^{114TH CONGRESS} 2D SESSION H.R.4487

AN ACT

To reduce costs of Federal real estate, improve building security, and for other purposes.

1 Be it enacted by the Senate and House of Representa-

2 tives of the United States of America in Congress assembled,

1 SECTION 1. SHORT TITLE.

2 This Act may be cited as the "Public Buildings Re-3 form and Savings Act of 2016".

4 SEC. 2. STREAMLINED LEASING PILOT PROGRAM.

5 (a) EXECUTION OF LEASES.—The Administrator of
6 General Services shall establish and conduct a pilot pro7 gram to execute lease agreements pursuant to authority
8 provided under section 585 of title 40, United States
9 Code, using alternative procedures.

(b) ADOPTION.—The Administrator shall prescribe
alternative procedures to enter into lease agreements in
accordance with section 585 of title 40, United States
Code, pursuant to the provisions of this section.

14 (c) GOALS OF PROCEDURES.—The goals of the alter-15 native procedures are—

- 16 (1) reducing the costs to the Federal Govern17 ment of leased space, including—
- 18 (A) executing long-term leases with firm
 19 terms of 10 years or more and reducing costly
 20 holdover and short-term lease extensions, in21 cluding short firm term leases;
- (B) improving office space utilization ratesof Federal tenants; and

24 (C) streamlining and simplifying the leas25 ing process to take advantage of real estate
26 markets; and

1 (2) significantly reducing or eliminating the 2 backlog of expiring leases over the next 5 years. 3 (d) LEASEHOLD INTERESTS IN REAL PROPERTY.— 4 (1)SIMPLIFIED PROCEDURES.—Notwith-5 standing section 3305(b) of title 41, United States 6 Code, but otherwise in accordance with such section, 7 the Administrator shall provide special simplified 8 procedures for acquisitions of leasehold interests in 9 real property at rental rates that do not exceed the 10 simplified lease acquisition threshold, as defined in 11 paragraph (2). The rental rate under a multiyear 12 lease does not exceed the simplified lease acquisition 13 threshold if the average annual amount of the rent 14 payable for the period of the lease does not exceed 15 the simplified lease acquisition threshold.

16 (2) ACQUISITION THRESHOLD.—For purposes
17 of this section, the simplified lease acquisition
18 threshold is \$500,000.

(e) CONSOLIDATED LEASE PROSPECTUSES.—The
Administrator may, when acquiring leasehold interests
subject to section 3307 of title 40, United States Code,
transmit, pursuant to subsection (b) of such section, to
the committees designated in such section for approval a
prospectus to acquire leased space, and waive the require-

1 ments pursuant to paragraphs (3) and (6) of section2 3307(b), subject to the following requirements:

3 (1) COST PER SQUARE FOOTAGE.—The cost per
4 square footage does not exceed the maximum pro5 posed rental rate designated for the respective geo6 graphical area.

7 (2) SPACE UTILIZATION.—The Administrator
8 ensures the overall space utilization rate is 170 usa9 ble square feet per person or better based on actual
10 agency staffing levels when occupied.

11 (3) LEASE TERM.—The lease term, including
12 the firm term, is not less than 10 years.

13 (4) GEOGRAPHIC LOCATION.—The geographical 14 location is identified as having a large amount of 15 square footage of Federal office space and lease 16 turnover and will likely result in providing for the 17 ability, on a timely basis, of the agency to consoli-18 date space effectively or meet any requirements for 19 temporary or interim space required for planned 20 consolidations.

(f) CONSOLIDATIONS GENERALLY.—The Administrator may consolidate more than one project into a single
prospectus submitted pursuant to section 3307(b), title
40, United States Code, if such consolidation will facilitate

efficiencies and reductions in overall space and improved
 utilization rates.

