

AGENDA ITEM #7

GSA LOCATION POLICY UPDATE



MEMORANDUM

TO: Members, Planning Directors Technical Advisory Committee (PDTAC)
Members, Chief Administrative Officers Committee (CAOs)

FROM: Paul DesJardin, Director of Community Planning and Services

SUBJECT: Defining “Central Business Areas (CBAs) to Support GSA Federal Facilities Location Decisions

DATE: September 7, 2016

BACKGROUND

In October 2015, the U.S. General Services Administration (GSA) adopted ADM 1097.1 “Incorporating Principles of Sustainability, Economic Development and Efficiency into GSA Business Practices and Location Decision-making.” The directive builds on Executive Order 13693, “Planning for Federal Sustainability in the Next Decade” (“E.O. 13693”), which requires federal agencies to increase efficiency and improve their environmental performance.

ADM 1097.1 outlines GSA’s policy for promoting efficiency, economic development, and sustainability in location decisions for Federal facilities, specifically by requiring that those decisions:

- Support local and regional planning and economic development goals
- Support local sustainability and transportation infrastructure and plans
- Prioritize location decisions in areas that will be well-served by new and existing infrastructure
- Include areas which ensure the protection of the natural environment

LOCAL CBA DESIGNATION PROCESS

With this new national policy, GSA has proposed working with local governments across the country to identify priority places for locating federal facilities: “CBAs.” As defined by GSA in the May 2000 Urban Policy Update publication, “CBAs” (“*Central Business Areas*” or “*Centralized Community Business Areas*”) are:

“...the general areas in which Federal agencies must give first consideration to locating. Both terms refer to specific geographic areas in cities and towns that the local government designates as main business districts. “Central business district” is another term for these areas. The Federal government does not direct the designation of a central business area.”

Metropolitan Washington is a particularly complex federal ‘market’: GSA’s National Capital Region (NCR) portfolio consists of 93 million square feet of owned and leased space in more than 880 government-owned and leased facilities in the District of Columbia, Northern Virginia, and Suburban Maryland.

GSA staff has met frequently with COG senior management, and has briefed COG's Planning Directors and Chief Administrative Officers committees on the details of ADM 1097.1. The initial focus for designating local CBAs has been COG's adopted Activity Centers because they are based upon priority places designated by local governments for existing development and future growth in local comprehensive plans.

COG staff performed a preliminary analysis of the GSA portfolio database and determined that more than 90 percent of the square footage of owned and leased GSA space is currently located within Activity Centers located throughout the region. This analysis is based on the COG/TPB Transportation Analysis Zones (TAZs) which most-closely approximate the Activity Centers.

GSA staff also briefed members of the Greater Washington Board of Trade's Council of Economic Development Officials (CEDO) at their May 2016 meeting, as well as at a joint Planning Directors and CEDO work session in July, during which members of both committees discussed the CBA/Activity Centers relationship in greater detail.

To complete designation of proposed CBAs in metropolitan Washington:

- Based upon local comprehensive plans and zoning, and leveraging the adopted Activity Centers as a framework, local planning directors and their staff will designate boundaries for their proposed CBAs.
- Planning departments are strongly encouraged to coordinate this work with their local economic development staff to focus on identifying Centers that are the most appropriate for primarily siting federal office facilities.
- The proposed deadline for completing these draft boundary delineations is fall of 2016.
- Local planning departments are requested to share maps (electronic GIS files are preferred) of their proposed CBAs with COG staff to promote consistency. COG's Planning Directors will review a composite map of the proposed local CBAs.
- COG's Chief Administrative Officers (CAOs) Committee will concur on the draft composite regional map of locally-defined CBAs.
- Local governments will be permitted to make annual updates to their designated CBAs by submitting those changes to GSA for review prior to the end of the calendar year.

Attachments: ADM 1097.1
Activity Centers map

GENERAL SERVICES ADMINISTRATION
Washington, DC 20405

ADM 1097.1 CHGE 1
October 6, 2015

GSA ORDER

SUBJECT: Incorporating Principles of Sustainability, Economic Development and Efficiency into GSA Business Practices and Location Decision-making

1. **Purpose.** This Order states GSA's policy for promoting efficiency, economic development, and sustainability in location planning decisions.

