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114TH CONGRESS
2D SESSION

H. R. 4487

IN THE SENATE OF THE UNITED STATES

MAY 24, 2016

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JULY 13, 2016

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JULY 14, 2016

Read the second time and placed on the calendar

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,*

3 **SECTION 1. SHORT TITLE.**

4 This Act may be cited as the “Public Buildings Re-
5 form and Savings Act of 2016”.

6 **SEC. 2. STREAMLINED LEASING PILOT PROGRAM.**

7 (a) EXECUTION OF LEASES.—The Administrator of
8 General Services shall establish and conduct a pilot pro-

1 gram to execute lease agreements pursuant to authority
2 provided under section 585 of title 40, United States
3 Code, using alternative procedures.

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

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

10 (1) reducing the costs to the Federal Govern-
11 ment of leased space, including—

12 (A) executing long-term leases with firm
13 terms of 10 years or more and reducing costly
14 holdover and short-term lease extensions, in-
15 cluding short firm term leases;

16 (B) improving office space utilization rates
17 of Federal tenants; and

18 (C) streamlining and simplifying the leas-
19 ing process to take advantage of real estate
20 markets; and

21 (2) significantly reducing or eliminating the
22 backlog of expiring leases over the next 5 years.

23 (d) LEASEHOLD INTERESTS IN REAL PROPERTY.—

24 (1) SIMPLIFIED PROCEDURES.—Notwith-
25 standing section 3305(b) of title 41, United States

1 Code, but otherwise in accordance with such section,
2 the Administrator shall provide special simplified
3 procedures for acquisitions of leasehold interests in
4 real property at rental rates that do not exceed the
5 simplified lease acquisition threshold, as defined in
6 paragraph (2). The rental rate under a multiyear
7 lease does not exceed the simplified lease acquisition
8 threshold if the average annual amount of the rent
9 payable for the period of the lease does not exceed
10 the simplified lease acquisition threshold.

11 (2) ACQUISITION THRESHOLD.—For purposes
12 of this section, the simplified lease acquisition
13 threshold is \$500,000.

14 (e) CONSOLIDATED LEASE PROSPECTUSES.—The
15 Administrator may, when acquiring leasehold interests
16 subject to section 3307 of title 40, United States Code,
17 transmit, pursuant to subsection (b) of such section, to
18 the committees designated in such section for approval a
19 prospectus to acquire leased space, and waive the require-
20 ments pursuant to paragraphs (3) and (6) of section
21 3307(b), subject to the following requirements:

22 (1) COST PER SQUARE FOOTAGE.—The cost per
23 square footage does not exceed the maximum pro-
24 posed rental rate designated for the respective geo-
25 graphical area.

1 (2) SPACE UTILIZATION.—The Administrator
2 ensures the overall space utilization rate is 170 usable
3 square feet per person or better based on actual
4 agency staffing levels when occupied.

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

7 (4) GEOGRAPHIC LOCATION.—The geographical
8 location is identified as having a large amount of
9 square footage of Federal office space and lease
10 turnover and will likely result in providing for the
11 ability, on a timely basis, of the agency to consolidate
12 space effectively or meet any requirements for
13 temporary or interim space required for planned
14 consolidations.

15 (f) CONSOLIDATIONS GENERALLY.—The Administrator
16 may consolidate more than one project into a single
17 prospectus submitted pursuant to section 3307(b), title
18 40, United States Code, if such consolidation will facilitate
19 efficiencies and reductions in overall space and improved
20 utilization rates.

21 (g) WAIVER AUTHORITY.—The Administrator may—
22 (1) waive notice and comment rulemaking, if
23 the Administrator determines the waiver is necessary
24 to implement this section expeditiously; and

1 (2) carry out the alternative procedures under
2 this section as a pilot program.

3 (h) REPORTS.—

4 (1) ANNUAL REPORTS.—During the period in
5 which the pilot program is conducted under this sec-
6 tion, the Administrator shall submit, annually, to
7 the Committee on Transportation and Infrastructure
8 of the House of Representatives and the Committee
9 on Environment and Public Works of the Senate a
10 progress report that provides updates on the number
11 and square footage of leases expiring in the 5-year
12 period beginning on the date of enactment of this
13 Act, by agency and region, and which shall include
14 for the expiring leases—

15 (A) an average of the lease terms, includ-
16 ing firm terms, for leases executed; and

17 (B) the percentage of leases managed in-
18 house or through the use of commercial real es-
19 tate leasing services.