3 (g) WAIVER AUTHORITY.—The Administrator may— 4 (1) waive notice and comment rulemaking, if 5 the Administrator determines the waiver is necessary 6 to implement this section expeditiously; and 7 (2) carry out the alternative procedures under 8 this section as a pilot program. 9 (h) REPORTS.— 10 (1) ANNUAL REPORTS.—During the period in 11 which the pilot program is conducted under this sec-12 tion, the Administrator shall submit, annually, to 13 the Committee on Transportation and Infrastructure 14 of the House of Representatives and the Committee 15 on Environment and Public Works of the Senate a 16 progress report that provides updates on the number 17 and square footage of leases expiring in the 5-year 18 period beginning on the date of enactment of this 19 Act, by agency and region, and which shall include 20 for the expiring leases—

21 (A) an average of the lease terms, includ22 ing firm terms, for leases executed; and

(B) the percentage of leases managed inhouse or through the use of commercial real estate leasing services.

1	(2) FINAL REPORT.—Not later than 180 days
2	after termination of the pilot program, the Adminis-
3	trator shall submit a final report to the Committee
4	on Transportation and Infrastructure of the House
5	of Representatives and the Committee on Environ-
6	ment and Public Works of the Senate. The final re-
7	port shall include—
8	(A) a review and evaluation of the lease
9	agreements executed under the alternative pro-
10	cedures established pursuant to this section in
11	comparison to those agreements not executed
12	pursuant to the alternative procedures;
13	(B) recommendations on any permanent
14	changes to the General Services Administra-
15	tion's leasing authority; and
16	(C) a progress evaluation in meeting the
17	goals described in subsection (c).
18	(i) TERMINATION.—The authorities under this sec-
19	tion shall terminate on December 31, 2021.
20	SEC. 3. EXCHANGE AUTHORITY.
21	(a) Limitation on Exchange Authority.—Sec-
22	tion 3307(a) of title 40, United States Code, is amended—
23	(1) in paragraph (1), by inserting "(including
24	by exchange)" after "acquire"; and
25	(2) by adding at the end the following:

"(4) An appropriation for any costs and ex penses associated with administering an acquisition
 by exchange involving real property or in-kind con sideration, including services, with a fair market
 value of \$2,850,000 or more.".

6 (b) EFFECTIVE DATE.—The amendments made by
7 this section shall not apply to projects in which a procure8 ment has already begun.

9 SEC. 4. FEDERAL PROTECTIVE SERVICE.

10 (a) Section 1315 of title 40, United States Code, is11 amended by adding at the end the following new sub-12 section:

13 "(h) CONTRACT SECURITY PERSONNEL.—

14 "(1) AUTHORITIES FOR CONTRACT SECURITY
15 PERSONNEL.—

"(A) CARRYING OF FIREARMS.—The Secretary may authorize contract security personnel engaged in the protection of buildings
and grounds that are owned, occupied, or secured by the General Services Administration
Public Buildings Service to carry firearms to
carry out their official duties.

23 "(B) DETENTION WITHOUT A WARRANT.—
24 A person authorized to carry a firearm under
25 this subsection may, while in the performance

1 of, and in connection with, official duties, de-2 tain an individual without a warrant for any of-3 fense against the United States committed in 4 that person's presence or for any felony cognizable under the laws of the United States if 5 6 that person has reasonable grounds to believe 7 that the individual to be detained has com-8 mitted or is committing such felony. The deten-9 tion authority conferred by this paragraph is in 10 addition to any detention authority provided 11 under other laws. 12 "(2) LIMITATIONS.—The following limitations 13 apply: "(A) DETENTION.—Contract security per-14 15 sonnel authorized to carry firearms under this 16 section may detain an individual only if the in-17 dividual to be detained is within, or in direct 18 flight from, the area of such offense. 19 "(B) ENFORCEMENT OF CERTAIN LAWS.— 20 A person granted authority to detain under this 21 section may exercise such authority only to en-22 force laws regarding any building and grounds 23 and all property located in or on that building 24 and grounds that are owned, occupied, or se-

1	cured by the General Services Administration
2	Public Buildings Service.
3	"(3) GUIDANCE.—The Secretary, with the ap-
4	proval of the Attorney General, shall issue guidelines
5	to implement this section.".
6	(b) Section 1315(b) of title 40, United States Code,
7	is amended—
8	(1) by inserting "and" at the end of subpara-
9	graph (D);
10	(2) by striking "; and" at the end of subpara-
11	graph (E) and inserting a period; and
12	(3) by striking subparagraph (F).
13	(c) Section 1315(b) of title 40, United States Code,
14	is amended by adding at the end the following new para-
15	graphs:
16	"(3) MINIMUM TRAINING STANDARDS.—The
17	Secretary, in consultation with the Director of the
18	Federal Protective Service and in accordance with
19	guidelines issued by the Attorney General, shall es-
20	tablish minimum and uniform training standards for
21	any employee designated as an officer or agent to
22	carry out and exercise authority pursuant to this
23	section. Such minimum standards shall include on-
24	going training certified by the Director of the Fed-
25	eral Protective Service.