2. **Background.**

a. Executive Order 13693, "Planning for Federal Sustainability in the Next Decade" ("E.O. 13693"), signed on March 19, 2015, requires agencies to increase efficiency and improve their environmental performance. E.O. 13693 continues the role of Federal leadership in "energy, environmental water, fleet, buildings and acquisition management" in order to "drive national greenhouse gas reductions and support preparations for the impact of climate change," and acknowledges the many Government resources that can be impacted by incorporating sustainability into decision-making. E.O. 13693 incorporates the principles previously laid out in the Implementing Instructions – Sustainable Locations for Federal Facilities, which called for Federal agencies to consider locating resources in sustainable locations in order to strengthen the vitality and livability of the communities in which they exist.

b. In particular, E.O. 13693 requires the development of policies to "promote sustainable commuting and work-related travel practices for Federal employees that foster workplace vehicle charging, encourage telecommuting, teleconferencing, and reward carpooling and the use of public transportation where consistent with agency authority and Federal appropriations law" as well as the implementation of "cost effective strategies to optimize sustainable space usage and consideration of existing community transportation planning and infrastructure including access to public transit."

c. These principles have been long-standing goals of the Federal Government, and have been acknowledged both in the Rural Development Act and Executive Order 12072, "Federal Space Management" ("E.O. 12072"). Since 1978, E.O. 12072 requires consideration of the following factors when meeting Federal space needs in urban areas: "compatibility with State, regional or local development, redevelopment, or conservation objectives... impact on economic development and employment opportunities in the urban area, including the utilization of human, natural, cultural and

community resources... availability of adequate low and moderate income housing for Federal employees and their families on a nondiscriminatory basis and availability of adequate public transportation and parking and accessibility to the public." E.O. 13693 re-emphasizes the importance of these goals. This Order provides an implementation framework for GSA concerning location decisions.

3. Scope and applicability. This policy applies to all GSA planning, development, and acquisition decisions that affect the location of Federal facilities, which includes both owned and leased space.

4. Guidelines. In order to meet the goals laid out in these Executive Orders, when determining where to cost-effectively locate Federal facilities, GSA will analyze, among other things, the following factors:

a. Local and regional planning and economic development goals.

(1) Consistent with E.O. 12072, for meeting Federal space needs in urban areas GSA will continue to give first consideration to the central business area.

(2) In keeping with the Rural Development Act and the policy of E.O. 13693 to increase efficiency and improve environmental performance in rural areas, GSA will prioritize locations in existing and planned rural town centers.

(3) GSA will consult with local officials to determine if there are any locality specific initiatives that should be given consideration when making Federal facility location decisions. At the same time, because of the size and complexity of large urban areas, including the number of Federal facilities located in these areas, some locality decisions will consider the availability of multiple competing location factors.

(4) GSA will also consider the impacts of investments by other Federal, State and local agencies when planning for the location of Federal facilities. This consideration may include consultation with, among others, the Department of Commerce, the Department of Housing and Urban Development, Department of Transportation, and Environmental Protection Agency.

b. Sustainability and transportation infrastructure and plans.

(1) GSA will consider and seek locations that are compatible with existing and planned public transit and other transportation infrastructure, with an emphasis on locating in areas that would allow for multiple commuter options that promote transportation choice, and help reduce road congestion and greenhouse gas (GHG) emissions.

(2) GSA's location planning and actions to identify sites for Federal facilities will consider and, where feasible be compatible with, sustainability priorities of states, local governments, and tribal communities.

(3) GSA will consider locations that allow employees to have easy access to multiple commuter options and to businesses and services so that employees can better balance work and personal obligations, are accessible to affordable housing, and consider where existing employees reside.

c. New and existing infrastructure and resources.

(1) GSA's location and planning actions will prioritize localities that have sufficient public infrastructure; including power, water, sewer, telecommunications (including access to broadband) to efficiently deliver services to meet all Federal needs.

(2) Locations that require new infrastructure to support Federal needs will only be considered if the new infrastructure is consistent with State and local infrastructure plans.

