Introduction

The General Services Administration’s (GSA) overtime services program provides our tenants with the assurance that they have the required support and services essential to carrying out their mission requirements. The program operates in an environment that authorizes the tenant to provide GSA with the necessary reimbursable funding to cover the costs to deliver to our tenants services that exceed GSA’s 10 hour daily standard for building operations. Our goal is to ensure that these services and practices meet or exceed those that are furnished in the private sector. We are committed to maintaining a collaborative process between our tenants and GSA to ensure that overtime utilities are managed to meet your requirements and expectations.

GSA has established a National Overtime Utilities team to guide the program and estimating process. Part of the team’s tasking included developing tools and enhancements to standardize and make the estimating process easier. These included an Overtime Utilities Estimating Tool (OUET) implemented in RETA to prepare and track overtime estimates, as well as an Excel template to assist in the estimating process. Further enhancements continue to be made; check back at GSA OU for updates.

To better serve you, we also developed this guide to help explain GSA’s overtime utility services programs and tools. It should make it easier and more efficient for you to navigate through the complexity and hurdles of understanding how your overtime services are calculated.

The Pricing Desk Guide (PDG) addresses GSA’s overtime utilities for Leased and Owned buildings in Chapter 2 and Chapter 3 respectively. In addition, the Customer Guide to Real Property also reviews overtime utilities in Chapter 5 entitled ‘Reimbursable Services.’ For more information please contact your region or visit our GSA OU page.

How to Use this Guide

The following topics make it easy and convenient to find answers to your important questions regarding the overtime utilities program:

- General Information
- Policy and Overtime Utilities Governance
- Overtime Utilities and RWA Process
- Estimating Tools, including Reviewer’s Checklist/Inventory Template
- Software Program
Throughout this guide, there are hyperlinks that you can click on to take you to more specific information (typically web pages) or reference documents (mostly PDF formatted documents that you can open or download).
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Chapter 1: General Information

This chapter provides information on the OU Program and the statute authority for GSA to charge overtime utility costs based on the Federal Management Regulation (FMR) and GSA/PBS Pricing Guide and Policy.

1.1 The Overtime Utilities (OU) Program

What is the OU Program?
The Overtime Utilities program recovers from tenants the costs for utilities and associated services that exceed those provided during the standard building operating hours of 10 hours per day as specified in the PBS Pricing Policy, Section 3.7 Pricing Standards-Operating Costs.

What is the scope of the program?
The OU program collects approximately $160 million annually in overtime services across 11 GSA regions. The dollars are collected through Reimbursable Work Authorizations (RWAs). The process of estimating overtime utilities is standardized nationally and tied to the Reimbursable Entry Tracking Application (RETA) Program.

How are OU costs determined?
A module (OU estimating tool) within RETA provides a central, web-based repository for OU estimates. The system allows for the search results to be exported to a Microsoft Excel (.xls) file for full manipulation. Refer to Chapter 4, Estimating Tool, for more detailed information.

1.2 Overtime Utilities references -Federal Management Regulation (FMR) and Pricing Desk Guide

Where in the FMR is OU addressed?
See (41CFR 102-85.165). (leasing only)

Where in the Pricing Desk Guide is the OU Program addressed?

As referenced in the Pricing Desk Guide Section 3.7.1, standard utilities are based on a one-shift office operation, Monday through Friday, excluding federal holidays. PBS provides consistent heating or cooling temperature for 10 operating hours. For buildings with 24 hours per day operations, PBS provides one 10-hour shift, Monday through Friday, excluding federal holidays. Service beyond 10 hours is reimbursable.

The FMR Pricing Policy:

- Includes incidental use of elevators, lights, small office equipment and computers.
● The property manager, in consultation with the tenant agencies, determines the 10 hours of standard operation to accommodate the majority of tenant agencies.
● Is included in the Tenant’s (hours of operation) Occupancy Agreement.

1.3 Authority for GSA to collect for OU services

Authority for OU services and collections are in the Federal Property and Administrative Services Act of 1949, as amended, and as revised, restated and recodified without substantive change by P.L. 107-217 (Title, 40 U.S.C., Subtitle I).

