

This document is a summary of the projects and activities planned for implementation by GSA's Public Buildings Service (PBS) with funds provided to the Federal Buildings Fund by the American Recovery and Reinvestment Act (ARRA). By investing in the backlog of well-planned, worthy and needed infrastructure projects, PBS will help create jobs in the construction and real estate sectors while also stimulating long-term growth in energy-efficient technologies, alternative energy solutions and green buildings.

The American Recovery and Reinvestment Act provided the Federal Buildings Fund with \$5.546 billion. Of that amount, \$750 million was made available to renovate and construct Federal buildings and courthouses, \$300 million was made available to renovate and construct land ports of entry, and \$4.5 billion was made available to convert Federal buildings into high-performance green buildings.

a. **Objectives:**

Program Purpose: The purpose of the ARRA funding (\$5.546B) provided to the Federal Buildings Fund is to invest in America's Federal building inventory in order to create jobs, construct new facilities, and transform Federal buildings into high-performance green buildings while decreasing energy consumption and improving the condition of valuable aging assets. GSA's Public Buildings Service will carefully manage the execution of hundreds of infrastructure projects located in all 50 states, the District of Columbia, and two United States territories. Transparency and accountability will be paramount throughout the execution of the program.

Public Benefit: The Public Buildings Service will help stimulate the U.S. economy by getting money flowing to the building industries – to construction workers, electricians, plumbers, air conditioning mechanics, carpenters, architects, and engineers. Job creation in these areas will subsequently have a multiplying effect on suppliers and manufacturers of building materials in industries such as the steel industry, thereby creating even more jobs and economic improvement. At the same time, GSA's investment in sustainable energy and green buildings will help to stimulate President Obama's vision of moving the US away from carbon based fuels and will help GSA to achieve the goals of the EISA legislation that requires a reduction in the carbon footprint of Federal Buildings over the next several years. Investing in the government's real estate infrastructure will also provide a significant return on investment for the American taxpayer. GSA construction projects across the country will serve to decrease energy consumption and increase the value of the nationwide portfolio of Federal Buildings thus saving valuable tax payer dollars in the long-term.

b. Activities:

The primary activities that will stem from the \$5.546 Billion appropriated to the Federal Buildings Fund include new building construction, repair & alteration, and energy modernization. The scope of these projects will include new Federal construction (including Land Ports of Entry), full and partial building modernizations, limited scope projects such as re-commissioning of existing systems, replacement of existing mechanical equipment with significantly more efficient systems, integrated photovoltaic roof membrane installations, and smaller building projects for energy conservation. Of the funding appropriated, \$108 million will be allotted for rental of space in situations where “swing space” is needed for agencies currently occupying buildings selected for renovation. In addition, \$127 million of the funding will be available to cover the administrative costs of completing projects, \$3 million will be available for on-the-job pre-apprenticeship and apprenticeship training programs registered with the Department of Labor. (For a fully detailed list of this Program’s projects visit www.gsa.gov/recovery and click on “Public Buildings Service Project Plan”.)

c. Characteristics:

Project Selection: From a universe of over 200 projects that met the criteria of the American Recovery and Reinvestment Act, GSA selected the best projects based on two over-arching criteria: Ability of the project to put people back to work quickly, and transforming Federal buildings into high-performance green buildings. The complete list of selection criteria, in descending order of weight is:

- High-performance features concentrating on energy conservation and renewable energy generation.
- Speed of construction start (creating jobs), with an emphasis on those projects that could begin within 120 days.
- Execution Risk (ensuring that the projects will not fail due to unforeseen conditions)
- Facility Condition. The Facility Condition Index is a standard real estate industry index that reflects the cost of the repair and alteration backlog of a particular building relative to the building's replacement value.
- Improving Asset Utilization
- Return on Investment
- Avoiding Lease Costs
- Historic Significance

Recipients of Funding: The majority of the funding provided to the Federal Buildings Fund will flow to the private sector through competitively awarded, fixed-price construction contracts. Targeted recipients of the funding will include small, minority, and service disabled veteran owned businesses, and other private sector U.S. companies. In addition, \$3 Million will be available for apprenticeship and pre-

apprenticeship programs. A small portion (approximately 2.4%) of the overall funding will flow to the Federal sector to fund the administrative costs of project execution.