1 "(4) NOTIFICATION OF DESIGNATIONS AND 2 DELEGATIONS.—The Secretary shall submit written 3 notification of any approved designations or delega-4 tions of any authority provided under this section, 5 including the purposes and scope of such designa-6 tions or delegations, not within the Federal Protec-7 tive Service, to the Committee on Transportation 8 and Infrastructure of the House of Representatives 9 and the Committee on Environment and Public 10 Works of the Senate, including the purpose for such 11 designations or delegations, oversight protocols es-12 tablished to ensure compliance with any require-13 ments, including compliance with training require-14 ments, and other specifics regarding such designa-15 tions and delegations.". 16 SEC. 5. EVALUATION OF FEDERAL PROTECTIVE SERVICE 17 PERSONNEL NEEDS.

18 (a) PERSONNEL AND FUNDING NEEDS OF FEDERAL19 PROTECTIVE SERVICE.—

(1) IN GENERAL.—Not later than 180 days
after the date of enactment of this Act and after review by a qualified consultant pursuant to paragraph
(2), the Secretary shall submit a report to the appropriate congressional committees on the personnel
needs of the Federal Protective Service that includes

1 recommendations on the numbers of Federal Protec-2 tive Service law enforcement officers and the work-3 force composition of the Federal Protective Service 4 needed to carry out the mission of such Service dur-5 ing the 10-fiscal-year period beginning after the date 6 of enactment of this Act. 7 (2) REVIEW AND COMMENT.—The Secretary 8 shall provide the report prepared under this section

9 to a qualified consultant for review and comment be-10 fore submitting the report to the appropriate con-11 gressional committees. The Secretary shall provide 12 the comments of the qualified consultant to the ap-13 propriate congressional committee with the report.

14 (3) CONTENTS.—The report under this section15 shall include an evaluation of—

16 (A) the option of posting a full-time equiv17 alent Federal Protective Service law enforce18 ment officer at each level 3 or 4 Federal facil19 ity, as determined by the Interagency Security
20 Committee, that on the date of enactment of
21 this Act has a protective security officer sta22 tioned at the facility;

23 (B) the potential increase in security of24 any option evaluated under subparagraph (A);

1	(C) the immediate and projected costs of
2	any option evaluated under such subparagraph;
3	and
4	(D) the immediate and projected costs of
5	maintaining the current level of protective secu-
6	rity officers and full-time Federal Protective
7	Service law enforcement officers.
8	(b) REPORT ON FUNDING.—Not later than 180 days
9	after the date of enactment of this Act, the Secretary shall
10	submit to the appropriate congressional committees a re-
11	port on the best method of funding for the Federal Protec-
12	tive Service, which shall include recommendations regard-
13	ing whether the Federal Protective Service should—
14	(1) continue to be funded by a collection of fees
15	and security charges;
16	(2) be funded by appropriations; or
17	(3) be funded by a combination of fees, security
18	charges, and appropriations.
19	SEC. 6. ZERO-BASED SPACE JUSTIFICATION.
20	Section 3307(b) of title 40, United States Code, is
21	amended—
22	(1) in paragraph (5) , by inserting before the
23	semicolon the following: "including a cost compari-
24	son between leasing space or constructing space";

1 (2) in paragraph (6) by striking "and" at the 2 end;

3 (3) in paragraph (7) by striking the period and
4 inserting "; and"; and

5 (4) by adding at the end the following:
6 "(8) with respect to any prospectus, including
7 for replacement space, lease renewal, or lease exten8 sion, the Administrator shall include a justification
9 for such space, including an explanation of why such
10 space could not be consolidated or colocated into
11 other owned or leased space.".

