Foreword

The U.S. General Services Administration's (GSA) Capital Program presents a uniquely powerful set of opportunities and responsibilities. The Capital Program helps to shape our nation's federal legacy by creating venues for effective public service and by forging the physical symbols of our federal government in communities nationwide.

Our public buildings symbolize the enduring form of American government. Structures as diverse as new courthouses, IRS district offices, and frontier border stations are monuments to the vision, leadership, and commitment of the nation. In turn, these public buildings contribute to the shape and definition of their communities. The Program shapes this legacy through the critical decisions that we make at the very beginning of every project.

Certainly, this legacy becomes obvious during the construction process—as sites are prepared and as steel rises from the ground—and during the occupancy process—as employees move into their new offices. Of course, it remains visible every time the public arrives at the door and enters a place where national government meets local community. The brick, the stone, the glass and steel, the hustle and bustle to and from these buildings—all of these are clear messages about the federal government's role in everyday life.

It is equally clear that our planning studies, decisions, and strategies during project development shape these buildings and this legacy as much as the physical materials. With so much at stake and with such tremendous opportunities in our Capital Program, it is my hope that this Guide will assist each of us as we continue to strive for excellence in every federal project.

F. Joseph Moravec
Commissioner of the Public Buildings Service
U.S. General Services Administration

Introduction

This Project Planning Guide has been developed to assist all of those who develop GSA's Capital Program in evaluating, developing, and implementing federal facilities projects.

About This Guide

For GSA staff about to embark on a Feasibility Study or Program Development Study (PDS), this Guide outlines the project delivery process and keys to success. For other participants in a Feasibility Study or PDS effort, this Guide provides information on how you can support the process, as a team member, expert resource, or intended user of the final product.

This Guide is divided into five main chapters and several appendices.

- **Overview of GSA's Capital Program** outlines GSA's basic Capital Program development planning process and the fundamental roles of the Feasibility Study and the Program Development Study. The section includes summary sheets of each study and an overall project activity timeline.
- **What's Important and When** discusses GSA's primary business and program goals as presented in the Feasibility Study and PDS.
- **Pre-Planning Phase** describes the role that GSA's daily management of facility requirements, customer needs, and portfolio planning play in the project development process. GSA professionals know that projects seldom have a cold start. They germinate slowly over time as requirements accumulate. Managing this process is important to project scoping and planning.
- **Feasibility Study Phase** outlines the process for beginning, conducting, and completing a Feasibility Study, a process that ends with the submission of the Prospectus package for site and design funding. This section describes the process, deliverables, and keys to success to develop a sound project and site/design funding request. It explains that the Feasibility Study is the core of this process, but not the only ingredient needed for success.

The Feasibility Study plays the most important role in shaping the final delivered project. It evaluates alternatives; forms the breadth and scope of the project and budget; and sets expectations for the team, the customer agency, and the local community.

- **Program Development Study Phase** outlines the process for evaluating the Feasibility Study as the foundation for the PDS, digesting new information, refining the project further, and directing the project's design and construction strategy. This section discusses the process, deliverables, and keys to success to support a sound design start and construction funding request.
- **Appendices** include a glossary, process checklists, and worksheets to determine team roles and responsibilities, as well as resources for more information.

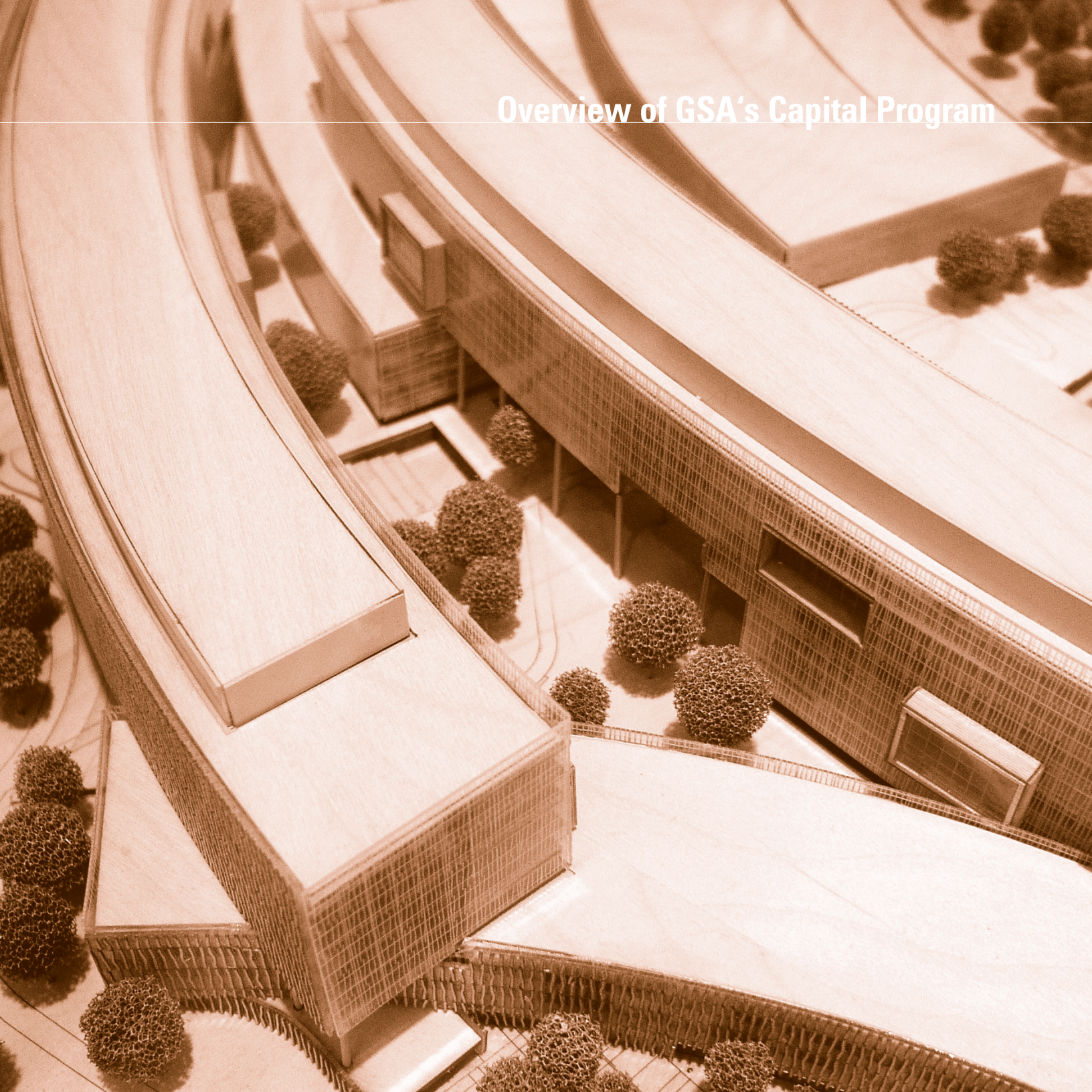
Beyond This Guide

The Guide identifies many additional sources and experts for detailed support of the planning process and outlines a strategy to make effective use of those resources. GSA has a comprehensive body of additional resources on key topics important to project development, from site selection and preservation handbooks, to pricing guides and facilities standards. *Consult Appendix F for the most detailed information regarding requirements for the Feasibility Study and PDS.*

New in This Guide

- Comparison of the Pre-Planning, Feasibility Study, and PDS phases in terms of level of analysis, required deliverables, and supporting studies.
- Typical timelines and durations for each study to assist with development of the Work Plan.
- Summary sheets and checklists for key steps in the process.
- Worksheets to assist with selection of team members.

Overview of GSA's Capital Program



Sioux City, IA

The Asset Business Team played a key role in the capital development process for the renovation of this historic courthouse. In the Pre-Planning phase, a master housing plan for the agencies provided in-depth information for tenant needs. During the Feasibility Study, the team assisted with the scope of work, reviewed and commented throughout the process, and functioned as the core team for the project's funding and execution phases. Throughout the housing plan and the Feasibility Study, the team tracked tenant requirements by agency/bureau code, a skillful contribution to the quality of data (and everyone's sanity).

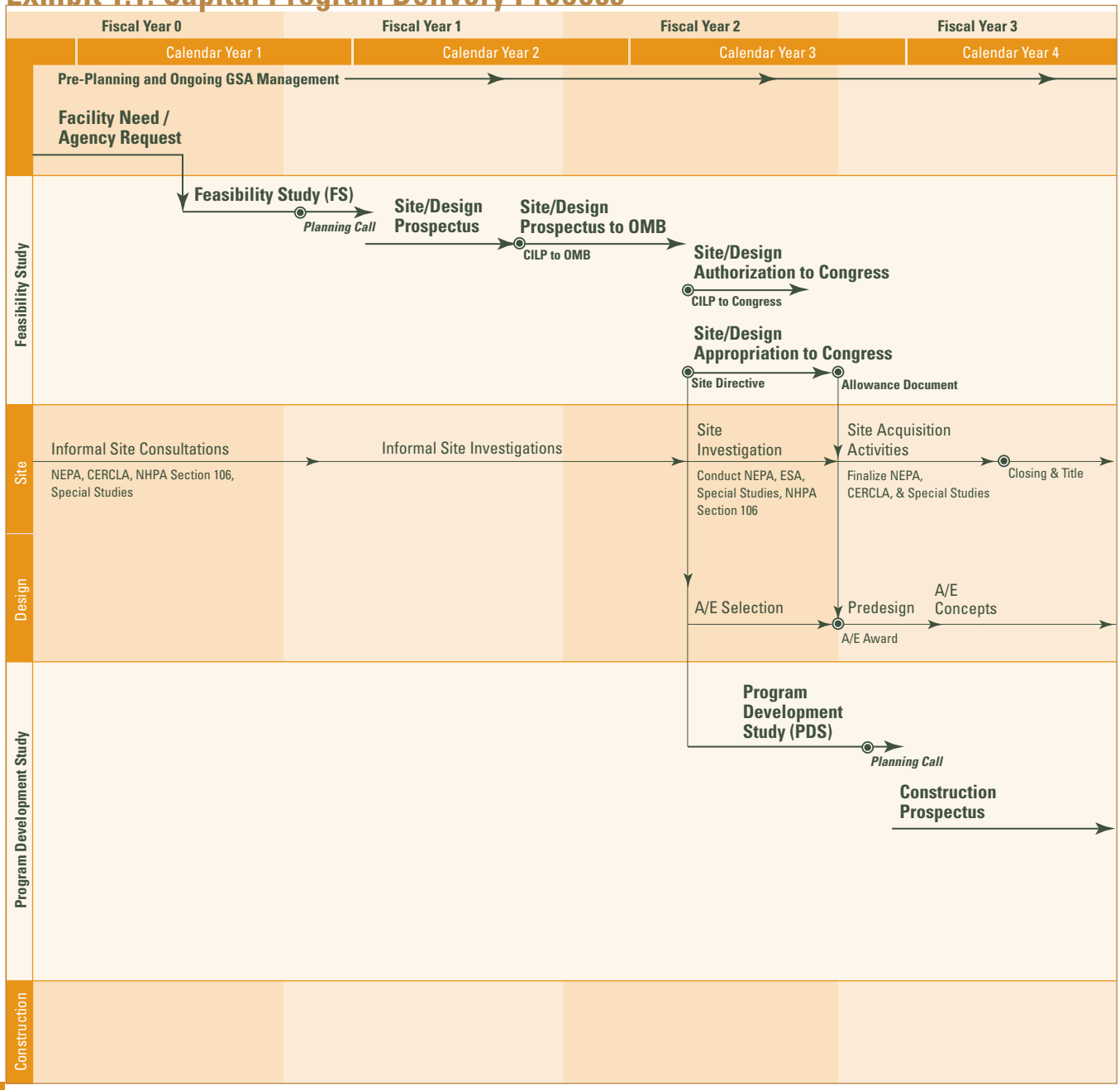
Overview of the Process

As a federal agency, GSA has a prescribed method (see Exhibit 1.1) for evaluating, proposing, and securing funding for capital projects. This is known as the Capital Investment and Leasing Program (CILP). The key characteristics of the program are described below:

- GSA Regional Offices submit annual proposals for consideration and inclusion into the GSA's budget request to GSA's Central Office, which develops the submission to the Office of Management and Budget (OMB). The Regional project submissions for a given authorization are sent in about two years before the fiscal funding year to allow for internal and OMB reviews. For example, projects for authorization for 2005 were submitted to GSA's Central Office in the spring of 2003.
- GSA issues the specific requirements for project submittal in an annual *Planning Call* to its Regional Offices. The specific requirements for these submissions may vary slightly from year to year, but the basics remain constant.
- GSA's Feasibility Studies and Program Development Studies (PDSs) form the foundation of the Capital Program.
- GSA typically must receive separate authorization for design and site acquisition funding (Feasibility Study) and construction funding (PDS). These actions are usually two years apart.
- GSA requires a Feasibility Study to support an authorization request for site acquisition and design funding.
- GSA requires a Program Development Study (PDS) to support an authorization for construction funding. Design/build and lease construct projects follow a different path, using a one-step funding process. In these cases, the Feasibility Study and PDS are combined into a single document.

Exhibits 1.2, 1.3, and 1.4 include a summary of the Pre-Planning, Feasibility Study, and PDS activities, respectively.

Exhibit 1.1: Capital Program Delivery Process




Fiscal Year 4
Fiscal Year 5
Fiscal Year 6+
Calendar Year 5
Calendar Year 6
Calendar Year 7
Site Remediation
Site Construction
A/E Design Development
A/E Construction Documentation
A/E Design Complete
Construction Prospectus to OMB
CILP to OMB
Construction Authorization to Congress
CILP to Congress
Construction Appropriation to Congress
Construction Allowance Document
General Contractor Selection
Building Construction
G/C Award

Exhibit 1.2: Summary Sheet—Pre-Planning Phase

Goal	The Pre-Planning phase represents GSA's day-to-day facility operations. It assembles the people, information, and budgets needed for an effective evaluation of the alternatives that will be developed in the Feasibility Study. During the Pre-Planning phase, GSA becomes familiar with much of this information (e.g., special studies, customer agency plans, facility requirements, and community characteristics).
Keys to Success	• Know GSA's inventory in the community and the local market. • Maintain close working relationships with customer and community stakeholders. • Know GSA facility needs and urgencies.
Tasks	• Maintain ongoing communication with the customer agency and community stakeholders. • Complete Local Portfolio Plans (LPPs) and Asset Business Plans (ABPs). • Complete facility conditions and other special studies, including Building Evaluation Reports (BERs), Building Preservation Plans (BPPs), and seismic and security studies, among others. • Assess the customer's present and future needs. • Reserve budgets for additional required studies. • Know community plans and develop local contacts.
Deliverables	• Topic-specific studies necessary to prepare the Feasibility Study or PDS (e.g., BERs, BPPs, seismic). • Ongoing small renovation projects (Budget Activity 54, BA54). • Informal customer agency needs assessments or space requests.
Approvals	• N/A

Resources

Office of the Chief Architect
- *The Project Planning Guide*
- *GSA Preservation Desk Guide*
- *U.S. Courts' 5-Year Plan*
- *Courthouse Project Handbook*
- *Building Commissioning Guide*
- *CivicSquare—Urban Development/Good Neighbor Insite*

Regional Border Station Center
- Border Station Partnership Council Long-Range Plan

Regional Office of Real Property Asset Management
- Customer agency space plans
- Local Portfolio Plans (LPPs)
- Asset Business Plans (ABPs)

Regional Property Development
- Building Evaluation Reports (BERs)

Regional Historic Preservation Officer
- Building Preservation Plans (BPPs)

Each of these publications and documents is available, along with other resources, on PBS Web sites.

Exhibit 1.3: Summary Sheet—Feasibility Study (FS) Process

Goal	In the Feasibility Study phase, the project team and the customer agency consider alternatives and set a course of action for the project. By the completion of this phase, GSA must recommend an alternative to meet a customer's need or a facility's requirement. The choice must establish a sound foundation for the design and execution of the project. The Feasibility Study process has the single greatest influence on a project's development.
Keys to Success	• Supply logistical support for the Site/Design Prospectus. • Understand the customer's business goals. • Develop an integrated project team (consistent with OMB guidance and GSA's overall emphasis on integrated design). • Evaluate a broad range of alternatives. • Identify and evaluate viable sites. • Set realistic customer expectations for future projects. • Supply sufficient information to establish the site and design budget. • Provide clear pricing and tenant improvement (TI) information. • Identify investment returns. • Emphasize the importance of the Project Management Plan.
Tasks	• Establish project goals. • Assemble needed resources and guidelines. • Identify team roles and responsibilities. • Assess existing facility conditions. • Assess the customer's present and future needs. • Create a customer/community Communications Plan. • Identify the range of alternatives to meet needs and goals. • Evaluate the program, cost, and project goal implications of each alternative. • Assess logistical considerations and risks. • Recommend an alternative. • Establish the project schedule. • Initiate Section 106 of the National Historic Preservation Act (NHPA) and National Environmental Policy Act (NEPA) consultation. • Create a Project Management Plan.

	• Provide documentation to support the Site/Design Prospectus. • Recommend a designer procurement process.
Deliverables	• Feasibility Study (all alternatives). • Project Management Plan (developed concurrently). • Site/Design Prospectus request. • Project Development Rating Index (PDRI).
Approvals	• Project Management Plan submittal. • GSA submittal of project to OMB. • OMB inclusion of project in budget request. • Congressional authorization of Site/Design Prospectus.
Resources	**Office of the Chief Architect** • *The Project Planning Guide* • *Facilities Standards for the Public Buildings Service (P-100)* • Scope of Work for Feasibility Studies • *The Site Selection Guide* • Project Management Plan Outline (samples) • *Design Excellence Program Guide* • QA/Commissioning Tool • *CivicSquare–Urban Development/Good Neighbor Insite* • *General Construction Cost Review Guide (GCCRG)* • *Courthouse Project Handbook* • *Building Commissioning Guide* • *GSA Preservation Desk Guide* **Office of Real Property Asset Management** • CILP *Planning Call* **Regional Office of Real Property Asset Management** • Asset Business Plans (ABPs) • Local Portfolio Plans (LPPs) **Regional Border Station Center** • Border Station Partnership Council Long-Range Plan **Regional Historic Preservation Officer** • Building Preservation Plans (BPPs) **Office of Applied Science** • *NEPA Desk Guide* Each of these publications and documents is available, along with other resources, on PBS Web sites.

Exhibit 1.4: Summary Sheet—Program Development Study (PDS) Process

Goal	In the PDS phase, the project team and their customer agency refine the project created in the Feasibility Study phase. With the completion of this phase, GSA has a sound foundation to pursue construction funding.
Keys to Success	• Evaluate Feasibility Study conclusions and assumptions. • Understand the design strategy. • Develop a detailed Implementation Plan. • Supply a sufficient construction budget. • Develop clear pricing and building shell and tenant improvement (TI) information.
Tasks	• Assess Feasibility Study and new information. • Establish project goals. • Assemble needed resources and guidelines. • Identify team roles and responsibilities. • Refine customer/community Communications Plan. • Identify a range of alternatives. • Evaluate the program, cost, and project goal implications of each alternative. • Assess logistical considerations and risks. • Consult State Historic Preservation Officer (SHPO)/Advisory Council on Historic Preservation (ACHP) on preservation impacts. • Recommend detailed alternatives (design directives). • Recommend a contractor procurement process. • Establish/refine project schedule. • Refine Project Management Plan. • Provide documentation to support Construction Prospectus.
Deliverables	• PDS. • Project Management Plan. • Construction Prospectus request. • Project Development Rating Index (PDRI).

Approvals	• Approval of Project Management Plan. • PBS submittal of project. • OMB inclusion of project in budget request. • Congressional authorization of Construction Prospectus.
Resources	**Office of the Chief Architect** • *The Project Planning Guide* • *Facilities Standards for the Public Buildings Service (P-100)* • Scope of Work for Feasibility Studies • *The Site Selection Guide* • Project Management Plan Outline (samples) • *Design Excellence Program Guide* • QA/Commissioning Tool • *CivicSquare–Urban Development/Good Neighbor Insite* • *Courthouse Project Handbook* • *Building Commissioning Guide* • *GSA Preservation Desk Guide* • Scope of Work for PDSs **Office of Real Property Asset Management** • CILP *Planning Call* **Regional Office of Real Property Asset Management** • Asset Business Plans (ABPs) • Local Portfolio Plans (LPPs) **Regional Border Station Center** • Border Station Partnership Council Long-Range Plan **Regional Historic Preservation Officer** • Building Preservation Plans (BPPs) **Office of Applied Science** • *NEPA Desk Guide* Each of these publications and documents is available, along with other resources, on PBS Web sites.

United States Courthouse, Buffalo NY
Architect: Kohn Pedersen Fox Associates

What's Important and When

What's Important and When

Like Buying a Car

The project development process can be like buying a car.

First (in the Feasibility Study phase), you consider alternative modes of transportation, vehicle types, ownership options, and expenses. You may conclude that the best way to meet your family's needs is with a small wagon that can tow a trailer.

Next (in the PDS phase), you explore various makes and models, options packages, financing options, and dealers. You decide to lease a wagon from a specific dealer and waive the rust-proofing option, but choose the manual transmission. The success of both phases depends on the pre-planning phase, knowing your family's future needs.

Of course, GSA's Feasibility Study and PDS approaches entail very different options and issues. But as the car analogy suggests, each has a fundamental influence on the final product's affordability, reliability, and suitability for the task at hand.

This section discusses the key categories for successful GSA project development and delivery. It highlights the comparative roles of facility management operations (the pre-planning phase), the Feasibility Study, and the Program Development Study (PDS) in addressing each category. Refer to "Appendix C: Feasibility Study Checklist" and "Appendix D: PDS Checklist" for further comparisons.

The Pre-Planning phase represents the day-to-day facilities management and client services that lay the groundwork for project development. Knowledge gained and working relationships developed during this stage play a key role in the ultimate success of the Feasibility Study and the PDS.

The Feasibility Study evaluates the customer's goals and needs, the facility's requirements, and options to meet those needs, as well as their impact on GSA's inventory and business goals. Alternative scenarios are developed, evaluated, and refined to select a recommended direction. Don't be tempted to give the Feasibility Study less consideration than the PDS. The Feasibility Study process has the greatest impact on a project's success because it defines the project's basic parameters. It defines *what the project will be*.

The Feasibility Study must identify and address all of the project's fundamental issues. Delaying the consideration of any key issues until the PDS phase is far too late. Put plainly, once the Feasibility Study is complete, the project team has already committed to the "small wagon with the trailer" (see "Like Buying a Car" sidebar). The Feasibility Study focuses on the scope and basic parameters of the project. The PDS looks at the same topics, but at a more detailed level of analysis.

The PDS begins with the recommendation of the Feasibility Study; determines whether it is still the best course of action; and then develops the detailed implementation strategy, cost estimates, and design directives. These studies support the Construction Prospectus.

The comparison of the Pre-Planning, Feasibility Study, and PDS phases is organized into five categories; each has key comparison points:

1. Customer Considerations
2. Physical Plant and Structure
3. Legacy Activities
4. Project Implementation
5. Capital Program Support

Customer Considerations

PBS's approach to providing superior workplaces for federal workers must include a solid understanding of the customer's needs. These include the customer's strategic business goals, human capital issues, ability to respond to change, use of high-performance environments, and work processes and settings. Customer needs and project requirements must be addressed throughout the process, but the Feasibility Study and PDS address them differently.

Customer Moves and Phasing

The strategy for managing customer moves before, during, and after construction significantly impacts project cost, customer mission, and customer satisfaction. Alternatives examined during both the Feasibility Study and the PDS must consider these issues. Pay special attention to options that can execute projects efficiently in occupied space or constrained sites and minimize construction impact on operational activities.

Pre-Planning

- Lays groundwork to understand client needs and business cycles, as appropriate.

Feasibility Study

- Assesses alternative impacts on customer moves and phasing.
- Includes phasing and swing space plans for renovations in occupied buildings that take into account customer business cycles.
- Proposes the design and construction budget for the preferred alternative. The budget should reflect realistically the range of potential changes in project definition before construction begins (e.g., site acquisition and development, change in agency operation, cost increases).

Program Development Study

- Assesses micro-level alternatives, such as moves and planned buildouts within a building.

Housing Plans

Housing plans, which identify customer space needs, are an important underpinning for the site/design and the construction funding requests, as well as the facility design process. GSA Project and Portfolio Managers rely on the housing plans in the Feasibility Study and the PDS to answer OMB and congressional questions and to

Special Projects, Unique Processes

Border stations and courthouses are considered "non-standard" new construction projects. GSA and its customer agencies have developed specific tools to determine the programming, scope, and cost of these facilities, based on projected business loads.

These tools (e.g., traffic generation models, construction benchmarks, design standards) promote consistency nationwide and support the review by GSA's outside stakeholders. These analysis tools and results are required for any capital project proposal involving the courts or border agencies.

OAs Demonstrate Customer Commitment

As customer needs always outstrip the capital funds available in a given year, those projects that have customer commitments will have more favorable consideration for funding.

manage the project. The housing plan must meet the specific information requirements outlined in the applicable *Planning Call* for the project.

Pre-Planning

- Uses the Asset Business Team's knowledge of current customer needs and concerns; conducts master plan and programming studies, as needed.

Feasibility Study

- Creates housing plans for the considered alternatives, which support the alternatives' analysis and Site/Design Prospectus.
- Includes typical space layouts to ensure proper fit of the customer agency's requirements, based on professional programming analysis. Provides square-foot information for Occupancy Agreements (OAs) and pricing plans.

Program Development Study

- Refines the housing plans to support the Construction Prospectus and the initiation of the design phase.

Occupancy Agreements

GSA requires that Occupancy Agreements (OAs) be prepared for projects included in the Capital Investment and Leasing Program (with the exception of border station projects and projects that do not have tenant-specific components). The OA must lay out the financial terms, conditions, and schedule under which a customer occupies GSA-managed space. It records the choices that GSA and the customer make during project development, shows the monthly rent bill that would result from those choices, and memorializes the customer's commitment to the project. Please reference the applicable *Planning Call* for OA submission requirements.

Pre-Planning

- Maintains accurate occupancy and billing data in PBS systems to establish a true baseline.

Feasibility Study

- Creates a draft OA to demonstrate the customer agency's support for the Site/Design Prospectus.

Program Development Study

- Refines the occupancy schedule, terms, and costs associated with customer buildouts.
- Supports revisions to the final OA between GSA and the customer.

Pricing Policy

PBS's pricing policy separately accounts for the costs of building shell, TI, and other amortized costs in rent (e.g., security, raised flooring). This process is modeled on the private sector's approach to real estate development. The shell, TI, and security budgets are initially set in the Feasibility Study. These budgets are refined during the PDS and design process. A boundary between building shell (including security improvements) and tenant work constitutes an impermeable barrier, or "firewall," across which funding cannot move. Shell and TI budgets are independent and may not be commingled. The best source for navigating this process during the Feasibility Study and PDS phases is the GSA *Pricing Desk Guide.*

Pre-Planning

- Maintains accurate occupancy and billing data in PBS systems to establish a true baseline.

Feasibility Study

- Establishes building shell, TI, and security budgets.
- Defines a firewall between GSA's budget responsibility (shell, including security improvements) and the customer's budget responsibility (TI).

Program Development Study

- Revalidates and refines the estimates for specific buildouts and systems that affect shell, TI, and security costs. However, the firewall set during the Feasibility Study should not change significantly.

Pricing Guidance

Pricing documents and project-specific guidance are available from the Office of Real Property Asset Management and the Office of the Chief Architect's (OCA) Construction Excellence and Project Management Division (see "Appendix G").

Physical Plant and Structure

The requirements of a building's physical plant and structure must be addressed during program development. Valid project proposals for repair and alteration (R&A) must be based on updated and comprehensive Building Evaluation Reports (BERs). Requirements for renovation and new construction projects must be defined to meet *P-100* requirements.

Building Systems and Envelopes

Choices for building systems are considered throughout the project's development. Balance in performance, alternative energy sources, high-efficiency systems, life-cycle costs, and initial investment are key areas of analysis. It is important to recognize the significance of integrated building systems design in the overall efficiency of the design.

GSA's *Facilities Standards for the Public Buildings Service (P-100)*

The *P-100* lays out the performance standards for new construction and major renovation projects. Updated regularly, it is the principal source for the systems and structural standards that must be met in GSA buildings.

Pre-Planning

- Conducts BERs to evaluate building systems.