1.4 OU Program Teams and Point of Contacts

**What does the OU Program Team do?**
The OU Team is responsible for effectively managing the OU Program, provide oversight of the estimating process, develop and implement enhancements to the OU Tool, and address issues from both GSA and tenant customers. The team meets bi-weekly throughout the year.

**Who are the team members?**
Representatives from each of GSA’s Regions and National Office:

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<th>Email</th>
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Chapter 2: Policy and Overtime Utilities Governance

This chapter provides references to policies and operational guidance for overtime utilities and associated excerpts supporting the OU Program.

2.1. The Pricing Guide and RWA Policy

The GSA/PBS Pricing Desk Guide addresses pricing in both leased and owned space; chapters 2 and 3 respectively. The RWA Guide addresses the RWA Policy.

For any above-standard services, the tenant agency must reimburse PBS, either through the traditional RWA process or via the OA Tool. Regardless of the payment mechanism, above-standard services are reimbursable expenses.

There are 2 types of RWAs:

- Recurring RWAs - provide services to client agencies where the costs of those services cannot readily be identified from standard operating costs. R-types are used for recurring services to Federal agencies, and C-types are for recurring services to non-federal entities under provisions of the Public Buildings Cooperative Use Act of 1976, now codified at 40 U.S.C. §581(h).
- Non-Recurring RWAs - are used for services that are metered separately and OU charges incurred are identifiable.

For additional information, refer to the RWA Guide, Section 3.5.2 Recurring and Non-Recurring RWAs.

2.2. Pricing Standards for Reimbursable Services

The PBS Rent bill component is used to recover the cost of reimbursable services that are above standard operating expenses. The OA Tool can be used to recover expenses when the cost of the reimbursable services rendered to a tenant agency is identical from month to month. The reimbursable recurring services billed through the OA Tool are limited to:

- Overtime utilities
- Enhanced custodial services
- Mechanical operations and maintenance (O&M) - HVAC
- Mechanical O&M – other

To participate in this program, the representative who receives the tenant agency Rent Bill must agree in writing, to have the reimbursable services billed to the same Intra-Governmental Payment and Collection System (IPAC) or Billing Office Accounting Code (BOAC) number to which the rent is billed.

Upon receipt of written acceptance, PBS Central Office identifies the tenant agency as a participating agency. PBS documents the reimbursable service agreement between PBS
and the tenant agency each year by an updated OA version (see the Appendix, Sample Format for Recurring Reimbursable Billing in the Pricing Desk Guide). The billing and services are discontinued automatically at the end of each fiscal year and must be renewed by the tenant agency to continue receiving services and be billed via the PBS Rent bill.

What does the Pricing Policy state regarding how the Standard Operations is determined?

Standard Services: To paraphrase Section 3.7.1 of the pricing policy, the property manager in collaboration with the tenants determines the 10 hours of standard operation to accommodate the majority of tenant agencies. In some situations, such as with multi-tenant buildings, PBS is unable to accommodate every tenant agency’s varying work shifts within the standard 10 hours of operation. Tenant agency operations above the established 10 hours of operation require reimbursement to PBS.

What building services are available to the tenant beyond the operating standard?

PBS tenant agencies may use their assigned space and supporting automatic elevator systems, lights, and small office and business machines (including personal computers) on an incidental basis outside of the 10 hours of standard operation without additional charge, unless specified otherwise in the OA. This is subject to limitations required by building control systems or planned outages associated with scheduled system maintenance. Further, PBS does not charge for incidental utility usage associated with antennas assigned to building tenant agencies. The antenna charge covers the cost of utility consumption by the antenna operation.

What building services are provided in the reimbursable charge?

The following services are provided on a reimbursable basis. Nonpayment will result in discontinuation of the above-standard service.

