CHAPTER 1:

Requirements Development

1. Overview

GSA's ability to deliver space that will meet client agencies' needs directly correlates to how well PBS understands our clients' requirements. Developing these requirements may call for a professional analysis of the client agency's mission, goals, business processes, and space standards. Some client agencies have well-established, highly developed requirements that will require less research by the Leasing Specialist (LS). Others, however, will require extensive research and collaboration with space development specialists such as architects, space planners, or interior designers. This information is summarized into a requirements package that the LS will use to deliver the space. In every case, the goal is to incorporate clear and enforceable requirements into the solicitation for offers (SFO).This chapter provides solid principles that will assist the LS in gathering and using critical information to develop technical requirements that will meet that goal.

During this preplanning phase, the focus is on obtaining strategic-level requirements, such as the delineated area, total square footage, and major components of that requirement. It is not necessary to obtain specific design-related requirements, such as a space plan or carpet specifications.

a. Decision to Lease

When GSA and the client agency first discuss a need for space, GSA's first obligation is to check its inventory of Government-owned and Government-controlled leased space. If no suitable Government-owned space is available to satisfy the client agency's need, a leasing action will be required. If Government-controlled leased space is available and able to meet their needs, a backfill lease action will be necessary. Backfills are discussed in Appendix G.

This Desk Guide is applicable when GSA has decided that leasing space is the appropriate action to meet the clients' needs, because Federal space is either unavailable or unable to satisfy the need.

b. Preliminary Inventory Check

Until the space requirement is fully developed and the square footage established, it may sometimes be difficult to decide whether the agency's need can be satisfied in vacant space. However, in most instances, at the initial agency contact, it will be evident to an LS familiar with the space inventory in a locale whether there is potential suitable vacant space available to meet the agency's need.

c. U.S. Postal Service Inventory

After checking the availability of GSA-controlled Federal space and determining there is no suitable vacant space, GSA is also required to extend consideration to the available space in buildings owned by the U.S. Postal Service (USPS). See Federal Management Regulation (FMR) 102-73.20 and Agreement Between the General Services Administration and the United States Postal Service Covering Real and Personal Property Relationships and Associated Services, dated July 1985.

d. Requirements Development Process

The Requirements Development Process is a business process for collecting, developing, and documenting space-related client requirements through the use of standardized tools, templates, and guidance available to the LS. It is the first step in the leasing process and may take anywhere from 2 to 8 months to develop, depending on the complexity of the requirements and the extent of interest and involvement by stakeholders (for example, labor unions). The anticipated requirements development period is in addition to the time allocated to procure new leased space, traditionally 18–24 months before lease expiration.

For lease acquisition purposes, requirements development means gathering the pertinent information from the client so that GSA can procure the correct amount and type of space from a responsible source in a location that will meet the mission needs of the agency. Clearly defined space requirements must be communicated to the market during the market survey and solicitation process in order for offerors to ascertain whether their space is adequate and for GSA to hold the successful offeror accountable to deliver the space as specified.

Some agencies have well-developed requirements, while others do not know how to convey their space needs to GSA. When the client agency comes to GSA for services or GSA calls upon the client agency because of an impending lease expiration, forced move, or other circumstance, the LS must meet or otherwise coordinate with the appropriate agency space management specialist to gather the requirements information.

e. When to Bring in Other Resources

The LS will need to bring in other specialists at times to assess or validate the client's needs..

When developing requirements for a continuing need, the LS should make every effort to visit the current space in question and discuss the anticipated breadth of changes with the agency.

During requirements development, the LS should ask the Regional Account Manager (RAM) whether there is a memorandum of understanding (MOU) between the agency and GSA and, if so, how it would affect the delivery of space.

