

**Denver Federal Center**



**Denver Federal Center**  
**Long-Term Space Strategic Plan**





We are pleased to present the U.S. Department of the Interior's and the U.S. General Services Administration's Denver Federal Center (DFC) Long-Term Space Strategic Plan.

This plan is the product of the collaborative partnership between the Department of the Interior (DOI) and the General Services Administration (GSA) on the joint DFC Long-Term Space Strategy Working Group. The Working Group was chartered by Sally Jewell, Secretary, U.S. Department of the Interior, and Denise Turner Roth, Administrator, U.S. General Services Administration.

The Working Group engaged in a master planning process for the DFC to ensure long-term strategic alignment between the two agencies, and was charged with developing a detailed, multi-year DFC space strategy and action plan to achieve the goal of consolidating and co-locating many DOI offices in the Denver area onto the DFC to meet related space consolidation, utilization, energy efficiency, and cost avoidance goals. The Working Group's focus on collaboration is demonstrated by our joint DOI-GSA presentation and justification of plans to modernize DFC buildings to house DOI employees currently in commercial leases.

This plan supports both DOI's FY 2014-2018 Strategic Plan for Building a 21st Century Department of the Interior (Goal #4 Improve Acquisition and Real Property Management) and GSA's FY 2014-2018 Strategic Plan (Priority Goal 2: Reduce the federal footprint). The plan is also aligned with:

- DOI's Draft Real Property Efficiency Plan and Reduce the Footprint (RtF) Policy Implementation for Fiscal Years 2017-2021;
- DOI's Real Property Efficiency Plan and Reduce the Footprint (RtF) Policy Implementation for Fiscal Years 2016-2020;
- OMB Management Procedures Memorandum 2015-01, Implementation of OMB Memorandum M-12-12 Section 3: Reduce the Footprint, March 25, 2015; and
- Executive Order 12072, Federal Space Management, August 16, 1978.

The DFC Space Strategic Plan is a starting point. Effective implementation of the plan will require continued collaboration between GSA and DOI's bureaus and offices. This cooperation will build the case for investments needed to fulfill the Working Group's vision.

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U.S. Department of the Interior



Date

**SEP 20 2016**

Tim Horne  
Regional Commissioner, Public Buildings Service  
U.S. General Services Administration



Date

**SEP 20 2016**

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## BACKGROUND

### **The Denver Federal Center (DFC) Long-Term Space Strategy Working Group (Working Group).**

To achieve stronger collaboration and coordination among DOI's bureaus and support DOI mission goals, DOI has been studying opportunities to maximize consolidation onto the DFC or into other federally-owned space. To further these efforts, DOI and GSA agreed to work in partnership and engage OMB jointly to improve the chances for successfully competing for limited funding.

To guide its efforts, the Working Group developed a charter which was approved by Sally Jewell, Secretary, U.S. Department of the Interior, and Denise Turner Roth, Administrator, U.S. General Services Administration.

The Working Group met bi-monthly, formed five subgroups and engaged staff across DOI and GSA.

On August 19, 2015, Deputy Secretary Mike Connor provided strategic-level guidance to the Working Group Principals and reiterated DOI's support for their efforts.

**Working Group Vision.** To facilitate development of the DOI-GSA DFC Long-Term Space Strategic Plan (Space Strategic Plan), the Working Group agreed upon the following Vision Statement:

*"DOI Staff in the Denver Metro Area working in modern, efficient, quality, Federally-owned space that enables effective mission accomplishment."*

**The Denver Federal Center.** The GSA's Public Buildings Service (PBS) manages the DFC in Lakewood, Colorado. The DFC encompasses an area of about 670 acres of federally-owned land and has 90 buildings comprising over 4,000,000 square feet of office, warehouse, lab, and special use space. There are 26 federal agencies on-site, making it the largest concentration of federal agencies outside of Washington, D.C. The DFC is the central location for DOI employees in the Denver Metro area with DOI currently occupying nearly half of the space on the DFC with almost 1.9 million square feet of space. Over 4,700 DOI employees work in the greater Denver, Colorado, area with representation from almost all bureaus and many offices:

- Bureau of Indian Affairs (BIA)
- Bureau of Land Management (BLM)
- Bureau of Reclamation (BOR)
- Business Integration Office (BIO)
- DOI University (DOIU)
- Interior Business Center (IBC)
- National Park Service (NPS)
- Office of the Chief Information Officer (OCIO)
- Office of Environmental Policy & Compliance (OEPC)
- Office of Inspector General (OIG)
- Office of Natural Resources Revenue (ONRR)
- Office of the Solicitor (SOL)
- Office of Surface Mining and Reclamation Enforcement (OSMRE)
- Office of Valuation Services (OVS)
- U.S. Fish and Wildlife Service (FWS)
- U.S. Geological Survey (USGS)
- Office of Restoration and Damage Assessment (ORDA)

- Office of the Assistant Secretary - Indian Affairs (ASIA).

Outside the DFC, DOI organizations occupy approximately 700,000 square feet of commercially leased space in the Denver area. For almost all of these leases, GSA has termination rights or expiration dates in the next 5 years.

## EXECUTIVE SUMMARY

In February 2015, a joint DOI-GSA DFC Long-Term Space Strategy Working Group (Working Group) was formed. This Working Group developed a strategy to realize the goals of relocating operations from commercially leased space into federally-owned space, meeting Reduce the Footprint goals, reducing greenhouse gas emissions, realizing energy efficiencies, co-locating and consolidating space, achieving space cost savings or avoidance, and meeting or exceeding the space utilization goals of the DOI.

To guide their work, the Working Group agreed upon a vision of: *“DOI Staff in the Denver Metro Area working in modern, efficient, quality, Federally-owned space that enables effective mission accomplishment.”*

The Footprint, Funding and Cost Assessment Subgroup reviewed GSA’s available buildings on the DFC and compared the 10-year life-cycle cost of remaining off the DFC in commercially leased space at the DOI standard of less than 180 usable square feet per person (USF/person) to the cost of moving into federally-owned, renovated space on the DFC at 180 USF/person or less. They generated three footprint options for consideration by the Working Group.

Their analysis showed that all three DFC footprint options were preferable to remaining in commercial space using the metrics the Working Group had developed. For the three options, the modernization investment needed is about \$36 million for DOI, and from \$63 million to \$68 million for GSA. Across the 10-year life-cycle, these investments achieve a total rent savings of \$3.7 million to \$3.9 million with a payback period of approximately 7.5 years. The rent savings calculated here are not the rent savings from DOI’s current commercial space footprint. They are the rent savings that would be achieved by moving onto the DFC compared with new DOI occupancy agreements (OA) and GSA leases in much smaller commercial footprints. Actual rent savings over DOI’s current footprint would be even higher.

The Working Group Principals reviewed the three options and unanimously approved proceeding with additional study and follow-on actions for the buildings listed below in Table 1. Bureau and office mission-based preferences, occupancy agreement and lease expiration dates, and an understanding of what combination of options worked best for DOI as a whole were considered as part of this discussion.

Table 1 – DFC Buildings and DOI Bureaus/Offices under Consideration

<b>Building Number and Projected Year of Availability</b>			
<b>Building 53 (~2021)</b>	<b>Building 41 (2019)</b>	<b>Building 67/56 (2019)</b>	<b>Building 48 (2020-2021)</b>
U.S. Fish and Wildlife Service	Office of Surface Mining, Reclamation and Enforcement	Office of the Solicitor	Interior Business Center
Office of the Chief Information Officer		US Geological Survey Training Center	
Business Integration Office		DOI University	

The Working Group also approved the Assistant Secretary Indian Affairs/Bureau of Indian Affairs, Office of Inspector General, and National Park Service remaining in commercial space in reduced footprints in the short-term (2016-2021), with further analysis for the mid-to-long-term.

In addition to the buildings listed in Table 1, Building 25 is now projected to have approximately 12,000 USF of space available in 2017 as the result of a USGS consolidation project. This additional space could allow OSMRE to consolidate their downtown Denver office into Building 25 or it could provide another option for SOL.

To fund these relocations and consolidations, this Subgroup reviewed various funding sources to develop its recommendations. This Subgroup recommended using GSA's Capital Investment and Leasing Program (CILP) for Building 53. For Building 48, GSA's Region 8 has submitted a request for approximately \$48 million in FY 2018 CILP funding as part of its Five-Year Capital Investment Plan to prepare this building for use by IBC. For Building 41, GSA previously renovated the office space under consideration, so only minor work, primarily tenant improvements, would be needed. For Building 67, OMB and Congress have already approved \$15 million in GSA FY 2016 Consolidation Funding.

In addition to these future space actions, the Working Group's other four Subgroups (Data Center Consolidation; Consolidation of Functions; Communications/Change Management; Amenities/Quality of Life (QOL)) developed the initiatives listed below.

The Data Center Consolidation Subgroup continues to review DOI core and non-core data centers within Colorado to pursue cost-savings and region-specific consolidation efforts as part of the Federal Data Center Consolidation Initiative (FDCCI). The Subgroup also continues to examine opportunities for consolidation in both commercial and federally-owned space to include potential consolidation in the Department of State's data center building on the DFC. See Appendix E – Data Center Consolidation for more details.

The Consolidation of Functions Subgroup examined possible functions and space that could be consolidated or shared within specific buildings on the DFC or among DOI bureaus and offices on the DFC. This Subgroup concluded that there are many opportunities for sharing space (e.g. Breakrooms, Conference Rooms and Classrooms) and consolidating functions (e.g. IT functions and shipping/receiving), particularly in specific buildings where multiple bureaus and offices will be located. To facilitate current sharing, this Subgroup established a Bison Connect site for bureaus and offices to populate with data on classroom and large meeting space that could be used by other offices. See Appendix F – Consolidation of Functions and Space for more details.