20 (2) FINAL REPORT.—Not later than 180 days
21 after termination of the pilot program, the Adminis-
22 trator shall submit a final report to the Committee
23 on Transportation and Infrastructure of the House
24 of Representatives and the Committee on Environ-

1 ment and Public Works of the Senate. The final re-
2 port shall include—

3 (A) a review and evaluation of the lease
4 agreements executed under the alternative pro-
5 cedures established pursuant to this section in
6 comparison to those agreements not executed
7 pursuant to the alternative procedures;

8 (B) recommendations on any permanent
9 changes to the General Services Administra-
10 tion’s leasing authority; and

11 (C) a progress evaluation in meeting the
12 goals described in subsection (c).

13 (i) TERMINATION.—The authorities under this sec-
14 tion shall terminate on December 31, 2021.

15 **SEC. 3. EXCHANGE AUTHORITY.**

16 (a) LIMITATION ON EXCHANGE AUTHORITY.—Sec-
17 tion 3307(a) of title 40, United States Code, is amended—

18 (1) in paragraph (1), by inserting “(including
19 by exchange)” after “acquire”; and

20 (2) by adding at the end the following:

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

1 (b) EFFECTIVE DATE.—The amendments made by
2 this section shall not apply to projects in which a procure-
3 ment has already begun.

4 **SEC. 4. FEDERAL PROTECTIVE SERVICE.**

5 (a) Section 1315 of title 40, United States Code, is
6 amended by adding at the end the following new sub-
7 section:

8 “(h) CONTRACT SECURITY PERSONNEL.—

9 “(1) AUTHORITIES FOR CONTRACT SECURITY
10 PERSONNEL.—

11 “(A) CARRYING OF FIREARMS.—The Sec-
12 retary may authorize contract security per-
13 sonnel engaged in the protection of buildings
14 and grounds that are owned, occupied, or se-
15 cured by the General Services Administration
16 Public Buildings Service to carry firearms to
17 carry out their official duties.

18 “(B) DETENTION WITHOUT A WARRANT.—

19 A person authorized to carry a firearm under
20 this subsection may, while in the performance
21 of, and in connection with, official duties, de-
22 tain an individual without a warrant for any of-
23 fense against the United States committed in
24 that person’s presence or for any felony cog-
25 nizable under the laws of the United States if

1 that person has reasonable grounds to believe
2 that the individual to be detained has com-
3 mitted or is committing such felony. The deten-
4 tion authority conferred by this paragraph is in
5 addition to any detention authority provided
6 under other laws.

7 “(2) LIMITATIONS.—The following limitations
8 apply:

9 “(A) DETENTION.—Contract security per-
10 sonnel authorized to carry firearms under this
11 section may detain an individual only if the in-
12 dividual to be detained is within, or in direct
13 flight from, the area of such offense.

14 “(B) ENFORCEMENT OF CERTAIN LAWS.—
15 A person granted authority to detain under this
16 section may exercise such authority only to en-
17 force laws regarding any building and grounds
18 and all property located in or on that building
19 and grounds that are owned, occupied, or se-
20 cured by the General Services Administration
21 Public Buildings Service.

22 “(3) GUIDANCE.—The Secretary, with the ap-
23 proval of the Attorney General, shall issue guidelines
24 to implement this section.”.

1 (b) Section 1315(b) of title 40, United States Code,

2 is amended—

3 (1) by inserting “and” at the end of subpara-

4 graph (D);

5 (2) by striking “; and” at the end of subpara-

6 graph (E) and inserting a period; and

7 (3) by striking subparagraph (F).

8 (c) Section 1315(b) of title 40, United States Code,

9 is amended by adding at the end the following new para-

10 graphs:

11 “(3) MINIMUM TRAINING STANDARDS.—The

12 Secretary, in consultation with the Director of the

13 Federal Protective Service and in accordance with

14 guidelines issued by the Attorney General, shall es-

15 tablish minimum and uniform training standards for

16 any employee designated as an officer or agent to

17 carry out and exercise authority pursuant to this

18 section. Such minimum standards shall include on-

19 going training certified by the Director of the Fed-

20 eral Protective Service.