Feasibility Study

- Defines the project's program goals and performance requirements, which influence systems decisions.
- Highlights special needs and alternative choices to meet those needs.

Program Development Study

- Makes general systems choices, based on performance and program requirements.

Fire Protection Engineering and Life Safety

It is the policy of GSA to provide a safe and healthful workplace for federal employees, contractors, and the visiting public; to protect federal real and personal property; to ensure continuity of the missions of occupant agencies; and to provide safeguards to allow emergency forces to accomplish their missions safely. To ensure that no aspect of a building's design or operation presents an unacceptable risk, a fire protection engineering and life safety assessment is required in the Pre-Planning phase prior to the Feasibility Study. Fire protection and life safety issues have some impact on all aspects of any project design, be it a ventilation system design, security enhancements, or historic preservation, to name a few.

Pre-Planning

- Completes a fire protection engineering and life safety assessment for all of the GSA facilities that may be affected.
- Identifies all potential exposures to risk of loss of life or property, or federal tenant mission interruption from the effects of fire.
- Recommends appropriate risk-reduction strategies.

Feasibility Study

- Establishes the project's direction and scope, based on the risk-reduction strategies identified in the fire protection engineering and life safety assessment.
- Develops a plan to implement the risk-reduction strategies.
- Establishes design budgets that are sufficient to incorporate the risk-reduction strategies.

Program Development Study

- Evaluates the fire protection engineering and life safety assessment, based on the project's direction established in the Feasibility Study.
- Ensures that the proposed construction costs are sufficient to support the fire protection engineering and life safety goals for the project.
- Ensures that required fire protection and life safety mitigating measures that affect the construction budget or schedule are incorporated into the construction request.

Hazardous Materials

Asbestos, lead, and PCBs are the remnants of now-discarded building technologies with known potential for harm. An assessment of these materials and any other hazardous conditions is needed for all R&A projects of facilities constructed in the era when these materials were used. An accurate inventory that includes the locations of these materials in existing facilities can help the project team plan for encapsulation, mitigation, or removal and is important for preparing the project budget and schedule.

Pre-Planning

- Conducts an assessment of hazardous materials, prepares abatement strategies, and acquires abatement materials as appropriate.

Feasibility Study

- Defines the extent of any contamination due to hazardous materials.
- Identifies strategies for the treatment of hazardous materials.
- Highlights special needs, alternative choices, and costs.

Program Development Study

- Develops detailed costs and programs to address requirements regarding the treatment of hazardous materials.

Life-Cycle Costing

Project development always requires finding a balance among product performance, initial investment, operations and maintenance, environmental impact, and long-term replacement. This is especially true in selecting building systems, fixtures, and finishes. Life-cycle costing evaluates *all* ownership costs by comparing a product's initial investment costs to its future costs for operations, maintenance, repair, and replacement (refer to the *P-100*).

Setback or Isolation?

The standoff distance required for many federal facilities can have an unfortunate impact on the image and potential use of the site if they are not carefully planned and designed. Thoughtful planning should address the site design of public spaces and facility perimeters.

Pre-Planning

- Understands current facility operating costs compared to desired benchmarks.

Feasibility Study

- Compares the relative life-cycle costs of the alternatives.

Program Development Study

- Considers multiple micro-level alternatives and compares the life-cycle costs of various options (especially regarding building systems choices).

Security Requirements

Security requirements may consist of progressive collapse, blast mitigation, glass fragmentation, and standoff distances, among others. Security requirements differ significantly from one facility and customer agency to another, as do the key agencies responsible for providing security at a facility. The Federal Protective Service, U.S. Marshals, security specialists for law enforcement customers, and Building Security Committees play key roles. As detailed security requirements continue to evolve, consult these individuals and include them on the Feasibility Study and PDS teams.

During pre-planning or early in project development, a security/risk assessment process is performed to determine the protection level classification deemed necessary for the facility. The process includes a blast and progressive collapse analysis of the structure, based on the current Interagency Security Committee (ISC) security requirements, and a risk analysis per the procedures of the latest PBS guidance and the *P-100* design requirements. Security costs must be tracked separately and are reflected on the OA as Building-Specific Security.

Pre-Planning

- Works with Building Security Committees; conduct studies to identify threats and appropriate countermeasures.
- Assesses progressive collapse potential of existing buildings, using performance criteria set by ISC/GSA guidelines.

Feasibility Study

- Establishes security-level requirements for the customer agency and the facility and the performance requirements for glass fragmentation, perimeter security, and so forth.

- Evaluates special requirements and costs associated with sensitive occupancy or facility types.
- Evaluates each alternative's ability to meet security needs.

Program Development Study

- Refines specific countermeasures and costs associated with the preferred alternative.
- Refines the project's design strategy and costs to meet performance requirements for progressive collapse.

Seismic Safety

Detailed solutions for seismic safety are developed during the project's design phase. Fundamental decisions about the mix of existing or new buildings that can meet the project's goals are developed during the Feasibility Study, whereas the PDS refines the solution and develops specific construction costs.

Pre-Planning

- Conducts seismic studies to evaluate building risk and requirements.

Feasibility Study

- Assesses the ability of existing buildings to meet seismic performance requirements for their construction type and seismic conditions set by ICSSC/Federal Emergency Management Agency (FEMA).
- Completes studies needed to make such assessments, estimates associated costs, and includes needed work in site/design funding proposal.

Program Development Study

- Refines the project's design strategy and costs to meet seismic performance requirements.

Telecommunications and IT

GSA provides infrastructure for distribution of telecommunications systems. Customer agencies are responsible for service distribution costs.

During project development, project teams gather telecommunications requirements from the tenant agency's representatives and GSA's Federal Technology Service (FTS). FTS is the source of the most current GSA Telecommunications Policy. Telecom issues affecting project development include impacts on schedule, design and construction coordination, facility support needs, and pricing.

Pre-Planning

- Tracks operation of current systems and stays aware of changing customer requirements.

Feasibility Study

- Highlights special telecommunications needs that impact project design strategy, phasing, or costs (e.g., 24-hour operations, allowable downtimes, sensitive equipment, and operations). These are also incorporated into the Project Management Plan's implementation strategy.

Program Development Study

- Develops budget and implementation strategies to support the Construction Prospectus.

Total Building Commissioning

Total Building Commissioning is the PBS process for quality assurance in new construction and facility modernization. It is the process for achieving, validating, and documenting that the performance of the total building and its systems meet the owner's design needs and requirements.

Pre-Planning

- Becomes familiar with building commissioning process.

Feasibility Study

- Determines appropriate building commissioning practice for the project and budgets for related costs.
- Identifies the process for quality assurance.

Program Development Study

- Establishes the team for building commissioning.
- Refines the process for quality assurance.
- Develops budget for building commissioning, based on Commissioning Practice Level.

Legacy Activities

Legacy activities go beyond basic customer needs and facility requirements to exemplify the long-term value that the federal facilities and programs contribute to the protection of national resources and improved quality of the built environment.

Art in Architecture

GSA's Art in Architecture program incorporates fine art into the design of new federal buildings and major renovation projects. The commissioning process includes public participation and is coordinated with the early stages of the design process. Project budgets must reserve a minimum of one-half of one percent of the estimated construction cost to commission original works by living artists. This minimum can be increased if the Regional Office and the Art in Architecture program staff believe that an increase is appropriate (e.g., the estimated construction cost is too small for an appropriate commission, or the project could make a significant public art contribution to the community). Documents and project-specific guidance are available from each Regional Fine Arts Officer and the OCA's Center for Design Excellence and the Arts (see "Appendix G").

Pre-Planning

- Conserves existing commissioned pieces and conducts studies as appropriate.

Feasibility Study

- Assesses the public nature of the building and the resulting public art opportunities.
- Determines the appropriate funding level of art.
- Includes a budget for Art in Architecture in the Site/Design Prospectus proposal.
- Includes a commissioning process in the submitted Project Management Plan.

Program Development Study

- Includes design directives for Art in Architecture.
- Proposes design directives and a budget to reflect unique opportunities that may warrant additional funding.

Money Matters

Like all project considerations, Design Excellence, urban development, historic preservation, and other legacy goals depend on budgets set years before design begins.

While the project teams must always manage the budget and make trade-offs, quality projects require that these legacy goals be planned for throughout the process.

Early Expectations Influence Later Abilities

The flexibility accorded to any design team is largely established years before design begins. The Feasibility Study must anticipate the impact of planning and site decisions on design possibilities and avoid problems based on inaccurate assumptions. Addressing customer expectations during the Feasibility Study and PDS processes is paramount.

Design Excellence

GSA's Design Excellence program seeks to bring the world's top design talent to GSA projects. The selection of the architect/engineer (A/E) is an early step in the process. Its success is dependent upon effective project development during the Feasibility Stage. Successful projects deliver buildings that support the customer and proudly represent the quality and stature of the federal government to both building users and the community.

Pre-Planning

- Develops basic understanding of the Design Excellence program.

Feasibility Study

- Establishes the fundamental project parameters and the scope for the project.
- Ensures adequate site acquisition and design budgets.
- Sets customer expectations to allow for a high-quality design effort later.
- Addresses community expectations.

Program Development Study

- Ensures adequate construction funding to cover "the right scope" with appropriate fixtures, finishes, and site development.

First Impressions

The First Impressions program seeks to enhance the public's perception of the federal government by improving the appearance and experience of working in and visiting GSA's public buildings. The program concentrates on renovations to existing properties: improving the quality of the asset by enhancing lobbies, streamlining security, and addressing other key features that make up the "first impression" of the building. The program offers a network of resources to assist Property Managers and project teams in addressing these issues.

Although many First Impressions projects are carried out below the Prospectus level, GSA's Capital Program offers an excellent opportunity to incorporate the First Impressions principles throughout the inventory. Buildings under consideration for capital R&A projects should be carefully analyzed to determine how they would benefit from these types of upgrades.

Pre-Planning

- Examines the essential functions, overall appearance, and image of the building's public areas; initiates First Impressions activities at the property management level.

Feasibility Study

- Identifies First Impressions enhancements that should be included in the capital project.

Program Development Study

- Includes First Impressions projects in the overall project design and funding strategy.

Historic Resources

GSA is committed to successful stewardship of all resources under its control, whether recently constructed facilities or those of historic, archaeological, and cultural status. Early planning and frequent, informal consultation is the key to successful stewardship of historic resources under GSA's control or impact. GSA must complete the external compliance reviews prescribed by Section 106 of the NHPA before deciding on a specific project alternative. (See "Appendix H" for more information on NHPA Section 106).

Building Preservation Plans (BPPs) provide essential information for selection of the basic project approach. As prescribed in the *Planning Call*, BPPs are required for all projects where the proposed alternative involves historic buildings. These include both federal and lease construction projects that affect or reuse historic buildings. BPPs should be prepared either in advance or in concert with the Feasibility Study for all GSA properties that may be affected.

Project teams should consult their Regional Historic Preservation Officer (RHPO) at the earliest opportunity to identify potential preservation issues and create a plan to address any issues. The *GSA Preservation Desk Guide* provides detailed guidance to help develop scope and qualification standards for architect selection that will ensure GSA's stewardship of historic resources, bolster GSA's credibility with outside review groups, and minimize the risk of delay.

Don't Forget the Study Money

The cost for additional historic preservation studies and remediation may be relatively small, but studies may be difficult to fund because of tight operational budgets (BA61). Make sure to include the cost of the studies in the project funding in order to fully understand and plan for the project's design and construction requirements.

Pre-Planning

- Conducts BPPs.

Feasibility Study

- Sets customer expectations about the process and requirements of assessing, protecting, and renovating historic properties, archaeological sites, and cultural landscapes.
- Identifies historic districts and properties that may be affected.
- Develops a plan to implement the project in accordance with Section 106 of the NHPA.
- Uses BPPs to shape preferred alternatives and decisions about adaptive reuse.
- Establishes the project's direction, based on consideration of macro-level alternatives that affect the fundamental disposition of historic resources (e.g., demolition, new construction, disposal, or restoration).
- Suggests opportunities to further GSA's preservation goals.
- Establishes design budgets that are sufficient to meet NHPA Section 106 obligations.
- Ensures that project design/construction budgets include anticipated costs for archaeological resource identification, recovery, and construction as needed.
- Provides time and resources to identify, understand, and address community interests.

Program Development Study

- Conducts detailed investigations to guide the design effort and establish sufficient budgets in Construction Prospectus that can meet preservation goals.
- Evaluates micro-level alternatives, based on the project direction established in the Feasibility Study (e.g., incorporation of modern systems into a historic building).
- Uses BPPs to shape detailed proposals and cost estimates for projects that affect historic buildings and districts.

NEPA

As a federal agency, GSA must comply with the requirements of the National Environmental Policy Act (NEPA). This requires that GSA consider alternatives and relative impacts of its actions *during the decision process*. NEPA may be more relevant to new construction projects (in comparison to R&A), but it must always be considered. New projects may require more detailed actions, such as Environmental Assessments (EAs) or Environmental Impact Statements (EISs). Although some impacts cannot be addressed properly until the design phase, early evaluation of alternatives and the development of realistic customer expectations are key tasks. The GSA's *NEPA Desk Guide* provides detailed information on both the NEPA requirements and the evaluation process. Much of the NEPA activity occurs during site selection, when alternate sites are evaluated and the preferred sites are fully examined before acquisition.

Pre-Planning

- Becomes familiar with conditions in the assets and community that may be addressed on the NEPA Checklist.

Feasibility Study

- Considers the NEPA-related impacts of various alternatives.
- Begins informal consultations with local officials, stakeholders, and/or experts.
- Ensures that the customer understands the NEPA process and sets expectations accordingly.
- Includes a plan for the NEPA process in the Project Management Plan that supports the Site/Design Prospectus.
- Provides supporting information for GSA's Environmental Checklist, which is submitted with the Site/Design Prospectus.

Program Development Study

- Ensures that required NEPA mitigation measures that affect the construction budget or schedule are incorporated into the construction request.

Site Selection

The site is not selected until after a thorough site investigation, which occurs later in the process, typically two or more years after the Feasibility Study's completion. The Feasibility Study sets the parameters and direction that are crucial to the acquisition of a high-quality site that meets the project's needs. *The Site Selection Guide* is a valuable tool to consult throughout the process, from the feasibility phase through final site acquisition.

Pointed in the Right Direction?

The Feasibility Study investigates potential sites and constructability, estimates acquisition costs, and supports the site/design funding request.

During the authorization process, the project then "floats" forward on the quality of that initial work, along with the customer's expectations, sometimes for several years before formal site selection and acquisition can begin. Then the site investigation process starts anew.

Like a boat that has temporarily cut its engines (for two years), problems will arise if the project has been drifting in the wrong direction.

The Feasibility Study establishes the budget for site selection, including the costs for the site, tenant and utility relocation, demolition, and hazardous materials abatement. The Site Selection Study "informs" the PDS in matters of site design and construction.

Pre-Planning

- Develops working relationships with local stakeholders.
- Shares long-range plans and becomes familiar with potential sites in the community.

Feasibility Study

- Proposes project size, scope, typical floor plate size, setbacks, and other requirements that drive the size, location requirements, and cost of the site and play a major role in building massing and design decisions.
- Evaluates both the market capacity and the acquisition cost to supply a sufficient site at the time of acquisition.
- Begins to set customer and community expectations about the future site selection.

Program Development Study

- Reviews the Site Selection Study and refines site preparation and construction costs. Construction costs for new courthouse projects are provided by the Center for Courthouse Programs.
- Uses the most up-to-date site information (including subsoil, contamination, urban design, expansion requirements, demolition, and relocation) to ensure that the project funding request is sufficient to build on a typical site in the delineated area.

Sustainable Design

Building performance can be optimized and impacts to the environment and health can be reduced when sustainability concerns are addressed at the beginning of a project. GSA has adopted the Leadership in Energy and Environmental Design (LEED) rating system as a measure for sustainable design. All GSA projects for new and fully renovated buildings must achieve LEED Certification, and a Silver rating is encouraged.

Choices made in the early stages of a project regarding siting, building footprint, use of resources, building systems, and fenestration will have lasting impacts on energy and water consumption and the indoor environmental quality for the occupants. Documents and project-specific guidance are available through the Regional Build Green Coordinator.

Pre-Planning

- Knows facility energy performance compared to benchmarks.

Feasibility Study

- Includes sufficient sustainable design strategies for the project.
- Proposes and evaluates alternatives and full life-cycle implications accordingly.
- Documents the discussion and decision process for the LEED Certification file.

Program Development Study

- Establishes sustainable design goals and refines architectural, systems, and operational choices in light of these goals.
- Uses the LEED Checklist to identify specific sustainable design strategies to meet the project's goals.
- Proposes a construction budget that can accomplish sustainable design goals.

Urban Development

GSA is committed by policy and law to consult with communities about how our projects can support local development efforts. Early project development is key to identifying opportunities and potential risks associated with community issues. These discussions and the relationships and knowledge they provide are fundamental to a project's success. Important topics include parking, urban design, transit planning, public spaces, site selection, and building operations and shared uses. The Feasibility Study and the PDS must proactively identify issues and opportunities and propose the scope, schedule, and funding that are responsive to local conditions.

Pre-Planning

- Develops working relationships with local stakeholders; shares long-range plans; and collaborates on client neighborhood needs and concerns.

Feasibility Study

- Proactively identifies community issues and opportunities to support goals.
- Begins informal consultations with local officials and stakeholders to create positive impacts and manage risks.

- Proposes responsive design scope and funding, including site/landscape development.
- Outlines a process for early community consultation and coordination in the Project Management Plan.
- Sets customer expectations.

Program Development Study

- Ensures that proposed construction costs are sufficient to support project's community coordination, urban design, and public space (First Impressions) goals.
- Ensures that project design/construction budgets include anticipated costs for archaeological resource identification and recovery, plus other activities as needed.

Project Implementation

Implementation strategies have a significant impact on a project's success. Diligent planning, inspired design, and adequate budget preparation can all come undone without adequate coordination and attention during the implementation phase.

Cost Estimates

The level of cost estimate required of the Feasibility Study and PDS is one of their most significant differences. Requirements and estimating techniques also vary, depending on the type of project. In all cases, the relevant *Planning Call* specifies the required cost estimating.

Pre-Planning Phase

- Maintains familiarity with the latest GSA *Pricing Desk Guide* and cost estimating policy.

Feasibility Study

- Develops cost estimates based on the most recent *General Construction Cost Review Guide (GCCRG)* or other standards, per the *Planning Call*.
- Provides cost estimates prepared by a third-party estimator who does not have a financial stake in the project's total cost (e.g., excludes the A/E of Record or Construction Manager, CM, at Risk).
- Applies applicable programming and pricing models to new courthouse and border station construction projects.

- Derives cost estimates for existing buildings from prior-study cost information (e.g., BER, BPP, blast, seismic, hazardous materials), TI cost estimates, First Impressions program activities, charrettes, and detailed cost estimates where other cost information is not available. The Project Cost Estimate form (UNIFORMAT II) should be used for R&A estimates of existing buildings.
- Establishes shell, TI, and security budgets.
- Develops the site acquisition budget based on a short list of potential sites, test fits, projected costs, and likely future real estate market issues.

Program Development Study

- Provides Project Cost Estimate form in UNIFORMAT II, Level 3 or other documentation as required in the *Planning Call* (see "Appendix G").
- Incorporates knowledge gained by destructive testing/investigations.
- Applies applicable programming and pricing models to new courthouse and border station construction projects. For projects proposing new courthouse construction, the OCA's Center for Courthouse Programs develops benchmark construction costs.
- Revalidates and refines shell, TI, and security budgets.

New Courthouse Construction Budgets

These budgets are established via benchmark by the OCA's Center for Courthouse Programs. If the site presents special needs or opportunities, the PDS and Site Selection Study must identify and address additional construction funding that is required. These additional site costs also must be approved by the OCA for incorporation into the project.

Procurement Method

Selection of the procurement method is an important task within the project's implementation (and is included in the PMP). There are procurement choices for both the design and the construction processes. Procurement methods depend on the needs and complexity of each project. Designers should be hired through the Design Excellence program, using either the two-stage or three-stage (design competition or charrette) process. Construction may be procured through various options. These include the traditional design-bid-build, CM at Risk, design/build, and bridging methods. Primary consideration is always to select the best option to deliver a high-quality project, on time, and under budget while managing risk and flexibility.

Pre-Planning

- Understands procurement methods and their strategies and weaknesses.

Feasibility Study

- Sets project delivery method.
- Confines delivery options based on parameters established in the Site/Design Prospectus.

Traditional vs. New Thinking on Procurement

GSA no longer recommends a "traditional" design-bid-build method for every project.

Instead, GSA recommends tailoring the delivery method to the needs of the project. Non-traditional techniques, such as CM at Risk, design/build, and bridging, may provide significant gains in managing costs, improving quality, speeding delivery, and managing risk.

Call on the Construction Excellence and Project Management Division

Guidance for effective PMPs and project management practices is available through the Construction Excellence and Project Management Division (see "Appendix G").

Program Development Study

- Evaluates and refines proposed delivery method, based on current and more detailed information.
- Informs choices about construction and construction management procurement methods.

Project Management Plan (PMP)

The PMP describes how the project is to be accomplished. Cost, quality, and schedule are key components of project implementation and critical factors of the PMP. Development of the management strategy begins during the Feasibility Study; continues through PDS development, the design process, and construction activities; and concludes with the project's turnover to building management and customer occupancy—the point when the rent start is complete.

Its scope includes all aspects of program management—Work Plan, schedule, quality assurance, communications, and controls—to deliver maximum return in line with GSA's business goals. Implementation strategies are evaluated in the Feasibility Study and PDS and then are presented and updated in the project's PMP.

Pre-Planning

- Prepares to support the development of the PMP with knowledge gained from day-to-day operations.

Feasibility Study

- Evaluates alternatives for project phasing and procurement.
- Proposes the implementation strategy and incorporates the strategy into the PMP to support the Site/Design Prospectus.
- Initiates the long-term strategies for success, such as enlisting community participation and planning for sustainable design.

Program Development Study

- Validates or modifies, then refines the Feasibility Study's recommended actions for implementation, procurement strategies, and delivery method.
- Refines implementation strategy in detail for project implementation and its PMP.

Capital Program Support

Asset Planning

GSA must shape its Capital Program and portfolio decisions with consideration to their context. The Local Portfolio Plan (LPP) and Asset Business Plan (ABP) are important tools and typically are required by the *Planning Call*. The LPP helps to make GSA portfolio decisions within the larger community, with respect to GSA's multi-asset needs in that community. The ABP helps to make asset-specific project decisions, with respect to each asset's holistic needs and GSA's long-term plans for the asset.

Pre-Planning

- Maintains up-to-date ABPs and forges effective asset team.

Feasibility Study

- Evaluates broad alternatives that may impact multiple GSA properties and the community.
- Relies on the LPP and relevant ABPs.

Program Development Study

- Evaluates more focused micro-level alternatives, often within a single GSA property.
- Relies most heavily on ABPs.

Budget Development

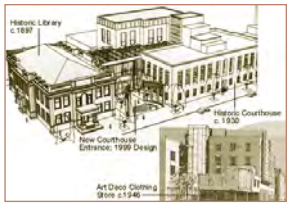
The Feasibility Study and the PDS must incorporate the required cost estimate types and sources, as outlined in the latest *Planning Call*. Both studies must clearly define the firewall that separates the budgets for shell and TI costs.

Pre-Planning

- Tracks budget development and performance in GSA projects.

Feasibility Study

- Ensures that the site budget for future site acquisition is sufficient, based on macro-level program test fits, likely availabilities, and supportable market data.
- Creates a budget that can accommodate potential changes in the project definition due to site acquisition issues, mission or operation changes at the customer agency, and increased costs.



Erie, PA

Visitors to the new Erie Courthouse complex see how GSA's Capital Program meets customer needs and contributes to our national built legacy, but they won't see all the planning that made it possible.

Early in the Feasibility Study, it was clear that the court's needs were growing faster than anticipated. The team needed a creative solution. After studying options, they recommended renovation of the endangered Beaux-Arts county library, an Art Deco men's store, and a Moderne federal building linked together with a new annex.

The complex testifies to the value of creative thinking and the positive impact of GSA's Capital Program for an entire community.

You'll Need a Site for That

Sites are the most obvious prerequisite for a good project, but planning for site costs can be tricky. Land costs can vary significantly, even within a submarket, and a site's availability and suitability can change. Although site acquisition occurs later, the Feasibility Study should identify the relevant site acquisition issues and potential volatility.

A skilled appraiser who knows the local market must look at potential sites and provide supportable *future* site costs for input into the analysis. This is necessary to develop a sufficient budget that is defensible to stakeholders.

The Site Selection Guide is a key resource to use when developing effective site acquisition strategies and budgets.

- Ensures that the design and management and inspection (M&I) budgets are sufficient.
- Provides a sound estimate for construction costs of the shell, TI, and GSA-provided security improvements.

Program Development Study

- Ensures that the construction funding request is sufficient.
- Refines construction or site prep costs, as needed, to provide a sound funding request for the shell, security improvements, and TIs.
- Complies with courthouse or border station program and Cost Benchmarks, where applicable.

Financial Analysis

Both Feasibility Study and PDS documents, as well as the Capital Program submission that they support, must meet *Planning Call* requirements for financial analysis. Typically, these include the pro forma, the return on investment (ROI) analysis, and The Automated Prospectus System (TAPS) analyses for both design and construction phase funding requests. Although professional services firms may develop the inputs to these analyses (especially for complex projects), Real Property Asset Management staff and the project teams must run the final models and thoroughly understand the inputs in order to support the project through the authorization process.

Pre-Planning

- Maintains skills to perform financial analysis.

Feasibility Study

- Refines all of the estimates for feasibility analysis, including estimates required to compare the preferred alternative to other viable alternatives.
- Provides inputs for financial analysis as specified in the *Planning Call*, including vacant space created during construction, and swing space costs.

Program Development Study

- Provides sound estimates for construction cost and implementation analysis, including sufficient estimates required to compare the preferred alternative to other viable alternatives.

The *Planning Call*

The *Planning Call* is issued annually in advance of the Capital Program submissions. It describes the content for each Feasibility Study and PDS to be submitted that year. The specific format requirements of each *Planning Call* vary, but many of the same topics are included each year.

The Feasibility Study and the PDS play essential roles in developing the Capital Program. These studies shape the proposals, help explain them to stakeholders, and guide decision-making throughout the process. For these reasons, it is important that these studies meet the specific requirements of each Capital Program *Planning Call*.

Pre-Planning

- Provides background studies needed during feasibility and PDS phases.

Feasibility Study

- Provides analysis and a recommended alternative for the Site/Design Prospectus.
- Supports the recommendation of the delineated area cited in the Site/Design Prospectus.

Program Development Study

- Supports the Construction Prospectus.

Planning Call

The *Planning Call* provides the detailed submission requirements for each year's Capital Program. The regional Real Property Asset Management staff can provide the latest requirements of the *Planning Call*.

United States Courthouse Annex, Wheeling WV
Architect: Goody, Clancy & Associates

Pre-Planning Phase

Pre-Planning Phase

Overview of the Pre-Planning Phase

The Pre-Planning phase highlights the importance of day-to-day facilities management in shaping a successful Capital Program, especially the evaluation of alternatives. From its daily operations, GSA knows the community inventory, the market conditions, and the customer's business needs (see Exhibit 3.1).

During this phase, GSA develops the contextual understanding of its inventory, an intimate knowledge of its facilities, supportive budgets, and solid relationships with stakeholders. These activities enable GSA to identify potential projects, alternative solutions, and implementation strategies.

Recommended Activities

1. *Know the customer and their business objectives*
   Assess the customer's present and future needs, as well as changing work processes. Collaborate with community stakeholders about issues of common interest. Know community plans and develop local contacts. Maintain ongoing communications with the customer and community stakeholders.
2. *Understand the asset*
   Complete LPPs and ABPs; facilities studies (including BERs, BPPs, seismic studies); various small renovation projects (BA54); and lease acquisition studies (including market studies).
3. *Compare the customer's requirements to the portfolio capability and capacity*
   Define the gaps between the customer's needs and the portfolio's supply and determine potential solutions.
4. *Create a budget (BA61)*
   Include all of the studies needed to support the Capital Program (e.g., those cited above), as well as the Feasibility Study and PDS.

Outcomes

- Familiarity with GSA portfolio and customer facility program
- Close working relationships with the customer agency and local community
- Pre-planning viewpoint integrated into day-to-day operations
- Background information (or supporting documents) to inform future decisions

Duration

These tasks are ongoing during normal GSA facility management operations.