The Communications and Change Management Subgroup examined communications and change management plans and developed a list of considerations bureaus and offices should review when planning any office consolidations or relocations. Additionally, this Subgroup gathered lessons learned and best practices for use on the DFC from FWS' headquarters relocation in Virginia, BLM's



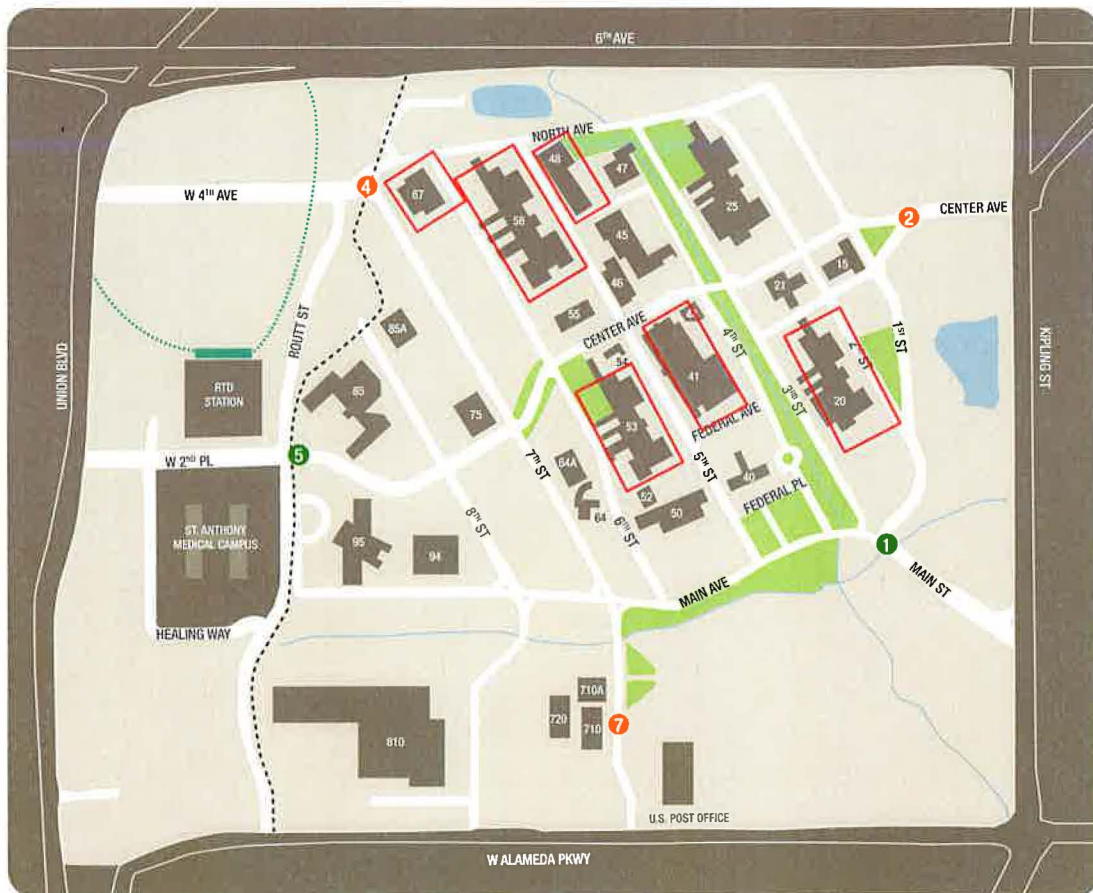
consolidation onto the DFC, OVS' move to the DFC, and ONRR's current renovation project on the DFC. See Appendix G – Communications and Change Management Considerations for more details.

The Amenities and Quality of Life (QOL) Subgroup examined current amenities and QOL issues on the DFC and developed a list of new or enhanced amenities and programs that would improve the quality of life for current and future tenants of the DFC. Chief among the various amenities recommended are expanded child care services and a broader variety of food service options. See Appendix H – Amenities and QOL for more details.

## DFC AVAILABLE SPACE

Vacant space on the DFC requires substantial modernization investments to implement the vision of working in “modern, efficient, quality, Federally-owned space that enables effective mission accomplishment.” The Working Group examined GSA’s portfolio of buildings on the DFC to determine which buildings were candidates for renovation investments. Five buildings were selected for further review: Buildings 67, 56, 53, 41, and 48. Additionally, Building 20 may become an option in the long-term, and Building 20 may become an option in the short-to-mid-term.

Map 1 – DFC Buildings under Consideration



**Building 67.** Located in the northwest section of the DFC, Building 67 is the only high-rise building on the campus. Building 67 houses primarily office space, along with some conference/training space, food service/cafe space, a small section of light industrial space and 917 surface parking spaces. BOR is the largest tenant in Building 67, claiming over 225,000 USF of the building’s 287,000 USF. Other DOI tenants include ONRR and OEPC, and non-DOI tenants include the Social Security Administration (SSA), the U.S. Department of Agriculture (USDA), and GSA.

**Building 56.** Like Building 67, BOR is the largest tenant in Building 56, occupying over 194,000 USF of light industrial and office space out of a total of 264,000 USF. Other DOI tenants include ORDA and USGS.



BOR, in coordination with GSA’s PBS, has embarked on a consolidation project to reduce their overall footprint in Buildings 67 and 56 by consolidating most of their office space into Building 67. BOR and GSA received \$15 million in GSA FY 2016 consolidation funding in March 2016. Construction should commence in the summer of 2017 and be substantially completed in January 2019. At that time, the vacated space would be available to other DOI tenants.

**Building 53.** Building 53 consists of over 282,000 USF of largely office space, as well as some light industrial, laboratory, and food service space and includes small sections of warehouse, conference/training space and 439 surface parking spaces. Current DOI tenants include OCIO, USGS, and ONRR. Non-DOI tenants include the U.S. Department of Labor (DOL), the U.S. Department of Veterans Affairs (VA) and the U.S. Department of Homeland Security (DHS)/ Federal Protective Service (FPS). Building 53 has approximately 105,000 USF of vacant space.



**Building 41.** Building 41 consists of over 350,000 USF of warehouse and office space, the bulk of which is warehouse space. It also includes conference/training space, light industrial space, food service space and 420 parking spaces. This building houses GSA’s Rocky Mountain Region Headquarters and USGS’ newly renovated library. In addition, USGS, BLM, NPS, FWS, BIA, and ONRR occupy over 70,000 square feet of warehouse space. USDA and the Department of Energy (DOE) also occupy office space in this building. GSA recently vacated office space to showcase the open office concept and set the example on improving utilization. In doing so, GSA freed up 34,000 USF of turnkey office space which will be used by ONRR, while their Buildings 85 and 85A undergo renovations during 2016-2019. Once ONRR’s renovations are completed, Building 41 will be available for another DOI tenant in late FY 2019.



**Building 48.** Building 48, a former National Archives and Records Administration Records Center and Archives office and storage facility, consists of approximately 142,000 USF of vacant warehouse space on the northern edge of the DFC. IBC partnered with GSA to conduct a feasibility study which was completed in September, 2015. The study found that approximately \$48 million (\$33 million in shell, or infrastructure, improvement and \$15 million in tenant improvements) was needed to transform the building into modern office space. GSA’s Region 8 used the study to support the request for approximately \$48 million in FY 2018 CILP funding as part of its Five-Year Capital Investment Plan. GSA used the study to support adding approximately \$48 million in FY 2018 CILP funding as part of



its Five-Year Capital Investment Plan. If the FY 2018 funding is approved, design and construction would begin as early as FY 2018, and IBC could expect to move into the building in FY 2020-2021.

## **GSA AND DOI BUREAU AND OFFICE SUMMARY FOR THE DENVER REGION**

The following GSA organizations and DOI bureaus and offices are the greater Denver, Colorado area.

**U.S. General Services Administration (GSA) Region 8 (Rocky Mountain).** GSA's Rocky Mountain Region is headquartered on the DFC in Building 41 and provides products and services for federal employees



throughout Colorado, Montana, North Dakota, South Dakota, Utah, and Wyoming through its Federal Acquisition Service (FAS) and the Public Buildings Service (PBS). The PBS provides work environments for nearly 50,000 federal workers in the Region. GSA is the builder, developer, lessor, and manager of over 711 federally owned and leased properties totaling 20.2 million square feet within the Region.

**Bureau of Indian Affairs (BIA) & Office of the Assistant Secretary - Indian Affairs (ASIA).** The Bureau of Indian Affairs and Office of the Assistant Secretary - Indian Affairs (collectively known as the Indian



Affairs offices) are located in commercial office space in Lakewood, Colorado. The BIA Office of Trust Services executes trust responsibilities to Indian tribes and individuals and oversees all headquarters' activities associated with management and protection of trust and restricted lands, natural resources, and real estate services. The office provides land-related functions to Indian trust owners including acquisition, disposal, rights-of-way, leasing and sales, and assists them in the management, development, and protection of trust land and natural resource assets. The ASIA Office of Indian Energy and Economic Development includes three divisions which 1) assist tribes with the exploration, development, and management of their energy and mineral resources, 2) assist tribes in creating an environment for economic progress through training, business planning, and expert consultation and 3) manage the Indian Loan Guaranty Program to facilitate access to capital and loan financing for Indians.

**Bureau of Land Management (BLM).** The mission of the BLM's National Operations Center (NOC) located on the DFC in Building 50 is to provide effective and efficient internal operational and technical



program support to its stakeholders in upholding the overall BLM mission of sustaining the health, diversity, and productivity of the public lands for the use and enjoyment of present and future generations. The center's 350 employees and 100 contractors contribute to the overall BLM mission by supporting human resources, information

technology, geospatial services, finance, and acquisition. In addition to the NOC, the BLM Colorado State Office is located in Denver, Colorado, and is scheduled to move into Building 40 on the DFC in 2019. The BLM Colorado State Office manages 8.4 million acres of public lands in Colorado – ranging from 4,000 to over 14,000 feet in elevation – along with 29 million acres of subsurface mineral estate.

**Bureau of Reclamation (BOR).** BOR's Denver Office on the DFC in Buildings 67 and 56 includes the Technical Service Center; Security, Safety and Law Enforcement; Management Services; Information Resources; Policy and Administration; Power Resources; Design, Estimating and Construction/Dam

Safety Officer; Public Affairs; Native American and International Affairs; and Research and Development.



These offices support Reclamation's mission to manage, develop, and protect water and related resources in an environmentally and economically sound manner in the interest of the American public. Reclamation is the largest wholesale water supplier and the second largest producer of hydroelectric power in the United States, with operations and facilities in the 17 Western States. Its facilities also provide substantial flood control, recreation, and fish and wildlife benefits.

**Business Integration Office (BIO).** Located in Building 810 on the DFC, the BIO is responsible for sustaining, optimizing and leveraging the Financial and Business Management System (FBMS). FBMS is the enterprise system used by DOI for recording transactions and for controlling and reporting in the functional areas of acquisition, budget execution, core finance (including financial consolidation and reporting), financial assistance, fleet management, personal property, real property and travel.



**Interior Business Center (IBC).** IBC is a federal shared services provider that offers business solutions to create efficiencies and economies of scale. For more than 30 years, IBC has supported DOI offices and bureaus and other federal agencies by providing business solutions that allow these organizations to focus on their core missions. The IBC Denver campus, located in commercial office space in Lakewood, Colorado, houses employees from several functional areas: Acquisition, Financial Management and Human Resources.



**National Park Service (NPS).** A number of NPS offices share commercial office space in Lakewood, Colorado. The NPS Denver Service Center is the central planning, design, and construction management project office for NPS, providing project management and delivery services. The Intermountain Region Office supports and coordinates the operations of 84 park units in eight states. Other NPS operations in Lakewood include the Human Resources Operations Center, National Information Systems Center, and offices supporting facility management, natural and cultural resources, and business services.



**Office of the Chief Information Officer (OCIO).** The OCIO's Denver-based offices are located in Building 53 on the DFC and in commercial office space in Lakewood, Colorado. OCIO offices in Colorado include all the divisions within the OCIO: Planning and Performance Management, Information and Technology Management, Service Delivery, Business Operations, and Information Assurance. The OCIO provides leadership to DOI and its bureaus in all areas of information management and technology. To successfully serve DOI's multiple missions, the OCIO applies modern IT tools, approaches, systems and products. Effective and innovative use of technology and information resources enables transparency and accessibility of information and services to the public.



**Office of Environmental Policy and Compliance (OEPC).** Located in Building 67 on the DFC, the Denver Regional Office oversees program areas to include: National Environmental Policy Act (NEPA), Federal Project Reviews, Emergency Response and Hazardous Materials Management.

**Office of the Inspector General (OIG).** The OIG has a number of divisions located in commercial office space in Lakewood, Colorado. These divisions carry out the OIG's mission to provide independent oversight and to promote excellence, integrity, and accountability within the programs, operations, and management of DOI. The OIG accomplishes its mission by performing audits, investigations, evaluations, inspections, and other reviews of DOI's programs and operations.