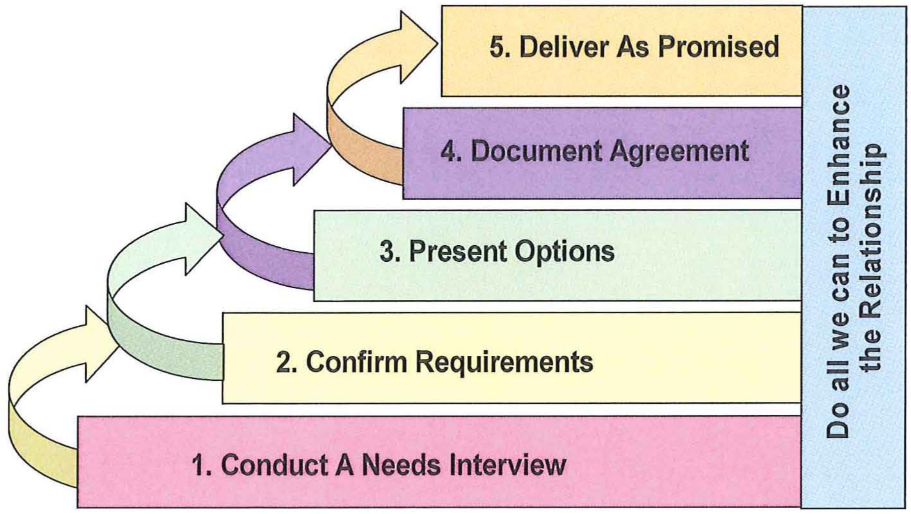
> **Your Colleagues Can Help**
>
> Leasing Specialists should seek advice and counsel from their colleagues when there is a mismatch between what a client needs and the requirements they documented. There is a network of experienced Leasing Specialists who can help you with issues.

When a client agency does not provide the necessary requirements information or approval of requirements developed by GSA, escalate contacts with the agency through higher administrative channels, up to and including Central Office, to reach a solution.

2. Transaction Management Process

The Transaction Management Playbook (TMP) captures the five key interactions with the client that ensure that we are meeting their needs and solving their problems, rather than just filling their orders. These five steps are documented in the graphic below.

Five Key Interactions With Clients



Documenting agreement of the customer's approved solution from this interaction binds GSA and the customer together and establishes the roles and responsibilities of both parties. The formal, branded proposal package commits GSA and our customer to delivery elements, including objectives, financial obligations, project milestones, methods of communication, and project team composition and responsibilities. For more information on this package, see the TMP Product Appendix—Proposal Package. The Transaction Management Playbook also includes other specific documentation and correspondence requirements for each of the interactions. It is available online at http://pbsportal.pbs.gsa.gov:7777/portal/page?_pageid=80,472323&_dad=portal&_schema=PORTAL.

3. Request for Space

The request for space produces documentation for the Lease File Tab I-A, SF-81 or Other Request for Space, and Tab I-B, Special Requirements (Specs).

PBS Milestone 1: Customer Request

Every agency is obligated to plan and budget for upcoming space needs at least 18 months in advance of the need date. For new requirements, expansions, or alterations, agencies are usually proactive in requesting space from GSA. However, GSA often must initiate a space action with the agency as the expiration of an existing lease is approaching and a replacing lease is required. Typically, GSA should begin reaching out to expiring lease tenants approximately 24 months in advance of the expiration to determine whether a continuing need exists and to remind the agency of the need to provide GSA with a request for space. Some procurements, especially those for new construction, will require additional time. Prospectus procurements may need to begin 36, 48, or even 60 months in advance. Note: To meet the space delivery schedule, the LS will need to contact the agency before these lead times begin.

LSs initiate a new lease action only after receiving a bona fide request for space from an agency. The request may be a formal SF-81, Request for Space; this form is no longer required, although some agencies still use it. Other request methods are acceptable, including phone calls, letters, or emails from the agency. Regardless of the format of the request, it should originate from an authorized ordering official—someone who has the appropriate authority to request space and obligate the agency financially. The LS should always deal with an authorized ordering official and exercise caution toward any request coming directly from a local agency. In most cases, agencies have space acquisition specialists who will initiate requests at a national or regional level. If the authority of the requesting party is questionable, the LS should contact the appropriate Regional Account Manager for the client agency to verify that the requestor is authorized, and should document the lease file accordingly. The LS should refer requestors who do not possess the proper authority to their appropriate internal contact.

Know Your Customer

Before starting, conduct some research about the client agency and its mission. Good sources include:

- Client agency Web site
- Customer Profile System (CPS) on the PBS Portal
- Regional Account Management Pages (RAMP) on InSite

Client agency requirements, at a minimum, must include the following components:

- Square footage;
- Type of space;
- Client agency special requirements;
- Parking; and
- Delineated area.

a. Square Footage

The amount of square footage a client agency needs can be determined by the number of personnel involved, the office and support space required, and circulation space. In identifying the amount of space required to house the agency's personnel and equipment, care must be taken to confirm that the space requirement provided by the client is expressed as ANSI BOMA Office Area square feet, not rentable square feet. If the agency does not have the expertise to provide this information, then the LS will need to seek professional guidance from the region's GSA requirements development subject matter expert, or from a contracted workplace consultant or space planner. This standard of space measurement is discussed in more detail in Chapter 2, New or Replacing Lease.

b. Type of Space

The type of space and designated square footage should also be established. Types of space include the following:

- Office;

- Storage;
- Support office areas;
- Computer rooms;
- Mission-related areas;
- Laboratories; and
- Warehouse space.