12 SEC. 7. ELIMINATING PROJECT ESCALATIONS.

13 Section 3307(c) of title 40, United States Code, is 14 amended by adding at the end the following: "The Admin-15 istrator shall notify, in writing, the Committee on Transportation and Infrastructure of the House of Representa-16 tives and the Committee on Environment and Public 17 18 Works of the Senate of any increase of more than 5 per-19 cent of an estimated maximum cost or of any increase or 20 decrease in the scope or size of a project of 5 or more 21 percent. Such notification shall include an explanation re-22 garding any such increase or decrease. The scope or size 23 of a project shall not increase or decrease by more than 24 10 percent unless an amended prospectus is submitted and 25 approved pursuant to this section.".

14

1 SEC. 8. LIMITATION ON AUTHORIZATIONS.

2 Section 3307 of title 40, United States Code, is3 amended by adding at the end the following:

4 "(i) Expiration of Committee Resolutions.— 5 Unless a lease is executed or a construction, alteration, repair, design, or acquisition project is initiated not later 6 7 than 5 years after the resolution approvals adopted by the Committee on Transportation and Infrastructure of the 8 9 House of Representatives or the Committee on Environment and Public Works of the Senate pursuant to sub-10 11 section (a), such resolutions shall be deemed expired. This subsection shall only apply to resolutions approved after 12 13 the date of enactment of this subsection.".

14 SEC. 9. DEPARTMENT OF ENERGY HEADQUARTERS RE-

15

PLACEMENT.

16 (a) SALE OF CERTAIN PROPERTY.—

17 (1) IN GENERAL.—Not later than 2 years after 18 the date of enactment of this Act, the Administrator 19 of General Services is directed to sell, exchange, or 20 some combination thereof, a portion of the Forrestal 21 Complex necessary to generate the funds necessary 22 to construct a new Department of Energy head-23 quarters on Government-owned land in a manner 24 consistent with the SW Ecodistrict Plan if the Ad-25 ministrator determines that the new Department of

1	Energy headquarters can be constructed with no net
2	costs to the Government.
3	(2) DEFINITIONS.—For purposes of this sec-
4	tion, the following definitions apply:
5	(A) Department of energy forrestal
6	COMPLEX.—The term "Forrestal Complex"
7	means the land, including the buildings and
8	other improvements thereon, that—
9	(i) subject to survey and as deter-
10	mined by the Administrator, is—
11	(I) located in the District of Co-
12	lumbia;
13	(II) generally bounded by Inde-
14	pendence Avenue, Southwest, 12th
15	Street, Southwest, Maryland Avenue,
16	Southwest, and 9th Street, Southwest;
17	and
18	(III) generally consisting of
19	Squares 351–N, 351, 383, 384, and
20	385 and portions of Squares 325 and
21	352; and
22	(ii) is under the jurisdiction and con-
23	trol of the General Services Administra-
24	tion.

(B) SW ECODISTRICT PLAN.—The term
 "SW Ecodistrict Plan" means the plan of the
 National Capital Planning Commission titled
 "The SW Ecodistrict: A Vision Plan For A
 More Sustainable Future" and dated January
 2013.

7 (b) REPLACEMENT OF HEADQUARTERS.—Not later 8 than 2 years after the disposal of the necessary portions 9 of the Forrestal Complex, the Administrator shall replace 10 the Department of Energy headquarters located on the 11 Forrestal Complex in a Government-owned building on 12 Government-owned land.

13 (c) CERTAIN PROHIBITIONS.—The Administrator
14 shall not lease a new Department of Energy headquarters
15 or engage in a leaseback of the current headquarters.

(d) SALE.—If the Administrator is unable to meet
the conditions of subsection (a), the Administrator shall
sell any underutilized or vacant property on the Forrestal
Complex for cash.

(e) NET PROCEEDS.—Any net proceeds received, exceeding the expenses of implementing subsection (b) or
(d), shall be paid into an account in the Federal Buildings
Fund established under section 592 of title 40, United
States Code. Upon deposit, the net proceeds from the sale

1 may only be expended subject to a specific future appro-2 priation.

3 SEC. 10. LIMITATION ON DISCOUNTED PURCHASE OPTIONS.

4 Section 585 of title 40, United States Code, is5 amended by adding at the end the following:

6 "(d) Any bargain-price option to purchase at less 7 than fair market value contained in any lease agreement 8 entered into on or after January 1, 2016, pursuant to this 9 section may be exercised only to the extent specifically pro-10 vided for in subsequent appropriation Acts or other Acts 11 of Congress.".