(3) GSA will prioritize the use of previously developed but currently unused or underused locations and seek to avoid development, through agency action, of "greenfields" (undeveloped land).

(4) GSA will continue to emphasize the potential of reusing historic assets and locating appropriate new facilities in historic districts.

d. Protection of the natural environment.

(1) GSA will comply with statutes, regulations, and Executive Orders, and consider regional and local climate preparedness priorities and adaptation plans.

(2) GSA will consider locations that optimize climate-resilient design and management elements.

5. Implementation and responsibilities.

a. Implementation.

(1) Based on GSA's knowledge of local real estate markets and its analysis of the factors described above, GSA will develop program delineated areas for localities with a significant Federal space presence and share them with Federal agencies having new or continuing space needs in such localities.

(2) When an agency submits to GSA a request for space, the agency will be instructed to develop its proposed delineated area based on GSA's program delineated area (to the extent one exists for the geographic area where the space is needed) as well as the agency's mission-specific location needs.

(3) In compliance with all applicable laws, regulations Executive Orders and the guidance set forth in this Order, GSA will have final approval of delineated areas for space procurements where GSA is the procuring agency.

b. Responsibilities. Every GSA business unit will review existing regulations, policies and guidance, develop specific business practices, and amend existing practices as necessary, to implement the guidelines and policies set forth in this Order.

6. References.

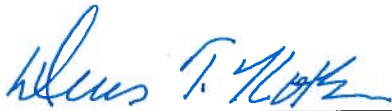
a. Executive Order 13693, "Planning for Federal Sustainability in the Next Decade."

b. Implementing Instructions – Sustainable Locations for Federal Facilities, September 15, 2011

c. Executive Order 12072, "Federal Space Management," August 16, 1978.

7. Explanation of change paragraph. Section 5 (a), subparagraphs 1 & 2, are ambiguous clauses about program delineated areas and agency mission requirements. It is unclear about if and when GSA will be taking agency mission requirements into account when establishing delineated areas for agency locations. A technical correction is being proposed to clarify this language. As a result, the following section has been removed from Paragraph 5(a), subparagraph 2: "Program delineated areas will not take into consideration agency mission-specific location needs. Thus..."

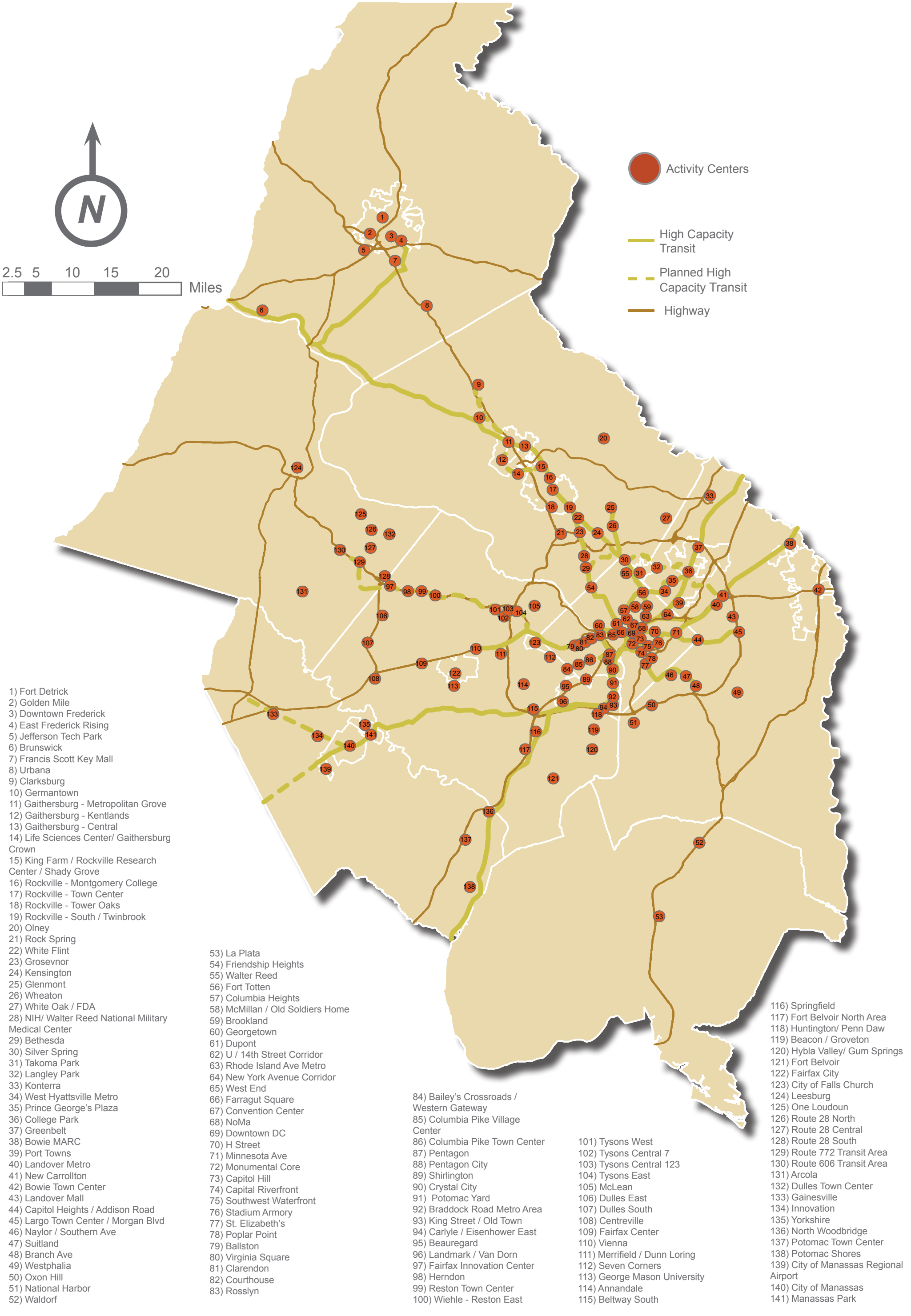
8. Signature.