- Operation, maintenance and additional utility costs related to special tenant agency program equipment or fixtures. Examples include a computer room containing items such as air handling units and/or power distribution module. Spaces such as these are not considered typical office space; therefore, operation, maintenance, and additional utility costs are reimbursable for all hours of operation. Private elevators and lifts are not included in this (see section 3.6.3, Pricing Desk Guide).
- Utility costs where the tenant agency’s requirement is to operate the building’s HVAC system 24 hours a day. PBS provides 10 operating hours of HVAC service, 5 days a week, Monday through Friday, excluding federal holidays; therefore, service beyond 10 hours is reimbursable.
- Special cleaning (above office standard).
- Equipment maintenance costs for supplemental air conditioning equipment in conference spaces, computer facilities, laboratories, chemical or film storage, libraries, and other special use space.
● Frequent plumbing service calls for pantries, plumbing fixtures associated with laboratory use, and private bathrooms. Service calls resulting in only incidental expenses to PBS are performed at no charge to tenant agencies.
● Uninterruptible power services.
● PBS requests additional reimbursement for the costs to service the following space types only when the overall costs to maintain the space exceeds the operating cost component of the rent for the space type that PBS is already billing: Firing ranges and Sally ports.

Does GSA rebate rent?
PBS does not rebate rent or process a credit to a tenant agency when the cost of operating expenses, accounting for all differences, is less than the standard rent charge for operating costs.

What is the RWA Fee?
Costs for above-standard operating expenses are normally billed through the RWA process using the standard RWA form or may be bill by PBS in the Rent Bill through the OA Tool. If the RWA mechanism is used, a fixed fee of $100 or the sliding scale fee is applied. If the OA Tool is used for billing reimbursable services, the cost must be identical each month. An annual fee, currently $100 per service rendered, is charged to the tenant agency when billing for reimbursable services on the PBS Rent bill.

2.3. Operational Guidance

Are OU services addressed in the Operations & Maintenance (O&M) Specification?
Yes. Here are some OU components in the O&M Spec:
● General information and guidance concerning building operations and Overtime Utilities. (Section C.21.1 - “The Contractor shall be briefed by the property manager on GSA’s policy regarding overtime utilities to better understand what is considered standard and above standard services.”)
● Building Operating Plan:
  ○ Section 1.0 General Guidance: Overtime utilities are provided upon request.
  ○ Exhibit I, 10. Energy & Water Operational Performance Targets - Major equipment failures, building damage, tenant mission changes requiring significantly more overtime utilities are examples that can justify a revision to building-specific performance targets.
  ○ Attachment 1 – Energy and Water Efficiency Use Plan Template - Identify previous overtime utility requests and verify current year request.
● Procedures to accommodate tenant OU requests.
● Listings of mechanical equipment, hours of operation and separate procedures for heating and cooling.
Chapter 3: Overtime Utilities and RWA Process
This chapter defines the RWA flow process as it relates to OU service requests, including the process for disputes. It also briefly discusses what goes into the estimating process, how an estimate is calculated, and ways to reduce overtime costs.

3.1. Overview of estimating and dispute process

What is the process for Tenant OU estimates?
The overtime utilities estimating process normally begins in May-June of each year with communications between GSA and the tenant agency. Confirmation of OU needs and the necessary approvals are completed by July. The estimates are validated and signed with the agency in August, and subsequent RWAs from the customer begin in October.
What information is needed to complete an overtime utility estimate?

- Type of Space – Office Space, Server Room
- Location(s) – Floors, Entire Suite, or Single Office
- Date(s) – Single Day, Multiple Days
- Hour(s) - # of Hours, Repeating, Anytime
- Type of Utility – Lighting, HVAC, or both
- Cost of additional hours of operation beyond the standard 10 hours
- Cost for the additional maintenance
Overtime Utility Desk Guide
2015 Edition

● HVAC zoning as basis
● And for server/equipment spaces uniquely:
  a. Cost of all HVAC hours of operation
  b. Cost for maintenance of HVAC
  c. Tenant equipment loads – Server Room equipment
  d. Sub-metering data to validate estimates

How can an agency reduce its overtime utility costs?
● Change core hours and extra hours needed during the normal M-F work week
● Change temperature set points in server and equipment spaces
● Request for hours that are based on actual needs
● Consolidate server and equipment rooms where possible
● Move server and equipment rooms off of the chilled water loop
● Add more efficient systems to lower energy use for overtime loads

Check out additional information from the Green Federal Alliance.