Understanding Building Conditions

Ongoing renovations and repair projects, like this restroom upgrade, reveal the condition of the building systems, the presence of asbestos, and other conditions that come into play during the Feasibility Study and the PDS. During the early stages of the Feasibility Study, it is essential that the planning team understand the magnitude and complexity of hazardous materials. Invasive investigations are the most effective way to do this.

Exhibit 3.1: Keys to Pre-Planning Phase Success

Know the Customer's Programs

Customer needs drive and influence every project. Know the customer's long-range plans; likelihood of short-term expansion or contraction; and special needs and concerns. All of these factors come into play during the project development phase. The sooner the familiarity with customer programs is understood and incorporated, the more solid the foundation for project development. GSA's Workplace 20-20 Program can help make the workplace a strategic tool to meet business objectives.

Develop Sound Asset Strategies

Meaningful Feasibility Studies and PDSs must be conducted within a valid context and assessment of the facility. Local Portfolio Plans (LPPs) and Asset Business Plans (ABPs) are the key tools to develop and understand that context over time.

Emphasize Solid Working Relationships With Both the Customer and Community Stakeholders

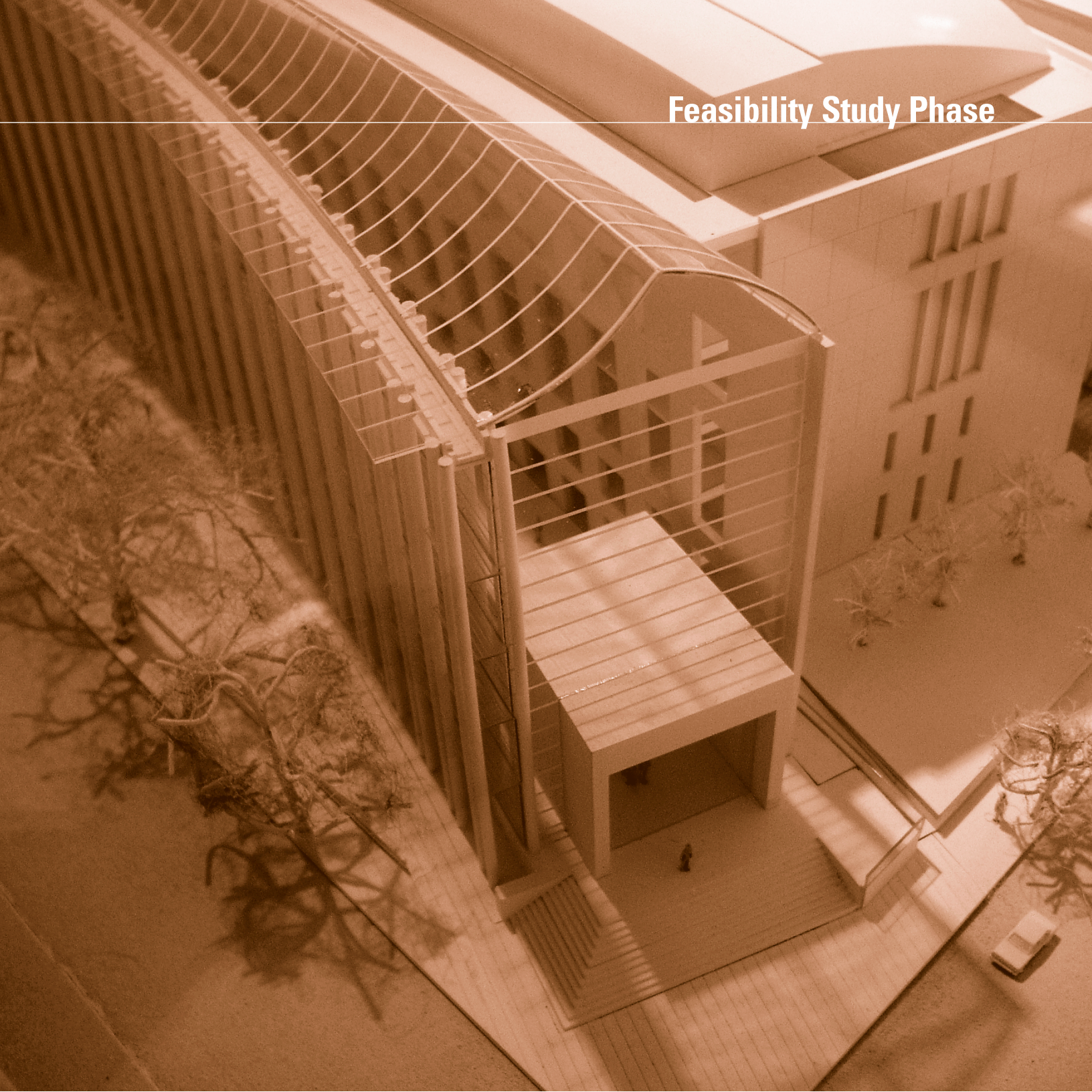
Good working relationships developed over the course of several years are the most valuable asset to bring into the project development process. GSA Property Managers, Realty Specialists, and others are important ambassadors to various stakeholders. This is especially significant when projects become controversial or dependent on community actions and approvals.

Develop Budgets to Support Capital Planning

The cost of Feasibility Studies and PDSs represent significant investments by GSA. High-quality studies require that sufficient funds (BA61) be set aside and available at the right time. Inadequate planning budgets will not produce high-quality results.

United States Courthouse, Mobile AL
Architect: Moshe Safdie & Associates

Feasibility Study Phase



Feasibility Study Phase

A Long-Term Foundation

The Feasibility Study process has the single greatest influence on a project's development for success.

Years after its completion, the quality of the Feasibility Study continues to support or constrain the project team's response to unforeseen conditions, revised customer needs, customer expectations, and site acquisition.

Overview of the Feasibility Study Phase

In GSA's Capital Investment and Leasing Program (CILP), the Feasibility Study supports a request for site and design funding. In this, the GSA project team, their customer, and, sometimes, national stakeholders consider alternatives and set a course for the project. The recommended alternative sets a sound basis for project design, execution, and budget parameters for design and for site acquisition.

The Feasibility Study defines project goals, scopes customer need, and assesses alternatives to satisfy both. GSA has standard scopes of work that describe detailed deliverables that can be customized to meet each project's needs (see "Appendix F").

A Feasibility Study should be completed for all GSA capital projects—whether initiated by GSA's internal planning or congressional requests to evaluate community needs, such as an 11-(b) request. The only exceptions are limited-scope projects.

This Guide suggests a process to begin, conduct, and complete a successful Feasibility Study and to deliver a funding request for a successful project. (See Exhibit 4.1: Feasibility Study Process and Exhibit 4.4: Feasibility Study Process Schedule). The Feasibility Study phase comprises these basic steps:

Recommended Activities

Step 1 *Confirm Readiness*

Determines whether a project is "ripe" for a Feasibility Study.

Step 2 *Develop the Scope of Work/Select Feasibility Study Contractors*

Authorizes the development of the scope, as appropriate for the project's needs and evaluation.

Step 3 *Conduct the Feasibility Study*

Works with customers and stakeholders to develop and evaluate alternatives and to create the Implementation Plan. This is the heart of the Feasibility Study.

Step 4 *Prepare and Submit the Site/Design Prospectus Package*

Develops the submittal Prospectus package for site and design funding.

Outcome

- Submission of project to Capital Program for funding

Duration

This entire Feasibility Study phase typically takes twenty-five (25) weeks.

Exhibit 4.1: Feasibility Study Process

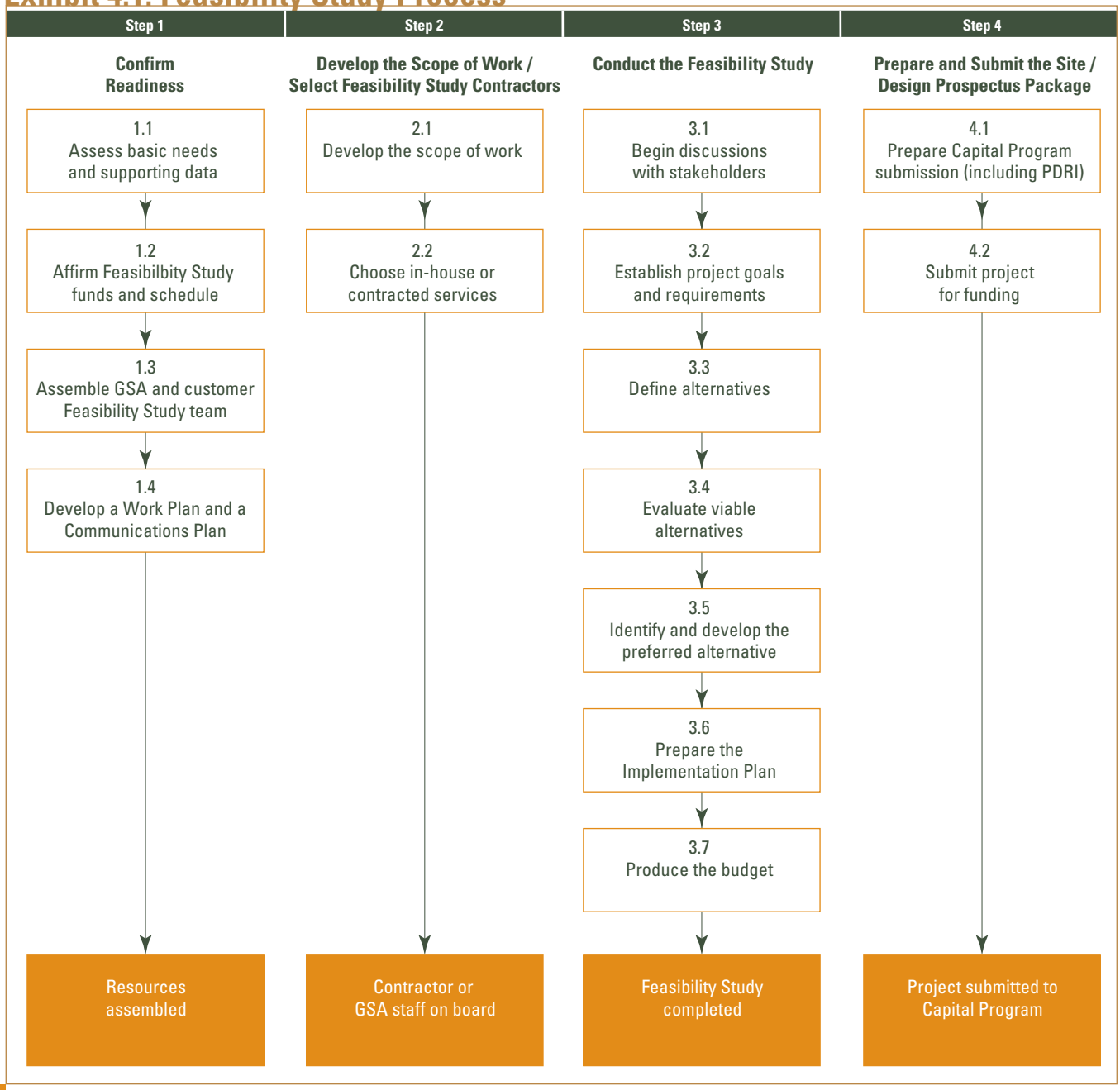


Exhibit 4.2: Keys for Feasibility Study Success

Set Expectations
The GSA team, rather than the Feasibility Study contractor, acts as the leader and sets expectations. Feasibility Study expectations often last throughout the project's lifetime. Make sure that all stakeholders understand the Feasibility Study process and the status of alternatives. A customer or community who understands the process and their role can be the project's greatest ally.

Customize the Scope of Work
Standard scopes of work are invaluable tools, but only a starting point. Ensure that each Feasibility Study is focused, complete, and on time by customizing the scope of work to meet a project's specific requirements.

Emphasize the Project Management Plan
Create a Project Management Plan at the beginning of the Feasibility Study process and update it throughout. Use the PMP as a tool to focus the efforts of the team, the customer, and the contractor.

Ensure In-House Knowledge
GSA holds responsibility for the general understanding of the project, from housing plans and phasing, to community coordination and procurement methods. GSA's in-house team must have in-depth knowledge of the project and be able to answer questions in support of the project throughout the approval process. The team may hold important roles in the future (during the site selection, design, or construction phases) and continue to support the project over the long term. The Feasibility Study contractor develops project costs, but the regional Office of Real Property Asset Management must conduct the analyses required for the Capital Program.

Keep the Feasibility Study Team Engaged
Assemble a broad-based team early and keep them involved. In-house GSA experts and customers are crucial to help set strategy, ensure an effective Feasibility Study, and manage expectations prior to the Capital Program submission. After the program is submitted, the team should be ready to respond to questions from national stakeholders.

Evaluate a Broad Range of Alternatives
Examine all reasonable options to meet customer needs and project requirements. Start broadly and refine the alternatives during the Feasibility Study. Only limited-scope projects, such as single-system projects, should begin the Feasibility Study with pre-defined solutions.

Conduct the PDRI Process
Using the Project Definition Rating Index (PDRI) process can help to identify strengths and weaknesses in the Feasibility Study and Prospectus early on. See the *Planning Call* for more details on the process and its requirements.

Step 1: Confirm Readiness

Through the ongoing management of GSA facilities and customer needs, it is an Asset Business Team that usually identifies when major capital projects are warranted to meet new or changing needs. For all courthouse projects, Feasibility Studies should be performed in accordance with the Administrative Office of the U.S. Courts' (AOUSC) *5-Year Plan*.

First, the team leader must determine whether the project is "ripe" to begin a Feasibility Study. This informal assessment is based on the professional judgments of GSA staff and is determined by their collective knowledge of customer needs, facility requirements, and the available resources to satisfy both. It considers customer needs, asset condition and supply, and the availability of people and resources to conduct an effective study. Property Managers, Realty Specialists, and Portfolio Managers, those closest to the customer's needs, are key information sources. Relevant documents include Building Evaluation Reports (BERs), Building Preservation Plans (BPPs), Asset Business Plans (ABPs), and Local Portfolio Plans (LPPs).

Readiness is confirmed when the team leader determines that the facility requirements or customer needs can only be met through a Prospectus-level project.

The Feasibility Study team leader assembles a team, establishes a basic understanding of the project's drivers, uses this to scope an effective approach, and develops a Work Plan and a schedule to guide the study through completion.

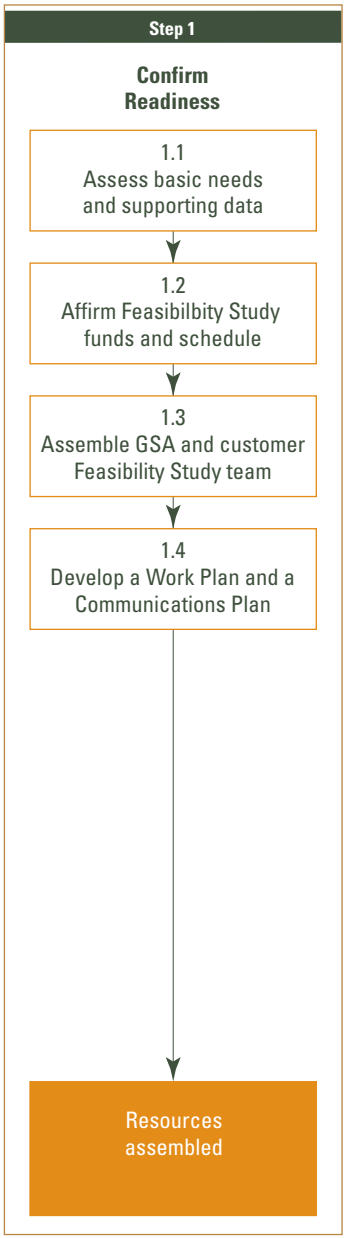
Recommended Activities

1.1 *Assess basic needs and supporting data*
Focus on GSA's understanding of customer needs and the availability of existing resources.

1.2 *Affirm Feasibility Study funds and schedule*
Ensure availability of funds and the viability of schedule.

1.3 *Assemble GSA and customer Feasibility Study team*
Gather GSA experts to support the project.

1.4 *Develop a Work Plan and a Communications Plan*
Create a Work Plan that addresses the scope, schedule, approval process, and budget for the Feasibility Study. Develop a Communications Plan to manage customer agency, stakeholder, and community expectations; build consensus; support the schedule; and enhance coordination within the team and with the customer agency.



Ready to Begin?

At this early stage, the Feasibility Study team assesses four key areas:

- What they know.
- What they need to know more about.
- Where the project can be located.
- Who can help them.

Who Leads the Team?

Most regions develop the Capital Program in their regional Office of Real Property Asset Management. Consequently, the Asset Business Manager who leads the Asset Business Team for the affected buildings is often named the Feasibility Study team leader.

Outcome

- Confirmation of adequate resources available to conduct the study

Duration

This task typically takes two (2) weeks.

1.1 Assess Basic Needs and Supporting Data

This step focuses on understanding basic needs and assessing the impact of meeting those needs with existing assets (e.g., buildings and projects). The Feasibility Study team leader uses a number of documents to make this assessment, but this task involves more than reviewing documents. The team leader often confers with others who have more detailed and up-to-date information about the asset, the customer's requirements, and local conditions. By gathering and reviewing all information, the team leader gains a solid understanding of the project's background, builds an effective Feasibility Study team, and tailors the scope of work.

Recommended Activities

Review background information and documents.

- Identify what studies are already on hand. Look for existing studies that address key portions of the relevant needs and affected facilities. For a list of typical supporting studies that can provide background information, see "Appendix B: Input Documents."
- Determine the key needs, issues, and asset plans that must be fully investigated.
- Assemble all of the information that will be provided to the Feasibility Study contractor.

Manage customer expectations.

- Talk with the customer about the Feasibility Study process and how their needs could be met. Discover whether they have any assumptions about how to meet their needs, such as a new building or a particular site. Ensure that some alternatives are not being ruled out without thorough evaluation.
- Discuss where the customer prefers to be located and whether this conforms to relevant policies and regulations. Develop a plan to reconcile any differences.
- Encourage candid discussions and an open-minded approach so the team can pursue the best project without dashing expectations later.

Identify gaps in knowledge.

- Determine the need to commission any special studies (e.g., seismic, progressive collapse, blast, historic preservation) before beginning the Feasibility Study. Include these special studies within the scope of work and coordinate with the project Work Plan and schedule.
- Concentrate on understanding key issues, uncertainties, expectations, and basic project drivers by talking with GSA, the customer, and other stakeholders. Many of these persons may join the Feasibility Study team later; tap their knowledge now to help shape the approach and the scope of work.

Outcomes

- Adequate understanding of projection conditions
- Identification of gaps in background documentation
- Key elements for the scope of work
- Background information to shape the Feasibility Study team composition

Duration

This task typically takes one (1) week. Factor impacting duration:

- Availability of staff members and documents

1.2 Affirm Feasibility Study Funds and Schedule

The Feasibility Study team leader must ensure that adequate resources and time are available to prepare the Feasibility Study and the Site/Design Prospectus properly. The team leader and regional management must gauge the customer's own priorities and level of support for this work effort and timetable.

Recommended Activities

Assess status of the customer's basic needs.

- Affirm that the customer supports a design request for the proposed year. If not, determine whether regional resources for the upcoming Capital Program submission should be shifted to another project. For new courthouse construction, be sure to follow the directed *Planning Call* (based on the AOUSC's *5-Year Plan*).

Confirm timely completion.

- Ensure that sufficient BA61 (regional operating) funds are set aside to pay for the Feasibility Study and any supporting studies that are required.

Omaha, NE

GSA collaborated with the city on a donated site for a build-to-suit National Park Service (NPS) building. This building was planned as an important early anchor for Omaha's waterfront redevelopment, and the site was ideal for NPS's interpretive programs. GSA convened a community workshop and incorporated the city's needs into the competitive procurement. The customer has the right site, and Omaha moves forward on its waterfront project.

A Good Team

Successful projects require strong teams. Assemble the team as the project begins. A strong and inclusive core team serves the project for several years—through the *Planning Call*, project authorization, and implementation.

Additional expertise from both in-house and contract experts, as well as outside stakeholders, may supplement your core team at different points in the project, but the core team maintains the project's memory and integrity throughout the process. Use the best talent available.

- Determine how much time is needed to perform the supporting studies, conduct appropriate preliminary consultations and reviews (including NHPA Section 106 and NEPA), and prepare a comprehensive Prospectus package, as outlined in the annual *Planning Call*.

Outcome

- Confirmation of customer's and regional management's support for a successful Feasibility Study

Duration

This task typically takes one (1) week. Factors impacting duration:

- Level of communication between Regional Office and the customer
- Regional Office support of Feasibility Study's preparation

1.3 Assemble GSA and Customer Feasibility Study Team

GSA expertise is a key resource that benefits every project. Although various experts may be brought in during the review of the Feasibility Study, the entire team should be assembled now. Their subject matter expertise and knowledge of project specifics are needed to develop an effective Feasibility Study scope of work.

Recommended Activities

Match project issues with GSA expertise.

- Identify the Feasibility Study team leader if different from the planned Project Manager.
- Identify the GSA experts who work with the customer and the affected facilities and include them on the Feasibility Study team. If there is a GSA Customer Relations Manager for the agency, make sure to use their expertise.
- Use the worksheets in Exhibit 4.3 and "Appendix E" to ensure that all relevant experts are identified and recruited for the team.

Match customer needs with appropriate agency representation.

- Review the customer's special needs or concerns as cited in the project's background information. Include representatives from the customer agency with the right expertise to help shape and review the Feasibility Study.
- Make sure to consider all customer agencies impacted by the project, not just the largest customers or the lead agency.

Consider outside stakeholders.

- Address issues or opportunities influenced by outside factors. Examples include potential sites and availability, local impacts (e.g., parking, neighboring properties), additional construction costs, or the ability to phase coordination with nearby developments (e.g., local plans, preservation features). Be inclusive, broad, and proactive in considering outside issues and local stakeholders.

Outcome

- Recruitment of a strong team of GSA and non-GSA experts to shape the scope of work and ensure the project's success

Duration

This task typically takes one (1) week.

1.4 Develop a Work Plan and a Communications Plan

The Work Plan is a crucial tool to ensure that the Feasibility Study achieves its goals, stays within budget, and remains on schedule. The team leader is responsible for mapping out all of the tasks, determining who does what and when, and defining the deliverables for each step. Once the project begins, the team leader uses the Work Plan to troubleshoot the process, the deliverables, and the schedule.

The Communications Plan helps to manage the expectations of all involved in the project; build consensus; support the schedule; and enhance coordination among all parties. The Communications Specialist team member assists the team leader and others with these activities.

The Project Management Plan (PMP) and the Work Plan include some of the same information. At the earliest stages of project development, the Project Management Plan may function as a preliminary "Work Plan" for the preparation of the Feasibility Study and the Capital Program submission. Draft PMPs are required with the Site/Design Prospectus package submission.

The Role of the Project Management Plan

The Project Management Plan is separate from the Feasibility Study, but they should be developed in tandem. When possible, the Feasibility Study's scope should be tailored to inform the PMP's requirements. In the long run, a well-written PMP will conserve far more effort than it took to prepare. The Office of the Chief Architect (OCA) can supply guidelines on the preparation of the PMP.

Exhibit 4.3: Feasibility Study Team Member Worksheet

FS Team: GSA

- ☐ Team Leader
- ☐ Contracting Officer
- ☐ Property Development Manager
- ☐ Regional Counsel
- ☐ Office of the Chief Architect Representatives
  - ☐ Center for Courthouse Programs
  - ☐ Border Station Center
  - ☐ Urban Development Program
- ☐ Site Selection Specialist
- ☐ Project Manager
- ☐ Asset/Portfolio Manager
- ☐ Regional Historic Preservation Officer
- ☐ Other GSA Specialists
  - ☐ Appraiser
  - ☐ Archaeologist
  - ☐ Architect/Interior Designer
  - ☐ Civil/Structural Engineer
  - ☐ Regional Environmental Quality Advisor
  - ☐ Regional Fine Arts Officer
  - ☐ Regional Fire Protection Engineer

FS Team: Customer Agency

- ☐ Administrative Services Representative
- ☐ Facilities Group Representative
- ☐ Human Resources Representative
- ☐ National Office Representative

FS Team: Contractor/Consultant

- ☐ Acquisition Law Advisor
- ☐ Archaeologist
- ☐ Architect
- ☐ Civil Engineer
- ☐ Code Review Expert
- ☐ Constructability Advisor
- ☐ Cost Estimator
- ☐ Environmental Engineer (Conservation)
- ☐ Environmental Scientist
- ☐ Financial Advisor
- ☐ Geotechnical Engineer
- ☐ Historic/Cultural Preservation Consultant
- ☐ Industrial Hygienist
- ☐ Land Use Planner
- ☐ Real Estate Appraiser
- ☐ Real Estate Broker
- ☐ Registered Fire Protection Engineer
- ☐ Security/Blast Assessment Consultant
- ☐ Structural Engineer (Seismic)
- ☐ Title Search Consultant
- ☐ Traffic Engineer
- ☐ Urban Planner
- ☐ Zoning Attorney

Recommended Activities

Use the Feasibility Study Checklist (see "Appendix C").

- Refer to the Feasibility Study Checklist for a list of typical contents and tasks. Not every project requires all of the Checklist elements. However, using the Checklist helps to review the project's requirements and select the appropriate elements for each project.

Create a Work Plan for conducting the Feasibility Study.

- Work with the Feasibility Study team to develop a Work Plan and a schedule for key tasks. The schedule should conclude with the completion of the Regional Office's Capital Program submission for the project.
- Review the project's characteristics. Identify key factors about the project or the location that impact the Work Plan and identify criteria that impact the scope, schedule, and budget.
- Verify coordination with other studies—either completed or ongoing.
- Identify the project's decision-making processes and coordination requirements. Review the approval processes for GSA, the customer agency, local government, and others. Determine typical time frames and milestones and add this information to the schedule.

Begin a Project Management Plan.

- Create a PMP that reflects the Work Plan for the Feasibility Study.
- Use the PMP to guide the Feasibility Study process. Don't limit the plan to the submission for the Capital Program. The PMP gains detail over time, but it should be drafted early in the process and updated throughout the Feasibility Study process.
- Ensure that the PMP incorporates all elements of the PBS Pricing Policy, with particular emphasis on establishing separate budgets for the shell, each tenant's TI, and GSA-provided security.
- Include the Communications Plan in the PMP to cover the duration of the project.

Create a Communications Plan.

- Understand the context of the project and the community by reviewing previous communications approaches and strategies, plus contacts made with federal, state, and local agencies during the Pre-Planning phase.

Reasons to Create the PMP During the Feasibility Study:

- The team is more engaged and contributes more effectively.
- Focus is on the final product at the beginning of the process.
- Feasibility Study's scope is tailored to support PMP preparation.

- Assess project and local history, local issues, and activities that may create interest or controversy around the project, such as local elections and other development activities.
- Identify key stakeholders in terms of the following:
  - Organization (size and structure);
  - Project stakeholders;
  - Level of influence;
  - Issues of interest; and
  - Leaders and spokespersons, for contact information.
- Include plans for involving key stakeholders in the Feasibility Study preparation.
- Plan to review the draft Work Plan with key stakeholders, including the customer agency, GSA Regional Office, and GSA Central Office.
- Assemble names, addresses, and contact information of key stakeholders and media personnel.
- Provide a clear understanding of who does what, when, and why. Use this information to gain understanding, develop support, or announce progress, as appropriate.
- Identify project milestones and communications deadlines.
- Summarize this information and prepare the Communications Plan. Review the Communications Plan with the Feasibility Study team and the communications staff for the Region, GSA Central Office, and customer agency.