The type of space is as important as the square footage required, because it will shape the rest of the space selection and procurement process. For example, an agency may require a mixed-use space with a majority of office space, but if this same space will have an active warehouse/dock with heavy traffic, then a Central Business District location may not be appropriate. The LS must consider such agency mission-related needs.

c. Agency Special Requirements and Specifications

The LS must request the agency to indicate any requirements identifying needs beyond the shell and tenant improvement language in the SFO. Not all special requirements must be identified before starting a lease acquisition. However, at a minimum, the LS needs to know the special requirements and "go/no-go" factors that an offeror's location must meet in order to support a client agency's mission. Examples of these include:

- Loading dock at the building;
- Floor restrictions;
- Proximity to public transportation;
- 24-hour computer rooms (size, equipment, and heat loads); and
- Daytime cleaning.

Common Requirements Development Pitfalls

- Incorrect amount of space requested
- Special requirements ("must haves") that are not clearly defined
- Unclear delineated area (too broad or too narrow)
- Incorrect use of award factors
- Outdated data about the client agency
- Conflicting information from the local agency contact versus the agency headquarters

It is also important to understand the distinction between an agency's **special requirements**, which must be met in all instances, and its **preferences**, which could be used as award factors in the procurement. For example, a Leadership in Energy and Environmental Design (LEED) silver certification may be required, but gold would be preferred. Refer to Chapter 13, Source Selection, for information on the use of award factors.

The final version of the special requirements may be filed under Tab 3 of the lease file along with the SFO. If this is the case, place a memo in Tab 1 indicating where to find this information.

d. Parking

The number of parking spaces for official Government vehicles must be established. Parking specifications should also state whether the parking must be structured, secured, or reserved.

Generally, employee parking is not part of the lease requirement.

e. Delineated Area

The client agency's approved space requirements must identify a delineated area for the space acquisition. Sites to be included as part of a market survey must be within this delineated area, per FMR 102-83.25, and consider all Executive orders and regulations governing location policy.

Refer to chapter 2, part 2, section 3 for more detailed guidance regarding the delineated area.

f. Security

At a minimum, the client agency and project's security level must be established in consultation with the Federal Protective Service (FPS) and the client agencies. Additional client agency security needs and requirements must be identified, as they can affect which buildings will be considered.

Consultation With FPS

FPS will assist GSA and the client agency in reviewing or developing security-related requirements for a particular location to enhance employee security and/or safeguard sensitive Government information, developing the independent Government estimates for such services, conducting prelease security surveys, and performing background investigations.

Looking Ahead

If the leased building will be Security Level IV or 100-percent occupancy Level III, sensitive but unclassified (SBU) information requirements apply; the GSA order is available online at: http://internotes.gsa.gov/Insite/gsad.nsf/wp_InsiteDirectivesDisplay/1CF91A1623F28CE5862575C80060849F?OpenDocument.
Homeland Security Policy Directive-12 clearance will also apply to contractors and others requiring regular access to the space.

4. Data Gathering

a. Program of Requirements

In some instances, the agency will prepare its Program of Requirements for the procurement or otherwise supply most or all of the data necessary for describing its requirements. When it does not, establishing requirements involves a comprehensive and complex interaction between GSA and the client agency. A thorough development process will result in a clear understanding of the client agency's needs, time frames, and any special requirements.

