for projects that are more than 200,000 SF.**

Yes, the 24 month time frame for prospectus level projects is set in place once strategic requirements are finalized. Since prospectus projects can be complicated and take more than 2 years for execution, we have set the timeline to take that into consideration by aligning the submission date to Congress with the necessary build out time. Planned properly, the project will have 48 to 36 months for execution.

**32. Is the project lifecycle timeline the same for AAAP projects? Isn't AAAP supposed to reduce the time?**

Although AAAP projects are typically expedited, the timeline is the same because requirements still must be collected through market research. Time savings are usually achieved later in the process since there are no negotiations.

**33. There is an assumption that Lessors are not interested in dealing with AAAP three years before the lease expires. How does GSA address this?**

Although GSA begins the requirements development process with customers 36 months prior to OA expiration, RLPs will not be sent to the Lessor until the requirements are finalized, or 24 months prior to expiration.

**34. Who will provide a rough order of magnitude (ROM) cost estimate to the customer agency Project Manager?**

GSA, either through a contractor or through internal experts.

**35. Should the tenant receive copies of operations and maintenance manuals?**

Yes, the tenant has the right to receive the O&M manuals.