Outcomes

- Provision of the resources, knowledge, and Work Plan for completion of the Feasibility Study
- Effective linkage of the Feasibility Study and the Project Management Plan
- Development of the Work Plan as the foundation for the scope of work and Request for Proposal (RFP) preparation
- Development of Communications Plan

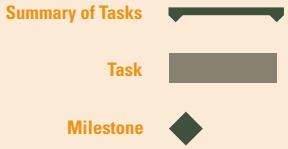
Duration

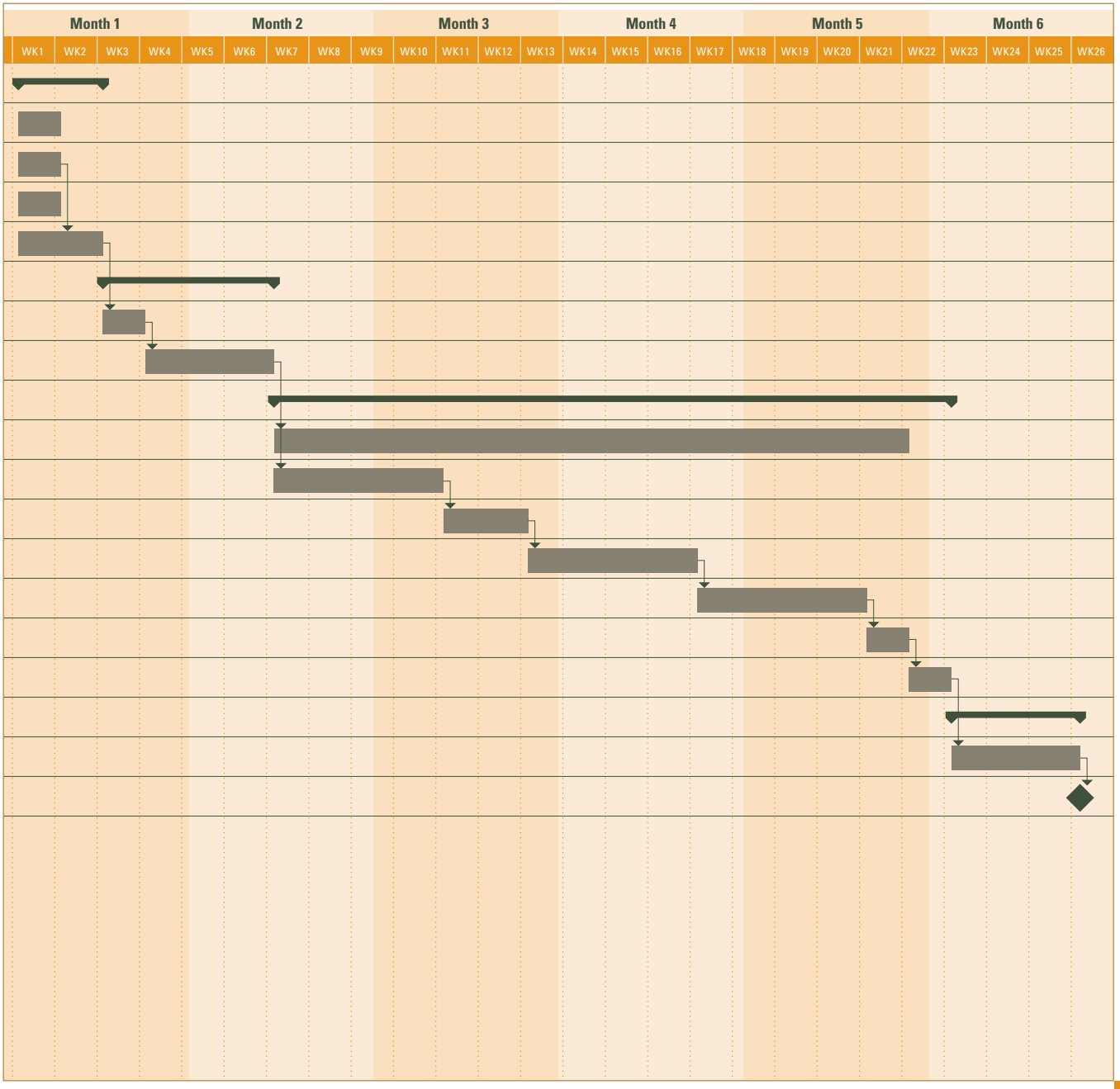
This task typically takes two (2) weeks. Factors impacting duration:

- Number of stakeholders
- Size and scope of project

Exhibit 4.4: Feasibility Study Process Schedule

Task Name	Duration
Step 1: Confirm readiness	**2 weeks**
1.1 Assess basic needs and supporting data	1 week
1.2 Affirm Feasibility Study funds and schedule	1 week
1.3 Assemble GSA and customer Feasibility Study team	1 week
1.4 Develop a Work Plan and a Communications Plan	2 weeks
Step 2: Develop the Scope of Work/Select Feasibility Study Contractors	**4 weeks**
2.1 Develop the scope of work	1 week
2.2 Choose in-house or contracted services	3 weeks
Step 3: Conduct the Feasibility Study	**16 weeks**
3.1 Begin discussions with stakeholders	15 weeks
3.2 Establish project goals and requirements	4 weeks
3.3 Define alternatives	2 weeks
3.4 Evaluate viable alternatives	4 weeks
3.5 Identify and develop the preferred alternative	4 weeks
3.6 Prepare the Implementation Plan	1 week
3.7 Produce the budget	1 week
Step 4: Prepare and Submit the Site/Design Prospectus Package	**3 weeks**
4.1 Prepare Capital Program submission (including PDRI)	3 weeks
4.2 Submit project for funding	1 day

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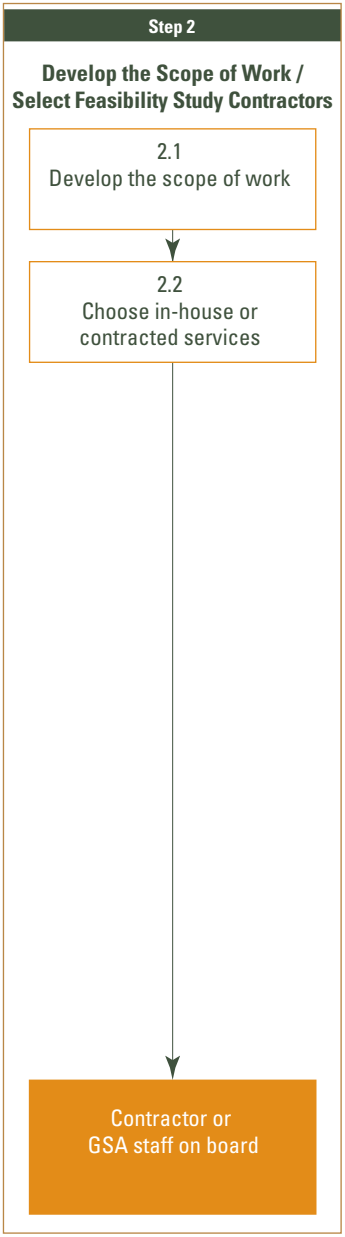
Step 2: Develop the Scope of Work/ Select Feasibility Study Contractors

The Feasibility Study team must use the most up-to-date background information to create a scope of work that effectively assesses customer needs and facility requirements, evaluates alternatives, and proposes the right project. After developing the scope of work, the team must decide whether it is best to use in-house or contracted personnel to conduct the study. This decision is based on the requirements of the study and the resources available. At the completion of this step, the team is ready to begin the Feasibility Study.



Recommended Activities

2.1 *Develop the scope of work*
Understand that a clear, complete scope of work is necessary to hire outside contractors successfully. The scope is an invaluable tool to support the work process and guide the team.

2.2 *Choose in-house or contracted services*
Choose the best expertise for the job, based on the project requirements, the customer agency's needs, and available resources. When a professional services firm is to be engaged, a GSA Contracting Officer and a member of the Feasibility Study team shepherd the selection process.

Outcome

- Full readiness of people, funds, and plans for conducting a high-quality Feasibility Study

Duration

This task typically takes four (4) weeks. Factors impacting duration:

- The complexity of the project
- Any modification from a standard Feasibility Study scope of work
- The availability of Indefinite Delivery Indefinite Quantity (IDIQ) contractors or Federal Supply Schedule (FSS) Management Operation and Business Improvement Services (MOBIS) Schedule contractors

2.1 Develop the Scope of Work

The Feasibility Study's scope of work provides the detailed blueprint for conducting the study. The scope of work should be developed before deciding who will perform the individual activities involved in the effort. If GSA staff prepares the Feasibility Study,

Resources for Feasibility Studies

- Exhibit 4.2: Keys for Feasibility Study Success
- "Appendix C: Feasibility Study Checklist"
- "Appendix F: GSA's Standard Scopes of Work"

These materials are continually updated on the OCA's Construction Excellence and Project Management Division Web site.

Standard Scopes of Work

GSA has developed standard scopes of work for Feasibility Studies and PDSs that support both renovation and new construction projects. These scopes of work provide detailed deliverables for Feasibility Studies and PDSs that can be customized to meet each project's needs. Contact the OCA's Construction Excellence and Project Management Division for the latest documents or check the Project Management Web site. (See also Exhibit 4.5.)

the scope of work is an invaluable guide. When contractor assistance is required to conduct the study, the scope of work is imperative.

The Feasibility Study team should always customize the scope to ensure that it meets the requirements of the project and those of the relevant Capital Program. GSA has model scopes of work for Feasibility Studies that are helpful in developing the scope for each project (see "Appendix F"). Additionally, the standard PDS scopes of work for renovation and new construction projects may suggest key components to be included in the Feasibility Study. Both of these models are recommended as starting points for developing the project scope.

Recommended Activities

Review model scopes of work.

- Evaluate the model scopes of work provided through the OCA and the Regional Office. Every project should evaluate project requirements, environmental factors, technical factors, and financial factors. Ensure that the scope fully addresses all of these categories.
- Review the scopes of work from similar projects and incorporate the appropriate parts. Consult their Project Managers to discover what worked best.

Customize the scope to meet the latest project specifics.

- Convene the Feasibility Study team to help shape the scope of work.
- Ensure that the scope fills in any gaps left by previous studies, addresses known issues, and investigates all known and potentially viable alternatives.
- Encourage the exploration of creative options, including adaptive reuse of historic buildings and intergovernmental property exchanges. Ensure that the scope leads the Feasibility Study process to look for a creative alternative.

Customize the scope to meet the current requirements of the relevant Capital Program.

- Consult with the Office of Real Property Asset Management or the Portfolio Representative on your Feasibility Study team to review the *Planning Call* issued for the targeted funding year. Requirements change from year to year (e.g., parking plans, courtroom matrices), so use the current version.
- Consider the long-term informational role that the Feasibility Study plays. In addition to shaping the funding request, these data form the foundation that supports the project through the Design Excellence process, site selection, and development of the PDS.

Exhibit 4.5: Feasibility Study Deliverables

The Feasibility Study must present the following information for decision-makers at GSA and at the customer agency and, ultimately, stakeholders in the administration and in Congress.

Customer Agency's Goals	• Defines the customer agency's business goals and their impact on the facility's requirements. • Describes workplace performance goals, space assignments, and flexibility needs. • Creates building requirements. Creates the customer's housing plan, taking into consideration any special space requirements, required adjacencies and square footage, and future uncertainties. • Identifies the project's requirements and the consequences if action is not taken.
Asset and Portfolio Goals	• Defines the project within the context of other available master plans. • Addresses the project's impact on all affected GSA assets and interdependent projects and describes customer-pricing implications. • Discusses facility operation, durability, and life-cycle costing requirements. • Addresses opportunities, risks, and required actions to meet accessibility, historic preservation, environmental, urban development, and Design Excellence goals. • Identifies special requirements for foundations, structures, exteriors, electrical and mechanical systems, site work and landscaping opportunities, geotechnical analysis of site, and considerations for special construction and demolition, among other items.
Program Goals	• Addresses opportunities, risks, and required actions to meet accessibility, historic preservation, fire protection engineering, life safety, urban development, environmental, and Design Excellence goals.
Alternatives	• Develops creative and broad alternatives as the heart of the Feasibility Study. • Evaluates a range of alternatives to shape the appropriate project. • Identifies, defines, and evaluates alternatives. • Considers macro-level alternatives (e.g., combinations of new construction, renovation, and leasing). • Chooses a preferred alternative, as well as "sub-alternatives" within the preferred alternative (e.g., tenant mix or phasing options within a renovation project). • Identifies special requirements for foundations, structures, exteriors, electrical and mechanical systems, fire protection and life safety systems, site work and landscaping opportunities, and considerations for special construction and demolition, among other items.

Implementation Plan (included in the PMP)	• Describes key project milestones, stakeholders, funding sources, and uncertainties about or risks to the project's delivery. • Discusses phasing and swing space requirements, potential agency interruptions, utilities coordination, construction phasing, and building turnover plans. • Describes required stakeholder funding approvals and strategies for meeting environmental, historic preservation, and urban development requirements.
Cost Estimating	• Provides project data, estimated construction costs (ECC), estimated total project costs (ETPC), estimated customer relocation costs, and tenant improvement (TI) costs for the alternatives. • Ensures that all estimates meet the latest *Planning Call* requirements. • Uses benchmarks established for new courthouse and border station projects.
Project Management	• Describes required stakeholder funding approvals and strategies for meeting environmental, historic preservation, fire protection engineering, life safety, and urban development requirements.

Use knowledge of the required deliverables to focus the scope.

- Ensure that the deliverables can be produced within the resources of the schedule, team, and budget.

Outcomes

- The final scope of work and schedule
- Adequate information for contractor selection and procurement
- Guidance for the in-house team and the customer agency
- A solid foundation for the project's requirements and Capital Program Manager's support of Site/Design Prospectus
- A Feasibility Study document to support the project through the PDS

Duration

This task typically takes one (1) week.

2.2 Choose In-House or Contracted Services

The Feasibility Study team determines whether to contract with a professional services firm, use an in-house team, or use a combination of GSA and contractor resources. The decision is based on project complexity, the quality and availability of existing technical data, the availability of in-house resources, and the requirements described in the scope.

If it is determined that a Feasibility Study contractor is required, the Contracting Officer leads the team through the selection process. Identify a contractor with the right personnel, local knowledge, technical experience, and understanding of both GSA and the project's requirements.

Recommended Activities

Define the type of expertise required.

- Assess the project's complexity and location, as well as the customer agency's characteristics.
- Review the project's requirements, plus technical and financial factors.
- Determine whether the project is a limited-scope renovation (e.g., a single system). If so, then in-house services and resources may be adequate.
- Determine whether the project involves multiple buildings or customer agencies, site selection or new construction, and extensive environmental or historic preservation work. These factors may require professional services.

Data for the Future

Support your project submission by presenting key data in easily usable formats (e.g., tables and matrices). These are referred to frequently throughout the approval process.

Determine whether the project can be performed by GSA staff.

- If so, assemble the team and move on to Step 3: Conduct the Feasibility Study.

Consider the complexity of the project and the expertise required.

- Determine whether a contractor should be used.
- Review the capabilities of professional services firms already on board (e.g., IDIQ contracts, FSS/MOBIS).
- Consult with Contracting Officers and other Project Managers who have worked with the available contractors to judge their suitability for this Feasibility Study.

Include specialists with appropriate expertise.

- Ensure that any IDIQ contractor hired for the project has the right expertise.
- Include specialists who meet the Department of the Interior's professional qualification standards if the alternatives may affect historic resources.
- Include specialists who have experience selecting and valuing the affected submarket and can make well-supported projections of future site costs and site suitability if the Feasibility Study develops new construction or site acquisition alternatives.

Consult with the Contracting Officer.

- Work with the Contracting Officer to issue an RFP or Work Order that includes the project's scope of work.
- Determine the time required to bring a firm on board. An IDIQ firm may be brought on board fairly quickly. If a standard solicitation process is required, then allocate additional time.

Receive offers, negotiate the terms, and award the contract.

Outcome

- Issuance of notice to proceed to the Feasibility Study contractor or GSA team

Duration

This task typically takes three (3) weeks. Factor impacting duration:

- Use of a non-IDIQ contractor

Step 3: Conduct the Feasibility Study

The Feasibility Study defines the project and establishes project requirements, identifies key technical factors (e.g., zoning, engineering, or sustainability requirements), and defines financial factors for the project. It considers alternatives to meet customer needs and facility requirements in light of regional and national business strategies, technical merit, capital costs, financial impact to the Federal Buildings Fund (FBF), and local context.

The Feasibility Study contractor is responsible for completing the study with the team's input and guidance. GSA's role is to guide the study, coordinate reviews, keep stakeholders informed and involved, and ensure that the Feasibility Study is responsive to the needs of the customer and the requirements of the federal government.

Immediately following the notice to proceed, the team leader must provide all background materials to the contractor. This includes copies of studies, drawings, and reports, as well as contact information for customer agency representatives, GSA Building Managers, and GSA experts.

Recommended Activities

3.1 *Begin discussions with stakeholders*
Use input from stakeholders to understand the customer agency's requirements and concerns, as well as local opportunities and issues.

3.2 *Establish project goals and requirements*
Determine the customer agency's requirements for location, site, housing plan, and schedule and define asset needs (especially for R&A projects).

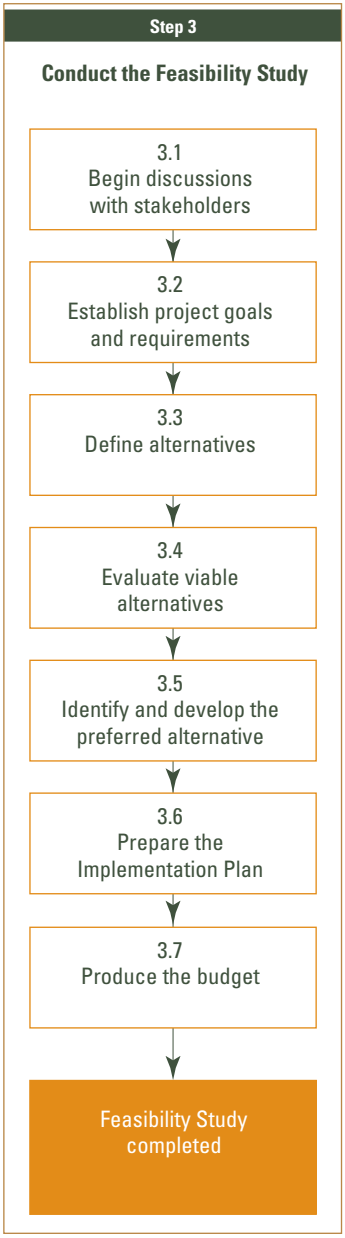
3.3 *Define alternatives*
Generate a broad range of creative alternatives to support the development of an appropriate solution.

3.4 *Evaluate viable alternatives*
Evaluate the viable alternatives, test their approaches, and understand their impacts.

3.5 *Identify and develop the preferred alternative*
Describe and support the preferred alternative.

3.6 *Prepare the Implementation Plan*
Detail the activities to accomplish the project.

3.7 *Produce the budget*
Finalize the construction cost estimate and total project costs.



Launching the Feasibility Study

To start the contractors in the right direction, the team leader provides substantial background information, arranges introductions, opens channels of communication, and helps with activity coordination during the first two weeks.

Hold a Kickoff Meeting

This is a crucial early step that supports the coordination of team members, contractors, and customer agency representatives.

Review the Work Plan, schedule, contact information, required documents, and participants' roles. Complete the Feasibility Study Checklist ("Appendix C") and identify which items are to be addressed and whether they have a major or minor impact.

GSA specialists with expertise in historic preservation, green building, progressive collapse, and other specialties should be included in the Kickoff Meeting.

Outcome

- A complete Feasibility Study, including project requirements, the technical evaluation, and the financial analysis

Duration

Conducting the Feasibility Study typically takes sixteen (16) weeks.
Factors impacting duration:

- The complexity of the project
- The time needed to complete specialized studies
- The availability of the GSA Feasibility Study team and the customer agency to provide information and make interim decisions
- The time need to review, digest, and develop the draft into a solid Capital Program funding proposal

3.1 Begin Discussions with Stakeholders

The GSA Feasibility Study team and the contractor must meet with the customer agency, Building Managers, Asset Business Teams, local community, and other stakeholders to identify key issues, potential sites, individual interests, and project requirements and to shape a Feasibility Study that effectively addresses their requirements (see Exhibit 4.6: Sample Agenda). These discussions allow the customer agency to describe their needs, desires, and concerns.

The team may also talk with outside stakeholders to understand their plans. The project may create opportunities or risks that must be addressed early. This information enables the Feasibility Study team to strategize and budget accordingly.

Recommended Activities

Meet with the customer agency within the first two weeks of the project.

- Learn about the customer's business, vision, and mission and how these impact the agency's future, especially how they drive their real estate requirements.
- Describe the assistance that is needed from the agency to support the study.
- Identify which customer agency staff members are designated to coordinate requests from the contractor or the Feasibility Study team for interviews; access to work spaces and potential secure areas; tenant space standards for test fits; and tenant move and cost estimates, among others.

Exhibit 4.6: Sample Agenda

Meeting With Customer Agency or Community

1. Introduce attendees.

2. Review description of government project.

3. Briefly describe overall process, including earlier studies.

4. Review current Feasibility Study activities, purpose, outcome, and schedule.

5. Inquire about agency planning procedures, sources of information, and key program needs.

6. Identify potential opportunities and pitfalls (sites, local opportunities, timetable, phasing).

7. Assign next steps
   - Collect further data
   - Plan additional meetings
   - Establish points of contact

Fine-tune the sample agenda, based on project history and timeline. Consider these points in preparing for the meeting(s):

- Are the meeting participants familiar with the proposed project and the Feasibility Study process?
- Have they been involved in a Feasibility Study for other projects?
- Is there a previous working relationship between this group and GSA and the team leader? Is this a first-time meeting or a follow-up?
- What are the local impacts of the project? Consider the impact on urban design, job creation, transportation, growth, revitalization, and other local issues.
- Has there been any previous community involvement? What will be planned?

Outline Existing Data

The Feasibility Study scope should list completed studies and supporting data, as well as analyses and studies to be conducted. Confusion on these issues affects the cost, schedule, and success of the project.

Acknowledge and Understand Outside Stakeholders' Interests

Understanding stakeholders' interests results in a higher quality project, delivered on time and under budget. For renovation projects, stakeholders often focus on impact to historic resources, need to relocate valued public service agencies, or opportunities to enhance public spaces. Consider the project's potential to advance local plans (e.g., streetscape improvements, additional employment).

Stakeholders sharing GSA's goals may be able to contribute additional resources to resolve GSA, customer agency, or local community concerns. Early and open conversation with relevant stakeholders is the best way to develop shared goals and an effective solution.

- Review the Work Plan, especially the meetings, presentations, or reviews that the customer agency staff should attend. The professional services firm contractor also should attend these meetings.
- Review and discuss the Communications Plan with the customer agency and the Feasibility Study team to finalize the strategy for publicity, press releases, and other communications activities. If the Feasibility Study team does not have a Communications Specialist, then designate someone who will issue information and address inquiries and potential problems. Review schedules for internal and external communications milestones.

Keep minutes or other reports for all meetings and phone calls.

- Coordinate all contact with local authorities through the appropriate GSA Regional staff.
- Communicate regularly with the Regional Administrator.
- Identify either the team leader or the Project Manager as the control point to approve all communications.

Determine whether meetings are required with other key stakeholders.

- Consider meeting with the GSA Central Office or the congressional delegation to discuss project goals (use Exhibit 4.6: Sample Agenda).

Consider meetings with representatives of local government.

- Determine whether representatives of civic organizations, including fine arts commissions, fire marshals, planning commissions, and local/urban design review boards, should be consulted on development issues. Explore the potential to leverage federal and local development efforts and to fine-tune the evaluation factors to support the project's requirements and the local community's needs.

Consult those involved in the NHPA Section 106 and NEPA processes.

- Contact the state environmental agency, State Historic Preservation Office (SHPO), and other relevant agencies.

Outcomes

- Close coordination with customer agency
- Support for communications efforts, leading to an effective working relationship among all project stakeholders

Duration

This task typically takes fifteen (15) weeks. Factor impacting duration:

- Number of meetings, based on the agencies and groups of the local area and their shared purpose or competing nature

3.2 Establish Project Goals and Requirements

Responding to customer needs and addressing building deficiencies are the key forces that drive Feasibility Studies. Meeting with the customer agency; reviewing their requirements; and developing financial criteria are important steps.

The project requirements include the following five items:

1. Location
2. Site
3. Housing Plans
4. Schedule
5. Business Needs

Recommended Activities

Determine the customer agency's requirements.

- Identify key drivers for change in the customer agency's business and operations; identify how the project location and the workplace environment should support the agency's business goals and effectiveness.
- Discuss what works well currently and what is needed for future operations.
- Review the agency's space standards, population (head count) projections, technology specifications, and security requirements, as well as any special requirements.

Border Highways

Significant changes to border stations usually require extensive road or highway work. Without the required road investments, the projects are not viable. Be sure to coordinate project planning with State and Federal Highway Officials. Clearly document the required coordination and commitments in the Feasibility Study and the PDS. Contact the Border Station Center for more guidance (see "Appendix G").

Discuss customer agency's location preferences.

- Assess the following factors:
  - Interaction with the public.
  - Security requirements.
  - Interaction with other federal, state, or local agencies.
  - Access to transportation, including highways, mass and public transportation, parking; and availability of amenities and services, such as retail, business services, and child care, among others.

Review opportunities to support local planning initiatives.

- Consider the location and development of the project, the development of the site, and other facilities.

Identify the site requirements for new buildings.

- Include the following factors:
  - Visibility of the site and the image of the facility.
  - Number of access points from local streets.
  - Character of entry.
  - Capacity for surface and/or structured parking.
  - Security setbacks.
  - Provision of public open space, such as plazas and parks.
  - Unique foundation requirements.
  - On-site loading and materials handling.
  - Minimum site area.
- Refer to *The Site Selection Guide* for more detail on site requirements.

For R&A projects, prepare the following analyses:

- Summarize the building type and characteristics, including construction types, special features, and overall size.
- Identify recommended improvements to mechanical systems and building envelope; perform security and risk assessment; identify hazardous materials; evaluate life safety systems; review compliance with the Americans With Disabilities Act, historic preservation requirements, and green building requirements; assess interior renovations and life-cycle cost considerations.
- Develop interior planning concepts and sketches, as needed, to assess capacity.

Develop housing plans.

- Determine appropriate types and quantities of work space (offices and open-plan areas) and support space (meeting and conference rooms; lobbies; filing; local area network, or LAN, closets); and special space (libraries, cafeteria, command centers).
- Assess the head count and growth functions. Discuss any significant future changes to the customer agency's size and operation that can impact the housing plan.
- Review the planning horizons and timeline with the customer agency to assess their impact on the customer agency's requirements and future operation.

Develop a list of project goals.

- Define the criteria for a successful alternative. These goals and criteria form the basis for creating and evaluating the alternatives.

Setting the Level of Tenant Improvements

Interior designers and space planners play important roles in assisting the customer agency to develop their desired level of TI investment early in the project.

Outcomes

- Drivers identified for customer requirements and project goals
- Comprehensive list of goals and criteria for customer agency requirements, site requirements, and asset recommendations
- Review of project's potential to benefit local plans

Duration

This task typically takes four (4) weeks.

3.3 Define Alternatives

After identifying the project's goals and assessing the customer agency's needs and the asset's requirements, the Feasibility Study defines a number of alternatives that may satisfy these goals. Alternatives include alteration, new construction, lease, purchase, build-to-suit lease, disposal, outlease (including Section 111 historic outlease), status quo, and combinations thereof. The status quo alternative helps to define the urgency of the project, but it also may identify a realistic fallback position (in whole or in part).

Alternatives should be identified broadly and creatively and then narrowed down as the analysis progresses. The customer agency, project team, and the Feasibility Study contractor should all participate in the development of alternatives.

Alternatives Workshop

A workshop is a fast and effective way to generate and evaluate alternatives. All of the participants (GSA, customer agency, and contractors) provide input in the following agenda activities:

- Confirm existing conditions, project goals, and evaluation criteria.
- Generate creative potential alternatives.
- Define and use the evaluation criteria to review all alternatives.
- Select viable alternatives for further study.

Recommended Activities

List the project requirements and illustrate them with plans, sections, or diagrams.

- Develop and illustrate a few standard alternatives for the team's review. Consider, for example, renovation and reuse of existing buildings, new construction, disposal, and a combination of these options.

Review the conclusions reached in Step 3.2.

- Include all participants in the Feasibility Study to ensure complete agreement about customer agency needs, asset requirements, the housing plan, strategies for local coordination, and other project goals.
- Be sure that the goals and criteria are clear.

Brainstorm additional alternatives.

- Hold a meeting or workshop to develop alternatives creatively.
- Generate a number of alternatives; use the project goals and criteria to identify those viable alternatives worthy of additional study. The process should allow for additional alternatives to be considered as the analysis proceeds into greater detail. Consider inviting a few local stakeholders to participate if appropriate for the project.
- Describe the potential locations that meet the project's goals, GSA's Location Policy, applicable Executive Orders, and so forth. This is an important step for several reasons.

Outcome

- A range of alternatives for further investigation

Duration

This task typically takes two (2) weeks.