12 SEC. 11. ENERGY SAVINGS.

To the extent practicable and when cost effective, the
Administrator of General Services shall consider the direct
purchase of energy and other utilities in bulk or otherwise
for leased facilities.

17 SEC. 12. SIMPLIFIED REFORMS.

(a) IN GENERAL.—For the purpose of section 863
of Public Law 110–417, an individual acquisition for commercial leasing services shall not be construed as a purchase of property or services if such individual acquisition
is made on a no cost basis and pursuant to a multiple
award contract awarded in accordance with requirements
for full and open competition.

1	(b) AUDIT.—The Comptroller General of the United
2	States shall—
3	(1) conduct biennial audits of the General Serv-
4	ices Administration National Broker Contract to de-
5	termine—
6	(A) whether brokers selected under the
7	program provide lower lease rental rates than
8	rates negotiated by General Services Adminis-
9	tration staff; and
10	(B) the impact of the program on the
11	length of time of lease procurements;
12	(2) conduct a review of whether the application
13	of section 863 of Public Law 110–417 to acquisi-
14	tions for commercial leasing services resulted in
15	rental cost savings for the Government during the
16	years in which such section was applicable prior to
17	the date of enactment of this section; and

(3) not later than September 30, 2018, and
September 30, 2020, submit to the Committee on
Transportation and Infrastructure of the House of
Representatives and the Committee on Environment
and Public Works of the Senate a report that—

23 (A) summarizes the results of the audit24 and review required by paragraphs (1) and (2);

1 (B) includes an assessment of whether the 2 National Broker Contract provides greater effi-3 ciencies and savings than the use of General 4 Services Administration staff; and 5 (C) includes recommendations for improv-6 ing General Services Administration lease pro-7 curements. 8 (c) TERMINATION.—This section shall terminate on 9 December 31, 2021.

10 SEC. 13. NATIONAL CAPITAL REGION RENTAL RATES.

11 Not later than 120 days after the date of enactment 12 of this Act, the Administrator of General Services shall 13 submit a report to the Committee on Transportation and Infrastructure of the House of Representatives and the 14 15 Committee on Environment and Public Works of the Senate justifying the use of three lease rental caps per fiscal 16 17 year and their impacts in the National Capital Region. 18 The Administrator shall also evaluate and make rec-19 ommendations related to whether the current rental caps 20 adequately provide for maximum competition for build-to-21 suit leased space.

1	SEC. 14. REDUCTION OF ADMINISTRATIVE REQUIREMENTS
2	ON CERTAIN PROGRAMS.
3	Section $601(d)(2)$ of the Public Works and Economic
4	Development Act of 1965, as amended (42 U.S.C. 3211),
5	is amended—
6	(1) by striking "(2) Release.—" and inserting
7	the following:
8	((2) Release.—
9	"(A) IN GENERAL.—"; and
10	(2) by adding at the end the following:
11	"(B) REVOLVING LOAN FUND PROGRAM.—
12	The Secretary may release, subject to terms
13	and conditions the Secretary determines appro-
14	priate, the Federal Government's interest in
15	connection with a grant under section $209(d)$
16	not less than 7 years after final disbursement
17	of the grant, if—
18	"(i) the recipient has carried out the
19	terms of the award in a satisfactory man-
20	ner;
21	"(ii) any proceeds realized from the
22	release of the Federal Government's inter-
23	est will be used for one or more activities
24	that continue to carry out the economic de-
25	velopment purposes of this Act; and

"(iii) the recipient shall provide ade-1 2 quate assurance to the Secretary that at all times after release of the Federal Gov-3 4 ernment's interest in connection with the 5 grant, the recipient will be responsible for 6 continued compliance with the require-7 ments of section 602 in the same manner 8 it was responsible prior to release of the 9 Federal Government's interest and that 10 the recipient's failure to comply shall result 11 in the Secretary taking appropriate action, 12 including, but not limited to, rescission of 13 the release and recovery of the Federal 14 share of the grant.".