DENISE TURNER ROTH
Administrator

Regional Activity Centers Map

Approved by the COG Board of Directors on January 13, 2013



**METROPOLITAN WASHINGTON COUNCIL OF GOVERNMENTS
777 NORTH CAPITOL STREET, NE
WASHINGTON, DC 20002**

**RESOLUTION ENDORSING COLLABORATION WITH THE GENERAL SERVICES ADMINISTRATION TO IDENTIFY
CENTRAL BUSINESS AREAS (CBA)S THROUGHOUT THE REGION**

WHEREAS, the Metropolitan Washington Council of Governments (COG) is comprised of the 22 jurisdictions of the National Capital Region's local governments and their governing officials, plus area members of the Maryland and Virginia legislatures and the U.S. Senate and House of Representatives, and COG provides a focus for action on issues of regional concern; and

WHEREAS, over the last year COG has worked closely with the U.S. General Services Administration (GSA) to strengthen the relationship between the federal government and the local governments in the greater Washington region; and

WHEREAS, there are many areas related to economic development and improving our region that we can mutually benefit from working together; and

WHEREAS, in 2015 GSA adopted ADM 1097.1 "Incorporating Principles of Sustainability, Economic Development and Efficiency into GSA Business Practices and Location Decision-making" including working with local governments across the country to identify "Central Business Areas or "CBAs" as priority places for locating federal facilities; and

WHEREAS, the initial focus for designating local CBAs has been COG's adopted Activity Centers as they are based upon priority places designated by local governments for existing development and future growth in local comprehensive plans; and

WHEREAS, to complete designation of proposed CBAs, COG supports the initiative and encourages the Planning Directors Technical Advisory Committee (PDTAC) to support individual jurisdictions in their efforts to independently designate CBAs.

**NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF DIRECTORS OF THE METROPOLITAN
WASHINGTON COUNCIL OF GOVERNMENTS THAT:**

The board supports continued collaboration with the GSA and encourages the Planning Directors Technical Advisory Committee to support individual jurisdictions in their efforts to independently designate CBAs for each of their cities and counties. Furthermore, the board authorizes the Executive Director, or his designee, to serve as a liaison with the GSA and provide staff assistance as requested by COG member jurisdictions.