Beneficiaries: Aside from the impacted Federal agencies that occupy GSA space, the ultimate beneficiary of this funding will be the American public as these investments will mitigate future costs. The public will also be better served by government agencies that will operate more efficiently and with a smaller environmental footprint. In addition, local communities and jurisdictions with planned construction and renovation projects in their vicinity will benefit from job creation. Small businesses will also be a significant beneficiary as a recipient of Federal contracts and as a sub-contractor or tradesman working for the prime contractor. GSA has a long history of supporting small business and plans to continue that support throughout implementation of its ARRA program.

d. Delivery Schedule:

Program	Major Project Phases	Milestones	Planned Delivery Date
Federal Buildings Fund – Recovery Act	Project Awards (cumulative)	Not less than \$1.0 Billion awarded by August 1, 2009	8/1/2009
		Not less than \$5.05B awarded by the end of Fiscal Year 2010.	9/30/2010
		Not less than \$5.546B (the full ARRA funding amount) awarded by the end of Fiscal Year 2011.	9/30/2011

e. Environmental Review Compliance:

GSA’s Public Buildings Service will follow its CEQ-approved National Environmental Policy Act (NEPA) implementing regulations for all ARRA-funded projects. After projects are determined to meet the criteria for NEPA analysis they will be further assessed to determine the level of NEPA review to be conducted i.e. Categorical Exclusion, Environmental Assessment, or Environmental Impact Statement. New construction projects are those most likely to require extensive NEPA review. Projects not subject to NEPA review will be monitored to ensure compliance with regulations designed to protect air, water, and reduce solid and hazardous wastes. Compliance monitoring, review, and reporting are managed by the PBS Environment Division and eleven regional environmental offices nationwide.

GSA will also follow the requirements of the National Historic Preservation Act to meet its obligations under Sections 110 and 106. Section 106 compliance for new construction and major modernization projects will follow the regulations established by the Advisory Council on Historic Preservation (Council) under 36 CFR part 800.

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Section 106 consultation is complete or substantially underway for most of the projects, with signed Memorandums of Agreement in hand for shovel ready (design complete) projects. To expedite Section 106 review of projects that improve energy performance, GSA has developed technical guidance on historic windows, lighting, HVAC and roofing. GSA is working with the Council to streamline the compliance process by implementing these guidelines. Section 106 consultation has not yet been initiated for these energy projects, as they are not yet in design. Compliance monitoring, review, and reporting is managed by the PBS Historic Buildings Division and eleven Regional Historic Preservation Officers nationwide.

f. Measures:

The Public Buildings Service will refine its performance measures for the American Recovery and Reinvestment Act and until they are finalized, PBS will use the current measures of the new construction and asset management programs in the Federal Buildings Fund presented in the Agency’s Performance Accountability Report. Noted below are the measures PBS plans to use to track the performance of the ARRA program:

Frequency	Type	Measure	Explanation
Monthly	Outcome	Percent of ARRA construction projects within budget	This measure tracks the financial performance of construction and renovation and modernization projects to determine if projects are on schedule to be completed within planned budget
Monthly	Outcome	Percent of ARRA construction projects on schedule	This measure tracks the actual value of work in place on projects against projected schedule performance by comparing the planned schedule of spending for construction projects with the actual value of the work in place (funds paid to the contractor).

g. Monitoring/Evaluation:

GSA as a whole will leverage the Commission of Sponsoring Organizations of the Treadway Commission (COSO), Enterprise Risk Management (ERM) Framework, Federal Managers Financial Integrity Act (FMFIA), and Office of Management Budget (OMB) Circular A-123 to define a process which identifies the potential threats to a successful ARRA implementation. COSO provides guidance on critical aspects of organizational governance, business ethics, internal control, enterprise risk management, fraud, and financial reporting.

PBS will manage the impact of these risks through monitoring, mitigation and elimination. Governance of the risk management process will be conducted through the Senior Assessment Team and reviews incorporated as part of the existing A-123 management review process for assessing internal controls. PBS program managers will rate each identified risk on a scale of 1-5 based on the likelihood that the risk event will occur and the effect on the project's objectives if the risk event does occur.

At the project level, PBS Managers will use project tracking tools to ensure projects are on schedule, on budget, and that the scope is being implemented as promised. Managers will use a variance tracking tool to identify project problems as quickly as possible and intervene where necessary to get projects back within tolerance.

h. Transparency:

GSA's Public Building Service plans to take advantage of every opportunity to keep the President, United States Congress, client Agencies, Vendors/Contractors, and especially the American taxpayers informed throughout the execution of Recovery Act projects. In keeping with President Obama's commitment to transparency in government, PBS will maintain an unprecedented level of openness and transparency in operations. Collaboration with the public and with other government agencies will remain a significant agency commitment. In order to promote efficiency, effectiveness, and openness in implementation, PBS will fully disclose key financial and contractual information to the public regarding ARRA funds.

In addition, PBS will maintain a close working relationship with GSA's Office of the Inspector General (IG) who will act as a key resource in helping to ensure zero waste, fraud, and abuse throughout project execution. Since the inception of the ARRA program, the IG has been heavily involved and will continue to participate in frequent status meetings with the Agency's Senior Leadership.