**Office of Natural Resources Revenue (ONRR).** ONRR is headquartered in Washington, D.C., with main operations based at the DFC, primarily in Buildings 85, 85A and 67. ONRR is entrusted with a fiduciary role, managing an average of \$11 billion in annual revenues from energy and mineral leases and other monies owed for the use of public natural resources on the Outer Continental Shelf and onshore Federal and American Indian lands. Revenue sources include royalties, rents, and bonuses generated throughout the life of a lease. ONRR is a trustee of royalty assets from Indian trust properties and is an advocate for the interests of Indian mineral owners. In conjunction with the BIA, ONRR provides revenue management services for mineral leases on American Indian lands. Money collected is returned – 100 percent – to respective Indian tribes and individual Indian mineral owners through the Office of Trust Funds Management.



**Office of Restoration and Damage Assessment (ORDA).** ORDA oversees DOI's Natural Resource Damage Assessment and Restoration Program (NRDA Restoration Program). Regional and field staff in DOI's natural resource management bureaus and offices are the backbone of the NRDA Restoration Program, conducting damage assessments and restoring injured resources in partnership with DOI co-trustees and other interested parties. ORDA's Denver-based office is located in Building 56.



**Office of the Solicitor (SOL).** The Rocky Mountain Regional (RMR) Solicitor's Office, located in commercial office space in Lakewood, Colorado, is one of 16 regional/field offices. SOL performs the legal work for DOI; its primary client is the Secretary of the Interior. SOL provides advice, counsel and legal representation to the Immediate Office of the Secretary, the Assistant Secretaries, and all other bureaus and offices overseen by the Secretary. RMR is the largest regional office of SOL, providing advice, counsel and legal representation to more than 15 diverse client-bureaus and their respective offices within the Area of Responsibility of SOL-RMR.



**Office of Surface Mining Reclamation and Enforcement (OSMRE).** OSMRE's Western Region Office, located in commercial space in Denver, Colorado, coordinates and administers the day-to-day management, policy direction, and performance in cooperation with States and Tribes on primary objectives listed under the Surface Mining Control and Reclamation



Act of 1977 (SMCRA 1977). Responsibilities include ensuring coal mines are operated in a manner that protects citizens and the environment during mining and the land is restored to beneficial use following mining. OSMRE, in conjunction with the States and Tribes, works to mitigate the effects of past mining by aggressively pursuing reclamation of abandoned coal mines in the Western Region. Additionally, OSMRE's finance headquarters, known as the Division of Financial Management (DFM) is located in Building 25 on the DFC. The DFM is responsible for the full range of financial accounting and financial program operations that support the OSMRE mission.

**Office of Valuation Services (OVS).** OVS is headquartered in Washington, D.C., with five satellite offices across the United States. OVS has the responsibility of management, oversight, and valuation policy for DOI's bureau and offices and supports the overall mission of DOI by being the independent body to evaluate whether land acquisitions and dispositions are at market value, as required by law and regulation. The Denver office, located in Building 46 on the DFC, is the main location for the Deputy Director, who oversees the Valuation Services Divisions, the Chief Appraiser, Business and Administrative Management Division, the Division of Minerals Evaluation, and the Valuation Services Division for NPS, BOR and BLM.



**U.S. Fish and Wildlife Service (FWS).** The FWS Mountain-Prairie Region is located in Lakewood, Colorado, in commercial office space. The Mountain-Prairie Region is responsible for administering the Service's natural resource conservation mission - protecting habitat and endangered species - throughout its eight-state footprint (Colorado, Utah, Wyoming, Montana, North Dakota, South Dakota, Nebraska and Kansas). In addition, FWS Headquarters maintains commercial office space at two other locations in Lakewood, Colorado. The Denver Finance Center provides nationwide financial operations support for the Service and the Information Technology (IT) Lakewood office provides nationwide IT systems and IT help desk support for the Service.



**U.S. Geological Survey (USGS).** As the largest tenant on the DFC with nearly 850,000 rentable square feet in multiple buildings, USGS Denver-based offices include the offices of the Director, Southwest Region, and over 15 different Science Centers, representing the nation's largest water, earth, and biological science and civilian mapping agency. USGS collects, monitors, analyzes, and provides scientific understanding about natural resource conditions, issues, and problems. The diversity of the USGS scientific expertise enables USGS to carry out large-scale, multi-disciplinary investigations and provide impartial scientific information to resource managers, planners, and other customers. The USGS serves the Nation by providing reliable scientific information to describe and understand the Earth; minimize loss of life and property from natural disasters; manage water, biological, energy, and mineral resources; and enhance and protect our quality of life.



**Department of the Interior University (DOIU).** DOIU, a division within the Office of Strategic Employee



and Organization Development (OSEOD), has Learning Centers in three geographical locations across the continental US. DOIU

Denver, currently co-located with IBC in Lakewood, Colorado, is a fee-for-service training provider for customers from across all federal agencies. DOIU is in the process of moving from commercial space in Lakewood, Colorado, and co-locating with the USGS Training Center in Building 53 on the DFC. DOIU's shared service model depends upon providing an exceptional customer experience and superior learning and development products to drive funding for its operations.



## WORKING GROUP PROCESS AND SUBGROUPS

To assist with the development of this Strategic Plan, the Working Group established several Subgroups, comprised of representatives from DOI and GSA. The five Subgroups are:

- Footprint Assessment/Funding and Cost Assessment
- Data Center Consolidation
- Consolidation of Functions
- Communications/Change Management
- The Amenities/Quality of Life

**The Footprint/Funding and Cost Assessment Subgroup** was charged with the bulk of the analysis of footprint, cost, and funding options. This Subgroup conducted an assessment of the current DOI footprint in the Denver Metro area, an assessment of the available space on the DFC, and then compared the cost of remaining off the DFC, in commercially leased space in a smaller footprint (at the DOI standard of 180 USF/Person), to the cost of moving into federally-owned, renovated space on the DFC at 180 USF/Person.

The **Data Center Consolidation Subgroup** tapped into an existing, parallel effort seeking to pursue cost-savings and region-specific consolidation efforts as part of the Federal Data Center Consolidation Initiative (FDCCI) established in 2010. The Subgroup is examining opportunities to move systems to the cloud, and consolidate DOI core and non-core data centers that are located in the Denver Metro area and around the state of Colorado.

**The Consolidation of Functions Subgroup** was charged with examining and recommending possible functions, space, and services that could be consolidated and shared across buildings on the DFC or locally across DOI.

**The Communications/Change Management Subgroup** was charged with developing a communications plan to inform employees and other stakeholders about the Working Group's efforts and broader space consolidation activities. The Subgroup developed a series of briefing papers for bureau and office leaders to use to keep their staffs informed about the Working Group's efforts as well as recommendations on change management, employee engagement and communications.

**The Amenities/Quality of Life (QOL) Subgroup** was charged with examining current amenities and quality of life issues on the DFC and recommended new or enhanced amenities that would improve the quality of life for current and future tenants of the DFC.

## FOOTPRINT, FUNDING AND COST ASSESSMENT ANALYSIS

The Footprint/Funding and Cost Assessment Subgroup started by assessing the current DOI footprint in the Denver Metro area, and assessing the available space on the DFC and other GSA-owned buildings in the Denver area. Then, the Subgroup developed cost models and compared the typical 10-year life-cycle cost of remaining off the DFC in commercially leased space in a smaller footprint, at the DOI standard of 180 USF/person, to the cost of moving into federally-owned, renovated space on the DFC at 180 USF/Person or less. For the option of moving on the DFC, the Subgroup developed and compared three separate DOI footprint options. (BOR, which is already located on the DFC, had previously agreed to reduce to 165 USF/person so that their GSA FY 2016 Consolidation Funding request would be more competitive. The results of the feasibility study for Building 48 indicated that IBC would need to reduce to 125 USF/person for moving to Building 48 to be a feasible option. These more stringent utilization rates (UR) were factored in where required.)

The Subgroup's review of GSA's portfolio of other federally-owned buildings in the Denver Metro area for possible use by DOI found those buildings did not have available space currently or in the foreseeable future.

The results of the analysis showed that all three DFC footprint options were preferable to remaining in commercial space using the metrics the Subgroup had developed. For the three options, the modernization investment needed is about \$36 million for DOI, and from \$63 million to \$68 million for GSA. Across the 10-year life-cycle, these investments achieve a total rent savings of \$3.7 million to \$3.9 million with a payback period of approximately 7.5 years. These projected rent savings are not the rent savings from DOI's current commercial space footprint. They are the rent savings that would be achieved by moving onto the DFC, compared to new DOI OAs and GSA leases in a much smaller commercial footprint, based upon the current DOI utilization standard of 180 USF/person or less. This means that rent savings over DOI's current footprint would be even higher, and higher still if organizations achieve a utilization rate (UR) under the DOI standard, as was the case with BOR and IBC. As the plans agreed to by the Principals outlined below are further developed, organizations have the possibility of bettering their UR and achieving more rent savings through a more aggressive use of shared services and space, which is strongly encouraged. See Appendix F – Consolidation of Functions and Space, for a more detailed discussion.

## DENVER SPACE PLANS

### Short-Term Plan (2016-2021).

On February 25, 2016, the Working Group Principals reviewed the options developed by the Footprint Assessment Subgroup for the assignment of space to bureaus and offices and voted unanimously to approve additional feasibility planning as outlined in Table 1. Bureau and office mission-based preferences, occupancy agreement and lease expiration dates, and an understanding of what combination of options worked best for DOI as a whole were considered as part of this discussion.

The Principals approved proceeding with additional study and follow-on actions for the potential co-location of FWS, OCIO and BIO into Building 53. The projected availability of this building after renovations is FY 2021, which aligns well between the firm-term and full-term for both FWS' and OCIO's current OAs. BIO is currently on the DFC and not affected by commercial lease terms.

The Working Group also approved moving forward on developing plans for OSMRE to move to Building 41 from their downtown Denver office and from Building 25. Building 41 is expected to be available in 2019, after ONRR moves out the temporary swing space in Building 41 and back to their renovated space in Buildings 85 and 85A. This timing works well for OSMRE, because OSMRE's OA for their commercial space in Denver has a full-term expiring in August 2019.

**Table 1 – DFC Buildings and DOI Bureaus/Offices under Consideration**

<b>Building Number and Projected Year of Availability</b>			
<b>Building 53 (~2021)</b>	<b>Building 41 (2019)</b>	<b>Building 67/56 (2019)</b>	<b>Building 48 (2020-2021)</b>
FWS	OSMRE	SOL	IBC
OCIO		USGS Training Center	
BIO		DOI University	

Likewise, for Buildings 67/56, SOL was approved to move forward on developing plans to move from commercial space in Lakewood, Colorado, and the USGS National Training Center and DOIU were approved to move forward on developing plans to move from Building 53. BOR recently received OMB and Congressional approval for GSA FY 2016 consolidation funding for BOR's consolidation and reduction of footprint project in Buildings 67 and 56. The space that BOR vacates will then be available for SOL, USGS, DOIU and potentially others. Buildings 67 and 56 should start becoming available in 2019, which aligns between SOL's firm-term (2015) and full-term OA (January 2020). USGS and DOIU are already on the DFC and can adjust their move dates as needed. The space they give up in Building 53 can then be renovated as needed to support the co-location of FWS, OCIO and BIO in Building 53.