3.2. Examples of tenant yearly letters for requesting OU’s

RETA includes standard customer letters for officially requesting overtime utilities/RWAs specifically:
● Verification of need
● Requesting RWA
● Second request for RWA
● Escalation Process

Check back at GSA OU for copies of these letters.

3.3. Can customers look up their own RWAs and estimates?

Yes. The eRETA application allows customer access by Agency Bureau Code w/User ID & Pswd, giving real-time RWA information and documentation (excluding Billing & Payment statements).

3.4. Energy Usage Analysis System (EUAS)

The EUAS allows GSA Managers, Regional Energy Coordinators, and other authorized users to view and print reports showing the latest energy usage and cost data available for GSA operated buildings. The data for these reports is provided by the PBS-FMSP Energy Division, National Energy and Water Management Center (NEWMC).

Access to EUAS is proprietary. Tenants will need to contact their GSA Regional POC for information.
Chapter 4: Estimating Tool and Associated Audit
This chapter provides the step by step estimating process that an estimator would perform in calculating charges for an OU request.

4.1. What is the tool?

The OU tool is a module within RETA. It provides a central, web-based repository for OU estimates. The system allows for the search results to be exported to a Microsoft Excel (.xls) file for full manipulation. Search results exported to Excel include a wider array of information than is displayed on the search screen or included in the existing reports. This additional information allows for the creation of reports to provide an overall picture of the national overtime utilities program.

4.2. Are there standard power conversion tables?

Yes. Here are the 2016 Power Conversion Formula Tables.

4.3. OU audits

What is the objective?
To conduct overtime utility (OU) audits (virtual or site visit) nationwide to provide quality assurance that our OU estimates are accurate, appropriate and promote transparency to our tenants. This effort promotes real property stewardship by ensuring that the tenant’s OU request is processed and prepared by GSA using the correct information and data to meet the mission critical needs of our building tenants while recovering GSA’s cost to provide this service. The review process will also help us better leverage our OU education/training to promote tenant awareness and encourage dialogue on how to best further reduce the use of OU demand which in turn will create opportunities to further reduce overall GSA energy consumption. National Office will conduct 3 OU audits quarterly to validate estimates identified by the agency and provide training as needed.

What are the types of Audits used?
There are two approaches for conducting an OU audit, Onsite and Virtual.

- The Onsite visit is the preferred audit protocol and should be used by the regions especially for large and complex OU estimates. This approach consists of actual visits by the property manager and estimator to the building being audited and touring the building plant and space to verify information provided to calculate OU estimate.

- The Virtual approach should be used for smaller routine buildings that are historically easier and have greater accuracy in preparing the OU estimate. A virtual audit can be used as a substitute for an onsite audit if it is determined by the region that an onsite visit is not cost effective. This should be annotated by the region in their ‘Report of Findings’.
How many audits are conducted each quarter?
At least three OU audits are conducted each quarter for three (3) agencies, at three (3) different buildings. Audits shall be focused on estimates that are identified to a specific agency in a specific building space.

What is the focus of these audits?
Verifying the equipment and systems type, sizing and time duration required to satisfy the tenants OU needs and reviewing the generated estimate with those accountable for preparing and reviewing the estimate.

Are there any OU audits that cannot be performed?
Estimates that are aggregated among multiple building space requirements that cannot be uncoupled for a specific space type or building shall not be audited unless the agency occupies all the space in the specific building.

What is the time commitment for audits?
Most routine estimates for office space require no more than 2 hours. More complex building space such as courts and large computer rooms can require 3 hours or more to complete.

What resources are required to perform OU audits?
The audit will depend on who is the responsible party for preparing the building OU estimate; property manager or regional staff estimator. In addition it is vital that the Regional OU Point of Contact, O&M Contractor, and the POC for tenant agency be involved.