GSA will report frequently to the Committees of the House and the Senate on what is being planned and what is being accomplished. GSA will also be taking the lead in launching and managing Recovery.gov – the official website of the Federal government that will report on the progress of the Recovery Act. Financial (and other) systems will be modified to track information at the level required to meet

Recovery.gov requirements and to ensure the public can measure the impact of each dollar spent. In addition, contract notifications will be posted on the Federal Business Opportunities website (FedBizOpps.gov) for private firms to search and retrieve.

i. Accountability:

The Public Buildings Service has established the National Reinvestment Program Management Office (PMO) headed by the Reinvestment Program Management Executive. This executive is accountable to the Commissioner of the Public Buildings Service who is accountable to the GSA Administrator. In addition, the Program Management Executive will establish Zone Recovery Executives in the PMO to oversee and ensure successful implementation of the ARRA. These executives and program managers are accountable for ensuring that ARRA project performance is enhanced by initiating a value-based risk management program while employing a systematic approach to managing all risks from all sources within defined boundaries; such as, effective delivery (optimization of risk/return), efficient delivery (deployment of assets, tangible/intangible), and consistency of results.

j. Barriers to Effective Implementation:

PBS has not identified any statutory or regulatory requirements that will impede effective implementation of the ARRA. Effective March 2009, PBS has taken a proactive position in addressing any overarching barriers that could impede implementation by employing the following enablers:

- a. Appointed a Program Management Executive and is currently selecting Zone Recovery Executives;
- b. Identified major areas that impact business processes then developed working groups to address each area and to establish policy that will drive the business process; and
- c. Enhanced financial/accounting and business systems to support unique codes, projects and reimbursable activity in order to identify and report on ARRA activity.

In addition, PBS is working in conjunction with GSA's Federal Acquisition Service (FAS) to ensure turnkey facilities from design through completion of the project, as well as to provide acquisition tools for other Federal agencies to use in their Recovery Act work.

Aside from any as yet unidentified statutory and regulatory requirements that may impede implementation, PBS has preliminarily identified the skills necessary to implement the ARRA program and is currently preparing a human capital plan to address a resource gap through internal resource realignment, contractors, and temporary hires.

k. Federal Infrastructure Investments:

GSA selected the best projects for accomplishing the goals of the American Recovery and Reinvestment Act based on two over-arching criteria: Ability of the project to put people back to work quickly, and transforming Federal buildings into high-performance green buildings. GSA's plan resulted in four groups of projects:

- New Federal construction, including Land Ports of Entry
- Full and partial building modernizations
- Limited scope projects
- Small projects

Each of these groups will achieve the goals of the Energy Independence and Security Act and the Executive Order 13423 in different ways. New Federal construction projects' and full and partial building modernizations' design goals have been or are being changed to incorporate both the requirement to be 30% better than ASHRAE 90.1 (the energy code), and to consume 55% less fossil fuel energy. PBS has prepared a project review process that includes application of all the guiding principles. In estimating the costs of these projects, changes to existing designs have been added to the project budget, although these estimates were of necessity (given the time constraints) approximate. Each major building modernization project has been given an energy efficiency target, based on preliminary energy modeling and CBECS comparable buildings. These will be monitored as construction proceeds to ensure that the goals for energy efficiency, energy efficient capital equipment purchased in installed in the course of the projects, and the fossil fuel generated energy reduction targets will be delivered upon completion. Commissioning agents are being procured for all these projects, and they will verify the performance of the delivered systems and projects. Limited scope projects were selected for the greatest impact on portfolio energy reduction, increased performance and renewable energy generation, and for impact improving working conditions for the occupants of the buildings. These will be similarly verified to ensure that the performance is delivered.

PBS has engaged both the Pacific Northwest and National Renewable Energy National Laboratories (through the Department of Energy) to aid in modeling and measuring the requirements, as well as in the development of specifications designed the maximize the energy-savings and performance potential of these projects.

Lastly, every building that PBS will touch on the identified list will have advanced meters for both electricity and water, and steam if appropriate; and from the small projects line item, all other buildings for which advanced meters are appropriate will be accomplished.

The PBS Recovery Act Program Management Office (PMO) is responsible for ensuring that the projects meet these goals. The PMO is staffed with subject matter

experts in both energy and sustainability, and is supported by the PBS Sustainability program office (which has been administratively merged into the Office of Federal-High-Performance Green Buildings), in devising effective measures for each of these goals. For example, in the recent construction management conference, classes on integrated design (sustainable design), lighting, water conservation, solar PV, envelope improvement and energy strategies were provided to 350 people who will be key to achieving these goals. Further, GSA is working with Dept. of Energy's solar program to maximize the opportunity for solar energy generation in the roofing projects identified in the spending plan, as well as solar hot water.

For a fully detailed list of this Program's identified projects and activities visit www.gsa.gov/recovery and click on "Public Buildings Service Project Plan".