3.4 Evaluate Viable Alternatives

The Feasibility Study should discuss all of the developed alternatives, including viable ones and others that were rejected early in the process. Strong consideration should be given to existing GSA-controlled assets, their ability to meet customer agency needs, and each alternative's impact on GSA's portfolio performance.

Project and technical requirements analyses determine each alternative's ability to meet customer agency needs, address technical factors for each alternative, and develop cost estimates.

After developing cost estimates, the team must perform a financial analysis for each alternative. In general, GSA's financial analysis requires a pro forma and a 30-year present value analysis for each alternative (e.g., The Automated Prospectus System, or TAPS, analysis) and an Asset Business Plan (ABP) for each affected GSA property. The *Planning Call* outlines the specific analyses needed to satisfy the Capital Program.

Meaningful analysis requires sound inputs. For various projects, these may include market appraisals of GSA assets, agency rent computations, defined TIs, and market surveys of appropriate sites and acquisition costs. Generally, the Feasibility Study contractor (or GSA staff, with the assistance of appropriate professionals) should develop the cost inputs for each alternative.

Recommended Activities

Analyze project and technical requirements.

- Define Scope of Customer Needs:
  Compare each alternative's ability to meet customer needs. These requirements may be defined in U.S. Courts' Any Court model, Local Portfolio Plans (LPPs), *Border Wizard* simulation model, or a macro-level program of requirements.
- Describe Tenant's Move/Lease Actions:
  Provide an analysis of project-related move costs and impacts on the customer agency's operation as a result of the temporary relocation of tenants, leasing of swing space, phased moves within a building, and final move-ins.
- Assess Site Issues:
  Analyze both new construction and renovation alternatives. Consider the impact that siting would have on the project. Considerations include customer needs, local market conditions, and community impacts, as well as compliance with the National Environmental Policy Act (NEPA), GSA's Location Policy (such as E.O. 12072 and E.O. 13006), and other regulations. For a new construction project, refer to the *Site Selection Guide*. Remember that the selection of the delineated area impacts the following factors:
  - The potential relationship of the project to the local community.
  - The potential to support other local and federal planning initiatives.
  - The cost of site acquisition.
  - The cost of construction, based on the site's characteristics.

Knowledge of Existing Conditions

The Feasibility Study uses knowledge of existing conditions to frame future requirements and budgets. The size and shape of the windows, presence of radiators, location of stand-pipes and potential location of the dropped ceiling reflect a working knowledge of current conditions and inform the assumptions used to develop cost estimates in the Feasibility Study.

Sharing Information

Be ready to provide copies of reports, information, and customer agency contacts to your contractor.

Calexico, CA Stakeholders' Discussions

External stakeholders play critical roles on the Feasibility Study team.

GSA invited city and Imperial County officials, Caltrans, Cal/EPA, and their Mexican counterparts to study upgrades for the border facilities at Calexico. The stakeholders shared land use and infrastructure plans, aerial photos, and key data and helped shape and review alternatives. As a result, the viable alternative was identified, two southbound lanes were created to eliminate a 2-mile backup that had paralyzed Calexico's main street, and strong support of local officials was gained.

In this project, the external stakeholders' significant resources and longer budget cycles enhanced their value as Feasibility Study team members.

For expansion of an existing site, establish the capacity of undeveloped portions of the property within the existing zoning codes and the infrastructure's capacity. Consider the potential to acquire additional adjacent land.

- Examine Capital Costs:
  Prepare cost estimates to provide a basis for review and approval by GSA officials. Benchmark or parametric-level cost analyzes (using gross-square-foot costs) may be used as follows:
  - New Construction
    GSA's *General Construction Cost Review Guide (GCCRG)* provides data and calculation procedures to establish Feasibility Study phase cost estimates. Identify unique project/site conditions and related costs. For courthouse and border station construction, there are project-specific construction benchmarks and models to develop construction costs.
  - Cost Benchmark
    Where alteration estimates are not appropriate, the Feasibility Study should cite cost-per-square-foot estimates (UNIFORMAT II, Level 3) or other reliable estimates based on prior studies (e.g., BERs, seismic, hazardous material studies).
  - Leasing
    These projects may require market rent appraisals and lease scoring analysis for swing space leases and lease alternatives.
  - Capital Cost Breakdown for Costs Amortized in Rent
    Shell, TI, and security costs (as defined in the GSA *Pricing Desk Guide*) must be separated to allow for rent structuring of project alternatives. To determine the TI allowance, the Feasibility Study team can use the agency's general and customization allowance or benchmarks (if available), or obtain a cost estimate for functional space. Estimates are also required for joint-use space to complete the project's budget. Non-market comparables (costs such as security and raised floors that are amortized in the rent) should be denoted separately from TI costs.
- Evaluate Life-Cycle Cost:
  Evaluate each alternative based on its total life-cycle costs, including the comparative costs associated with the original construction/alteration, ownership, maintenance, and disposal. An alternative is the most cost-effective if it has the lowest life-cycle costs, expressed in net present value terms.

- Develop Project Delivery Schedule:
  Evaluate each viable alternative and include a project delivery schedule that shows critical events and milestones from the time of the GSA budget authorization/appropriation to tenant occupancy and their likely impact on on-time delivery. Environmental compliance actions, site acquisitions, swing space requirements, and lease terminations/relocations are examples of critical events that must be clearly identified as milestones on the schedule.

Conduct the financial analysis required of the Capital Program.

- Include analyses of the alternative's impact on regional performance measurements, targets, and strategic goals within the financial analysis. GSA staff should use the *Planning Call* to define the financial analysis requirements. In recent Capital Programs, the *Planning Call* has required the following tools:
  - Pro Forma
    This real property financial modeling tool analyzes a single facility. It provides a quantitative study of proposed capital investment requirements, investment decision-making, and income/expense information for new construction and R&A proposals.
  - Multi-Asset Portfolio Planning (MAPP) Model (optional)
    Although no longer required by the latest *Planning Call*, the MAPP modeling tool performs analyses similar to the pro forma for multiple buildings or leases.
  - The Automated Prospectus System (TAPS)
    TAPS is a present value cost model developed for GSA to meet the requirements of OMB Circular No. A-94. TAPS provides an analysis of lease, new construction, or R&A alternatives, based on the comparison of their 30-year net present value.
  - The Local Portfolio Plan (LPP)
    The LPP is GSA's tool to provide a planning context for GSA assets at a community-wide or market level.
  - The Asset Business Plan (ABP)
    The ABP is GSA's Web-based asset management tool. It provides building-level income/expense history and projections, planned investment, and long-term holding plans for the building.

Evaluating Alternatives

Each alternative should be evaluated on its ability to meet the following:

- The project requirements in terms of the customer's needs, and the facility's and portfolio's requirements.
- The technical requirements, including key GSA program goals (e.g., sustainability, historic preservation, urban design).
- Financial performance.

Outcome

- Financial and technical analyses of each viable alternative under evaluation

Duration

This task typically takes four (4) weeks.

3.5 Identify and Develop the Preferred Alternative

The preferred alternative is the best alternative to meet the objectives of the customer agency, asset, and portfolio. Based on the evaluation of the alternatives, the Feasibility Study should include a written summary that concisely documents the decisions, explains the findings, and provides justification for proceeding with the preferred alternative as part of GSA's Capital Program.

The description of the analysis should address the following issues and describe its advantages, compared to competing alternatives.

Recommended Activities

Discuss the preferred alternative.

- Describe Customer Need:
  Identify the customer's business goals and real estate impact, demand/customer plan, LPP, and physical asset requirements.
- List Project Objectives, Portfolio Goals, and GSA Program Goals:
  Identify those project objectives that relate to the overall portfolio and project goals, as well as to GSA's broad mission program goals. Include project requirements developed in response to federal law (e.g., NEPA, NHPA Section 106), GSA legacy programs (e.g., Design Excellence, Green Buildings), and other technical requirements.
- Define Design Issues:
  Identify design constraints and unique requirements, including site issues.
- Determine Schedule:
  Identify schedule constraints and risk assessment for project delivery.
- Resolve Funding Sources and Budget Schedule:
  Identify funding sources (e.g., Budget Activity; TI costs, Reimbursable Work Authorization, donations, other sources) and budget schedule for project delivery.

- Identify Decision Criteria and Documentation:
  Establish capital cost, financial cost, advantages and disadvantages, and other decision criteria used for comparison. Compare each alternative to illustrate how the best alternative was identified. Provide a short narrative discussion on the deciding factors.
- Develop Procurement Method:
  Identify the procurement method that can successfully deliver the proposed project.
- Determine Performance Measurement:
  Identify how the proposed project impacts the performance measurements.
- Provide Customer Assignment Drawings:
  Recommend production of relevant blocking and stacking diagrams.

Outcome

- Written analysis of the preferred alternative

Duration

This task typically takes four (4) weeks.

3.6 Prepare the Implementation Plan

The Implementation Plan outlines how the project can best be procured (e.g., design-bid-build, design/build) and, for new construction alternatives, the area in which it will be located and how the site will be acquired. The Feasibility Study recommends a procurement method based on the complexity, risks, and potential cost savings presented by the preferred alternative. The procurement method has a significant impact on the schedule and location proposed in the Prospectus.

Recommended Activities

Delineate areas for site selection (for new construction) and lease acquisitions.

- Realize that the eventual site selection must conform to the location cited in the Prospectus.
- See *The Site Selection Guide* for detailed information about establishing delineated areas. The *Planning Call* and the Office of Real Property Asset Management can also provide assistance.

Is Everybody On Board?

Be sure to allow adequate time to meet with the customer agency to review the preferred alternative, collect comments, and receive confirmation that the Feasibility Study recommendation is correct from the customer's point of view. Anticipate how much time it will take the customer to schedule meetings and complete reviews. Some agencies need more lead time than others to finish this task.

Funding Cycles

When developing the project schedule, recognize both the limitations of the funding cycle and when funds become available. For example, schedules with fourth quarter (4Q) awards or first quarter (1Q) funding may be problematic.

Help With Site Selection

GSA's *Site Selection Guide* (2003) offers detailed assistance with site selection. Although it concentrates on the later stages of site investigation, evaluation, and selection, it is an excellent resource to shape site consideration during the Feasibility Study. It is available from the OCA.

Greenville, SC

The Feasibility Study has the key role in defining the site acquisition request figure. But it can be tough to get the right figure since it is a calculation based on future assumptions. Markets and the availability of suitable sites can change over time. Successfully predicting acquisition costs relies on assessing specific sites, assembly costs, market demand, and availability.

The Feasibility Study team for a new courthouse in Greenville incorporated these factors into their scope of work, and a qualified real estate consultant calculated reliable acquisition costs. Local officials also participated in the initial feasibility discussions and will be involved during site selection. The region will apply both techniques in all future Feasibility Studies that propose site acquisition.

Review project delivery options.

- Determine whether the implementation of the project requires a specific type of delivery:
  The recommendation at this time restricts all future options to those defined in the Site/Design Prospectus (e.g., whether the project is going to be design/build or traditional design-bid-build).

Develop strategies for project phasing.

- Include any necessary swing space for interim tenant moves during renovation or consolidation projects.

Consider the best Design Excellence approach for hiring a designer.

- Determine whether the project would benefit from a two-stage or three-stage (design competition) process. The project team will have some flexibility to make this decision later, but the Feasibility Study should provide background, guidance, and a sufficient budget for the desired alternative.

Develop the project delivery schedule.

Complete draft OAs with move-in schedules.

Outcome

- Completed Implementation Plan for Capital Program submission

Duration

This task typically takes one (1) week.

3.7 Produce the Budget

The Feasibility Study should include accurate budgets for design, site acquisition, and construction.

Cost estimates must conform to the standards dictated by the *Planning Call*. Although a significant portion of this effort is conducted during the analysis of alternatives, this step is the final effort to refine or confirm those estimates.

The estimates for site and design costs are most crucial because they directly support the Site/Design Prospectus. Ideally, the costs presented in the Feasibility Study must forecast and align with the Construction Prospectus cost estimate, which is typically presented two years later and based on more detailed construction costs.

Recommended Activities

Refine design costs.

- Use applicable tables and consider whether the design costs should be adjusted for unusual complexity, design competition, unforeseen conditions, or other factors that may increase the design effort (e.g., complex or controversial NEPA processes).

Refine site acquisition costs.

- Use professional appraisal estimates based on representative (e.g., buildable) sites, rather than on unsuitable market comparisons.
- Include estimates for demolition, decontamination, soil conditions, and tenant and utility relocations.
- Ensure that the site acquisition request enables the purchase of a suitable site in the planned year of purchase.

Estimate construction costs.

- Ensure that construction cost estimates conform to *Planning Call* standards. Consider site-specific conditions that may affect costs, such as seismic zone, soil conditions, hardening requirements based on an achievable setback, landscape area, invasive testing, multiple phases, working in occupied buildings, and after-hours work, among other factors.
- Use Cost Benchmark estimates for new courthouse construction projects.

Complete draft OAs, based on project budgets for the preferred alternative.

Outcome

- Realistic, thorough project cost estimates

Duration

This task typically takes one (1) week.

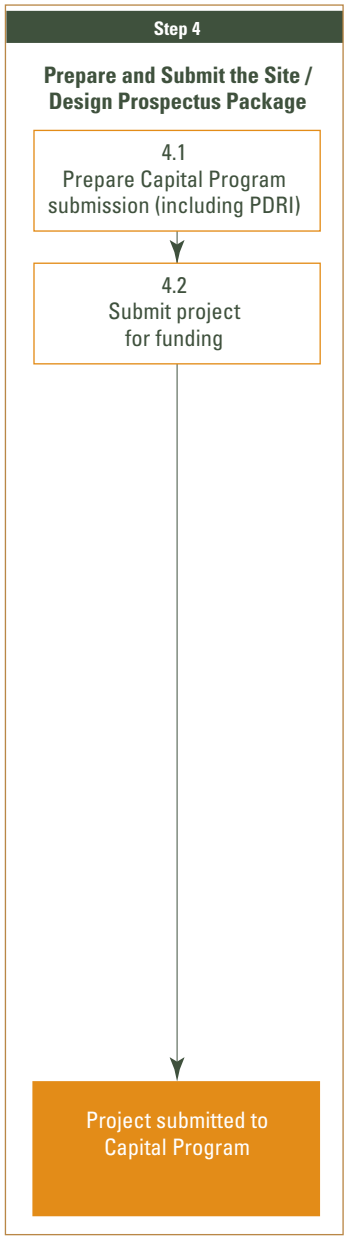
Review Budget Items Carefully

Since workplace performance and customer involvement and satisfaction are high priorities, the budget should include fees for requirements development, space planning, and design development for the tenant spaces. Ensure that the budget can cover these important aspects of the project.

Be Sure to Include These Costs in the Budget

- R&A
- Phasing
- Swing space
- Occupied space
- Night/weekend work
- Tenant relocation

Step 4: Prepare and Submit the Site/Design Prospectus Package



While the Feasibility Study is the key source of information for finalizing the Capital Program submission, the final product is a Prospectus funding proposal. Therefore, the Feasibility Study team must stay engaged until the Prospectus is completed. The package is generally prepared and assembled by the regional Office of Real Property Asset Management. It includes the Prospectus, the economic analyses, and final housing plans.

The *Planning Call* directs the requirements of the submission. As discussed earlier, it is important to anticipate and incorporate these requirements into the scope of work and throughout the process. They cannot be "tacked on" at the end of the process. Feasibility Study team members may share the effort and prepare specific parts of the funding package, based on the requirements of the *Planning Call*. These often include an Environmental Checklist, the Project Management Plan, and Occupancy Agreements, among other items.

The time to prepare the Capital Program submission always seems far too short. Plan a reasonable time frame with the staff in the Office of Real Property Asset Management who coordinate the development of the submission package, to ensure that there is adequate time to prepare an effective submission.

Recommended Activities

4.1 *Prepare Capital Program submission (including PDRI)*
Meet the specific requirements of the current *Planning Call*.

4.2 *Submit project for funding*
Complete the submission and deliver the Prospectus package to the regional Office of Real Property Asset Management.

Outcome

- Completed and submitted Prospectus (with sound project strategy and cost estimates)

Duration

This task typically takes three (3) weeks.

4.1 Prepare Capital Program Submission (including PDRI)

The *Planning Call* issued by the Office of Real Property Asset Management provides the detailed requirements for the program submission. Each year the *Planning Call* varies slightly, in response to current concerns and requirements. Know the core components of the *Planning Call,* as well as requirements that have been changed or added.

Recommended Activities

Check with the Office of Real Property Asset Management.

- Confirm the *Planning Call* requirements and the various due dates.

Conduct a Project Development Rating Index (PDRI).

- Assess the project's strengths and weaknesses.

Complete the submittal package.

- Work with Feasibility Study team members to fine-tune the Site/Design Prospectus funding proposal. Allow sufficient time to review the document and ensure that it is complete, well written, and well organized.

Outcomes

- An understanding of the requirements of the current *Planning Call*
- A fine-tuned submittal

Duration

This task typically takes three (3) weeks.

Parkersburg, WV

When the Bureau of Public Debt (BPD) asked for help with a major new lease, the project team knew they needed to work quickly. In just six weeks, working with a term A/E, the team assessed BPD's eight current locations, developed an efficient strategy for phased moves, and worked with city officials and the local historic commission to evaluate alternatives. All existing buildable and developable sites were considered. The team proceeded with a build-to-suit construction, awarded via a design competition.

This quick and thorough approach to planning can make all the difference to the client and the community.

4.2 Submit Project for Funding

Once the project submission has been completed, it is prioritized within the Region and then included in the Regional Office's Capital Investment and Leasing Program (CILP) request to GSA in Washington, DC.

Recommended Activities

Submit the Site/Design Prospectus funding proposal. Revise if requested.

- Ensure that the Feasibility Study team leader works with the regional Office of Real Property Asset Management to respond to any requests for revision or clarification. The team leader coordinates this work with appropriate Feasibility Study team members and expedites the responses.

Outcome

- Completed and submitted Site/Design Prospectus package

Duration

This task typically takes one (1) day.

E. Barrett Prettyman United States Courthouse Annex, Washington DC
Architect: Michael Graves and Associates

Program Development Study Phase

Program Development Study Phase

The Long Life of the PDS

Years after its completion, the quality of the PDS continues to guide or constrain the project team's response to unforeseen conditions, the customer's revised needs, constructability issues, and ever-changing material and labor costs. In many ways, the PDS is the last chance to "get it right" (see Exhibit 5.2: Keys for PDS Success).

Overview of the Program Development Study (PDS) Phase

The Program Development Study (PDS) phase provides GSA with a sound foundation to pursue the construction funding and design start for a project. A PDS is required for all GSA capital projects. In the typical project development and funding cycle, the PDS usually follows the Feasibility Study phase by two years. The PDS is also a good method to establish project requirements for Prospectus-level build-to-suit lease projects.

During the PDS phase, the project team, customer agency, and stakeholders use the PDS to develop the project described in the Feasibility Study in greater detail. The PDS reviews and revalidates (or revises) all previous project assumptions, plans, and budgets. It proposes a reliable construction budget and implementation strategy for the project.

In GSA's Capital Investment and Leasing Program (CILP), the PDS serves as the "last chance" to ensure that the project has the proper scope and budget before requesting construction funding. It provides the foundation for the architect/engineer (A/E) to begin design and establish budget parameters for the design process.

A successful PDS fulfills these key roles:

- Updates site information and costs, based on latest knowledge;
- Evaluates the Feasibility Study and other assumptions and confirms the best alternative;
- Identifies design directives to maximize the project's opportunities by proposing the optimal budget and scope;
- Identifies and minimizes constraints and risks by proposing the right budget and implementation strategy;
- Details the strategy, schedule, and budget for the procurement of construction services;
- Finalizes budgets for the shell, tenant improvement (TI), and security (e.g., progressive collapse, blast mitigation, glass fragmentation line items); and
- Provides detailed backup for the Construction Prospectus.

This section of the Guide summarizes PDS deliverables, describes the tools for conducting the PDS, and outlines a process to improve successful completion. (See Exhibits 5.1, 5.3, and 5.4.)

Exhibit 5.1: PDS Process

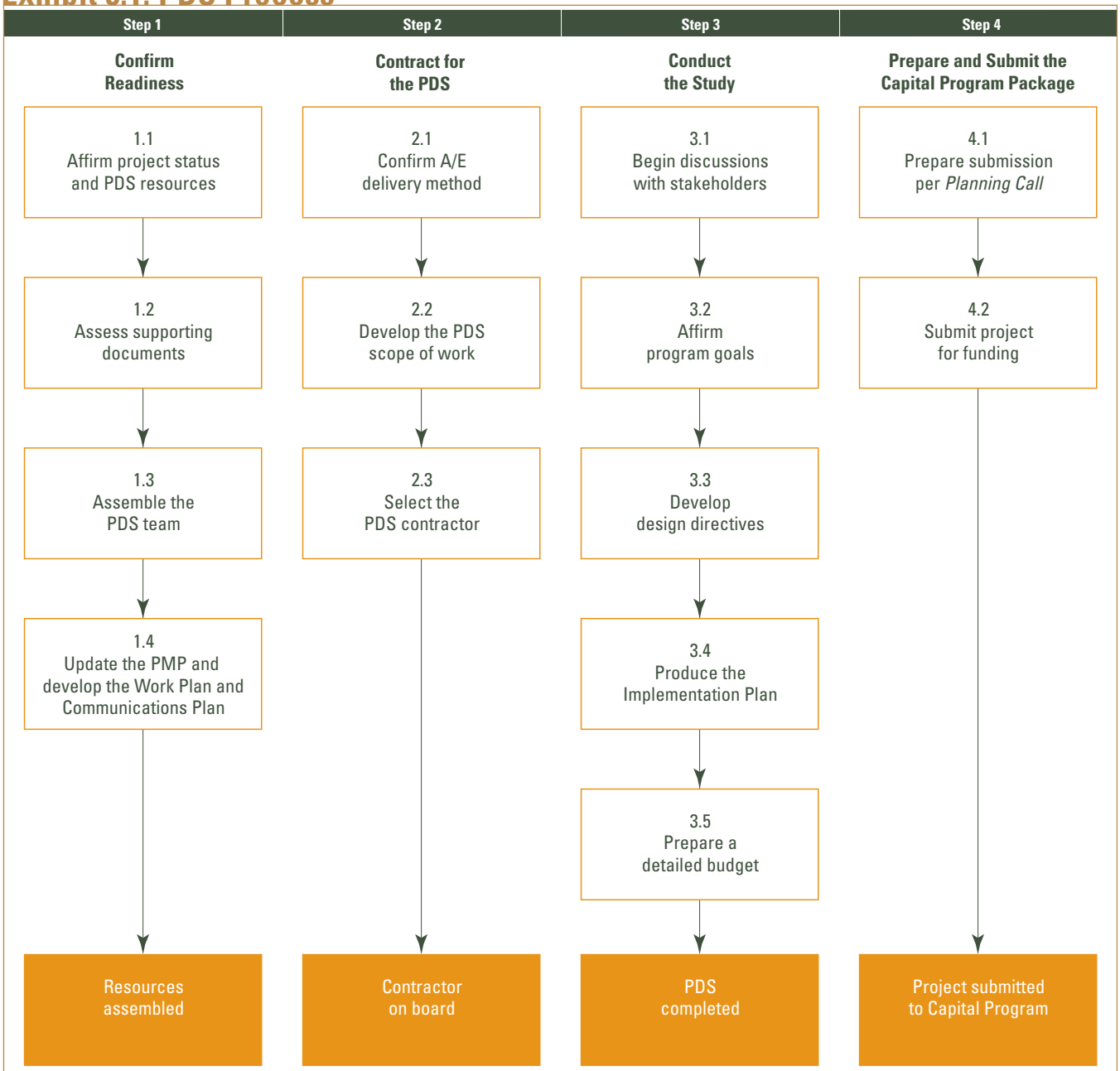


Exhibit 5.2: Keys for PDS Success

Emphasize the Project Management Plan (PMP)
Create a PMP at the beginning of the PDS process and revise it throughout. Use it as a tool to focus the efforts of the PDS team, the customer, and the contractor.

Keep the PDS Team Engaged
Assemble a broad-based team early and keep members involved. In-house GSA experts and customers are crucial to help set strategy, ensure an effective PDS, and manage expectations.

Re-Evaluate the Feasibility Study
Reconsider the Feasibility Study's assumptions and conclusions. Since its completion, customer needs, local context, site availability and costs, security, and other requirements and expectations may have changed significantly. Any of these may fundamentally alter the proposed project.

Customize the Scope of Work
GSA's standard scopes of work are an invaluable tool, but they are only a starting point. Ensure that the PDS is focused, complete, and on time by customizing the scope of work to meet the project's specific requirements.

Ensure In-House Knowledge
GSA's in-house team is called upon to answer questions in support of the project throughout the approval process—and they form the core of the future design team. They must have in-depth knowledge of the project to support it over the long term. This is especially true of economic analyses: The PDS contractor develops project costs, but the regional Office of Real Property Asset Management conducts the analyses required by the Capital Program.

Conduct the PDRI Process
Using the Project Definition Rating Index (PDRI) process can help to identify strengths and weaknesses in the PDS and Prospectus early on. See the *Planning Call* for more details on the process and its requirements.

Recommended Activities

Step 1 *Confirm Readiness*

Reviews the project status, funding, and PDS team resources and how they contribute to the development of a viable Work Plan.

Step 2 *Contract for the PDS*

Develops the scope of work and selects the appropriate contractor.

Step 3 *Conduct the Study*

Prepares the PDS with help from stakeholders, the customer agency, and GSA associates.

Step 4 *Prepare and Submit the Capital Program Package*

Submits the completed package for construction funding.

Outcome

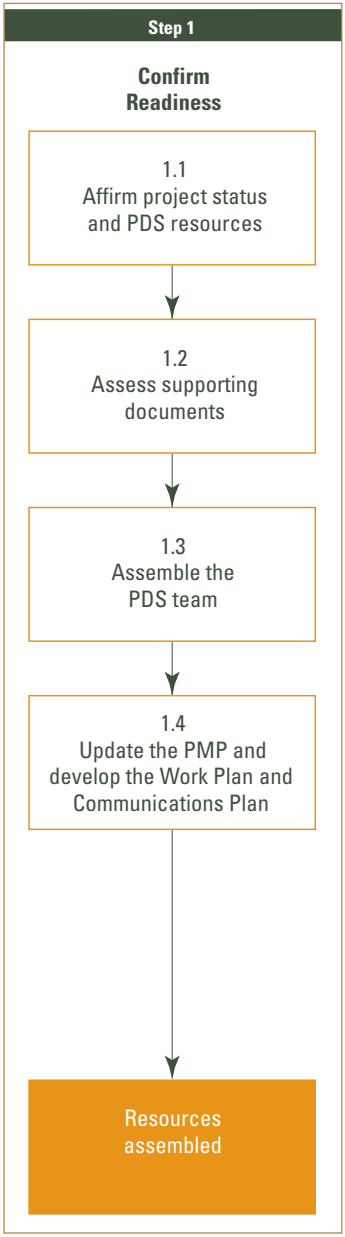
- Submission of a completed PDS and Construction Prospectus

Duration

This task typically takes thirty-six (36) weeks. Factors impacting duration:

- The complexity of the project
- Changes to the conditions or requirements since completion of the Feasibility Study

Step 1: Confirm Readiness



The Project Manager must review the project and confirm that it is appropriate to begin a PDS. This informal assessment is based on a review of the Site/Design Prospectus, site selection activities, the quality of previously conducted studies (including the Feasibility Study), the progress of the authorization process, and the availability of staff and resources to conduct an effective study.

Several years may have passed since the completion of the Feasibility Study. Many local, customer agency, and project conditions may have changed during the interim. The PDS should be an assessment of where the project is today and where the project needs to go. As a first step, the project team becomes well versed in the project's background and history in order to scope the appropriate PDS and guide it to completion.

Recommended Activities

1.1 *Affirm project status and PDS resources*
Determine whether the time is right to begin the PDS.

1.2 *Assess supporting documents*
Assess validity of supporting documents and review project history.

1.3 *Assemble the PDS team*
Identify all required GSA and customer agency team members and ensure that the sufficient expertise is allocated for the PDS.

1.4 *Update the PMP and develop the Work Plan and Communications Plan*
Create a PDS Work Plan and Communications Plan in coordination with the overall PMP.

Outcomes

- Clear direction for the PDS
- Identification of the resources and strategy to be successful
- Sufficient information to contract for the PDS

Duration

This task typically takes three (3) weeks.