In addition to the buildings listed in Table 1, Building 25 is now projected to have approximately 12,000 USF of space available in 2017 as the result of a USGS consolidation project. This additional space could

allow OSMRE to consolidate their downtown Denver office into Building 25 or it could provide another option for SOL.

For Building 48, IBC will continue planning to move from commercial space in Lakewood, Colorado. A feasibility study was completed by GSA's Region 8 in September 2015, and the study was used to support the request to add approximately \$48 million in FY 2018 CILP funding as part of GSA's Five-Year Capital Investment Plan. If FY 2018 funding is approved and renovations completed as estimated, IBC could move to Building 48 in 2020-2021, a timeframe between IBC's firm-term and full-term OA. The Working Group also approved ASIA/BIA, OIG, and NPS remaining in commercial space in the short-term, with further analysis for the mid-to-long-term. Currently, sufficient space is not available for NPS on the DFC. NPS is working with GSA to develop the requirements for a prospectus-level lease which requires a 150 USF/person or better utilization rate (UR). While NPS cannot move onto the DFC in the near-term, NPS will achieve space reductions and improved utilization in their new OA with GSA. Likewise, ASIA/BIA is examining a footprint consolidation at their current location that will also greatly improve their utilization to 180 USF/person or better. OIG relocated from their previous office location and away from other DOI bureaus and offices in 2013 in part to ensure their clients could access OIG offices with confidentiality. OIG's current OA has a full-term of January 2023.

In addition to these proposed moves, USGS is working with GSA to examine the full array of options for a replacement laboratory and supporting office space for USGS' current laboratory and office space in Building 20. This building has suffered the effects of age and is not a long-term viable option for the important science and research USGS conducts there. GSA and USGS are scheduled to meet in mid-July, 2016, to develop a strategy for both obtaining modern laboratory and supporting office space and improving the conditions in USGS' current lab and office space until USGS can move to a replacement lab facility.

In addition to these space actions, the Working Group continues to track and support OCIO's efforts at Data Center Consolidation and BLM's Colorado State Office relocation to Building 40 from commercial space in Lakewood, Colorado, in 2019. OVS' recent successful relocation from commercial space into DFC's Building 46 is serving as a useful model of a successful consolidation into federal space. The Working Group also supports the ongoing ONRR efforts for improved space and utilization of their locations in Buildings 85, 85A and 67 and USGS's plans to consolidate space in their DFC locations, especially Building 25. Both ONRR and USGS are aggressively looking at potential future projects to further improve their mission delivery and space utilization.

**Next Steps.** The next step in the planning process for those bureaus and offices identified to potentially move onto the DFC is to develop a schedule with GSA's Workplace Engagement team to design what their work spaces should look like in their new facilities. GSA workplace strategists will assist DOI bureaus and offices in planning, design, employee engagement, and change management. Depending on the desires of bureau/office leadership, GSA can use a variety of tools to include leadership questionnaires and interviews and employee surveys/focus groups to help design the space using the

principle of activity-based design. The outcomes bureaus and offices should see are a workplace which has these attributes:

- A place where people want to come to work;
- Encourages and supports collaboration;
- Improves performance;
- Improves space utilization;
- Saves taxpayer dollars; and
- Creates sustainable spaces.

**Funding Strategy.** To implement the vision of working in “*modern, efficient, quality, Federally-owned space that enables effective mission accomplishment,*” substantial modernization investments will be required. As noted in DOI’s Real Property Efficiency Plan, Reduce the Footprint (RtF) Policy Implementation for Fiscal Years 2016-2020, though, “Often the business case clearly supports consolidations or collocations, yet the upfront funding necessary to achieve the business case is not available.” A variety of potential funding sources were reviewed to include:

- GSA’s Capital Investment and Leasing Program (CILP). CILP is the funding program for any GSA project for the construction, alteration, or leasing of space which exceeds the monetary prospectus threshold set by Congress (currently \$2.85 million). Projects require specific line-item approval by Congress and the President in the enacted appropriations act.
- GSA’s Consolidation Program. The Consolidation Program is a funding program designed to help tenant agencies consolidate space and reduce annual rent. Congress has made this limited funding available to enable tenant agencies the ability to comply with mandates to freeze/reduce the footprint and complete consolidation projects. All capital consolidation projects must meet specific criteria to qualify for the program. Under this program, all non-shell (infrastructure) costs are repaid to GSA as tenant improvement.
- Energy Savings Performance Contracts (ESPC). ESPCs are contracts which allow agencies to procure facility improvements with no up-front capital cost and without special appropriations from Congress. In consultation with the federal tenant agency, the Energy Service Company (ESCO) conducts a comprehensive energy audit for a building, identifies improvements to save energy, then designs and constructs a project that meets the agency’s needs, incurs cost for implementing the project and arranges the necessary financing for the project. Federal agencies repay the ESCO on an amortized basis.
- GSA’s Minor Repairs and Alteration (R&A) Program. The R&A Program gives GSA the authority to approve minor repair and alteration projects below the prospectus threshold, currently \$2.85 million. The program can fund all project costs of repairs, remodeling, and improvements, including improvements for health and safety, as well as modernization.

- GSA’s Total Workplace Furniture & Information Technology (FIT) Program. GSA’s Total Workplace FIT Program allows tenant agencies the ability to lease furniture over a five-year term and information technology over a three-year term, easing the burden of costs while giving tenant agencies the furniture and technology they need to build a more efficient workplace. At the end of the lease term, agencies have the option to retain the furniture and IT systems. The FIT program does have some requirements which may make it less attractive as a funding option for some offices. Requirements include 1) complying with DOI’s utilization rate policy (no more than 180 USF/person) or GSA’s policy of 100-150 USF/person for total office; 2) maximizing natural light by specifying furniture panels no taller than fifty-four inches; 3) having open workstations that do not exceed 50 square feet; 4) and having offices that do not exceed 150 square feet.
  
- GSA’s Reimbursable Work Authorization (RWA) Program. An RWA is an agreement between GSA and a tenant agency where GSA agrees to provide materials and/or services, and the customer agrees to reimburse GSA’s costs. Reimbursable services can include space adjustments, facility security, utilities, and other projects.
  
- DOI Space Consolidation Funding. The DOI Space Consolidation Funding supports planning, initial studies and designs, and small projects that help bureaus and offices consolidate space, co-locate, and reduce annual rent.
  
- Bureau/Office Funding. Bureaus and offices will need to budget internally for furniture, IT, and moving expenses.

After thoroughly reviewing these funding options, the Working Group approved pursuing these options:

**Table 2 – DFC Buildings and Funding**

<b>Building Number and Projected Year of Availability</b>				
<b>Funding Option</b>	<b>Building 53 (~2021)</b>	<b>Building 41 (2019-20)</b>	<b>Building 67/56 (2019)</b>	<b>Building 48 (2020-21)</b>
Option #1	FY 2019 CILP Funding	FIT Program R&A Program	FY 2016 GSA Consolidation Program	FY 2018 CILP Funding
Option #2	FY 2019 Consolidation Funding	RWA Program	DOI Space Consolidation Funding RWA Program FIT Program	RWA Program FIT Program
Option #3	Phased R&A Funding	(Already using ESPC)	ESPC	ESPC

## **Funding Notes.**

Building 53. Subject to the results of GSA's on-going feasibility study, GSA is planning to submit a 2017 project proposal for FY 2019 CILP funding for approximately \$33 million as its primary funding strategy. The secondary funding strategy would be for each identified bureau or office to submit a separate project request in FY 2018 for FY 2019 GSA Consolidation Funding for their portion of the building. This approach is less than ideal and riskier because not all projects may be approved. A distant third option would be to make incremental improvements to Building 53 using phased R&A funding. This approach would eliminate Building 53 as a viable option because the current GSA prospectus amount of \$2.85 million per project would not make much of a dent in the total amount of work needed.

Building 41. GSA previously renovated this office space under consideration, so only minor work, primarily tenant improvements, would be needed. The FIT program and the RWA programs could assist OSMRE in preparing the space for their use. If any unforeseen work is needed, R&A funding could be an option.

Building 67/56. Building 67 has been approved for \$15 million in GSA FY 2016 Consolidation Funding for BOR's consolidation. Construction should start in the summer of 2017 and be substantially completed in January 2019, when the vacated space would be available to other DOI tenants. For new tenants, additional GSA Consolidation Funding, DOI Space Consolidation Funding, the FIT program and the RWA programs could assist them in preparing the space for their use. Likewise, if any unforeseen work is needed, R&A funding could be an option. In addition to these funding sources, opportunities for ESPCs are being explored.

Building 48. GSA requested approximately \$48 million in FY 2018 CILP funding to prepare this building for use by IBC. In addition to CILP funding, opportunities for ESPCs are being explored.

Building 40. In addition to these funding plans, the Working Group continues to track and support BLM's request for FY17 GSA Consolidation Funding to prepare Building 40 for BLM's Colorado State Office's relocation to Building 40 from commercial space in Lakewood, Colorado in 2019.

**Building Maintenance Funding.** Once the moves detailed above are in motion, the Working Group will focus on planning, likely through a dedicated subgroup, to ensure that maintenance needs are met for the DFC buildings where DOI is housed. DOI and GSA should jointly address maintenance funding issues to OMB in the same way both agencies are addressing requests for consolidation and other funding for DFC relocations to ensure the continued functionality of the DFC buildings.

**Risk Management.** To mitigate the risk that funding may not be approved to support these relocation projects, identified bureaus and offices must simultaneously pursue a parallel planning process with GSA for a commercial space OA in addition to their planning for potential relocation to the DFC.

### Mid-Term Plan (2021-2026)

Given that the Short-Term Plan maximizes the use of the buildings that are initially available on the DFC, the Mid-Term Plan will focus on potential follow-on tenants in spaces that DOI vacates (OSMRE's Building 25 offices, BOR's Building 67/56 offices, and BIO's Building 810 offices) and any newly available buildings created by other DOI or non-DOI tenants consolidating their space. Additionally, if funding for the projects in the Short-Term Plan is not approved by 2020, the Working Group will consider shifting these projects to the Mid-Term Plan timeframe.

Potential future DFC tenants could include OIG, whose current full-term OA ends in January 2023, and ASIA/BIA, whose full-term OA ends in November, 2021. Both offices have concerns about access to their clients, and the OIG has additional concerns about confidentiality that would have to be addressed to make the DFC "*space that enables effective mission accomplishment*" per the Working Group's vision. Both Building 67 and Building 56 have opportunities to be renovated in such a manner as to ensure confidential client access, and Building 25 already allows for confidential client access. OSMRE's current space in Building 25 is approximately 17,000 USF, which is the same amount as OIG currently occupies in its commercial space. In accordance with 41 CFR 102-79.55, all federal agencies need to consider available federal space prior to pursuing commercial space options. See Appendix C – Hierarchy for Consideration of Space for the process federal agencies must go through when considering space options.

### Long-Term Plan (2026 onward)

Building maintenance, along with the building modernization actions discussed above, will extend the useful life of DFC buildings and provide DOI with long-term homes. Uncertainties in future budgets and Administration and Congressional funding priorities, however, may result in underfunding these efforts. If this occurs, DOI would need to conduct an analysis of alternatives to determine the best way to meet its future space needs. It is conceivable that DOI may also undertake additional missions in future years, which could require increased space. If GSA is not able to provide this space on the DFC from its existing portfolio of buildings, two options would be for GSA to build new buildings or GSA and DOI pursue commercial options.