15 SEC. 15. LACTATION ROOM IN PUBLIC BUILDINGS.

16 (a) LACTATION ROOM IN PUBLIC BUILDINGS.—
17 Chapter 33 of title 40, United States Code, is amended
18 by adding at the end the following new section:

19 "§ 3317. Lactation room in public buildings

20 "(a) DEFINITIONS.—In this section the following21 definitions apply:

22 "(1) APPROPRIATE AUTHORITY.—The term 'appropriate authority' means the head of a Federal
24 agency, the Architect of the Capitol, or other official

1

2	building.
3	"(2) COVERED PUBLIC BUILDING.—The term
4	'covered public building' means a public building (as
5	defined in section 3301) that is open to the public
6	and contains a public restroom, and includes a build-
7	ing listed in section 6301 or 5101.
8	"(3) LACTATION ROOM.—The term 'lactation
9	room' means a hygienic place, other than a bath-
10	room, that—
11	"(A) is shielded from view;
12	"(B) is free from intrusion; and
13	"(C) contains a chair, a working surface,
14	and, if the public building is otherwise supplied
15	with electricity, an electrical outlet.
16	"(b) LACTATION ROOM REQUIRED.—Except as pro-
17	vided in subsection (c), the appropriate authority of a cov-
18	ered public building shall ensure that the building contains
19	a lactation room that is made available for use by mem-
20	bers of the public to express breast milk.
21	"(c) EXCEPTIONS.—A covered public building may be
22	excluded from the requirement in subsection (b) at the dis-
23	cretion of the appropriate authority if—
24	"(1) the public building

24 "(1) the public building—

1	"(A) does not contain a lactation room for
2	employees who work in the building; and
3	"(B) does not have a room that could be
4	repurposed as a lactation room or a space that
5	could be made private using portable materials,
6	at a reasonable cost; or
7	"(2) new construction would be required to cre-
8	ate a lactation room in the public building and the
9	cost of such construction is unfeasible.
10	"(d) NO UNAUTHORIZED ENTRY.—Nothing in this
11	section shall be construed to authorize an individual to
12	enter a public building or portion thereof that the indi-
13	vidual is not otherwise authorized to enter.".
14	(b) Clerical Amendment.—The table of sections
15	at the beginning of chapter 33 of title 40, United States
16	Code, is amended by inserting after the item related to
17	section 3316 the following new item:
	"3317. Lactation room in public buildings.".
18	(c) EFFECTIVE DATE.—The amendments made by
19	this section shall take effect 1 year after the date of the
20	enactment of this Act.
21	SEC. 16. USE OF RECLAIMED REFRIGERANTS.
22	Not later than 180 days after the date of enactment

22 Not later than 180 days after the date of enactment23 of this Act, the Administrator of General Services shall24 issue a report examining the feasibility of giving pref-

erence to the use of reclaimed refrigerants to service exist ing equipment of Federal buildings.

3 SEC. 17. SALES AND SAVINGS.

4 (a) DEFINITION.—In this section, the term "prop-5 erty" means the following:

6 (1) The property located in the District of Co-7 lumbia, subject to survey and as determined by the 8 Administrator of General Services, generally con-9 sisting of Squares 325 and 326 and a portion of 10 Square 351 and generally bounded by 12th Street, 11 Independence Avenue, C Street, and the James For-12 restal Building, all in Southwest Washington, Dis-13 trict of Columbia, including all associated air rights, improvements thereon, and appurtenances thereto. 14

(2) The property located in the District of Columbia, subject to survey and as determined by the
Administrator, generally consisting of Square 326
south of C Street, including the building known as
the Cotton Annex.

20 (b) SALE.—Not later than December 31, 2018, the
21 Administrator shall sell the property at fair market value
22 at highest and best use.

23 (c) NET PROCEEDS.—Any net proceeds of a sale
24 under subsection (b) shall be paid into an account in the
25 Federal Buildings Fund established under section 592 of

title 40, United States Code. Upon deposit, the net pro ceeds from the sale may be expended only subject to a
 specific future appropriation.

Passed the House of Representatives May 23, 2016. Attest:

Clerk.

114TH CONGRESS 210 Session H. R. 4487

AN ACT

To reduce costs of Federal real estate, improve building security, and for other purposes.