1.1 Affirm Project Status and PDS Resources

The Project Manager or team leader for the PDS reviews all project developments and determines whether it is the right time to begin a PDS. The availability of adequate resources to prepare the PDS also should be confirmed. This task is essentially the continuation of good project communications between the Regional Office and its customer agency in the period after submittal of the Site/Design Prospectus and joint planning for the PDS preparation.

Who Leads the Team?

Although an Asset Manager generally leads the Feasibility Study, a Project Manager usually leads the PDS. This can vary from region to region.

Recommended Activities

Check progress status of the Site/Design Prospectus.

- Determine whether the project is still on track for submittal of the construction request in the planned fiscal year.

Affirm that the customer agency supports the project.

- Make certain that the customer agency is ready to support the construction request for the proposed year.
- Review the status and disposition of site selection and other project developments and confirm that the customer still supports the project and schedule proposed in the Feasibility Study.

Assess changes to the project's fundamental requirements.

- Determine whether the project's requirements have changed so significantly that the project needs to be reconceptualized.

Confirm the timetable.

- Confirm that the PDS can be funded and finished in time to support an effective Capital Program submittal.
- Check that sufficient BA61 (e.g., Regional Operating) funds are set aside to support preparation of the PDS.

Outcome

- Customer and regional management support for preparation of a successful PDS

Duration

This task typically takes one (1) week.

Document Review Precedes PDS Commencement

Ideally, each member of the project team assesses the available documents and their validity in light of current conditions and recommends any new data or studies that are needed.

1.2 Assess Supporting Documents

This task focuses on understanding the project's history and background in depth, rather than simply reviewing a host of documents. Conversations with those who are familiar with the project and its development can enhance the review. In order to build an effective team and create the scope of work for the PDS, the Project Manager and the team must begin with a thorough analysis of the Feasibility Study and the project's history.

Recommended Activities

Start with the Feasibility Study.

- Identify issues or uncertainties that need to be developed more fully since the Feasibility Study was completed.
- Look for Feasibility Study assumptions that may have changed.

Identify the key risks and opportunities.

- Determine whether technical issues have been sufficiently analyzed and resolved in the Feasibility Study.
- Review the Project Management Plan (PMP). The PDS scope of work should respond to any outstanding risks.

Review other studies and background information.

- Check for and review any substudies referenced in the Feasibility Study. (See "Appendix B" for a list of typical Feasibility Study Input Documents.)
- Identify any special studies (e.g., seismic, blast, historic preservation, fire protection) that need to be completed or included in the PDS.

Re-engage the project contacts from the Feasibility Study or its supporting studies.

- Concentrate on key issues, uncertainties, and expectations.
- Contact others (GSA, the customer, and stakeholders) who can explain the background of the project's requirements. Some of these persons may join the PDS project team later; tap their knowledge now to help shape the approach and scope of work.

Review site selection efforts and the Site Investigation Report.

- Talk to the Site Investigation Team to learn more about conditions that may impact construction costs or about commitments for special studies or actions during construction.

Outcomes

- Familiarity with the project's background
- A basis for informed choices about the PDS team composition
- Identification of gaps in background documentation composition
- General direction to shape the scope of work

Duration

This task typically takes one (1) week. Factor impacting duration:

- Availability of personnel and documents

1.3 Assemble the PDS Team

The entire team should be assembled now (even if some team members' expertise is not used until later in the PDS development). Each project uses a variety of GSA associates as resources. Their topic expertise and knowledge of specific project areas help to develop an effective PDS scope.

Recommended Activities

Develop a team roster.

- Select a slate that pairs the project's issues with GSA expertise. Consult "Appendix E," which describes the roles and responsibilities of the team members, to develop the roster.

Include customer agency representatives.

- Rely on customer agency representatives to provide knowledge about the customer's requirements and to handle communications and coordination with the customer agency.
- Review any special needs or concerns discussed in the Feasibility Study and then include customer representatives with the right expertise to help shape and review the PDS.

Leverage outside stakeholders as a source of local knowledge and support.

- Determine whether there are issues or opportunities influenced by outside factors.
- Use stakeholders to bring local input into the PDS process. They can provide strategies for viable local approaches: funding additional construction costs through local or state agencies and coordinating with nearby utilities, road repair, local plans, or preservation features.

Capitalize on Earlier GSA Participation

Don't overlook the significant advantages of involving the GSA experts who participated during the project's Feasibility Study, site selection, and Design Excellence review.

Outcome

- Availability of GSA and other experts to shape the PDS scope of work

Duration

This task typically takes two (2) weeks. Factor impacting duration:

- Availability of appropriate Feasibility Study team members and stakeholders for the PDS preparation

1.4 Update the PMP and Develop the Work Plan and Communications Plan

The Work Plan is a crucial tool to ensure that the PDS achieves its goals, stays within budget, and remains on schedule. The team leader is responsible for mapping out all of the tasks, determining who does what and when, and defining the deliverables for each step. Once the project begins, the team leader uses the Work Plan to troubleshoot the process, the deliverables, and the schedule.

Effective communications bring important benefits to the project by managing customer agency, stakeholder, and community expectations; building consensus; supporting the project schedule; and enhancing coordination within the team and with the customer agency. The Communications Specialist team member can assist the team leader and others with these activities.

Recommended Activities

Review the PMP that was submitted with the Feasibility Study.

- Review the PMP's recommendations for design procurement and the implementation strategy as inputs to the Work Plan.
- Verify whether the PMP has been updated since the completion of the Site/Design Prospectus or the beginning of the design phase.
- Use the PMP to guide the PDS process. Don't limit the PMP update to the submission for the Capital Program. Drafting the PMP begins earlier in the capital development process, and the PMP is updated throughout the PDS activities. Update the PMP in concert with the development of the Work Plan.

Use the PDS Checklist (see "Appendix D").

- Refer to the PDS Checklist for a list of typical contents and tasks for a PDS. Not every project needs all of the elements in the PDS Checklist. However, using the PDS Checklist helps to review the project's requirements and select the appropriate PDS elements for each project.

Review project background.

- Review the project's characteristics. Identify unique factors about the project or the location that may impact the Work Plan and plan for their resolution in the scope, schedule, and budget.
- Review the project's history and local context.
- Verify coordination with other studies (either completed or ongoing).

Create a Work Plan for conducting the PDS.

- Work with the PDS team to develop a Work Plan and schedule that includes these tasks: write the scope of work, begin the PDS, review progress, revise and finalize the PDS, and submit the project to the Regional Office's Capital Program. The schedule should conclude with the completion of the Regional Office's Capital Program submission of the project.
- Identify project decision-making processes and coordination requirements. Review the approval processes for GSA, the customer agency, local government, and others. Determine typical time frames and milestones and add this information to the project schedule.

Develop a Communications Plan for GSA stakeholders and the public.

- Understand the context of the project and the community by reviewing previous communications approaches and strategies. Review contacts made with federal, state, and local agencies during the Feasibility Study.
  - Reviewing project and local history, local issues, and activities that may create interest or controversy, such as local elections and other development activities.
- Identify key stakeholders in terms of the following:
  - Organization (size and structure);
  - Project stake;
  - Level of influence and issues of interest; and
  - Leaders and spokespersons, for contact information.
- Include the Communications Plan in the PMP to cover the project duration.
- Include plans for involving various stakeholders (e.g., the customer agency, the community, local officials) in the PDS preparation.
- Plan to review the draft Work Plan with key stakeholders, including the customer agency, GSA Regional Office, and GSA Central Office. Confirm coordination requirements within GSA and among GSA, tenant agencies, and other outside organizations, such as local government and community organizations.

Key Advantages to Updating the PMP During the PDS

- The team is more engaged and contributes more effectively.
- Early focus is on the final product.
- The PDS refines the PMP finalization.

PMP's Role

The Project Management Plan (PMP) is a tool that supports effective project development. The Project Management Plan is separate from the PDS, but the two should be developed in tandem. The PMP saves far more effort over the life of the project than it takes to prepare. Consequently, it pays to prepare the PMP correctly.

PMP Aid

Contact the OCA's Construction Excellence and Project Management Division for resources to help develop PMPs that will make each project successful.

- Provide a clear understanding of who does what, when, and why. Use this information to gain understanding, develop support, or announce progress, as appropriate.
- Identify project milestones.
- Develop a schedule of planned communications around project milestones, such as activity commencement and completion dates. Develop a protocol for tracking and responding to potential problems.
- Identify communications venues that may be used to distribute information about the project, such as the following:
  - GSA Web site and/or customer agency Web site or newsletter.
  - City or local agency Web site and local interest newsletters and Web sites.
  - Local newspapers, TV, and radio.
- Summarize this information and prepare the Communications Plan. Review the Communications Plan with the Site Investigation Team and the communications staff for the Region, GSA Central Office, and customer agency.

Revise the current PMP during the PDS process.

- Don't wait until the Capital Program to dust off the PMP. It should be updated continually throughout the process. The PDS scope of work can be tailored to address issues to support the project strategy.

Outcomes

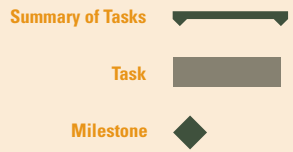
- An effective strategy for conducting the PDS
- Development of the PMP in concert with the PDS
- Development of the Communications Plan with analysis of stakeholders, potential issues, and media venues

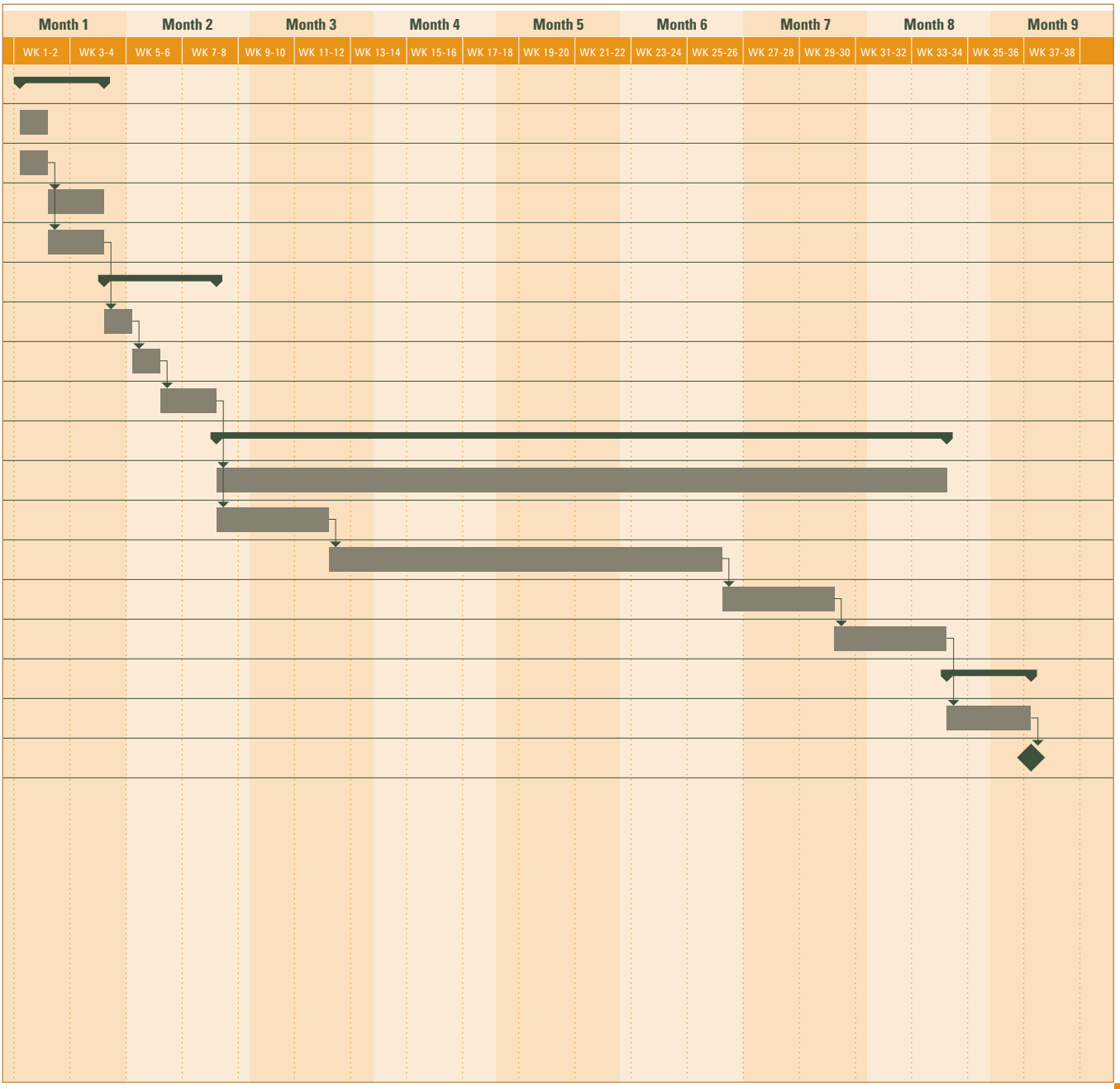
Duration

This task typically takes two (2) weeks.

Exhibit 5.3: PDS Process Schedule

Task Name	Duration
Step 1: Confirm Readiness	**3 weeks**
1.1 Affirm project status and PDS resources	1 week
1.2 Assess supporting documents	1 week
1.3 Assemble the PDS team	2 weeks
1.4 Update the PMP and develop the Work Plan and Communications Plan	2 weeks
Step 2: Contract for the PDS	**4 weeks**
2.1 Confirm A/E delivery method	1 week
2.2 Develop the PDS scope of work	1 week
2.3 Select the PDS contractor	2 weeks
Step 3: Conduct the Study	**26 weeks**
3.1 Begin discussions with stakeholders	26 weeks
3.2 Affirm program goals	4 weeks
3.3 Develop design directives	14 weeks
3.4 Produce the Implementation Plan	4 weeks
3.5 Prepare a detailed budget	4 weeks
Step 4: Prepare and Submit the Capital Program Package	**3 weeks**
4.1 Prepare submission per *Planning Call*	3 weeks
4.2 Submit project for funding	1 day

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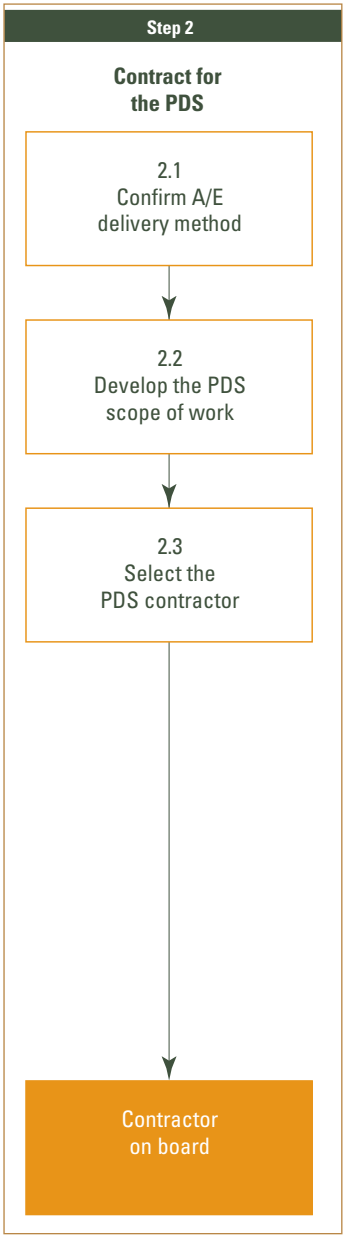
WK 27-28
WK 29-30
WK 31-32
WK 33-34
WK 35-36
WK 37-38

Step 2: Contract for the PDS

The Work Plan establishes the starting point to bring a qualified A/E contractor on board. The PDS team must use the latest project information to develop the appropriate scope of work and define the right firm for the work.



Recommended Activities

2.1 *Confirm A/E delivery method*

Review the Feasibility Study and PMP to determine whether the recommended A/E selection strategy is still viable.

2.2 *Develop the PDS scope of work*

Begin with standard scopes and GSA expertise to craft the appropriate scope for each project.

2.3 *Select the PDS contractor*

Work closely with the Contracting Officer to bring the A/E contractor on board for the PDS.

Outcomes

- Development of a scope of work for the PDS
- Selection of A/E contractor

Duration

This task typically takes four (4) weeks. Factor impacting duration:

- Adequate time to access a qualified existing IDIQ contractor or the Designer of Record

2.1 Confirm A/E Delivery Method

The Feasibility Study examined the advantages and disadvantages of design/build, traditional design-bid-build, and other methods and recommended the best implementation and procurement strategy for the project. The selected implementation strategy should influence the process for selecting the PDS contractor.

For most projects, the best course is to select the design A/E and Architect of Record through GSA's Design Excellence program and use the selected A/E to prepare the PDS before proceeding into design. However, other design procurement strategies may remain valid options for some projects (e.g., a limited-scope renovation that does not require a Feasibility Study or a design/build project). In those cases, another A/E may be contracted to complete the PDS.

Recommended Activities

Validate the A/E delivery method.

- Review the Feasibility Study and the PMP to determine whether current conditions warrant following the recommendation or selecting a different process.

Determine whether the project is a limited-scope renovation (such as for a single system); if so, include the A/E procurement method as part of the PDS.

Outcome

- Validation of A/E and PDS contractor procurement strategy

Duration

This task typically takes one (1) week.

2.2 Develop the PDS Scope of Work

The most important task for the project team is preparing the scope of work. A carefully crafted scope of work defines the project's needs, provides Capital Program managers with the data to support the construction funding request, and delivers a document that guides the project through the early stages of design.

GSA has developed model scopes of work for renovation and new construction projects (see "Appendix F: GSA's Standard Scopes of Work"). Reviewing these standard scopes is a good starting point for defining the scope of work for the project. The PDS team must customize each project's scope to ensure that it addresses both project requirements and those of the relevant Capital Program.

Exhibit 5.4: PDS Deliverables

The PDS must present the following information for decision-makers at GSA and at the customer agency and, ultimately, for stakeholders in the administration and in Congress.

Customer Agency's Business Goals	• Reviews the customer agency's business goals and their impact on facility requirements. • Confirms that the project is needed, supports customer agency's business goals, and discusses the implications if the project is not completed. • Reviews and validates alternatives from the Feasibility Study, addresses the impact on all affected GSA assets and interdependent projects, and explains customer-pricing implications.
Project Goals	• Refers to GSA's portfolio goals as the context for the project. • Describes workplace performance goals, space assignments, and flexibility needs. • Discusses facility operation, automation, materials handling, durability, and life-cycle costing requirements. • Creates the housing plan, taking into consideration any special space requirements, required adjacencies and square footage, and potential response to future uncertainties. • Includes directives to meet accessibility, historic preservation, urban development, and Design Excellence goals.
Building Requirements	• Lists goals for acoustic and indoor air quality, sustainable design, energy efficiency, water conservation, and moisture protection. • Addresses risks posed by seismic activity, blast events, chemical and biohazards, fire, and other threats to persons and property under GSA's care. • Describes site and surroundings, plus Design Excellence and urban development goals. • Discusses operations and maintenance requirements, as well as GSA's Total Building Commissioning strategy.

Building Systems	• Establishes design directives for foundations, structures, exterior walls and windows, flooring and roofing, internal partitioning, finishes, conveyance systems, plumbing, HVAC systems, fire protection, life safety, electrical service and distribution, lighting, communications and security systems, equipment and furnishings, site work and landscaping opportunities, and considerations for special construction and demolition.
Implementation Plan	• Identifies key project milestones, stakeholders, funding sources, and uncertainties about or risks to the project's delivery. • Proposes the project delivery method and assumptions. • Discusses phasing and swing space requirements, potential agency interruptions, utilities coordination, construction phasing, and building turnover plans. • Describes required stakeholder funding approvals, plus strategies for meeting environmental, historic preservation, and urban development requirements.
Cost Estimating	• Provides project data, estimated construction costs (ECC), estimated total project costs (ETPC), estimated customer relocation costs, cost of shell improvements, cost of each tenant's TI, and the cost of security improvement (e.g., progressive collapse, blast mitigation, glass fragmentation) to meet GSA cost estimating requirements (currently based on Project Cost Estimate form UNIFORMAT II, Level 3). The OCA's Center for Courthouse Programs develops a construction benchmark for the projects proposing new courthouse construction.

Recommended Activities

Review copies of model scopes of work.

- Begin with the generic scopes of work provided through the OCA.
- Review the scopes of work used for similar projects and choose those elements that are appropriate for this project. Documents and project-specific guidance are available from the OCA's Construction Excellence and Project Management Division (see "Appendix G: GSA Organizations and Resources") and through other Project Managers in each region.

Convene the PDS project team to help shape the scope of work.

- Customize each project's scope to meet the project's latest specific requirements.
- Ensure that the scope fills in any gaps left by the Feasibility Study, paying special attention to previously identified issues and those that have come up since its completion.
- Determine whether the scope suits the program. The new courthouse or border station programs have highly developed benchmarking systems that supersede any other estimating methods. When using these models, it may be possible to streamline the PDS scope to concentrate on confirming conditions, procurement methods, and site issues, rather than on standard construction or program items.

Customize the scope to meet the requirements of the relevant Capital Program.

- Consult with the Office of Real Property Asset Management or the Regional Office representative from Real Property Asset Management to review the *Planning Call* issued for the planned funding year. Data requirements change from year to year (e.g., parking plans, courtroom matrices). Support the development of the Capital Program for the project by ensuring that the PDS presents key data in easily usable formats.

Outcome

- A solid scope for professional services

Duration

This task typically takes one (1) week. Factors impacting duration:

- The complexity of the project
- Requirements that deviate from the standard PDS scope of work

Standard Scopes for PDSs

GSA has developed standard scopes of work for PDSs that support both renovation and new construction projects. These scopes of work provide detailed deliverables for PDSs and a "workbook" format to customize the PDS to meet each project's needs. Contact the OCA's Construction Excellence and Project Management Division for the latest documents.

A/E Fee Adjustment

The A/E's fee may need to be adjusted as the PDS's scope definition and subsequent estimates provide more accurate details than the Feasibility Study's ECC. Plan a strategy to identify and address any scope changes during the development of the Construction Prospectus.

2.3 Select the PDS Contractor

The GSA Contracting Officer, a key member of the PDS team, shepherds the team through the contractor selection process. In a traditional Design Excellence procurement, the Architect of Record performs the PDS and designs the facility, so there is no separate procurement for a PDS contractor.

When another A/E delivery method is recommended (e.g., limited-scope systems project), it will be necessary to select a PDS contractor. In many cases, the PDS firm already may be on board or easily procured via a Regional Indefinite Delivery Indefinite Quantity (IDIQ) contract or other contracting mechanism.

Recommended Activities

Review capabilities of professional services firms.

- Check the qualifications of firms already on board (e.g., IDIQ, FSS/MOBIS contracts) in light of the complexity of the project and required expertise.
- Take advantage of the expertise of the Contracting Officer and other Project Managers to evaluate the suitability of available contractors for this PDS.

Establish the procurement timeline.

- Check with the Contracting Officer about the time required to bring a firm on board. This varies significantly, depending whether the firm is under an existing contract or whether the PDS needs to begin a solicitation from scratch.

Issue the RFP.

- Use the scope of work created in the previous step (2.2), to issue the RFP.

Award the job.

- Receive offers, negotiate the terms, and award the contract. Complete procurement activities with the Contracting Officer.

Outcome

- Issuance of a notice to proceed to the PDS contractor

Duration

This task typically takes two (2) weeks. Factor impacting duration:

- Use of a non-IDIQ contractor

Step 3: Conduct the Study

The PDS contractor is responsible for completing the study with the PDS team's input and guidance. GSA guides the PDS, coordinates reviews, and keeps the customer agency and stakeholders informed and involved. See "Chapter 2: What's Important and When" to help review and guide the PDS development.

The PDS scope of work provides the detailed blueprint for conducting the study. Following is a brief summary of some of the key steps.

Recommended Activities

3.1 *Begin discussions with stakeholders*
Use input from stakeholders to understand the customer agency, local context, stakeholders' concerns, and opportunities.

3.2 *Affirm program goals*
Confirm or revise the program goals outlined in the Feasibility Study and update specific goals and targets.

3.3 *Develop design directives*
Develop detailed design directives to support sound project implementation, appropriate budget, and phasing.

3.4 *Produce the Implementation Plan*
Update the PMP to describe key project milestones, risk management strategies, and other relevant information.

3.5 *Prepare a detailed budget*
Apply the most up-to-date project data to ensure that the proposed budget is sufficient to deliver the project.

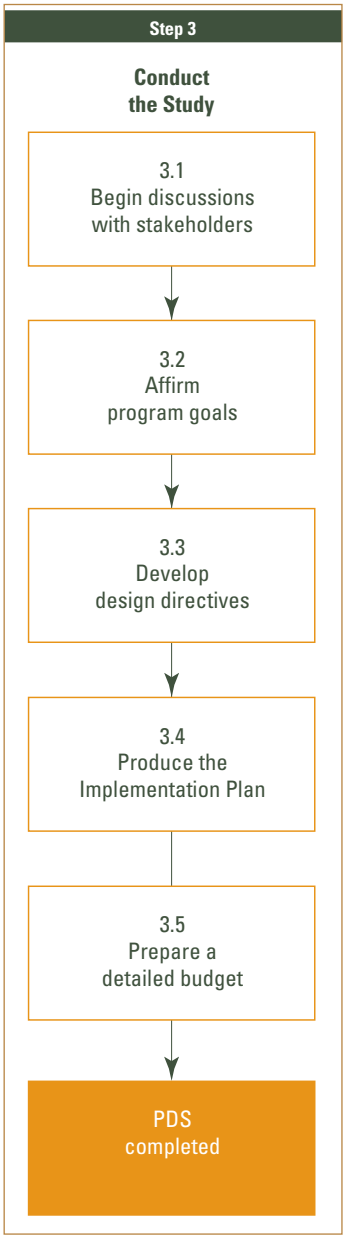
Outcome

- A completed PDS

Duration

This task typically takes twenty-six (26) weeks. Factors impacting duration:

- The complexity of the project
- The inclusion of specialized studies
- The time needed to review, digest, and develop the PDS into a solid funding proposal



3.1 Begin Discussions With Stakeholders

Use discussions with the customer agency and local communities to define development, construction, and phasing requirements and to understand the project's potential to support local planning and development activities.

Recommended Activities

Meet with and engage project stakeholders.

- Take advantage of meetings with the customer agency and local community to review project goals and local development goals.
- Identify opportunities for stakeholders to work together. Typical participants may include GSA Central Office, local government, local planning agencies, community groups, and the congressional delegation.
- Use Exhibit 5.5: Sample Agenda to help prepare for the meeting(s).

Identify the control point for communications.

- Select either the team leader or the Project Manager as the control point for all communications. Keep minutes or other reports for all meetings and phone calls.

Coordinate all contact with local authorities through the appropriate GSA Regional staff.

- Communicate regularly with the Regional Administrator.

Identify other stakeholders.

- Consider the need to meet with representatives of local government and civic organizations, including zoning boards, health departments, fine arts commissions, fire marshals, regional planning commissions, and local/urban design review boards, to ascertain construction design and issues.
- Explore the potential to leverage federal and local development efforts and to fine-tune the project's ability to support local needs.
- Contact the state environmental agency and State Historic Preservation Office, when appropriate, and discuss the project's compliance with state policies, programs, and regulations.

Discuss the needs for publicity, press releases, and other communications activities.

- Determine who will issue information that has been approved by the team leader and how inquiries and potential problems will be addressed.
- Review schedules for internal and external communications of project milestones.

Exhibit 5.5: Sample Agenda

Meeting With Customer Agency or Community

1. Introduce attendees.

2. Review description of government project.

3. Briefly describe overall process, including earlier studies.

4. Review current PDS activities, purpose, outcome, and schedule.

5. Inquire about agency planning procedures, sources of information, and key program needs.

6. Identify potential opportunities and pitfalls (sites, local opportunities, timetable, phasing).

7. Assign next steps
   - Collect further data
   - Plan additional meetings
   - Establish points of contact

Fine-tune the sample agenda, based on project history and timeline. Consider these points in preparing for the meeting(s):

- Are the meeting participants familiar with the proposed project and the PDS process?
- Have they been involved in a PDS for other projects?
- Is there a previous working relationship between this group and GSA and the team leader? Is this a first-time meeting or a follow-up?
- What are the local impacts of the project? Consider the impact on urban design, job creation, transportation, growth, revitalization, and other local issues.
- Has there been any previous community involvement? What will be planned?