**New Construction.** Prior to pursuing funding for new construction, DOI currently has deliberately sought to reduce its footprint nationwide to determine what the right size is for its bureaus and offices. This Space Strategic Plan is part of this Reduce the Footprint (Rtf) Implementation Plan. By executing the Short-Term Plan (2016-2021) and Mid-Term Plan (2021-2026), DOI will have greater fidelity on its future space requirements in the Denver metro area. Once the results of the Short-Term and Mid-Term Plans are known, DOI will be better able to develop its requirements for any new construction that may be needed. New construction would assist DOI in meeting its sustainability goals in terms of reducing greenhouse gas emissions and realizing energy efficiencies because new buildings can incorporate sustainability concepts into their design rather than retro-fitting buildings later.



**Commercial Space.** If additional commercial space is pursued in the future, DOI's bureaus and offices will have been informed by the success stories of other bureaus and offices in reducing their footprint through consolidation and co-locations and through the sharing of services and spaces on the DFC. The lessons learned through executing the Short-Term Plan and Mid-Term Plan will equip DOI organizations with the concepts and strategies needed to develop their requirements and only seek the amount of space they truly need for mission accomplishment.

**DFC Options.** One additional building, Building 20, may become a viable candidate for NPS occupancy in the future, after NPS' prospectus-level lease is completed in 10-20 years and if the current tenants consolidate or move to other locations. GSA will need to conduct a feasibility study for this building to ascertain the cost of modernizing it. Building 20 consists of over 300,000 USF of laboratory and office space, of which approximately 74,000 USF are currently vacant. This building currently houses USGS and Food and Drug Administration (FDA) offices and laboratories, and Federal Emergency Management Agency (FEMA) offices.

## IMPLEMENTATION: ROLES AND RESPONSIBILITIES

The Working Group Charter states, “The Working Group has the responsibility and authority to provide leadership for development, implementation, and assessment of an overall strategy that will increase collaboration through collocation, advance Reduce the Footprint goals, create and realize innovative workspaces for DOI bureaus and offices, and identify opportunities to share services.”

Now that the overall strategy has been developed as articulated in this document, the Working Group will be focusing on the implementation and assessment of the Space Strategic Plan.

In order to exercise these oversight responsibilities, the Working Group will meet quarterly to assess the progress on implementation and make adjustments to the plan as needed. Should key parts of the plan face challenges (e.g. funding not approved), the Working Group will develop an alternate plan for those bureaus and offices affected to ensure they can still work in “*modern, efficient, quality, Federally-owned space that enables effective mission accomplishment.*”

From the Charter, the Working Group is charged to help “create and realize innovative workspaces for DOI bureaus and offices.” The Working Group can best exercise this responsibility by ensuring bureaus and offices engage in robust discussions and collaborate with GSA’s Total Workplace Team as outlined in Appendix G – Communications and Change Management Guidance.

In addition to the Working Group’s role in implementation, each bureau and office has its roles and responsibilities as outlined below.

### **Bureaus and Offices Identified for Possible Moves onto or within the DFC (SOL, FWS, OCIO, OSMRE, IBC, BIO, DOIU, and USGS)**

- Incorporate the DFC Space Strategic Plan into Bureau 5-year space plans.
- Align and prioritize Bureau budgets to support the costs of consolidation.
- Support and provide oversight of Denver-based offices during planning and execution.
- Appoint project managers to work with GSA on implementations.
- Develop space requirements and provide them to DOI’s Office of Acquisition and Property Management (PAM) and GSA.
- Collaborate with GSA to develop a feasibility study for identified building.
- Meet with the GSA Total Workplace Team to develop schedules for leader and employee interviews and focus groups.
- Collaborate with GSA to develop space designs.
- Develop and implement a change management plan.
- To mitigate funding risk, simultaneously plan for a commercial space OA with GSA in addition to planning for relocation to the DFC.
- Share lessons learned in the planning and execution of moves and consolidations on the DFC with other DOI bureaus and offices.

### **Bureaus and Offices Identified for Consolidation off the DFC (BIA/ASIA and NPS)**

- Incorporate the DFC Space Strategic Plan into Bureau 5-year space plans.
- Align and prioritize Bureau budgets to support the costs of consolidation.
- Support and provide oversight of Denver-based offices during planning and execution.
- Appoint project managers to work with GSA on implementations.
- Develop space requirements and provide them to PAM and GSA.
- Identify mission-based delineated area and provide it to PAM and GSA with justification and explanation of how the area was determined.
- Collaborate with GSA to evaluate different building and location options.
- Collaborate with PAM and GSA in the development of prospectus-level lease and OAs.
- Collaborate with GSA to develop space designs.
- Develop and implement a change management plan.
- Share lessons learned in the planning and execution of moves and consolidations on the DFC with other DOI bureaus and offices.
- Review future opportunities to move onto the DFC in the mid-term and long-term timeframes.

### **Bureaus and Offices Who Have Completed or Have On-going Moves or Consolidation onto the DFC (BLM, OVS and ONRR)**

- Share lessons learned from moves and consolidations on the DFC with other DOI bureaus and offices.

### **Office of Acquisition and Property Management (PAM)**

- Provide leadership and oversight of the multi-year process to ensure targets and goals are met, keeping the process on track, and all organizations involved and updated on all actions.
- Provide technical space management assistance to the bureaus and assist GSA in coordination with the bureaus.
- Coordinate briefings and updates to Department management on planned actions and completions of projects determined for action within this space plan.
- Coordinate space planning and execution across bureaus.
- Review bureau space management projects and assist with GSA implementations.
- Collaborate with GSA and bureaus on all prospectus level lease actions.
- Share lessons learned in the planning and execution of moves and consolidations on the DFC with DOI senior management.
- Act as the main mentor and supporter of the projects across the bureaus and with GSA.

## APPENDIX A – WORKING GROUP PRINCIPALS

The DFC Long Term Space Strategy Working Group Charter proscribed the membership of the Working Group as being “chaired by two co-chairs and comprised of executive members” from both headquarters and regional staff for the offices listed below in the table.

<b>Organization</b>	<b>Representative</b>
GSA Public Buildings Service	Tim Horne (Co-Chair)
DOI Office of Policy, Management, and Budget	Kat Currie (Co-Chair)
DOI Office of Acquisition and Property Management	Debra Sonderman
DOI Office of Acquisition and Property Management	Michael Wright
DOI Office of Acquisition and Property Management	Kenneth Casey
GSA Public Buildings Service	G.W. Emge
GSA Colorado Service Center	Stephanie Downs
GSA Client Solutions Division	Dawn Warner
Bureau of Indian Affairs	Bill Yemma
Bureau of Land Management	Mark Nielsen
Bureau of Reclamation	Roseann Gonzales-Schreiner
Business Integration Office	Martin Quinlan
Interior Business Center	Kathy Stevens
National Park Service	Samantha Richardson
Office of the Chief Information Officer	Deborah Hartley
Office of the Inspector General	Melanie Sorenson
Office of Natural Resources Revenue	David Garcia
Office of the Solicitor	Ratna Gupta
Office of Surface Mining Reclamation and Enforcement	Georgene Thompson
Office of Valuation Services	Elizabeth Coburn
U.S. Fish and Wildlife Service	Matt Hogan
U.S. Geological Survey	Peter Griffiths

**APPENDIX B – TIMELINE FOR OA AND DFC BUILDING AVAILABILITY**

	2016	2017	2018	2019	2020	2021	2022 to 2023
<b>Projected Availability of Building</b>							
<b>Building 41</b>	ONRR Swing Space		+----->	New Tenant Availability			
<b>Building 67</b>	Consolidation Funding			New Tenant Availability			
<b>Building 56</b>	Consolidation Funding			New Tenant Availability			
<b>Building 53</b>		Funding Requested		Renovations		New Tenant Availability	
<b>Building 48</b>		Funding Requested	Renovations		New Tenant Availability		
<b>Bureau /Office OA</b>							
<b>FWS</b>				Firm: July 2019			Full: July 2022
<b>OCIO</b>			Firm: January 2018				Full: January 2023
<b>OSMRE</b>		Firm: September 2017		Full: August 2019			
<b>SOL</b>	Firm: February 2015				Full: January 2020		
<b>IBC</b>				Firm: June 2019			Full: June 2022

## **APPENDIX C – HIERARCHY FOR CONSIDERATION OF SPACE**

Per 41 CFR 102-79.55, when federal agencies are looking to fill their space needs, they must:

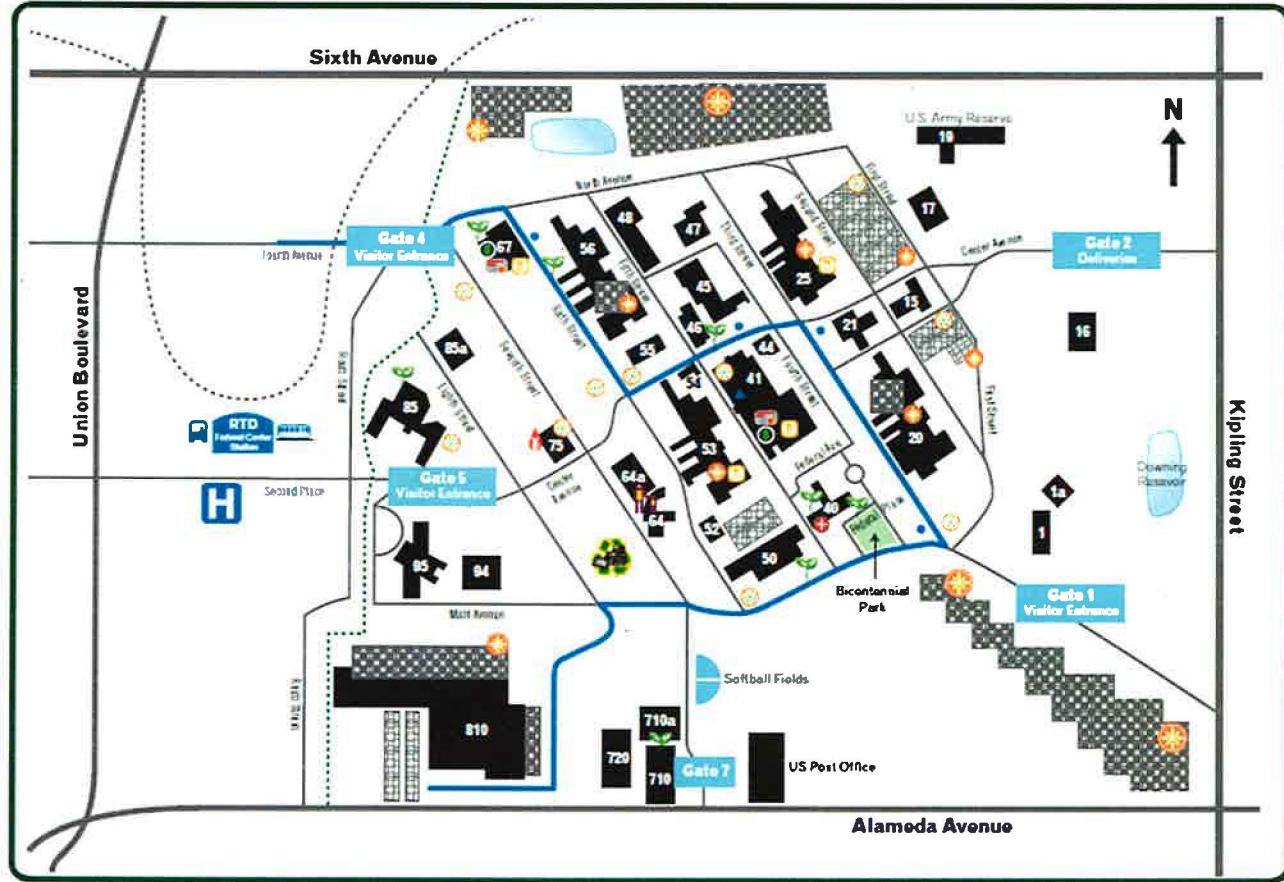
- First utilize space in Government-owned and Government-leased buildings; and if none available, use space in U.S. Postal Service buildings; and
- If still no suitable space is available, then agencies may acquire real estate by lease, purchase, or construction.

