



Smart Growth America
Improving lives by improving communities

RURAL DEVELOPMENT POLICY TOOLKIT

Community Facilities Location Policy

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Policy Primer

For many small and rural communities, access to essential services such as hospitals, medical clinics, schools, courthouses, childcare centers, and post offices can be limited. These services play a critical role in the daily function, health, prosperity, and viability of communities of all types, and in smaller communities this role can be even more important. Recognizing this, the U.S. Department of Agriculture's Rural Development agency (USDA RD) provides significant funding annually to help communities address gaps in essential services. For a small town, a new facility can be transformative. Often underappreciated, however, is how important the location of these services can be. A Community Facilities Location Policy can help ensure that new facilities, and the money invested to build them, deliver the project's hoped-for benefits.

What is the Community Facilities Program?

USDA's Community Facilities Program provides direct loans, loan guarantees, and grants to develop essential community facilities in rural areas. For this program rural communities are defined as cities, towns, villages, or townships not in excess of 20,000 residents. In these areas public bodies, tribes, and community-based non-profits can apply for funds to build a wide range of community facilities including:

- Health care facilities such as hospitals and medical clinics
- Public facilities such as town halls, courthouses, senior housing, and fairgrounds
- Public safety facilities such as fire departments and police stations
- Local food systems such as community gardens, farmers' markets, food pantries, and community kitchens¹
- Transportation and streetscape improvements such as streets, sidewalks, bridges, and street lighting

What makes location so important?

Location is always a consideration in building a new school, fire station, or other facility. Typical considerations include space needed for the facility, cost of land, access to water and basic services, and other factors related directly to the project. However, the profound impacts the locations of public facilities can have on business and economic growth, community vitality, and fiscal health are not always given sufficient consideration.

For instance, a study of small towns in Wisconsin compared 20 communities (populations ranging from 3,500 to 12,000) with county offices downtown to 20 similarly sized towns without county offices downtown.² The towns with county offices downtown had 8.4 percent more businesses, 7.4 percent more retail, and 25 percent more professional and technical businesses. The towns without government buildings downtown had 15.4 percent fewer restaurants and 53 percent fewer hotels, inns, or other overnight accommodations in the one-mile area surrounding downtown. This

1 For a complete list of loans see Code of Federal Regulations 7 CFR, Part 1942.17(d) (available at <http://go.usa.gov/hrBF>). For a complete list of grants see 7 CFR, Part 3570.62 for grants (available at <http://go.usa.gov/hrK3>).

2 Center for Community Economic Development, University of Wisconsin-Extension. (2005, November) "The Importance of Government Facilities in Downtowns." Available at <http://fyi.uwex.edu/downtowneconomics/files/2012/07/importance-of-gov-facilities.pdf>.

study demonstrates the tremendous opportunities that can be leveraged when a community facility is thoughtfully located.

With taxpayer money behind it, finding the location that delivers the greatest value goes beyond the simple economics of the deal to include questions such as, will the investment reinforce other development goals such as creating a thriving downtown? Will it require expensive additions to existing road and water systems or help to address an existing gap by updating existing infrastructure in need of repair? Is it accessible to intended customers and needed employees? Is it well-located in the event of natural disaster or other emergencies? Is it maximizing the chances for additional investment from public and private sources? Will it meet the community's needs as those needs change and evolve—as the population gets older, for example? Accounting for these factors upfront can help communities maximize the returns on their investments.

What is a Community Facilities Location Policy?

Broadly, a Community Facility Location Policy is a policy adopted by a unit of government that ensures that new community facilities are built in locations that best advance the goals of the community, however the community has defined those goals. It can take different forms but generally ensures that the determination of location for a new facility proceeds through a specific process that considers all factors of importance in the location selection process. The policy is applied to public facilities with the explicit or implicit understanding that public facilities, which are fully or partially funded by taxpayer expenditures, are expected to meet a set of goals that are generally broader than those that might be considered by a private entity.

Establishing a Community Facilities Location Policy

A policy can be adopted by executive order, legislation, or by an agency of the local, county, or state government. Policies may be adopted as part of a larger comprehensive planning effort or as part of a capital facilities plan or budget.

Administering a Community Facilities Location Policy

A few keys to successfully administering this kind of policy:

- Clarifying and communicating the factors to be considered in location decisions to all stakeholders before specific projects are on the table;
- Inserting location considerations at a very early point in the project planning process;
- Ensuring that decisions are based on best value, considering benefits and costs of a project ,not just lowest cost;
- Promoting innovative and flexible approaches to facility design;
- Ensuring that the policy is applied to all facilities directly under the control of the local government adopting the policy; and
- Understanding if and how the policy will seek to influence decisions made by other public entities that build facilities (e.g., the school district, or a department of transportation).