Build Relationships With Allies

Local historic preservation groups yield an enormous amount of influence in many communities, and they can become great allies when brought on board early. It is never a good approach to bring them on board late.

Outcomes

- Development of trust and consensus through ongoing dialogue with all project stakeholders
- Coordination of design and construction activities, based on local knowledge, customer agency and local input, and the process

Duration

This task typically takes twenty-six (26) weeks and continues throughout the PDS process.

3.2 Affirm Program Goals

It is important to review and update the project goals identified in the Feasibility Study in light of current conditions and to evaluate their impact on the construction budget and Implementation Plan. Consider workplace performance goals, space requirements, sustainable design and energy usage targets, updated security and seismic requirements, compliance with historic preservation and environmental laws, and recommended coordination with local plans (see Exhibit 5.4: PDS Deliverables).

Recommended Activities

Affirm program goals.

- Use input from the customer agency, GSA, and outside stakeholders.

Provide specific targets.

- Develop specific performance metrics or targets, as appropriate (e.g., LEED rating goals, energy usage) to evaluate success, as goals are updated or confirmed.

Write goals carefully.

- Ensure that goals are both sufficiently broad and appropriately detailed to guide effective design directives.

Outcome

- Up-to-date goals for the project with sufficient detail to guide design directives

Duration

This task typically takes four (4) weeks.

3.3 Develop Design Directives

Design directives provide micro-level alternatives to shape project decision-making and offer detailed direction for creating the project's design and budget.

Recommended Activities

Match scope requirements with design directives.

- Ensure that the PDS contractor develops design directives to meet the project goals and the requirements of the scope of work.

Keep design directives on track.

- Ensure that the design directives consider the most up-to-date project information, accomplish the defined project goals, and provide sufficient micro-level alternatives (e.g., systems choices, phasing options) for the project team.

Coordinate with GSA headquarters.

- Check in with stakeholders in the Office of Real Property Asset Management and the Office of the Chief Architect to understand submission requirements and project ranking factors.

Outcome

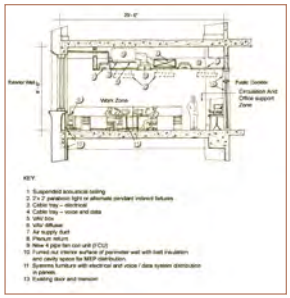
- Clearly defined design directives that describe the project's elements, implementation, and budget

Duration

This task typically takes fourteen (14) weeks.

3.4 Produce the Implementation Plan

The PDS provides an Implementation Plan for executing the project and its defined design directives. It describes key project milestones, funding sources, and uncertainties or risks that may affect project delivery. Beginning with an evaluation of the Feasibility Study, the PDS proposes phasing, swing space plans, and building turnover plans. The Implementation Plan must describe required stakeholder approvals and consultations, as well as strategies for meeting environmental, historic preservation, and urban development requirements.



Design Directives

To develop valid interior renovation engineering concepts for the PDS, the team develops options for the distribution of services (mechanical, electrical, voice, and data), the perimeter conditions at window wall, and the corridor.

Funding Cycles

When developing a project schedule, recognize both the limitations of the funding cycle and when funds become available.

Check the *Planning Call*

See the latest *Planning Call* and the detailed cost-estimating tools provided with the *Planning Call.* Contact the Office of Real Property Asset Management to ensure that your PDS covers all of the bases.

Planning Call

The *Planning Call* directs the requirements of the submission. It is important to anticipate and incorporate these requirements into the scope of work and throughout the process as they cannot be effectively "created" at the end of the process. When they are not included, significant revisions to the PDS may be required. In addition to the Prospectus, the required economic analyses, and final housing plans, team members also prepare an Environmental Checklist, the Project Management Plan, Occupancy Agreements, and other relevant documents during the same time period.

Recommended Activities

Review the PMP and Feasibility Study's proposed implementation methods.

Assess key elements. Consider the design directives' key factors.

- Integrate the requirements of the schedule and known uncertainties with various coordination activities.

Develop the Implementation Plan.

- Use the plan to guide project phasing, construction procurement, and risk management.

Incorporate key Implementation Plan strategies into the PMP.

Outcome

- A strategy to implement the project

Duration

This typically takes four (4) weeks.

3.5 Prepare a Detailed Budget

The PDS must propose design directives that have sound budgets, including additional costs for phasing, swing moves, and site conditions, as well as standard construction costs. Estimates must meet the requirements laid out in the *Planning Call*, which, for PDSs, are currently based on UNIFORMAT II, Level 3.

Recommended Activities

Develop base costs.

- Use the *Planning Call* as a guide, as well as industry estimating standards (such as Means).

Consider additional costs.

- Evaluate special conditions and the requirements of the Implementation Plan.

Revise Occupancy Agreements.

- Use the more detailed cost estimates and project budgets contained in the PDS.

Outcome

- The most up-to-date construction costs to deliver the project

Duration

This task typically takes four (4) weeks.

Step 4: Prepare and Submit the Capital Program Package

The PDS team must stay engaged with the project as it is developed into a Prospectus funding proposal. Although the regional Office of Real Property Asset Management generally puts the package together, other team members prepare specific parts of the funding package, based on the requirements of the *Planning Call*.

The preparation of the Capital Program package will fill all available time (and that time will seem far too short). Work out reasonable delivery time frames with the regional Office of Real Property Asset Management. The complexity of the submission requirements seems to grow every year, so allow plenty of time to do it right.

Recommended Activities

4.1 *Prepare submission per* Planning Call

4.2 *Submit project for funding*

Outcome

- Capital Program submission that accurately and effectively represents the project

Duration

This task typically takes three (3) weeks.

4.1 Prepare Submission per *Planning Call*

Consider *Planning Call* requirements and incorporate them into the development of the PDS.

Recommended Activities

Keep the PDS team involved.

- The team may be needed throughout the development of the Capital Investment and Leasing Program (CILP) submission.

Conduct a Project Development Rating Index (PDRI).

- The PDRI assesses the strengths and weaknesses of the application.

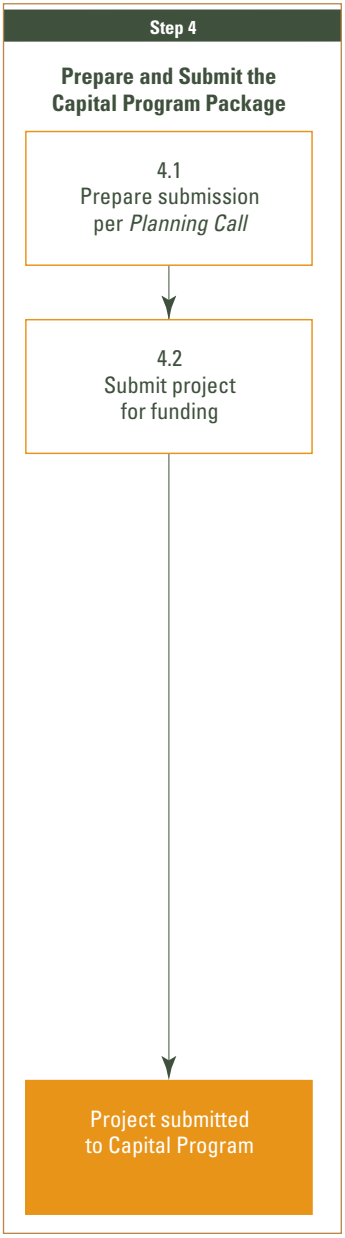
Ensure that the PDS and supporting documents meet Planning Call *requirements.*

Outcome

- A logical, well-defined proposal for construction funding

Duration

This task typically takes three (3) weeks.



4.2 Submit Project for Funding

Upon completion of the PDS and the Prospectus package, the Regional Office must prioritize the proposal along with the other projects it is submitting in that year's Capital Program.

Recommended Activities

Ensure that the project is well represented.

- Be aware that a clearly defined Prospectus, with driving factors highlighted, has a stronger chance of receiving proper priority.

Prepare to answer questions.

- Be ready to respond promptly to Regional Management; GSA stakeholders in Washington, DC; and representatives in the OMB who may need additional detail or clarification.

Outcomes

- Submission of project to Capital Program
- Committed and knowledgeable staff ready to answer questions as they arise

Duration

This task typically takes one (1) day.

Frank F. Moss United States District Courthouse Annex, Salt Lake City UT
Architect: Thomas Phifer & Partners

Appendices

Appendix A: Glossary

Definitions

11-(b): An 11-(b) is a congressionally requested study in which GSA reports to Congress regarding the housing needs of a specific locality. This study may or may not recommend a new project. If it does, then the need for the project must be justified through a study such as a Local Portfolio Plan or a Program Development Study.

Allowance Document: The Allowance Document transfers the appropriated funds to the Region.

Architect/Engineer (A/E): The A/E is the architecture/engineering firm selected to perform the design of a project.

Asset Business Plan (ABP): The GSA Asset Business Plan is a Web-based asset management tool that provides building history and projections for many areas, including space and income, that are used to develop long-range strategies for the asset, reinvestment plans, and capital investment priorities. The ABP is a document that provides all information, strategy, and long-term plans necessary to manage the business of operating and optimizing an asset.

Building Evaluation Report (BER): The Building Condition Assessment is done through a BER that documents the condition and deficiencies of a building. GSA will identify the BER work (called work items) that is to be addressed by the Program Development Study (PDS). However, a PDS also must recognize other impacted work that may not be fully described in the BER work items or the Feasibility Study.

Building Owners and Managers Association (BOMA): BOMA provides information to and a network forum for industry professionals.

Capital Investment and Leasing Program (CILP): The CILP is GSA's prescribed method for evaluating, proposing, and securing funding for capital projects. Feasibility Studies and Program Development Studies form the foundation of the Capital Program.

Categorical Exclusion (CATEX): Under the National Environmental Policy Act, a CATEX is an action that normally does not require the preparation of an Environmental Assessment or an Environmental Impact Statement.

Communications Plan: A Communications Plan identifies spokespersons for GSA, the customer agency, and stakeholders; schedules key communications to be disseminated in conjunction with project milestones; identifies potential issues; and includes strategies for responding to those issues.

Computer-Aided Design (CAD): All new construction and major renovations entail drawings created in a standard GSA format, with the help of computer-based programs such as CAD.

Cost Benchmark: A Cost Benchmark is the cost model, based on real, similar facilities, used to evaluate project costs for a similar type of building.

Customer Billing Record (CBR): The CBR is the mechanism that GSA uses to establish rent billing and is based on the business terms contained in the Occupancy Agreement.

Delineated Area: This is the suitable area from which a site may be selected (for new construction) or a leased building may be located. A delineated area must satisfy the project's goals, GSA's Location Policy, applicable Executive Orders, and so forth.

Design Excellence: For projects that require significant architectural and engineering treatment, programming direction must reflect GSA's commitment to Design Excellence. General design principles and philosophies are presented in the architecture and interior design chapter of the *Facilities Standards for the Public Buildings Handbook* (Public Buildings Service, U.S. General Services Administration, September 1998.)

Due Diligence: "Environmental Due Diligence" is a term that describes the responsibilities of a landowner, such as GSA, to conduct an appropriate inquiry prior to the purchase or development of a parcel of commercial real estate and ensure that all "recognized conditions" have been identified.

Environmental Assessment (EA): The EA is a concise public document that is prepared pursuant to the National Environmental Policy Act (NEPA) to determine whether a federal action would significantly affect the environment and thus require preparation of a more detailed Environmental Impact Statement (EIS). It also

- Briefly provides sufficient evidence and analysis for determining whether to prepare an EIS or a Finding of No Significant Impact (FONSI);
- Aids in an agency's compliance with the NEPA when no EIS is necessary, which leads to a FONSI; and
- Facilitates preparation of an EIS when one is necessary.

Environmental Impact Statement (EIS): The National Environmental Policy Act requires that federal agencies prepare an EIS for major projects or legislative proposals that significantly affect the environment. It is a decision-making tool that describes the positive and negative effects of the undertaking and lists alternative actions. An EIS is a detailed study that leads to a Record of Decision. It records decisions made and mitigation measures that relate to the environmental impacts of a project.

Environmental Site Assessment (ESA): An ESA is a study of a property's past use, the environmental conditions at the site and adjoining sites, and the likely presence of hazardous substances. An ESA can contribute to the "innocent landowner" defense under the Comprehensive Environmental Response, Compensation, and Liability Act (CERCLA).

Facilities Standards for the Public Buildings Service (P-100): The *P-100* is the primary GSA design criteria/standards document and is typically referenced for compliance in architecture/engineering firm contracts.

Feasibility Study: GSA uses this study to evaluate Prospectus-level proposed projects to ensure that they meet tenant agency space needs and government-owned facility requirements. This study determines the preferred alternative and basis for preparing a Program Development Study, which will meet the housing needs of the customer agency. The Feasibility Study supports a Prospectus proposal for site/design funding.

Funding Appropriation: Congress sets aside funding for a project or a particular use.

Funding Authorization: Congress approves funding for a project or a particular use. (Funds must be authorized and appropriated before becoming available for a project.)

General Construction Cost Review Guide (GCCRG): The Public Buildings Service *General Construction Cost Review Guide*, which is generally published yearly, provides costs to construct space by space type, escalation and location factors by localities, and a system for developing Cost Benchmarks.

Housing Plan: The housing plan identifies the customer agency's space needs.

Indefinite Delivery Indefinite Quantity (IDIQ) Contract: An IDIQ contract may be used to acquire services when exact times and/or quantities of future deliveries are not known at the time of the contract award. The IDIQ contract provides for an indefinite quantity, within stated minimum and maximum limits, of services to be furnished during a fixed period, with deliveries or performance to be scheduled by placing orders with the contractor.

Input Document: An input document is a supporting document, study, or report used to complete the Feasibility Study.

Leadership in Energy and Environmental Design (LEED): LEED is a national consensus-based, market-driven building rating system designed to accelerate the development and implementation of green building practices. GSA has adopted the LEED rating system of the U.S. Green Building Council as a measure for sustainable design. The *P-100* and the Capital Investment and Leasing Program (CILP) require that all new and fully renovated building projects meet the criteria for basic LEED Certification (higher levels of achievement are Silver, Gold, and Platinum).

Lease Construction: Lease construction refers to new construction of a facility for government use by the private sector in response to GSA's formal solicitation for offers. The construction may be on either a preselected site assigned by GSA to the successful offeror or the offeror's site.

Local Portfolio Plan (LPP): The LPP is a document that provides the method for managing local portfolios and client needs within a specific locality. The LPP provides the basis for market considerations; long-term tenant needs; existing leased and owned facilities; and community considerations to make decisions related to markets, tenant housing, and hold/divest situations.

Occupancy Agreement (OA): The OA is a complete, concise statement of the business terms governing the relationship between the Public Buildings Service and the customer agency for a specific space assignment.. The OA serves as a preview of the customer agency's total rent charges.

Planning Call: The *Planning Call* is issued annually in advance of the Capital Program submissions. It describes the content for each Feasibility Study and Program Development Study to be submitted that year. The specific format requirements of each *Planning Call* vary, but many of the same topics are included each year.

Pro Forma: The investment pro forma analyzes the predicted return on investment and income potential of the project.

Project Definition Rating Index (PDRI): The GSA project team performs a project evaluation, utilizing the Construction Industry Institute's PDRI process, prior to submitting the Feasibility Study or Program Development Study for funding a capital project. This process determines the project team's effectiveness in preparing a quality submission and assures minimization of risks and mitigation of potential negative issues. This self-evaluation aids in determining areas of project development that may need additional work or study prior to the project's submission for funding.

Project Management Plan (PMP): This is defined on the GSA/PBS Web site. For Project Management Plan requirements, visit the Web site.

Prospectus: The Prospectus is a formal document sent to the Office of Management and Budget and Congress to receive funding authorization. It includes project scope information, budget, and schedule, plus a housing plan. This, if approved, results in authorization letters from both the House and Senate that approve the project, whereas an appropriations bill actually funds the project.

Public Buildings Service (PBS): The General Services Administration's (GSA) Public Buildings Service organization manages, owns, and constructs space for housing federal agencies.

Site Directive (also referred to as Limited Site Directive): The Office of the Chief Architect issues the Site Directive either after the president's proposed Budget (which includes the Site/Design Prospectus) is submitted to Congress or after Congress approves and the president signs the Budget. With receipt of the Site Directive, Regions are authorized to begin formal site selection actions (and acquisition and professional services procurement actions) up to the point of award. The award is contingent upon project authorization and funding appropriation by Congress.

State Historic Preservation Officer (SHPO): The SHPO is the official appointed or designated pursuant to section 101(b)(1) of the National Historic Preservation Act to administer the state historic preservation program or a representative designated to act for the state Historic Preservation Officer.

System for Tracking and Administering Real Property (STAR): STAR is GSA's building inventory database for space management, leases, and rent billing.

Total Building Commissioning: The National Conference on Building Commissioning has established an official definition of "Total Building Commissioning" as follows:

"The systematic process of assuring by verification and documentation, from the design phase to a minimum of one year after construction, that all facility systems perform interactively and in accordance with the design documentation and intent, in accordance with the owner's needs, including preparation of operating personnel."

Work Plan: The Work Plan is a key tool that the project team can use to manage the Feasibility Study and PDS process. The Work Plan includes information relating to a project's staff, schedule, scope, budget, approvals, controls, and communications.

Workplace 20-20 Program: This GSA research initiative examines and measures the relationship between workplace environments and productivity. The program aims to accumulate best practices for incorporation into future projects.

Appendix B: Input Documents

Input Documents	Repair and Alteration	New Construction	Leasing
Studies/Surveys			
Accessibility Survey	■		■
Agency Requirements/Requests or Judge/Courtroom and Any Court Model (Courthouse only)	■	■	■
Appraisals	■	■	
Asset Business Plan (ABP)	■		■
Blast Studies (Progressive Collapse & Glazing Protection)	■	■	
Building Evaluation Report (BER) or Existing Conditions Report (ECR)	■		
Building Preservation Plan (BPP) or other Historic Studies	■		
Construction Cost Estimate	■	■	
Cultural Resource Study	■	■	■
Environmental Studies (EA, EIS)	■	■	
Fire Protection and Life Safety Assessment	■	■	■
Floodplain Analysis		■	■
Hazardous Materials Survey	■	■	■
Housing Plans	■	■	■
Local Portfolio Plan (LPP)	■	■	■
Market Analysis		■	■
Master Plan		■	
Occupancy Agreements (OAs)	■	■	■
Parking Study Supplemental Data Sheet	■	■	■

Input Documents	Repair and Alteration	New Construction	Leasing
Retention/Disposal Studies	■		
Seismic Studies	■	■	
Site/Geotechnical Studies		■	
Threat/Risk Assessment	■	■	■
Wetland Determination		■	■
Guidance/Codes			
Central Business District Map	■	■	■
Congressional District Map	■	■	■
Facilities Standards for the Public Buildings Service, P-100 (Latest Version)	■	■	■
LEED Green Building Rating System	■	■	■
Local Plans/Design Guidelines	■	■	■
State/Local Regulations	■	■	■
The Site Selection Guide	■	■	■

Appendix C: Feasibility Study Checklist

The **Feasibility Study (FS)** evaluates customer needs, facility requirements, options to meet both, and impacts to GSA's inventory and business goals. Alternative scenarios are developed, evaluated, and used to define a recommended solution.

The Feasibility Study process has a greater impact than the PDS on the success of the project because it defines the project's basic parameters. Essentially, it defines what the project will be. Once the project's direction and scope are committed, delaying key issues until the PDS stage is far too late. The biggest difference is that the FS generally deals with strategic-scale issues and macro-level data, while the PDS addresses tactical-level issues and uses more detailed data. The following checklist outlines the fundamental roles of the Feasibility Study by topic.

Customer Considerations

☐ **Customer Moves and Phasing**	☐ Assesses alternative impacts on customer moves and phasing. ☐ Includes phasing and swing space plans for renovations in occupied buildings that take into account customer business cycles. ☐ Proposes the design and construction budget for the preferred alternative. The budget should reflect realistically the range of potential changes in project definition before construction begins (e.g., site acquisition and development, change in agency operation, cost increases).
☐ **Housing Plans**	☐ Creates housing plans for the considered alternatives, which support the alternatives' analysis and Site/Design Prospectus. ☐ Includes typical space layouts to ensure proper fit of the customer agency's requirements. Provides square-foot information for Occupancy Agreements (OAs) and pricing plans.
☐ **Occupancy Agreements**	☐ Creates a draft OA to demonstrate the customer agency's support for the Site/Design Prospectus.
☐ **Pricing Policy**	☐ Establishes building shell, TI, and security budgets. ☐ Defines a firewall between GSA's budget responsibility (shell, including security improvements) and the customer's budget responsibility (TI).

Physical Plant and Structure

☐ **Building Systems and Envelopes**	☐ Defines the project's program goals and performance requirements, which influence systems decisions. ☐ Highlights special needs and alternative choices to meet those needs.

☐ **Fire Protection Engineering and Life Safety**	
	☐ Establishes the project's direction and scope, based on the risk-reduction strategies identified in the fire protection engineering and life safety assessment.
	☐ Develops a plan to implement the risk-reduction strategies.
	☐ Establishes design budgets that are sufficient to incorporate the risk-reduction strategies.
☐ **Hazardous Materials**	☐ Defines the extent of any contamination due to hazardous materials.
	☐ Identifies strategies for the treatment of hazardous materials.
	☐ Highlights special needs, alternative choices, and costs.
☐ **Life-Cycle Costing**	☐ Compares the relative life-cycle costs of the alternatives.
☐ **Security Requirements**	☐ Establishes security-level requirements for the customer agency and the facility and the performance requirements for glass fragmentation, perimeter security, and so forth.
	☐ Evaluates special requirements and costs associated with sensitive occupancy or facility types.
	☐ Evaluates each alternative's ability to meet security needs.
☐ **Seismic Safety**	☐ Assesses the ability of existing buildings to meet seismic performance requirements for their construction type and seismic conditions set by ICSSC/Federal Emergency Management Agency (FEMA).
	☐ Completes studies needed to make such assessments, estimates associated costs, and includes needed work in site/design funding proposal.
☐ **Telecommunications and IT**	☐ Highlights special telecommunications needs that impact project design strategy, phasing, or costs (e.g., 24-hour operations, allowable downtimes, sensitive equipment, and operations). These are also incorporated into the Project Management Plan's implementation strategy.
☐ **Total Building Commissioning**	☐ Determines appropriate building commissioning practice for the project and budgets for related costs.
	☐ Identifies the process for quality assurance.

Appendix C: Feasibility Study Checklist (cont.)

Legacy Activities

☐ **Art in Architecture**	☐ Assesses the public nature of the building and the resulting public art opportunities.
	☐ Determines the appropriate funding level for art.
	☐ Includes a budget for Art in Architecture in the Site/Design Prospectus proposal.
	☐ Includes a commissioning process in the submitted Project Management Plan.
☐ **Design Excellence**	☐ Establishes the fundamental project parameters and the scope for the project.
	☐ Ensures adequate site acquisition and design budgets.
	☐ Sets customer expectations to allow for a high-quality design effort later.
	☐ Addresses community expectations.
☐ **First Impressions**	☐ Identifies First Impressions enhancements that should be included in the capital project.
☐ **Historic Resources**	☐ Sets customer expectations about the process and requirements of assessing, protecting, and renovating historic properties, archaeological sites, and cultural landscapes.
	☐ Identifies historic districts and properties that may be affected.
	☐ Develops a plan to implement the project in accordance with Section 106 of the NHPA.
	☐ Uses BPPs to shape preferred alternatives and decisions about adaptive reuse.
	☐ Establishes the project's direction, based on consideration of macro-level alternatives that affect the fundamental disposition of historic resources (e.g., demolition, new construction, disposal, or restoration).
	☐ Suggests opportunities to further GSA's preservation goals.
	☐ Establishes design budgets that are sufficient to meet NHPA Section 106 obligations.
	☐ Ensures that project design/construction budgets include anticipated costs for archaeological resource identification, recovery, and construction as needed.
	☐ Provides time and resources to identify, understand, and address community interests.
☐ **NEPA**	☐ Considers the NEPA-related impacts of various alternatives.
	☐ Begins informal consultations with local officials, stakeholders, and/or experts.
	☐ Ensures that the customer understands the NEPA process and sets expectations accordingly.
	☐ Includes a plan for the NEPA process in the Project Management Plan that supports the Site/Design Prospectus.
	☐ Provides supporting information for GSA's Environmental Checklist, which is submitted with the Site/Design Prospectus.

☐ **Site Selection**	☐ Proposes project size, scope, typical floor plate size, setbacks, and other requirements that drive the size, location requirements, and cost of the site and play a major role in building massing and design decisions. ☐ Evaluates both the market capacity and the acquisition cost to supply a sufficient site at the time of acquisition. ☐ Begins to set customer and community expectations about the future site selection.
☐ **Sustainable Design**	☐ Includes sufficient sustainable design strategies for the project. ☐ Proposes and evaluates alternatives and full life-cycle implications accordingly. ☐ Documents the discussion and decision process for the LEED Certification file.
☐ **Urban Development**	☐ Proactively identifies community issues and opportunities to support goals. ☐ Begins informal consultations with local officials and stakeholders to create positive impacts and manage risks. ☐ Proposes responsive design scope and funding, including site/landscape development. ☐ Outlines a process for early community consultation and coordination in the Project Management Plan. ☐ Sets customer expectations.

Project Implementation

☐ **Cost Estimates**	☐ Develops cost estimates based on the most recent *General Construction Cost Review Guide (GCCRG)* or other standards, per the *Planning Call*. ☐ Provides cost estimates prepared by a third-party estimator who does not have a financial stake in the project's total cost (e.g., excludes the A/E of Record or Construction Manager, CM, at Risk). ☐ Applies applicable programming and pricing models to new courthouse and border station construction projects. ☐ Derives cost estimates for existing buildings from prior-study cost information (e.g., BER, BPP, blast, seismic, hazardous materials), TI cost estimates, First Impressions program activities, charrettes, and detailed cost estimates where other cost information is not available. The Project Cost Estimate form (UNIFORMAT II) should be used for R&A estimates of existing buildings. ☐ Establishes shell, TI, and security budgets. ☐ Develops the site acquisition budget based on a short list of potential sites, test fits, projected costs, and likely future real estate market issues.

Appendix C: Feasibility Study Checklist (cont.)

☐ **Procurement Method**	☐ Sets project delivery method. ☐ Confines delivery options based on parameters established in the Site/Design Prospectus.
☐ **Project Management Plan (PMP)**	☐ Evaluates alternatives for project phasing and procurement. ☐ Proposes the implementation strategy and incorporates the strategy into the PMP to support the Site/Design Prospectus. ☐ Initiates the long-term strategies for success, such as enlisting community participation and planning for sustainable design.

Capital Program Support

☐ **Asset Planning**	☐ Evaluates broad alternatives that may impact multiple GSA properties and the community. ☐ Relies on the LPP and relevant ABPs.
☐ **Budget Development**	☐ Ensures that the site budget for future site acquisition is sufficient, based on macro-level program test fits, likely availabilities, and supportable market data. ☐ Creates a budget that can accommodate potential changes in the project definition due to site acquisition issues, mission or operation changes at the customer agency, and increased costs. ☐ Ensures that the design and management and inspection (M&I) budgets are sufficient. ☐ Provides a sound estimate for construction costs of the shell, TI, and GSA-provided security improvements.
☐ **Financial Analysis**	☐ Refines all of the estimates for feasibility analysis, including estimates required to compare the preferred alternative to other viable alternatives. ☐ Provides inputs for financial analysis as specified in the *Planning Call*, including vacant space created during construction, and swing space costs.
☐ **The *Planning Call***	☐ Provides analysis and a recommended alternative for the Site/Design Prospectus. ☐ Supports the recommendation of the delineated area cited in the Site/Design Prospectus.

Appendix D: PDS Checklist

The **PDS** takes the project developed in the Feasibility Study, affirms that it is still the best course of action; and develops a detailed implementation strategy, cost estimates, and design directives. These support the Construction Prospectus and the design start.

The Feasibility Study generally deals with strategic-scale issues and macro-level data, while the PDS addresses tactical-level issues and uses more detailed data. The following checklist outlines the fundamental roles of the PDS by topic.