This is the process federal agencies need to go through when they are considering their space needs:

1. Federal agencies must reasonably document and determine what their mission-based, delineated area is.
2. The delineated area has been reviewed and approved by the Contracting Officer (CO).
3. No federally-controlled space (no existing, federally-owned or leased) is available in the delineated area.
4. If the delineated area involves an urban area, then the delineated area needs to be limited to the Central Business District (CBD) of the urban area, if there would be sufficient competition there.
5. If the delineated area is limited to the CBD and insufficient competition would result, then the delineated area needs to be expanded beyond the CBD so that there is sufficient competition.
6. Once it is deemed that there is sufficient competition in the delineated area, the leasing process can proceed.

## Denver Federal Center 6th Avenue & Kipling Street, Denver, CO 80225

- LEGEND**
- ATM
  - Public Amenity
  - Building/Number
  - Cafeteria
  - Credit Union
  - Daycare
  - DFC Museum
  - Demolition Recycling
  - Drought Resistant Gardens
  - Health Unit
  - Hospital
  - New Focco
  - Park
  - Recycling Bins & Center
  - Road
  - RTD Bus Route
  - RTD Bus Stop
  - RTD Light Rail
  - RTD Light Rail Route\*
  - RTD Bus Facility
  - RTD Station
  - Solar Panels (Car Port)
  - Solar Panels (Ground or Roof Mounted)
  - Solar Photovoltaics
  - Wallace Center



**PUBLIC PARKING** 20 minute, 1 and 2 hour Visitor Parking is available throughout the campus at all buildings.

## **APPENDIX E – DATA CENTER CONSOLIDATION**

The Data Center Consolidation Subgroup continues to work on a parallel initiative to review DOI core and non-core data centers within Colorado to pursue cost-savings and region-specific consolidation efforts as part of the Federal Data Center Consolidation Initiative (FDCCI). The Subgroup continues to examine opportunities for consolidation in both federally-owned and commercial space. The primary building on the DFC that could potentially house a consolidated DOI data center is the Department of State's data center building which is approximately one-third occupied. Of note, this is a Department of State-owned building, and it is not part of GSA's portfolio. The Department of State is conducting an internal feasibility study to examine sharing their building. The results are expected in mid-2016. To examine commercial space options, the OCIO issued a Request for Information in November 2015 and is evaluating responses received in January 2016. OCIO is continuing their analysis of alternatives to develop the best options for DOI data centers.



## APPENDIX F – CONSOLIDATION OF FUNCTIONS AND SPACE

The Consolidation of Functions Subgroup examined possible functions and space that could be consolidated or shared across specific buildings on the DFC or across DOI bureaus and offices on the DFC. This Subgroup concluded that there are many opportunities for sharing or consolidating functions across DOI on the DFC, among individual bureaus and offices, and within specific buildings. The Subgroup found bureaus and offices are willing to consider shared spaces and services to save cost and create efficiencies.

**Shared Conference & Training Center.** As the DFC becomes DOI's Denver Campus, a shared conference and training center for all of DOI could allow for efficient sharing of space across the DFC. Additional analysis is needed to determine a suitable location, costs, and the agreements needed to make this concept a reality. In the short-term, bureaus and offices agreed to be more open to sharing existing conference and training rooms across the DFC. To facilitate this sharing, DOI established a Google site for bureaus and offices to populate with data on classroom and large meeting space that others could request to use if available. The site, DOI Meeting Facilities (<https://sites.google.com/a/ios.doi.gov/doi-meeting-facilities/>) is accessible to all DOI employees through Bison Connect.

**Communications Tools.** The Subgroup found that many opportunities exist for developing shared communications tools that could allow for cost savings and improved efficiencies. For three of the four tools, recommend DOI pursue a long-term strategy to standardize these systems across DOI to facilitate consolidation and sharing of services.

Standardized VTC Platforms. Currently, video conferencing facility sharing is hampered because of a lack of a common system across DOI bureaus and offices. The lack of a DOI common system often results in different systems being unable to communicate with each other. Bureaus and offices use various video conferencing alternatives like WebEx, GoToMeeting, Google Hangouts (Bison Connect) and Vido, but these alternatives have limitations that full capability VTC systems do not have. Recommend DOI pursue a long-term strategy to standardize video teleconferencing platforms across the DOI

Voice Over Internet Protocol (VOIP). VOIP is an alternative to traditional phones and provides a "soft phone" that goes wherever one's computer goes, providing there is a network connection available. Currently, some bureaus and offices have VOIP capabilities and some do not. Recommend DOI pursue a long-term strategy to standardize VOIP platforms across the DOI. This would provide for reduced server support requirements and would open up other possibilities for sharing of services or resources.

Wireless Fidelity (Wi-Fi). Currently, bureaus and offices create their own redundant Wi-Fi networks in DFC buildings. Recommend further analysis to determine the best way to share networks across DOI bureaus and offices in a particular building and pursue a long-term strategy of a standardized DOI Wi-Fi network across the DFC.

Mobile Devices. Existing mobile device contracts through GSA can provide suitable services and coverages for most situations and are an example of a centralized service. There are situations, however, where GSA-contracted cell phone service providers do not have an adequate network in a given area. In these cases, bureaus and offices would be better off using a separate contract with a cell phone service provider who can provide consistent, reliable service.

**Sharing Within Buildings.** The greatest opportunity to consolidate functions, space, and services exists in individual buildings on the DFC where two or more bureaus and offices reside. Current and future candidates include Building 67/56 (BOR, ONRR, SOL, DOIU, and USGS Learning Center), Building 41 (USGS, BLM, NPS, FWS, BIA, ONRR, and OSMRE), and Building 53 (OCIO, USGS, ONRR, FWS, and BIO). As those bureaus and offices who are looking to move to the DFC conduct their workplace engagement activities and feasibility planning with GSA to determine how they can best fit into a particular building most efficiently, these organizations should consider sharing these functions and spaces:

- IT Help Desk Capabilities;
- Managed Print Services;
- Mailroom/FedEx/UPS Receiving Spaces;
- Reception and Building Security Functions;
- Warehouse Space;
- Breakrooms;
- Conference Rooms;
- Classrooms; and
- Other Common Spaces.

**DOI-wide Museum Collection Repository.** DOI is in need of space to house its museum collections and a consolidated approach that benefits participating bureaus is the most cost effective solution. The need for additional space is necessitated by the continual growth of DOI collections because of ongoing compliance activities on DOI-managed public lands, including those related to renewable energy development projects, establishment of new DOI units, and identification of previously unknown collections housed at non-federal repositories and NPS archives. This space requirement is also driven by an increasing lack of space at non-federal repositories, including state and local museums and university departments, and the lack of control DOI has over its collections when these repositories close down, lay off staff who help curate DOI's collections, and charge new and unexpected fees for collections care.

A DOI-wide repository at DFC would consolidate bureau collections in Colorado and nearby states, particularly those housed in substandard bureau and non-bureau facilities, and allow for future growth. Such a repository would allow for better storage and preservation, increased oversight of collections, and improved research and public education capabilities.

DOI and GSA are discussing a possible location on the DFC or in commercial space and have initiated a planning study. On behalf of DOI, GSA is procuring the services of a professional architecture firm to

produce a comprehensive program of requirements for the DOI-wide Museum Repository Project. The purpose of this planning study is to conduct requirements development interviews with the participating bureaus and create a program of requirements to be used in developing the scope and budget for the project. The study will then be used to communicate the business case and request for the financial investment in the project. Finally, the program of requirements will serve as a basis for conducting market surveys when looking at different locations to house this new DOI repository. The proposed repository at DFC would be similar in concept to successful facilities at NPS' Western Archeological and Conservation Center (Tucson, AZ) and NPS's National Capital Region Museum Resource Center (Landover, MD).

## APPENDIX G – COMMUNICATION & CHANGE MANAGEMENT CONSIDERATIONS

The Communications and Change Management Subgroup examined change management and communications plans, particularly FWS' communications plan for their headquarters move, in order to develop the list of considerations below. This Subgroup also gathered lessons learned and best practices from FWS' headquarters relocation in Virginia, BLM's consolidation onto the DFC, OVS' move to the DFC, and ONRR's upcoming renovation project on the DFC.

**Communications.** As Denver-based bureaus and offices study potential moves to the DFC, *FWS Headquarters Consolidation Project Communications Plan* provides a good reminder of the potential impact on DOI employees, "As with most typical large change initiatives, a major relocation of the workplace can have far-reaching implications to the workforce. There may be substantial concern from employees relating to the impact on commutes, parking, office culture, reduced workspace, and any personal financial implications the move may have" (August 2011).

To mitigate these concerns, it is vital that organizations have clear, meaningful, two-way communications: "Communication is a critical component of any major organizational change and can play a significant role in the outcome of the change" (*FWS Communications Plan*). Feedback from other DOI moves indicate that communications should occur early and often throughout an office relocation project. If bureau employees are represented by one or more unions, it is vital to keep the union representatives informed and consulted as well.

In general, a communications plan should start with the identification of stakeholders (employees, supervisors, union representatives, managers, senior management) and their needs and concerns. From there, a communications plan can be developed that addresses these issues through a variety of communications media at a planned frequency of messaging.

Typical communication media include intranet sites, social media, traditional media, and interpersonal interaction.

Intranet. Intranet sites should include up-to-date, accurate information and can include:

- Surveys and Polls designed to gauge an immediate snapshot of employee awareness, commitment, and opinions.
- An "Ask the Leader" area where questions can be asked and answered.
- A relocation specific email address where employees can directly email the project management team. The e-mail address will facilitate two-way communication from employees directing questions, concerns, or issues to project owners. Publish select questions and answers of interest.
- A Frequently Asked Questions (FAQs) section where organization and project leadership can get ahead of concerns by anticipating employee questions and get information out early.
- A document library with all of the relevant briefings and information papers, similar to shared Bison Connect intranet site the Working Group established (<https://sites.google.com/a/ios.doi.gov/dfcconsolidation/>).

Social Media. Some demographics are much more social media-inclined than others and routinely communicate via Facebook, Twitter and other social media sites. A bureau or office leadership blog can also be effectively used with weekly updates on the project, which can help the organization's leadership communicate and reinforce the vision for change.

Traditional Media. More traditional means of communication include awareness campaigns, newsletters, a facility managers group, and all-hands or targeted email or memos from the organization's leadership.

Interpersonal Interaction. While all of the above communications mediums are important for communicating effectively, they cannot replace town hall meetings, focus groups, and project management team visits to each major part of an organization.