21 “(4) NOTIFICATION OF DESIGNATIONS AND

22 DELEGATIONS.—The Secretary shall submit written

23 notification of any approved designations or delega-

24 tions of any authority provided under this section,

25 including the purposes and scope of such designa-

1 tions or delegations, not within the Federal Protective
2 Service, to the Committee on Transportation
3 and Infrastructure of the House of Representatives
4 and the Committee on Environment and Public
5 Works of the Senate, including the purpose for such
6 designations or delegations, oversight protocols es-
7 tablished to ensure compliance with any require-
8 ments, including compliance with training require-
9 ments, and other specifics regarding such designa-
10 tions and delegations.”.

11 **SEC. 5. EVALUATION OF FEDERAL PROTECTIVE SERVICE**

12 **PERSONNEL NEEDS.**

13 (a) PERSONNEL AND FUNDING NEEDS OF FEDERAL
14 PROTECTIVE SERVICE.—

15 (1) IN GENERAL.—Not later than 180 days
16 after the date of enactment of this Act and after re-
17 view by a qualified consultant pursuant to paragraph
18 (2), the Secretary shall submit a report to the ap-
19 propriate congressional committees on the personnel
20 needs of the Federal Protective Service that includes
21 recommendations on the numbers of Federal Protec-
22 tive Service law enforcement officers and the work-
23 force composition of the Federal Protective Service
24 needed to carry out the mission of such Service dur-

1 ing the 10-fiscal-year period beginning after the date
2 of enactment of this Act.

3 (2) REVIEW AND COMMENT.—The Secretary
4 shall provide the report prepared under this section
5 to a qualified consultant for review and comment be-
6 fore submitting the report to the appropriate con-
7 gressional committees. The Secretary shall provide
8 the comments of the qualified consultant to the ap-
9 propriate congressional committee with the report.

10 (3) CONTENTS.—The report under this section
11 shall include an evaluation of—

12 (A) the option of posting a full-time equiv-
13 alent Federal Protective Service law enforce-
14 ment officer at each level 3 or 4 Federal facil-
15 ity, as determined by the Interagency Security
16 Committee, that on the date of enactment of
17 this Act has a protective security officer sta-
18 tioned at the facility;

19 (B) the potential increase in security of
20 any option evaluated under subparagraph (A);

21 (C) the immediate and projected costs of
22 any option evaluated under such subparagraph;
23 and

24 (D) the immediate and projected costs of
25 maintaining the current level of protective secu-

1 rity officers and full-time Federal Protective
2 Service law enforcement officers.

3 (b) REPORT ON FUNDING.—Not later than 180 days
4 after the date of enactment of this Act, the Secretary shall
5 submit to the appropriate congressional committees a re-
6 port on the best method of funding for the Federal Protec-
7 tive Service, which shall include recommendations regard-
8 ing whether the Federal Protective Service should—

- 9 (1) continue to be funded by a collection of fees
10 and security charges;
11 (2) be funded by appropriations; or
12 (3) be funded by a combination of fees, security
13 charges, and appropriations.

14 **SEC. 6. ZERO-BASED SPACE JUSTIFICATION.**

15 Section 3307(b) of title 40, United States Code, is
16 amended—

17 (1) in paragraph (5), by inserting before the
18 semicolon the following: “including a cost compari-
19 son between leasing space or constructing space”;

20 (2) in paragraph (6) by striking “and” at the
21 end;

22 (3) in paragraph (7) by striking the period and
23 inserting “; and”; and

24 (4) by adding at the end the following:

1 “(8) with respect to any prospectus, including
2 for replacement space, lease renewal, or lease exten-
3 sion, the Administrator shall include a justification
4 for such space, including an explanation of why such
5 space could not be consolidated or colocated into
6 other owned or leased space.”.

7 **SEC. 7. ELIMINATING PROJECT ESCALATIONS.**

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

21 **SEC. 8. LIMITATION ON AUTHORIZATIONS.**

22 Section 3307 of title 40, United States Code, is
23 amended by adding at the end the following:

24 “(i) EXPIRATION OF COMMITTEE RESOLUTIONS.—
25 Unless a lease is executed or a construction, alteration,

1 repair, design, or acquisition project is initiated not later
2 than 5 years after the resolution approvals adopted by the
3 Committee on Transportation and Infrastructure of the
4 House of Representatives or the Committee on Environ-
5 ment and Public Works of the Senate pursuant to sub-
6 section (a), such resolutions shall be deemed expired. This
7 subsection shall only apply to resolutions approved after
8 the date of enactment of this subsection.”.