Early Action

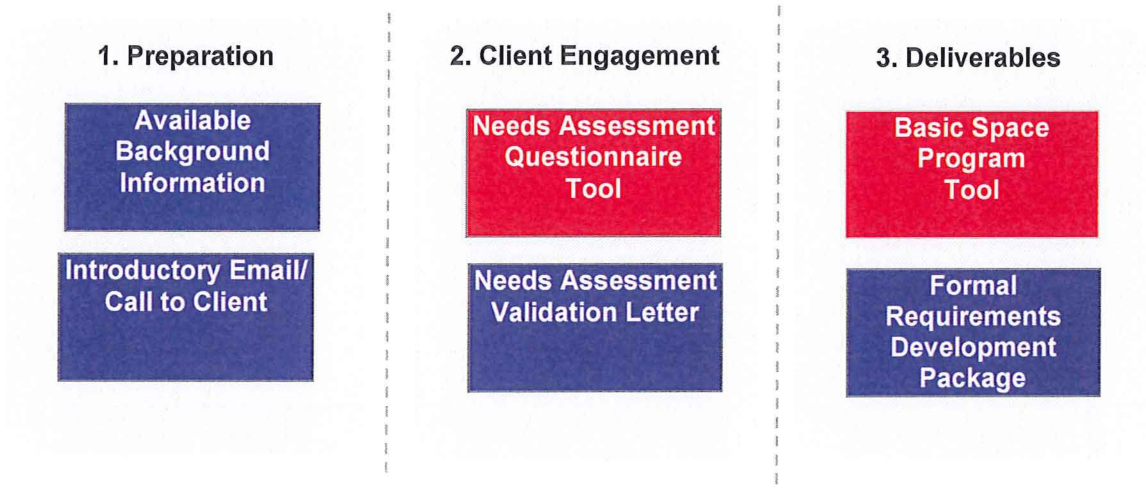
Some requirements call for funding in advance, such as to analyze space utilization, and the overall process can be lengthy. So it is important for GSA to work with customers well in advance.

When agency-provided information is insufficient, the LS should perform more extensive research according to the steps outlined below. Although these steps are crucial when agency information is incomplete, they can be useful for all projects.

During data gathering, LSs collect information by performing interviews, conducting work sessions, and completing forms. Requirements development subject matter experts (SME) may assist by using this information to develop a space-planning report and technical requirements for interior buildout, if necessary.

This basic process is shown in the illustration below:

Requirements Data-Gathering Process



The tools and templates can be found on the PBS Center for Workspace Delivery's Web site: http://pbsportal.pbs.gsa.gov:7777/portal/page?_pageid=80,469970&_dad=portal&_schema=PORTAL. The following discussion outlines the main steps in each phase.

Preparation

Background information is often available and can be collected before contacting the client agency. The following information can be gathered by speaking with the PBS property manager, Regional Account Manager, Lease Contracting Officer, or other PBS colleagues. PBS databases, e-tools, electronic inventories, and billing document systems, as well as the client Web site, are also good resources for collecting the following background information:

- The client agency's organization chart and mission statements, which help explain the agency's programs and goals and provide a general context for understanding its space needs;
- Current and future staffing requirements;
- Agency space standards and design guides;
- General agency information (agency mission, initiatives or trends, Tenant Satisfaction Survey, person authorized to approve the Occupancy Agreement (OA));
- Floor plans and/or furniture plans; and
- Current space assignment information.

Client Engagement

An LS may conduct interviews with key personnel. The Needs Assessment Questionnaire is available as a guide to assess client needs in terms of the critical factors driving the request, such as the amount of space, the lease term, budget, space quality, or other similar factors. Not all of the questionnaire items will be necessary for each project. The worksheet is a place to collect lists of personnel, their job titles, support areas, and furniture to be housed.

Documenting the Requirements

One approach to confirming the requirements is to use the Needs Assessment Questionnaire tool as a discussion guide between PBS and the client agency. It allows PBS to work with client agencies consistently across all 11 regions and can be used by anyone who conducts requirements development.

A Needs Assessment Validation Letter can be used after interviewing the client. The letter provides a broad written summary of PBS' interpretation of the client's needs, thereby allowing the client agency to verify that our understanding of the requirements is correct. Note: The LS may modify this template to document specific issues, if required.

If the scope of the need warrants, the LS may also consult with space planners and perform a space utilization study. This may involve examining the agency's current location to assess its efficiency and/or to determine whether the existing location can meet the new requirements.

b. Deliverables

Basic Space Program Tool

The Basic Space Program tool details the client agency's space calculations. The Basic Space Program is used in lieu of the Request for Space (SF-81) and includes more detailed information, such as the size and characteristics of office space. If a client agency provides an SF-81 or a space calculation sheet, the data should be entered into the Basic Space Program to confirm data accuracy and obtain a clear understanding of the requirement. Sometimes a customer may forget circulation or miscalculate the total amount of space needed. PBS employees must verify the accuracy and methodology behind client-developed requirements.

Formal Requirements Package

The collected information is compiled into a formal requirements package that is used to document agreed-upon strategy-level requirements with the client, identify the Program of Requirements, and develop an SFO that contains clear and enforceable client agency requirements.