In addition to these tools, relocating offices can leverage GSA's existing DFC website and GSA's DFC Facebook page, as well as sign up for the DFC Newsletter. To obtain current information about the DFC, see these websites:

- GSA DFC Website -- <http://www.gsa.gov/portal/content/105070>
- GSA DFC Facebook -- <https://www.facebook.com/DenverFederalCenter/?fref=ts>
- DFC Newsletter Signup--  
[https://public.govdelivery.com/accounts/USGSA/subscriber/new?topic\\_id=USGSA\\_82](https://public.govdelivery.com/accounts/USGSA/subscriber/new?topic_id=USGSA_82)

**Change Management.** There are a variety of change management models and methodologies, but in general, they start with an articulation of the business case for the change and proceed from there with communications, collaboration, and implementation. For those offices moving to the DFC or consolidating into a smaller footprint in commercial space, the business case is simply that commercial rents are rising quickly while DOI budgets remain unchanged, resulting in the diversion of funding from mission-related activities to overhead costs.

GSA Total Workplace Team. As DOI bureaus and offices consider how change management should be used to support any office moves or consolidations, they should review the offerings of the GSA Total Workplace Team. This team offers a number of change management-related services, including the following:

- Development of the case for change;
- Identification of early adopters and change champions;
- Employee/leadership engagement activities:
  - Workplace profile surveys - pre-, during and post-change;
  - Focus group facilitation;
  - "Keep/toss/create" and similar exercises designed to elicit feedback around what is currently working, what is not, and employee hopes and fears related to the change; and
- Formal and informal communication planning;
- Risk identification and management;

- Coaching on instilling new behaviors and related policy development;
- Space tours; and
- Pilot project examples

GSA's Total Workplace Team will work with DOI leaders and project teams to craft a change management plan – a plan that focuses on employee engagement and participation in the process. Change management requires constant effort and can make or break a project. For change management to be successful, it must be integrated closely with the overall communications strategy and plan.

GSA's DFC Video Presentation. To aid GSA and DOI in communicating to new DOI tenants what *"modern, efficient, quality, Federally-owned space that enables effective mission accomplishment"* looks like, GSA has begun producing a video presentation which shows examples of completed projects on the DFC. Completed projects that will be included in the presentation are GSA's offices in Building 41, OVS' offices in Building 46, BLM's offices in Building 50, DOL's offices in Building 53, and USGS' offices in Building 810. All are examples of what is possible and will help future tenants visualize what their offices could look like, a key part of change management.

Engaging Federal Workers to Design the Future Workplace. To support federal managers and union representatives on-going space management efforts, an interagency work group, which is made of the Federal Labor Relations Authority (FLRA), Federal Mediation and Conciliation Service (FMCS) and GSA, offers regional training programs that include:

- An overview of key lifecycle opportunities for employee engagement and labor-management collaboration;
- A primer on labor relations obligations and responsibilities; and
- Collaborative problem-solving skills training and facilitation resources to support effective pre-decisional involvement and collective bargaining.

Office Relocation Best Practices from DOI Moves. The following list of considerations was gathered from interviews with leaders in DOI bureaus and offices who completed office relocations.

- Establish realistic expectations about space options within the organization's budget.
- Set up a pilot area that is a mock-up of new work space and furniture.
- Establish committees for selecting furniture, finish/colors and decorations within the budgeted range for these items.
- Stand up desks and short cubicles don't really go together, but stand up desks may be needed for ergonomic reasons.
- Get input! Communicate early, often, and in both directions.
- Union negotiations and engagement: hoteling, telework, workspace types and sizes.
- Develop Standard Operating Procedures (SOPs) for courtesy and ground rules for sharing space and holiday decorations.

- Consider using a “Wellness” committee to develop acceptable office/cubicle standards.
- Articulate the tradeoff between less personal space for the best audio-visual (AV) equipment in meeting rooms
- Be transparent about privacy and work conditions.
- Sustainability, LEED, and conservation of resources can appeal to employees.
- Think through the pace of change; some will be resistant to change.
- Shared conference rooms – think through who controls, how to maximize utilization, and how to manage.
- Lighting – too much, too little; think through impact on AV equipment and computers.

Best Practices for Short-Term Wins. A key part of both communications and change management is communicating short-term wins. Communicating short-term wins builds enthusiasm and support for longer-range efforts. Bureaus and offices should embed in their planned efforts and projects the opportunity for meaningful and achievable short-term wins, and then communicate them visibly and convincingly using video, images and physical presence.

Best practices for communicating short-term wins include:

- Project plans include roles, responsibilities, and deadlines for communications.
- Short-term wins should be significant, meaningful and achievable.
- Successes are convincing and completely accurate.
- Communications always connect short-term wins to the larger change effort.
- Communicating less than successful stories with lessons learned and future adaptations can be useful in this effort as well.
- Capture and respond to feedback to short-term win communications.
- Use quick polls of stakeholders to determine if the communication of short-term wins is having the intended effect that the change effort is positive and progressing.

## APPENDIX H – AMENITIES AND QUALITY OF LIFE (QOL)

The Amenities and QOL Subgroup examined current amenities and QOL issues on the DFC and developed a list of new or enhanced amenities and programs that would improve the quality of life for current and future tenants of the DFC.

**DFC Identity.** One key issue that came to the forefront was the identity of DFC and how it is perceived by current and future tenants. The history of the DFC is pretty remarkable. It began as the Remington Arms ammunitions plant to support World War II, and the plant was strategically located in Colorado, safely far enough from either coast, but with an ambitious, hard-working, intelligent population that could provide a workforce. After the war, the U.S. Government found itself with an abundance of buildings it could use for new purposes. As a result, the DFC transformed itself into a workplace housing thousands of federal employees to pursue scientific research along with many economic, social, and other governmental programs and initiatives. The result is that today, GSA Rocky Mountain Region (Region 8) headquartered at the DFC has emerged as a successful green proving ground for sustainable buildings and a think-tank for workplace mobility and occupant health and wellness, driving national government-wide policy in these fields, all while supporting the small business inventors and researchers of our day.

Innovation is the one word comes to mind to describe the identity of the DFC. The DFC possesses a special culture of innovation that allows the DFC to evolve and adapt with changing times. This innovation is fueled by the DFC's greatest asset, its people. Multiple agencies on the campus have been recognized as "Best Places to Work," and agencies have continually valued a family focus, the importance of friendship in the workplace, and support for our local communities. These values are evident in the neighborhood "feel" of our campus. The DFC operates like its own small town.

Leveraging this identity will serve as an invaluable tool in recruitment, employee retention, productivity, and happiness. In order to build, maintain, and evolve this identity, several strategies can be used:

- **Branding.** The DFC should develop a slogan focused on Innovation, People-focus, and Neighborhood Character. In order to do so, it will be helpful to discover what employees and the local community think of the DFC, what they want it to be, and how to make it so. Recommend GSA update the "History of the DFC" video to be used as a beneficial marketing tool for attracting new tenants and employees. GSA is exploring funding this project.
- **Physical Environment.** The DFC grounds and its buildings have come a long way from its roots as an ammunition plant to feature state-of-the-art office space, laboratories, and data centers. To enhance the physical space of the DFC, recommend that the DFC focus on projects that enhance observers' first impression of the DFC and projects that display the DFC's historical character mixed with its modern functions. Such projects will help build sense of place and pride in our workplaces. Examples include:
  - Improved campus entrances and building exteriors;



- Improved signage throughout the campus;
  - Enhanced building entrances, lobbies and common spaces;
  - Expansion of campus art displays; and
  - Improved walkways between parking lots and buildings
- Interagency Communication. Interagency communication is currently facilitated through GSA’s DFC Quarterly Newsletter, GSA’s DFC website, and GSA’s Facebook page. The Subgroup recommends further study of these tools to see how they can be harnessed to improve DFC-wide communication of news, events and collaboration opportunities. In addition to GSA’s communications tools, the Colorado Federal Executive Board has a weekly newsletter of interagency news, announcements, volunteer opportunities and activities that DFC employees can participate in.

**Central Gathering Space/Central Hub.** Creating a Central Gathering Space/Hub (or several smaller ones) would be helpful in interagency collaboration, building a sense of community, and furthering the DFC identity. The DFC already does a good job of clustering amenities, but special attention should still be paid to continue and enhance this effort. Good examples include the DFC Farmer’s Market and Buildings 41 and 67, which house multiple amenities in one location. Clustering various concessions together could be an effective strategy for future amenities as more buildings are renovated and occupied. In addition to the DFC’s current outdoor gathering spaces, Bicentennial Park and the DFC ballfields, recommend further study to look at creating another outdoor gathering area more central to the campus. The outdoor lawn area southwest of Building 53 would be a prime candidate.

**Child Care Services.** With the anticipated increase of over 2,100 DOI employees on the DFC between 2018 and 2021, child-care services on the DFC will likely see increased demand. Currently on the DFC, the 9,810 square foot *Clever Kids Learning Center* in Building 64 has a capacity of 110 children. The most current enrollment report (January 15, 2016) shows the center is at capacity with 76 federal children and 26 community children, with a wait list for 104 federal children and 43 community children.

The following is the breakout of federal agencies currently using the center:

Agency	# Children	Agency	# Children
DOI	42	FDA	8
GSA	2	USPS	4
SSA	1	HUD	1
DHS	2	U.S. Army COE	1
DOJ	1	DOT	2
HHS	1	DOE	10
Dept. of Agriculture	1		

In addition, the *Advantage Learning Center* is located nearby in the U.S. Department of Veterans Affairs building in Lakewood, Colorado, about one mile from the DFC. This center is at its capacity of 92 children, 47 of which are federal employees, and a wait list of 40 federal children. Employees from the DFC are eligible to use this center and some do. The following is the breakout of federal employees by agency currently using the center:

Agency	# Children	Agency	# Children
DOI	3	OPM	2
GSA	4	EPA	6
VA	7	DoD	4
U.S. Forest Service	4	Dept. of the Treasury	2
DOE	6	DOT	5
DHS	4		

To best position the child care centers to prepare for this increased demand, GSA completed a study in April 2016, to examine the future demand and to review options for meeting the demand. Among the conclusions of the study were:

- Federal Government employees based at the DFC do have a need for Federal Government sponsored child care services as indicated by the existence of the *Clever Kids Learning Center* already in operation at the DFC.
- The existing DFC child-care center, *Clever Kids Learning Center*, is not adequate to meet the current and future child-care needs of federal employees as the federal population of the DFC expands considerably over the next 5 years.
- The child care market place will not be able to fill the need for federal employees as indicated by the current enrollment and waiting list at *Clever Kids Learning Center* and *Advantage Learning Center*.
- GSA is committed to addressing the child care needs of federal agencies at the DFC, and is willing to sponsor a project to work towards that goal with the approval and commitment of the agencies located on the DFC. There is appropriate real estate available to either expand the current center or build a new center capable of meeting the projected need.

The study found three basic options for meeting the current and future demand:

- Expand the current center to meet anticipated need.
- Explore the possibility of building a new facility on the DFC to meet the increased demand while still utilizing the old center.
- Explore the possibility of building a new facility on the DFC to meet the current and anticipated need, and close the current center which is in a 43 year old building.