9 **SEC. 9. DEPARTMENT OF ENERGY HEADQUARTERS RE-**

10 **PLACEMENT.**

11 (a) **SALE OF CERTAIN PROPERTY.—**

12 (1) **IN GENERAL.**—Not later than 2 years after
13 the date of enactment of this Act, the Administrator
14 of General Services is directed to sell, exchange, or
15 some combination thereof, a portion of the Forrestal
16 Complex necessary to generate the funds necessary
17 to construct a new Department of Energy head-
18 quarters on Government-owned land in a manner
19 consistent with the SW Ecodistrict Plan if the Ad-
20 ministrator determines that the new Department of
21 Energy headquarters can be constructed with no net
22 costs to the Government.

23 (2) **DEFINITIONS.**—For purposes of this sec-
24 tion, the following definitions apply:

1 (A) DEPARTMENT OF ENERGY FORRESTAL
2 COMPLEX.—The term “Forrestal Complex”
3 means the land, including the buildings and
4 other improvements thereon, that—

5 (i) subject to survey and as deter-
6 mined by the Administrator, is—

7 (I) located in the District of Co-
8 lumbia;

9 (II) generally bounded by Inde-
10 pendence Avenue, Southwest, 12th
11 Street, Southwest, Maryland Avenue,
12 Southwest, and 9th Street, Southwest;
13 and

14 (III) generally consisting of
15 Squares 351-N, 351, 383, 384, and
16 385 and portions of Squares 325 and
17 352; and

18 (ii) is under the jurisdiction and con-
19 trol of the General Services Administra-
20 tion.

21 (B) SW ECODISTRICT PLAN.—The term
22 “SW Ecodistrict Plan” means the plan of the
23 National Capital Planning Commission titled
24 “The SW Ecodistrict: A Vision Plan For A

1 More Sustainable Future” and dated January
2 2013.

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

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

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

16 (e) NET PROCEEDS.—Any net proceeds received, ex-
17 ceeding the expenses of implementing subsection (b) or
18 (d), shall be paid into an account in the Federal Buildings
19 Fund established under section 592 of title 40, United
20 States Code. Upon deposit, the net proceeds from the sale
21 may only be expended subject to a specific future appro-
22 priation.

23 **SEC. 10. LIMITATION ON DISCOUNTED PURCHASE OPTIONS.**

24 Section 585 of title 40, United States Code, is
25 amended by adding at the end the following:

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

7 **SEC. 11. ENERGY SAVINGS.**

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

12 **SEC. 12. SIMPLIFIED REFORMS.**

13 (a) IN GENERAL.—For the purpose of section 863
14 of Public Law 110–417, an individual acquisition for com-
15 mercial leasing services shall not be construed as a pur-
16 chase of property or services if such individual acquisition
17 is made on a no cost basis and pursuant to a multiple
18 award contract awarded in accordance with requirements
19 for full and open competition.

20 (b) AUDIT.—The Comptroller General of the United
21 States shall—

22 (1) conduct biennial audits of the General Serv-
23 ices Administration National Broker Contract to de-
24 termine—

(B) the impact of the program on the length of time of lease procurements;

(C) includes recommendations for improving General Services Administration lease procurements.

4 (c) TERMINATION.—This section shall terminate on
5 December 31, 2021.

6 SEC. 13. NATIONAL CAPITAL REGION RENTAL RATES.

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

18 SEC. 14. REDUCTION OF ADMINISTRATIVE REQUIREMENTS

19 ON CERTAIN PROGRAMS.

20 Section 601(d)(2) of the Public Works and Economic
21 Development Act of 1965, as amended (42 U.S.C. 3211),
22 is amended—

23 (1) by striking "(2) RELEASE.—" and inserting
24 the following:

25 " (2) RELEASE.—

1 “(A) IN GENERAL.—”; and

2 (2) by adding at the end the following:

3 “(B) REVOLVING LOAN FUND PROGRAM.—

4 The Secretary may release, subject to terms
5 and conditions the Secretary determines appro-
6 priate, the Federal Government’s interest in
7 connection with a grant under section 209(d)
8 not less than 7 years after final disbursement
9 of the grant, if—

10 “(i) the recipient has carried out the
11 terms of the award in a satisfactory man-
12 ner;

13 “(ii) any proceeds realized from the
14 release of the Federal Government’s inter-
15 est will be used for one or more activities
16 that continue to carry out the economic de-
17 velopment purposes of this Act; and

18 “(iii) the recipient shall provide ade-
19 quate assurance to the Secretary that at
20 all times after release of the Federal Gov-
21 ernment’s interest in connection with the
22 grant, the recipient will be responsible for
23 continued compliance with the require-
24 ments of section 602 in the same manner
25 it was responsible prior to release of the

1 Federal Government's interest and that
2 the recipient's failure to comply shall result
3 in the Secretary taking appropriate action,
4 including, but not limited to, rescission of
5 the release and recovery of the Federal
6 share of the grant.”.