What are the steps for conducting an audit?
The basics for an audit are:
1. Select building for audit and perform the following process.
2. Gather the ancillary services.
3. Review ‘all’ current year OU estimates for the specific building.
4. Verify whether the current year estimate is in line (+- 8%) with last years’ estimate.
5. Identify and specify any new changes that support an increase in OU costs.
6. Discuss estimate with the Property Manager, O&M Contractor, and Regional estimator/reviewer.
7. Verify building equipment and system zoning.
10. If additional support is required, contact Central Office.

For additional info, go to AUDIT.
Chapter 5: New Estimating Tools
Check back for the latest information at GSA OU Site.

5.1. Reviewers Checklist

To improve the accuracy of OU estimates, a Reviewers Checklist was developed by the OU National Team to identify common errors and inconsistencies that were occurring.

Here is a partial list found during audits; these tie back to individual fields in the Estimating Tool form. For a complete checklist, click HERE.

- wrong hours for leap year versus non-leap year
- forget to remove Outlets & Lighting numbers for server rooms
- mislabeling of building versus agency equipment
- fuel costs not matching EAUS

5.2. Estimating Tool

A new OU online estimating tool is in development. Among the goals for the tool are:

- help tenants easily navigate the form
- provide explanations for each field, e.g., what is measured, range of values, where does the information come from, how can it be validated
- improve transparency with tenants and their understanding of the process
- improve consistency
- share information on actual energy costs and energy usage

Check back at gsa.gov’s OU page for updated information.

Chapter 6: Training Presentations
This chapter contains links to training presentations for both estimators and tenants.

Go to gsa.gov training page to access various training documents such as:

OU Estimate Agency Training [PDF] - explains the components of an estimate and its creation.
And, Client Enrichment Series - Overtime Utilities - Dec 2013 [PDF] – provides a general overview of Overtime Utilities.
Chapter 7: Frequently Asked Questions
This chapter is a combination of Frequently Asked Questions from both the estimator perspective and the customer on the OU Program.

Tenants can ask questions at gsa.gov. Questions can also be sent to the OU Team via email at overtime-utilities-core-team@gsa.gov. All questions will be addressed by GSA’s National Office/OU National team, and posted to the FAQs website.

Some sample questions asked include:

- **Is there a mechanism for tenants to make a claim and receive a credit when it is believed that required services during the 10-hour day are not consistently provided?** For 10-hour day service issues, work with the GSA Property Manager and Regional Account Manager to resolve any disputes on service disruptions.

- **How does GSA estimate the load on various pieces of equipment?** The Property Managers work with O&M Contractor to review the loads on the equipment using the equipment logs or BAS system.

- **How can an agency obtain documentation supporting the OU charges? (i.e. Where does one obtain a copy of the print-out from GSA’s “Energy Usage Analysis System”)?** Yes, the tenant can request a copy from their Property Manager.

For the latest FAQs and complete answers, visit our FAQs web page.

Chapter 8: Reference Links

- **Overtime Utilities Program Home Page** - brief description of the OU Program.
- **OU Reference Documents** - gateway to several documents related to the OU program; e.g., billing OUs, and audit process.
- **OU Policy and Guidance** - covers such items as incidental usage, bundling estimates, sub-metering, and OUs under a CR.
- **FAQs** - frequently asked questions concerning Overtime Utilities.
- **Training Materials** - provides training items for both GSA estimators and tenant agencies users.
- **Power Conversion Formulas [PDF]** – the formulas to use, along with pictures of the associated equipment.
- **Bundling [PDF]** – policy and guidance on bundling OU estimates together.
- **OU Estimate Help Tool [XLS]** – explains the different fields that make up the estimate, including where the data comes from and how to validate it.
- **OU Process Flow Diagram [JPEG]** – a graphic displaying the Overtime Utilities Process Flow from request for service to submitting a signed RWA.
- **OU Tenant Appeals [PDF]** – describes the process for tenants to appeal an OU estimate.
Chapter 9: Best Practices and Data Design (white papers, etc.)
This chapter describes the best practices for the design of server rooms and general energy saving practices.

**Sustainability Facility Tool** – this tool walks thru the different parts of a facility, explaining each section (including HVAC, Lighting, Sub-metering, and others), and provides information on energy savings practices.

Go to our [GSA OU](#) website for updated information and documents.