The formal requirements package should include a TMP cover sheet, summary of the Needs Assessment Questionnaire, and the Basic Space Program. This summary must, at a minimum, include the items listed above:

- Basic Space Program:
  - Square footage;
  - Type of space;

- Agency special requirements and specifications;
- Parking, security, and hours of operation needs; and
- Delineated area.

It may also include the following information:

- Agency mission, goals, and major business processes;
- Agency objectives and constraints related to new requirement;
- Workspace description—general outline of offices, cubicles, and support space;
- Adjacency needs;
- Personnel headcount and organization chart; and
- Furniture and equipment needs

The requirements development deliverable for the client is a formal requirements package, as described above. The formal requirements package must be filed in Tab 1 of the lease file.

This document, along with GSA's solicitation for offers, becomes the foundation for the lease and will affect the agency's occupancy for years into the future.

5. Confirming Agency Requirements

a. Program of Requirements

The client agency reviews and approves the formal requirements package, including the Program of Requirements (POR), and this information is then used to complete the formal request for space. The client agency confirms the final space requirements by letter or email to the LS. The letter or email should be placed in the lease file under Tab 1.

PBS Milestone 2: Funds in Place

PBS Milestone 3: Requirements Finalized

b. Funding

The task of confirming requirements includes verifying that the client agency has appropriate funding. Funding must be obligated by the client agency for every space action. Even if no SF-81 is submitted, the space request must confirm funding availability with an authorized agency official's signature on the first draft of the OA.

PBS Milestone 4: Initial Financial Agreement With Customer (e.g., Draft OA or Draft RWA)

Additionally, if a client agency is expected to exceed its tenant improvement allowance with the buildout, Reimbursable Work Authorization (RWA) funding should be discussed.

c. Schedule

The client agency should also receive a project schedule, even if it includes only the PBS Customer Milestones schedule at the beginning of the project. (http://pbsportal.pbs.gsa.gov:7777/portal/page?_pageid=80,582112&_dad=portal&_schema=PORTAL).

Lump-Sum RWA

Agency requirements whose cost exceeds the standard Tenant Improvement allowance must be reimbursed by a lump-sum RWA.

Regional Special Requirements

The LS should confirm any specific requirements that may be regionally driven.

d. Requirements That Indicate Lease Construction

If the client agency requirements, viewed in the context of the current market, indicate that lease construction should be considered as a solution, the LS must understand that one or more of the following actions may be triggered:

- Below-prospectus lease construction review;
- Prospectus-level lease construction submittal;
- Compliance review for Categorical Exclusion (CATEX) and National Environmental Policy Act (NEPA) requirements; and
- Scoring evaluation per Office of Management and Budget (OMB) Circular A-11, "Preparation, Submission, and Execution of the Budget."

Refer to Chapter 2, New or Replacing Lease, and Chapter 14, Lease Construction, for details on these reviews.

6. Requirements Development Assistance

a. Subject Matter Experts

The Center for Workspace Delivery, Office of Client Solutions, has organized a network of professionals available for advice and consultation on requirements development issues. The SMEs are experienced individuals with workplace design backgrounds who can help with:

- Reviewing space programs for accuracy and logic errors;
- Consulting with a client on workspace questions (for example, "Would you help me find a consolidated, central filing solution," or "We're teleworking—how can I shrink my square footage?");

- Advising on whether additional workplace analysis is needed, or strategic requirements development (described below); and
- Pursuing resources for analysis related to strategic requirements development.

b. Strategic Requirements Development Process

The Center for Workspace Delivery also has a more sophisticated, strategic set of requirements development tools to obtain indepth workplace and organizational analysis. This toolkit was previously known as Workplace 20.20, POR+, or Deep Dive. To leverage the costs of a more involved, strategic engagement with the client, this type of requirements development is most appropriate for client agency organizational units that:

- Are undergoing a change in mission and may benefit from a space move to improve the space layout to increase their effectiveness;
- Have a national program, which may benefit from a larger strategic engagement to affect future solicitations nationally;
- Are particularly large and complex; or
- Request assistance in analyzing and redesigning their workplace.

LSs should consult with their region's requirements development subject matter expert if the project exhibits one or more of these traits.

c. Resources

The following resources are available to assist LSs in developing requirements on the Workplace Delivery Center's Web site at http://pbsportal.pbs.gsa.gov:7777/portal/page?_pageid=80,469970&_dad=portal&_schema=PORTAL:

- A one-source repository for tools and guidance;
- List of SMEs;
- Library of agency space standards; and
- Library of workplace photos.