The study also identified a variety of follow-on actions to be taken going forward to include:

- Validate the current waiting list for accuracy to determine current demand.
- Evaluate Federal Government and customer support for an expanded or new center.
- Evaluate the availability of space or land to accommodate the building needs.
- Conduct an Independent Government Estimate to determine the cost of expanding the center or building a new one.
- Evaluate Building 64's current condition and its anticipated useful life.
- Evaluate funding options.
- Evaluate the additional cost that will be applied to rent per agency if the Community Joint Use model is expanded to include a second center.
- Develop and execute a plan to expand the current center or construct a new facility.

**Concessions.** On the DFC, there are currently full-service cafeterias in Buildings 25, 67 and 53 and a full-service cafeteria (Einstein's Bros. Bagels) in Building 41. Building 810 has a "grab and go" food service consisting of freshly prepared hot and cold entrées for breakfast and lunch and vending machines. Other buildings with DOI tenants have various vending machines with food and beverage options. GSA, working with the Colorado Business Enterprise Program (BEP), currently has projects in progress or being developed for both Buildings 67 and 53 to improve the aesthetics of the cafeteria space to include better layout, improved functionality of communal space, and upgrade of systems. The Colorado BEP helps manage the implementation of the Randolph Sheppard Act in Colorado. GSA meets regularly with the concessions operator to discuss current issues and brainstorm new ideas to include developing a marketing plan to inform DFC tenants about the food service options (menus, prices, specials) beyond the buildings where they work.

GSA is also working closely with the Colorado BEP to enhance food options both in the cafeteria locations and in vending machines throughout the DFC. GSA, U.S. Department of Health and Human Services (HHS) and the Centers for Disease Control and Prevention (CDC) have developed healthy guidelines which are being incorporated into the menus and vending machines across the DFC in 2016. GSA is working with the Colorado BEP to provide education for the concessions operator's team on how to implement these guidelines.

GSA, the Colorado BEP and the concessions operator are working together to explore expanded service options including rebranding Einstein's, developing a delivery service, and starting a food truck service. GSA is planning to start a focus group to follow up and expand upon the survey GSA conducted in 2015 to gain the perspective of consumers and potential consumers on the DFC.

**Transportation Services.** Transportation to/from and around the DFC has been identified to be part of mid-term planning activities, which will be reassessed in the future as the population at the DFC increases.

Current Transportation Services. Currently the Denver Regional Transportation District (RTD) has busing services to/from and around the DFC which operates primarily during peak commute times (before 9:30am and after 3:30pm). Between the hours of 9:30 AM and 3:30 PM limited bus service is also available. In addition, the Green Mountain Call-n-Ride is available upon demand at the DFC between the hours of 9:00am-2:30pm.

Future Transportation Options: With the expectation of an increase in the number of DOI employees on the DFC, demand for transportation to/from and around the DFC is expected to increase. In addition, limited parking near some buildings is expected to drive the need for remote parking lots with shuttle busses transporting employees to/from their assigned buildings. Two solutions to this potential issue are:

- *Augmenting Current RTD Service:* RTD periodically performs studies of ridership to see where their current services stand with respect to transportation demands. RTD has expressed willingness to work with GSA/DOI in providing input to modify or expand routes.
- *Shuttle Bus:* The capacity and rental cost of a shuttle bus was quoted to be \$553/month for a 12-passenger shuttle bus and \$719/month for a 16-passenger shuttle bus.

The Subgroup will continue to examine the shuttle concept and the anticipated demand for additional public transportation. The Subgroup will gauge interest and support from the other agencies on the DFC and their willingness to share in the cost of a shuttle service.

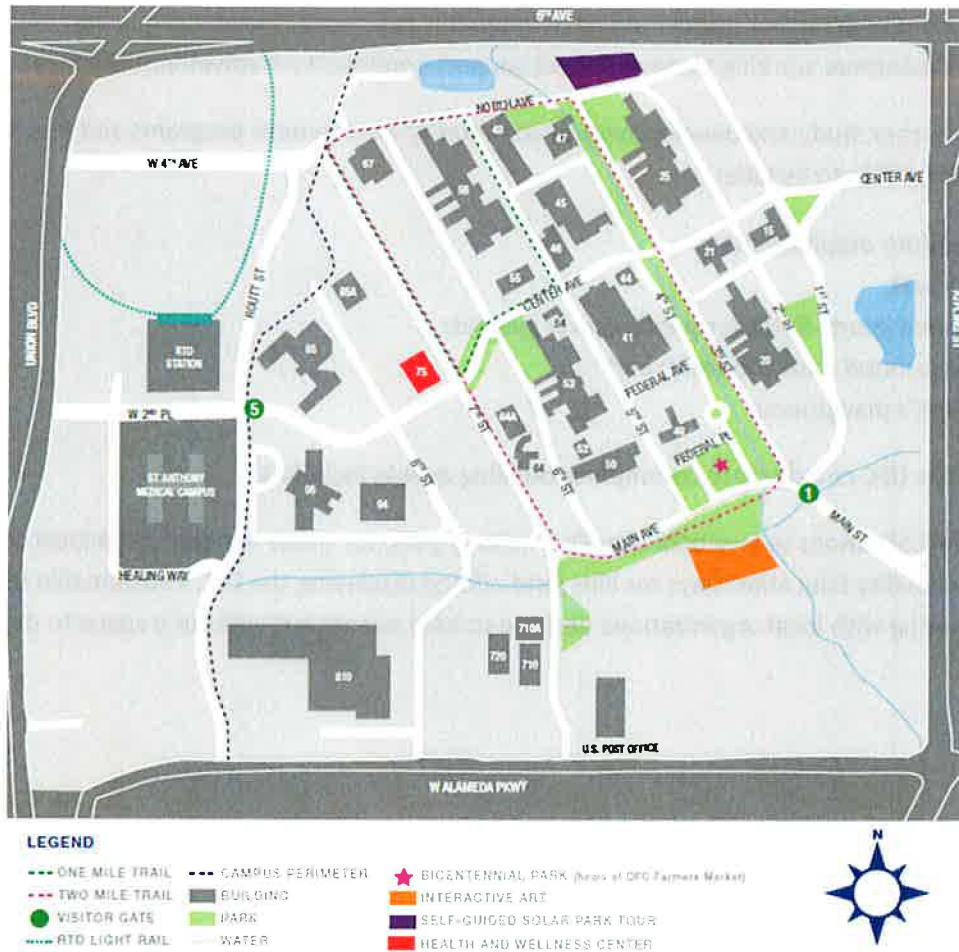
RTD Light Rail. The RTD Federal Center Station will become increasingly important in the future as light rail becomes a primary method of transportation to/from the DFC. RTD is currently in the midst of a large scale expansion to all areas of the Denver Metro area and along much of the Colorado Front Range Region to include a new line to the Denver International Airport.

**Fitness Trail and Signage.** The lack of signage along the fitness trails on the DFC was identified as a relatively simple way to enhance the experience for fitness trail users. In April 2016, GSA installed trail



signage along two identified one-mile and two-mile walking areas at the DFC. The trail signage is located approximately every 1/4 of a mile along the two trails. The boundaries of the one-mile trail are North Avenue, 7th Street, Center Avenue and 5th Street. The two-mile perimeter consists of North Avenue, 7th Street, Main Avenue and 3rd Street. Part of the two-mile pathway also includes the fitness trail located on the west side of 3rd Street. The cost of the signs was approximately \$1,400.

**Wellness Center.** The DFC's Wellness Center is a 6,500 square foot fitness center located in Building 75 that offers monthly, semi-annual, and annual memberships. The Colorado Federal Executive Board (CFEB) sponsors the facility and manages its operations. The center currently has 420 members, but sees seasonal fluctuations to over 500 members. The center offers weight training, aerobic equipment, and a variety of classes to include yoga, Pilates and TRX suspension training. The center also supports softball, tennis, bowling, volleyball, soccer and kickball leagues and hosts an annual five kilometer Run/Walk race. The Wellness Center can support additional members and does not anticipate expanding.



**Map 2 – DFC Fitness Amenities**

**Community Involvement.** As the largest concentration of federal buildings outside Washington, D.C., the DFC benefits from both an abundance of open space and a substantial federal employee population. The roles of public-servants and stewards of taxpayer dollars carry an inherent civic-duty to support our fellow citizens and local governments and organizations. The juncture of these two conditions positions the DFC as one that has an obligation to the community coupled with the ability to assist in a variety of activities and programs. Major tenants of the DFC already work together to support our local communities with events open to the public including:

- A weekly farmer’s market in the summer.
- Community events, such as the annual 5K Federal Cup walk/race.
- A variety of educational tours to inform the public of the research and support work performed by federal workers on the DFC and to showcase green energy projects, such as solar power.

Additionally, the proximity of the DFC to St. Anthony’s Hospital, the RTD’s light rail Denver Federal Station, the emerging Transit-Oriented-Development, and the expanding Union Avenue Business District

and greater Lakewood/Denver population have made this role more relevant than ever. Major DFC tenants should continue working to develop and support community-involvement programs.

Recommend further study and development of community involvement programs and interaction to sharing DFC amenities to include:

- An outdoor amphitheater;
- A dog park;
- Expanded sports fields for public sports leagues;
- Neighborhood park and trails; and
- Children's playground.

Additionally, the DFC could create community-building events including:

- Annual collections (e.g. school supplies, holiday gifts) for those in need in the local community;
- Sustainability Education Days for kids (and adults) displaying the DFC's sustainable features; and
- Partnering with local organizations desiring to hold events but without a space to do so.

## **APPENDIX I – ACRONYMS**

<b>ASIA</b>	Office of the Assistant Secretary - Indian Affairs
<b>BIA</b>	Bureau of Indian Affairs
<b>BIO</b>	Business Integration Office
<b>BLM</b>	Bureau of Land Management
<b>BOEM</b>	Bureau of Ocean Energy Management
<b>BOR</b>	Bureau of Reclamation
<b>BSEE</b>	Bureau of Safety and Environmental Enforcement
<b>CILP</b>	GSA's Capital Investment and Leasing Program
<b>DFC</b>	Denver Federal Center
<b>DOI</b>	Department of the Interior
<b>DOIU</b>	Department of the Interior University
<b>ESPC</b>	Energy Savings Performance Contracts
<b>FIT</b>	GSA's Total Workplace Furniture & Information Technology Program
<b>FWS</b>	Fish and Wildlife Service
<b>GSA</b>	General Services Administration
<b>GPRA</b>	Government Performance and Results Act
<b>IBC</b>	Interior Business Center
<b>NPS</b>	National Park Service
<b>ONRR</b>	Office of Natural Resources Revenue
<b>OSMRE</b>	Office of Surface Mining Reclamation and Enforcement
<b>PAM</b>	Office of Acquisition and Property Management
<b>OA</b>	Occupancy Agreement
<b>OCIO</b>	Office of the Chief Information Officer
<b>OEPC</b>	Office of Environmental Policy & Compliance

**OIG** Office of Inspector General

**OMB** Office of Management and Budget

**ORDA** Office of Restoration and Damage Assessment

**OVS** Office of Valuation Services

**PAM** Office of Acquisition and Property Management

**PBS** Public Buildings Service

**PMB** Office of Policy, Management and Budget

**QOL** Quality of Life

**R&A** GSA's Minor Repairs and Alteration Program

**RtF** Reduce the Footprint

**RWA** GSA's Reimbursable Work Authorization Program

**SOL** Office of the Solicitor

**USF** Usable Square Feet

**UR** Utilization Rate

**USGS** U.S. Geological Survey