Customer Considerations

☐ **Customer Moves and Phasing**	☐ Assesses micro-level alternatives, such as moves and planned buildouts within a building.
☐ **Housing Plans**	☐ Refines the housing plans to support the Construction Prospectus and the initiation of the design phase.
☐ **Occupancy Agreements**	☐ Refines the occupancy schedule, terms, and costs associated with customer buildouts. ☐ Supports revisions to the final OA between GSA and the customer.
☐ **Pricing Policy**	☐ Revalidates and refines the estimates for specific buildouts and systems that affect shell, TI, and security costs. However, the firewall set during the Feasibility Study should not change significantly.

Physical Plant and Structure

☐ **Building Systems and Envelopes**	☐ Makes general systems choices, based on performance and program requirements.
☐ **Fire Protection Engineering and Life Safety**	☐ Evaluates the fire protection engineering and life safety assessment, based on the project's direction established in the Feasibility Study. ☐ Ensures that the proposed construction costs are sufficient to support the fire protection engineering and life safety goals for the project. ☐ Ensures that required fire protection and life safety mitigating measures that affect the construction budget or schedule are incorporated into the construction request.
☐ **Hazardous Materials**	☐ Develops detailed costs and programs to address requirements regarding the treatment of hazardous materials.
☐ **Life-Cycle Costing**	☐ Considers multiple micro-level alternatives and compares the life-cycle costs of various options (especially regarding building systems choices).
☐ **Security Requirements**	☐ Refines specific countermeasures and costs associated with the preferred alternative. ☐ Refines the project's design strategy and costs to meet performance requirements for progressive collapse.

☐ **Seismic Safety**	☐ Refines the project's design strategy and costs to meet seismic performance requirements.
☐ **Telecommunications and IT**	☐ Develops budget and implementation strategies to support the Construction Prospectus.
☐ **Total Building Commissioning**	☐ Establishes the team for building commissioning. ☐ Refines the process for quality assurance. ☐ Develops budget for building commissioning, based on Commissioning Practice Level.

Legacy Activities

☐ **Art in Architecture**	☐ Includes design directives for Art in Architecture. ☐ Proposes design directives and a budget to reflect unique opportunities that may warrant additional funding.
☐ **Design Excellence**	☐ Ensures adequate construction funding to cover "the right scope" with appropriate fixtures, finishes, and site development.
☐ **First Impressions**	☐ Includes First Impressions projects in the overall project design and funding strategy.
☐ **Historic Resources**	☐ Conducts detailed investigations to guide the design effort and establish sufficient budgets in Construction Prospectus that can meet preservation goals. ☐ Evaluates micro-level alternatives, based on the project direction established in the Feasibility Study (e.g., incorporation of modern systems into a historic building). ☐ Uses BPPs to shape detailed proposals and cost estimates for projects that affect historic buildings and districts.
☐ **NEPA**	☐ Ensures that required NEPA mitigation measures that affect the construction budget or schedule are incorporated into the construction request.
☐ **Site Selection**	☐ Reviews the Site Selection Study and refines site preparation and construction costs. Construction costs for new courthouse projects are provided by the Center for Courthouse Programs. ☐ Uses the most up-to-date site information (including subsoil, contamination, urban design, expansion requirements, demolition, and relocation) to ensure that the project funding request is sufficient to build on a typical site in the delineated area.
☐ **Sustainable Design**	☐ Establishes sustainable design goals and refines architectural, systems, and operational choices in light of these goals. ☐ Uses the LEED Checklist to identify specific sustainable design strategies to meet the project's goals. ☐ Proposes a construction budget that can accomplish sustainable design goals.

☐ **Urban Development**	☐ Ensures that proposed construction costs are sufficient to support project's community coordination, urban design, and public space (First Impressions) goals. ☐ Ensures that project design/construction budgets include anticipated costs for archaeological resource identification and recovery, and other activities as needed.

Project Implementation

☐ **Cost Estimates**	☐ Provides Project Cost Estimate form in UNIFORMAT II, Level 3 or other documentation as required in the *Planning Call* (see "Appendix G"). ☐ Incorporates knowledge gained by destructive testing/investigations. ☐ Applies applicable programming and pricing models to new courthouse and border station construction projects. For projects proposing new courthouse construction, the OCA's Center for Courthouse Programs develops benchmark construction costs. ☐ Revalidates and refines shell, TI, and security budgets.
☐ **Procurement Method**	☐ Evaluates and refines proposed delivery method, based on current and more detailed information. ☐ Informs choices about construction and construction management procurement methods.
☐ **Project Management Plan (PMP)**	☐ Validates or modifies, then refines the Feasibility Study's recommended actions for implementation, procurement strategies, and delivery method. ☐ Refines implementation strategy in detail for project implementation and its PMP.

Capital Program Support

☐ **Asset Planning**	☐ Evaluates more focused micro-level alternatives, often within a single GSA property. ☐ Relies most heavily on ABPs.
☐ **Budget Development**	☐ Ensures that the construction funding request is sufficient. ☐ Refines construction or site prep costs, as needed, to provide a sound funding request for the shell, security improvements, and TIs. ☐ Complies with courthouse or border station program and Cost Benchmarks, where applicable.
☐ **Financial Analysis**	☐ Provides sound estimates for construction cost and implementation analysis, including sufficient estimates required to compare the preferred alternative to other viable alternatives.
☐ **The *Planning Call***	☐ Supports the Construction Prospectus.

Appendix E: FS & PDS Team Roles/Responsibilities and Worksheets

Roles/Responsibilities	FS	PDS
Team Leader	■	■
The FS/PDS team leader can be from any discipline, including, real estate, asset management, or project management, as long as he or she has thorough knowledge of project development, the Capital Program, client needs development, team management, and asset planning. Typically, the Feasibility Study team leader is an Asset Manager, and the PDS team leader is a Program Manager. Some of these duties also can be accomplished by other GSA staff and consultants. The team leader allocates distribution of duties and is responsible for the overall project effort. • Understands overall GSA and project goals, complexity, and issues and has the expertise required to address them effectively. • Plans, coordinates, leads, and assigns tasks to team. • Knows requirements of Capital Program and how to perform the required analysis. • Ensures that project submittal (e.g., FS, PDS) meets the information requirements of the *Planning Call* and supplies good background information for long-term management of the process. • Develops public outreach communications strategies that might be required. • Understands the stakeholder's point of view and sets realistic client and community expectations early in the project. • Ensures a creative and determined look at viable alternatives.		
Project Manager	■	■
An experienced Project Manager is a valuable resource to lead or advise the team during project planning. • Advises the team on appropriate FS and PDS scopes to address project needs and issues and on the professional services that are required to complete the work. • Provides expertise to identify potential risks to the project's schedule and budget that should be accounted for during project planning. • Evaluates viable alternatives in FS and PDS to ensure appropriate assessments. • Develops the Implementation Plan and project delivery strategy. • Develops the Project Management Plan (PMP).		

Roles/Responsibilities	FS	PDS
Asset/Portfolio Manager	■	■
• Supplies expertise on the goals and requirements of the Capital Program.		
• Supplies expertise on the business goals of affected assets (e.g., Asset Business Plans and Local Portfolio Plan).		
• Ensures that viable alternatives and proposed project are developed in concert with local portfolio goals.		
• Leads financial analysis required of the *Planning Call.*		
• Ensures that outside stakeholder concerns are addressed during project development (e.g., consideration of local plans).		
Communications Specialist	■	■
• Works with the team leader to develop the project's Communications Plan.		
• Assists in outreach to community and stakeholders.		
• Drafts communications for release to the public and the media.		
• Assists the team leader with the development and release of all external and internal communications.		
Local GSA Regional Officer/Urban Development Specialist	■	■
This person may be an Asset Manager, Realty Specialist, Property Manager, or Project Manager, but should have good local relationships and an understanding of how the project may affect local context and plans.		
• Provides the team input and guidance regarding the coordination with local communities and stakeholders.		
• Identifies local entities that can bring alternate sites or solutions to bear on the project planning, including opportunities to coordinate with local activity.		
• Coordinates meetings with local officials, development organizations, and other stakeholders to provide input for the project team.		
• Ensures that potential future issues or controversies are addressed early and included in the alternatives' analysis.		
• Helps to set realistic client and local stakeholder expectations about the project.		

Roles/Responsibilities	FS	PDS
Regional Counsel This is a team support member who is called upon as needed for legal advice and may not accompany the team in its daily efforts. • Provides legal advice to the team to assist in project strategy and budgeting (especially regarding projects that propose site acquisition, relocation, or potential controversies).	■	
Regional Environmental Quality Advisor • Provides technical advice to the team. • Manages and reviews all GSA NEPA analyses. • Acts as primary contact for NEPA activities and oversees NEPA process for projects in the Region.	■	
Regional Fine Arts Officer This team member is the regional expert on all matters pertaining to fine art and related program policies and procedures. • Directs implementation of the Art in Architecture program for the Regional Office. • Assures reference of the Art in Architecture program in all budget estimates and appropriate documents, including the PDS and design directives. • Communicates and coordinates with the Center for Design Excellence and the Arts and works in tandem with the Center to accomplish program goals. • Implements the community liaison effort for each Art in Architecture project, in consultation with the project team and associates from the Center for Design Excellence and the Arts.	■	■
Regional Historic Preservation Officer • Determines need for archaeological/cultural resource studies. • Communicates and coordinates with SHPO and Advisory Council on Historic Preservation. • Reviews consultants' reports and summarizes results and recommendations. • Acts as the Contracting Officer's Technical Representative (COTR) for consultants' contracts. • Participates in and/or leads public meetings regarding the cultural resources impacted by the project, for example, historic buildings or districts, archaeological resources.	■	■

Roles/Responsibilities	FS	PDS
Regional Fire Protection Engineer	■	■
• Engaged in all aspects of the project planning and is empowered to make decisions affecting fire protection and life safety strategies for the project.		
• Evaluates, presents, and suggests fire protection and life safety strategies that address potential risk exposures to loss of life or property, or federal tenant mission interruption from fire.		
• Provides specialized fire protection and life safety expertise throughout the project (e.g., planning, concepts, design, construction, commissioning).		
• Ensures that all fire protection and life safety systems are complete, inspected, fully tested, and approved.		
• Ensures that all outstanding fire and life safety deficiencies have been corrected.		
• Issues Certificate of Occupancy prior to occupancy.		
Regional Realty Representative or Designee	■	■
This person participates as the customer agency liaison. This person (or persons) should have strong working relationships with all customers affected by the project.		
• Serves as expert on and liaison regarding customer needs and issues.		
• Provides expertise on local market conditions or trends that may impact project planning.		
• Helps to set the customer's expectations in project development.		
• Applies knowledge of local players to recommend local stakeholders who should be consulted.		
Customer Agency Representative	■	■
• Evaluates, presents, and suggests strategies to meet customer needs.		
• Remains engaged in all aspects of project planning and is empowered to make decisions affecting project planning and evaluation of alternatives.		
• Assists the project team in explaining project drivers to the internal agency and outside stakeholders.		

Roles/Responsibilities	FS	PDS
Architect/Engineer/Interior Designer	■	■
Architect/Engineer/Interior Designer services are an invaluable part of project planning—to help assess and strategize approaches to specific needs and develop general implementation strategies. • Evaluates customer needs and goals, develops the program goals, and analyzes the ability of existing buildings to meet those goals. • Develops layouts and test fits to meet customer needs in new or existing buildings and sites. • Develops cost estimates with shell and tenant improvements (TIs) broken out separately, to inform Occupancy Agreements (OAs). • Ensures that alternatives' analysis has a complete base of information for general and specialized needs (e.g., seismic, systems efficiencies). • Takes the lead in the technical analysis of alternatives. • Ensures that proposed budgets are appropriate for project phasing, underlying issues and conditions, and other items. • Provides specialized expertise as needed during project planning (e.g., civil engineering, blast, geotechnical, seismic, archaeological, preservation, and NEPA specialists).		
Real Estate Appraiser	■	■
• Gathers ownership information for any affected sites. • Establishes appropriate rental rates for OAs and financial analysis. • Develops sound estimates of the future acquisition and relocation costs of needed sites.		
Security Assessment Specialist	■	■
• Verifies all federal security requirements. • Coordinates federal security requirements with fire protection engineering and life safety requirements. • Meets with the Regional GSA Fire Protection Engineer. • Ensures that proper security design criteria, setbacks, and so forth are incorporated into site plans and Feasibility Studies. • Provides crime statistics and special security studies as required. • Inspects sites with the project team and assists in analyzing the security risks and costs associated with each site.		

Roles/Responsibilities	FS	PDS
Construction Consultant		■
• Provides detailed cost estimating.		
• Ensures constructability.		
Environmental Due Diligence Consultant		■
Most regions use an umbrella environmental services contract.		
• Conducts NEPA study.		
• Conducts Phases I, II, and III Environmental Site Assessments, as required.		
• Assists with NHPA, archaeological, and cultural resource studies, as required.		
Real Estate Broker/Consultant	■	
• Assists in locating sites and providing demographic information.		
• Assists in title search, market research, and trends analysis.		
• Investigates viable sites and provides solid estimates of future acquisition cost, assessments of likely availability, and other documents.		

Using the FS & PDS Team Roles/Responsibilities Worksheets

The team leader may use the following Worksheet to develop a complete roster of GSA team and contractor roles/expertise and to identify the appropriate level of responsibility for each team member for each step of the project. This exercise provides information to manage individual and team member activities, support efficient coordination across the team, and keep the activities moving smoothly and on schedule.

To complete the Worksheet, select the appropriate roster of GSA team members and contractors for the project (adding or deleting roles as required). The descriptions of team roles and responsibilities on the previous pages may be helpful. Next, identify the level of responsibility for each step of their involvement. Finally, share the completed Worksheet with all GSA team members and contractors.

The six levels of project responsibility are listed below.
1. Authorizes and/or actuates
2. Approves
3. Performs
4. Recommends and/or reviews and counsels
5. Must be notified or consulted
6. Receives documentation

Appendix E: FS Team Roles/Responsibilities Worksheet

Selected for project team	Team Leader	Project Manager	Asset/ Portfolio Manager	Communications Specialist	Urban Development Specialist	Regional Counsel	Regional Environmental Quality Advisor
Step 1: Confirm Readiness							
1.1 Assess basic needs and supporting data							
1.2 Affirm FS funds and schedule							
1.3 Assemble GSA and customer FS team							
1.4 Develop a Work Plan and a Communications Plan							
Step 2: Develop the Scope of Work/Select Feasibility Study Contractors							
2.1 Develop the scope of work							
2.2 Choose in-house or contracted services							
Step 3: Conduct the Feasibility Study							
3.1 Begin discussions with stakeholders							
3.2 Establish project goals and requirements							
3.3 Define alternatives							
3.4 Evaluate viable alternatives							
3.5 Identify and develop the preferred alternative							
3.6 Prepare the Implementation Plan							
3.7 Produce the budget							
Step 4: Prepare and Submit the Site/Design Prospectus Package							
4.1 Prepare Capital Program submission (including PDRI)							
4.2 Submit project for funding							

Regional Fine Arts Officer	Regional Historic Preservation Officer	Regional Fire Protection Engineer	Regional Realty Representative	Customer Agency Representative	Architect/ Engineer/ Interior Designer	Real Estate Appraiser	Security Assessment Specialist	Construction Consultant	Environmental Due Diligence Consultant	Real Estate Broker/ Consultant

Appendix E: PDS Team Roles/Responsibilities Worksheet

Selected for project team	Team Leader	Project Manager	Asset/ Portfolio Manager	Communications Specialist	Urban Development Specialist	Regional Counsel	Regional Environmental Quality Advisor
Step 1: Confirm Readiness							
1.1 Affirm project status and PDS resources							
1.2 Assess supporting documents							
1.3 Assemble the PDS team							
1.4 Update the PMP and develop the Work Plan and Communications Plan							
Step 2: Contract for the PDS							
2.1 Confirm A/E delivery method							
2.2 Develop the PDS scope of work							
2.3 Select the PDS contractor							
Step 3: Conduct the Study							
3.1 Begin discussions with stakeholders							
3.2 Affirm program goals							
3.3 Develop design directives							
3.4 Produce the Implementation Plan							
3.5 Prepare a detailed budget							
Step 4: Prepare and Submit the Capital Program Package							
4.1 Prepare submission per *Planning Call*							
4.2 Submit project for funding							

Regional Fine Arts Officer	Regional Historic Preservation Officer	Regional Fire Protection Engineer	Regional Realty Representative	Customer Agency Representative	Architect/ Engineer/ Interior Designer	Real Estate Appraiser	Security Assessment Specialist	Construction Consultant	Environmental Due Diligence Consultant	Real Estate Broker/ Consultant

Appendix F: GSA's Standard Scopes of Work

The key to successful Feasibility Studies and Program Development Studies (PDSs) is a complete, customized, and focused scope of work (SOW). The best SOWs are those that are passed along from project team to project team, enhanced, and refined to address project-specific needs.

The project management network is the best source for SOWs upon which to build a scope of work. Other Project Managers can provide valuable insight into how their scopes worked in developing their studies, how much they cost, and what they might change to make them more effective.

Sample SOWs are available via other Project Managers and via the Construction Excellence and Project Management Division's Web site (contact the relevant OCA representative).

Appendix G: GSA Organizations and Resources

The following are the best GSA Public Buildings Service resources for technical, organizational, and project management advice during project planning. All represent experts in the field, and all have Web-based resources and tools.

To access these resources directly, visit the home Web page for each organization and the PBS intranet site.

Office of Applied Science

- Provides guidance on NEPA, sustainable design (LEED), and property management.
- Provides key tools for project planning, including the *NEPA Desk Guide* and LEED Green Building Rating System.
- Provides guidance on the application of *P-100* with regard to GSA fire protection engineering and life safety requirements.
- Provides guidance on the application of *P-100* with regard to Codes to utilize for projects.
- Serves as the liaison between GSA and Local Building Code and Fire Code Officials on fire protection and life safety issues.
- Provides guidance on Workplace 20-20 and sponsors the Workplace 20-20 process for developing an integrated workplace.

Office of the Chief Architect

Border Station Center

- Provides guidance on the management of the border station construction program, including strategic planning, budgeting, benchmarking, and design guidance. The *Border Wizard* model is a key tool.

Center for Courthouse Programs

- Provides guidance on all levels of development of courthouse projects between GSA and OMB, AOC and Congress and serves as a liaison between all new courthouse projects.
- Provides training for Project and Asset Managers regarding the latest U.S. Courts and U.S. Marshals requirements.
- Provides benchmarks for Feasibility Studies and program submissions.

Center for Design Excellence and the Arts

- Provides guidance on A/E and artist selections under the Design Excellence and Art in Architecture programs, which can help shape project management strategies and budgets.
- Manages National Peer Review program for projects in the design phase.
- Provides such key tools as desk guides for Design Excellence and charrettes on special projects.

Center for Federal Building and Modernization

- Provides guidance on project development, the application of *P-100*, and evaluation of non-financial criteria for the Capital Program.
- Provides key tools for project planning, including *P-100*, *The Site Selection Guide*, and *General Construction Cost Review Guide*.
- Provides energy goals.

Center for Historic Buildings

- Provides technical, collaborative, and management guidance in all phases of project development that involve historic buildings.
- Supports Regional Historic Preservation Officers.
- Manages a network of experts who offer help with historic preservation issues.
- Serves as the liaison between GSA and national preservation bodies, including the Advisory Council on Historic Preservation and the National Trust for Historic Preservation.
- Features the *GSA Preservation Desk Guide*; a technical database; and online project management tools, including contract language for contractor qualifications, solicitation language for E.O. 13006, and scopes of work for preservation projects.

Construction Excellence and Project Management Division

- Provides training and project management workshops that develop skills in all aspects of project development, from preliminary development through procurement and project delivery.
- Comprises a network of Project Managers (with listserv) who offer help with project development issues.
- Includes such tools as model scopes of work for Feasibility Studies, Program Development Studies, and Project Management Plans, as well as the *Building Commissioning Guide*.

Urban Development/Good Neighbor Program

- Provides training, best practices, and on-site project assistance to PBS staff working with communities on Good Neighbor issues during project scope development, design, and execution.
- Comprises a network of Regional Urban Development Officers and national partner organizations (e.g., International Downtown Association, National Main Street Center) to help develop strategies and implement projects that support communities.
- Provides the *CivicSquare—Urban Development/Good Neighbor Insite* and various urban policy and technical guidance.

Office of Real Property Asset Management

- Issues the *Planning Call* to guide development of the annual Capital Investment and Leasing Program (Capital Program) submission.
- Receives regional program submissions and prepares the national Capital Program for submission to OMB.
- Provides training in TAPS, LPP, pro forma, Prospectus, PBS's Pricing Policy, and OA preparation and other tools for the Capital Program.
- Provides guidance to regional Real Property Asset Management Offices and serves as a liaison to GSA's stakeholders in Congress and OMB.
- Provides key tools for project development, including the *Planning Call* and the Real Property Asset Management intranet site.
- Oversees and guides portfolio analyses and retention/disposal decisions for GSA assets.

Appendix H: Major Federal Laws, Executive Orders, Regulations, and GSA Directives

Real Property Acquisition	Uniform Relocation Assistance and Real Property Acquisition Policies Act, 42 U.S.C. §§ 4601–4655; and implementing regulations in 49 CFR, Part 24
	40 U.S.C. §§ 3301–3315 (formerly the Public Buildings Act of 1959, 40 U.S.C. §§ 601–619)
	Federal Management Regulation Part 102–73—Real Estate Acquisition, 41 CFR, Part 102–73
	PBS Commissioner's Memorandum, "Implementation of the Interagency Security Committee (ISC) Design Criteria Regarding Site Selection," April 26, 2002
Location, Consultation, & Coordination	Rural Development Act, 7 U.S.C. § 2204b-1
	Farmlands Protection Act, 7 U.S.C. §§ 4201 et seq.
	40 U.S.C. §§ 901–905 (formerly the Federal Urban Land Use Act, 40 U.S.C. §§ 531–535)
	Federal Management Regulation Part 102–83—Location of Space, 41 CFR, Part 102–83
	E.O. 11988, "Floodplain Management," May 24, 1977
	E.O. 12072, "Federal Space Management," August 16, 1978
	E.O. 13006, "Locating Federal Facilities on Historic Properties in Our Nation's Central Cities," May 21, 1996
Historic Preservation	American Indian Religious Freedom Act, 42 U.S.C. §§ 1996–1996a
	Archaeological Resource Protection Act, 16 U.S.C. §§ 470aa–470mm
	Federal Management Regulation Part 102–78—Historic Preservation, 41 CFR, Part 102–78
	National Historic Preservation Act, 16 U.S.C. §§ 470 et seq.
	Native American Graves Protection and Repatriation Act, 23 U.S.C. §§ 3001 et seq.
	Religious Freedom Restoration Act, 42 U.S.C. §§ 2000bb–2000bb-4
	E.O. 13007, "Indian Sacred Sites," May 24, 1996
Environmental Protection	Clean Air Act, 42 U.S.C. §§ 7401 et seq.
	Clean Water Act, 33 U.S.C. §§ 1251–2 et seq.
	Coastal Zone Management Act, 16 U.S.C. §§ 1451 et seq.

Comprehensive Environmental Response, Compensation, and Liability Act, 42 U.S.C. §§ 9601 et seq.

Endangered Species Act, 16 U.S.C. §§ 1531 et seq.

Energy Policy Act, 42 U.S.C. § 13201 et seq.

Fish and Wildlife Coordination Act, 16 U.S.C. §§ 661 et seq.

National Environmental Policy Act, 42 U.S.C. §§ 4321 et seq.

Resource Conservation and Recovery Act, 42 U.S.C. § 6962 et seq.

Safe Drinking Water Act, 42 U.S.C. §§ 300f et seq.

Solid Waste Disposal Act, 42 U.S.C. §§ 6901 et seq.

Toxic Substance Control Act, 15 U.S.C. §§ 2601 et seq.

Wild and Scenic Rivers Act, 16 U.S.C. §§ 1271 et seq.

E.O. 11514, "Protection and Enhancement of Environmental Quality," March 5, 1970; as amended by E.O. 11991, May 24, 1977

E.O. 11593, "Protection and Enhancement of Cultural Environment," May 13, 1971

E.O. 11990, "Protection of Wetlands," May 24, 1977

E.O. 12088, "Federal Compliance With Pollution Control Standards," October 13, 1978; as amended by E.O. 12580, January 23, 1987

E.O. 12580, "Superfund Implementation," January 23, 1987; as amended by E.O. 12777, October 18, 1991, and E.O. 13016, August 28, 1996

E.O. 12898, "Federal Actions to Address Environmental Justice in Minority Populations and Low-Income Populations," February 11, 1994

E.O. 13101, "Greening the Government Through Waste Prevention, Recycling, and Federal Acquisition," September 14, 1998

E.O. 13123, "Greening the Government Through Efficient Energy Management," December 2, 1999

E.O. 13148, "Greening the Government Through Leadership in Environmental Management," April 21, 2000

Fire Protection and Life Safety	Fire Administration Authorization Act of 1992 (Fire Safety Act)

Appendix I: Professional Organizations and Resources

Community Planning and Development

International Downtown Association (IDA)
1250 H St. NW, 10th Floor
Washington, DC 20005
Phone: 202-393-6801 / Fax: 202-393-6869
www.ida-downtown.org

IDA is a world leader and champion for vital and livable urban centers. It nurtures community-building partnerships and helps create healthy and dynamic centers that anchor the well-being of towns, cities, and regions throughout the world. It is a key GSA partner and good supplemental source for identifying local stakeholders.

National Charrette Institute (NCI)
3439 NE Sandy Blvd., Suite 349
Portland, OR 97232
Phone: 503-233-8486 / Fax: 503-233-1811
info@charretteinstitute.org
www.charretteinstitute.org

NCI leads charrettes (community-oriented design workshops) and provides training in the collaborative planning process. NCI would be a good resource for developing the collaborative and communications skills of a project team prior to the design process.

Sustainable Design

U.S. Green Building Council (USGBC)/LEED
1015 18th St. NW, Suite 805
Washington, DC 20036
Phone: 202-82-USGBC or 202-828-7422 / Fax: 202-828-5110
info@usgbc.org
www.usgbc.org

USGBC is a coalition of leaders from across the building industry working to promote buildings that are environmentally responsible, profitable, and healthy places to live and work. USGBC developed and continues to refine the LEED (Leadership in Energy and Environmental Design) rating system for "green" buildings.

Historic Preservation

National Main Street Center of the National Trust for Historic Preservation
1785 Massachusetts Ave. NW
Washington, DC 20036
Phone: 202-588-6219 / Fax: 202-588-6050
mainstreet@nthp.org
www.mainstreet.org

The National Main Street Center works with communities across the nation to revitalize their historic or traditional commercial areas. Main Street works with more than 1,000 communities and may be a good supplemental resource for identifying local stakeholders, especially for projects that may affect historic resources or areas.

National Trust for Historic Preservation (NTHP)
1785 Massachusetts Ave. NW
Washington, DC 20036
Phone: 202-588-6000 / Fax: 202-588-6038
www.nationaltrust.org

NTHP is the leader of the vigorous preservation movement that is saving the best of our past for the future. Activities include preservation advocacy services to local communities where historic resources are threatened. The Web site includes informative case studies and local contract information to supplement existing local contacts.

Advisory Council on Historic Preservation (ACHP)
1100 Pennsylvania Ave. NW, Suite 809
Old Post Office Building
Washington, DC 20004
Phone: 202-606-8503 / Fax: 202-606-8672
achp@achp.gov
www.achp.gov

ACHP promotes the preservation, enhancement, and productive use of our nation's historic resources and advises the president and Congress on national historic preservation policy.

Real Estate

Appraisal Institute (AI)
550 W Van Buren St., Suite 1000
Chicago, IL 60607
Phone: 312-335-4100 / Fax: 312-335-4400
www.appraisalinstitute.org

AI is a worldwide organization dedicated to real estate appraisal education, publications, and advocacy. AI is valuable primarily as a technical and professional development tool for the project team's on-staff Appraiser.

Building Owners and Managers Association (BOMA) International
1201 New York Ave. NW, Suite 300
Washington, DC 20005
Phone: 202-408-2662 / Fax: 202-371-0181
www.boma.org

BOMA provides information to and a network forum for industry professionals. BOMA may be a valuable technical resource for the PDS contractor in developing specific design directives with the most relevant industry knowledge.

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The Guide's intent was to compile and share the combined wisdom of the GSA associates who influence our agency's Capital Program. It is my hope that this Guide does them justice, recognizing and supporting them and the great work that they do in shaping our federal legacy.

Frank Giblin, AICP
Office of the Chief Architect