7 **SEC. 15. LACTATION ROOM IN PUBLIC BUILDINGS.**

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

11 **“§ 3317. Lactation room in public buildings**

12 “(a) DEFINITIONS.—In this section the following
13 definitions apply:

14 “(1) APPROPRIATE AUTHORITY.—The term ‘ap-
15 propriate authority’ means the head of a Federal
16 agency, the Architect of the Capitol, or other official
17 authority responsible for the operation of a public
18 building.

19 “(2) COVERED PUBLIC BUILDING.—The term
20 ‘covered public building’ means a public building (as
21 defined in section 3301) that is open to the public
22 and contains a public restroom, and includes a build-
23 ing listed in section 6301 or 5101.

1 “(3) LACTATION ROOM.—The term ‘lactation
2 room’ means a hygienic place, other than a bath-
3 room, that—

4 “(A) is shielded from view;
5 “(B) is free from intrusion; and
6 “(C) contains a chair, a working surface,
7 and, if the public building is otherwise supplied
8 with electricity, an electrical outlet.

9 “(b) LACTATION ROOM REQUIRED.—Except as pro-
10 vided in subsection (c), the appropriate authority of a cov-
11 ered public building shall ensure that the building contains
12 a lactation room that is made available for use by mem-
13 bers of the public to express breast milk.

14 “(c) EXCEPTIONS.—A covered public building may be
15 excluded from the requirement in subsection (b) at the dis-
16 cretion of the appropriate authority if—

17 “(1) the public building—
18 “(A) does not contain a lactation room for
19 employees who work in the building; and
20 “(B) does not have a room that could be
21 repurposed as a lactation room or a space that
22 could be made private using portable materials,
23 at a reasonable cost; or

1 “(2) new construction would be required to cre-
2 ate a lactation room in the public building and the
3 cost of such construction is unfeasible.

4 “(d) NO UNAUTHORIZED ENTRY.—Nothing in this
5 section shall be construed to authorize an individual to
6 enter a public building or portion thereof that the indi-
7 vidual is not otherwise authorized to enter.”.

8 (b) CLERICAL AMENDMENT.—The table of sections
9 at the beginning of chapter 33 of title 40, United States
10 Code, is amended by inserting after the item related to
11 section 3316 the following new item:

“3317. Lactation room in public buildings.”.

12 (c) EFFECTIVE DATE.—The amendments made by
13 this section shall take effect 1 year after the date of the
14 enactment of this Act.

15 SEC. 16. USE OF RECLAIMED REFRIGERANTS.

16 Not later than 180 days after the date of enactment
17 of this Act, the Administrator of General Services shall
18 issue a report examining the feasibility of giving pref-
19 erence to the use of reclaimed refrigerants to service exist-
20 ing equipment of Federal buildings.

21 SEC. 17. SALES AND SAVINGS.

22 (a) DEFINITION.—In this section, the term “prop-
23 erty” means the following:

24 (1) The property located in the District of Co-
25 lumbia, subject to survey and as determined by the

Administrator of General Services, generally consisting of Squares 325 and 326 and a portion of Square 351 and generally bounded by 12th Street, Independence Avenue, C Street, and the James Forrestal Building, all in Southwest Washington, District of Columbia, including all associated air rights, improvements thereon, and appurtenances thereto.

8 (2) The property located in the District of Co-
9 lumbia, subject to survey and as determined by the
10 Administrator, generally consisting of Square 326
11 south of C Street, including the building known as
12 the Cotton Annex.

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

16 (c) NET PROCEEDS.—Any net proceeds of a sale
17 under subsection (b) shall be paid into an account in the
18 Federal Buildings Fund established under section 592 of
19 title 40, United States Code. Upon deposit, the net pro-
20 ceeds from the sale may be expended only subject to a
21 specific future appropriation.

Passed the House of Representatives May 23, 2016.

Attest:

KAREN L. HAAS,

Clerk.

Calendar No. 563

114TH CONGRESS
2D SESSION
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AN ACT

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

JULY 14, 2016

Read the second time and placed on the calendar