Policies can be administered with a range of rigor, review, and sign-off procedures. Some localities may simply state a preference that specific locations be considered first such as downtowns or areas identified within a comprehensive plan, others may adopt a simple checklist that requires a qualitative assessment of a proposed location's appropriateness, and some may require more extensive quantitative analyses comparing sites on the basis of long-term projections of induced traffic and development associated with the facility and its fiscal impacts.

Policies can also vary in their strength. Some may simply recommend that locations or factors be considered while others may be more prescriptive, specifying that new facilities locate in areas that have been determined to be in the communities' interest such as downtown locations, locations with existing underutilized infrastructure, locations that are planned for redevelopment, priority areas within a comprehensive plan, or locations with positive fiscal outcomes, etc. Policies can also make clear that exceptions to these locations must be justified and approved through a specific process.

In addition to ensuring that important community priorities and values are considered in location decisions, a specific, consistent, transparent process for considering location can serve as powerful evidence that the government is not giving any landowner or other interest preferential treatment or a special deal.

Where are Community Facility Location Policies used?

The U.S. General Services Administration (GSA) uses both policy and guidance to determine the location of federal facilities. GSA's policy was adopted by Executive Order, and a subsequent Executive Order provides direction on implementing the policy. The State of Wisconsin working with input from local governments established a policy for locating state occupied buildings in urban areas, and requires that the process for the acquisition and/or construction of state owned office facilities shall include the consideration of the impact that alternate locations will have on social, economic, environmental and other conditions in the community. The Dane County, Illinois comprehensive plan encourages health care providers to locate near multiple modes of transportation, and encourages local school districts to build/rebuild in existing neighborhoods to accommodate existing infrastructure.

Learn more

- **Dane County, WI's Utilities and Community Facilities Matrix**
<https://danedocs.countyofdane.com/webdocs/pdf/plandev/comprehensiveplan/matrices/UCFMatrix.pdf>
- **State Of Wisconsin Building Commission's Policy And Procedures Manual**
<http://www.doa.state.wi.us/documents/DFD/StateBuildingProgram/BldgCommPolicyProcManual.pdf> See page 8
- **Executive Order 12072: Federal Space Management (U.S. General Services Administration)**
<http://www.gsa.gov/portal/content/101580>
- **Implementing Instructions – Sustainable Locations for Federal Facilities**
https://www.whitehouse.gov/sites/default/files/microsites/ceq/implementing_instructions_-_sustainable_locations_for_federal_facilities_9152011.pdf

Case Studies

Hagerstown, MD



An aerial view of Hagerstown, MD



Baldwin House's location in downtown Hagerstown

Background

Hagerstown, MD is a city in Washington County with a population of slightly over 40,000. The city is part of the region known as Western Maryland, a largely rural and historically underserved section of the state.

In 2000 the State of Maryland allocated funds for a new satellite campus in the University of Maryland system in Hagerstown to serve the rest of Western Maryland. The initial location search for this new campus recommended a low cost site with enough acreage to accommodate a standard campus design near a major highway on the outskirts of town. However, the state's smart growth initiative prompted a broader evaluation of the effects of such a location—one that accounted for not just the function of the school, but also for Hagerstown's economic and community future. Ultimately, the City of Hagerstown offered the school an alternative location in the Baldwin House, an abandoned hotel and department store. The Baldwin House was located in the heart of downtown and before its vacancy in 1990 had been a thriving part of the city. The city offered to sell the building to the state for \$1. Officials debated over where to build the campus, as the Baldwin House location was initially slightly more expensive and would require a more innovative design, but ultimately chose to place the campus downtown to benefit the struggling downtown and infuse new life into this regional center.

Results

The University of Maryland at Hagerstown has graduated over 1,400 students since its opening in 2005 and total enrollment has nearly doubled during that time period. The university has taken over additional abandoned buildings downtown as new facilities for these students. The community views the restored Baldwin House as an architectural marvel and praises it as a tourist attraction. The site is close to the courthouse, hospital, theatre, and many additional downtown businesses.

The university's decision has helped spur a major revitalization of downtown Hagerstown. The city was recently named a Main Street Community and additional educational institutions—such as the Barbara Ingram School for the Arts, an arts-oriented magnet school—have followed the university's lead and opened downtown. The university campus is located next to the local theatre and feeds directly into a burgeoning community art scene. The university continues to add programs that help graduates go directly into the Hagerstown workforce, and sees the future of the region tied to its own.



The Baldwin House campus today.

Governor Parris Glendening on Hagerstown

“A new Western Maryland campus had been on the University of Maryland’s construction ‘wish list’ and discussed for a number of years before I became governor and long before we adopted our smart growth policies. There had always been an assumption that it would be highway-oriented.

I recall the day the university leadership came to me with a sense of excitement and said a site had been selected and that they wanted me to visit it. This was well after we had adopted and were actively implementing the new smart growth program, and much to my surprise they showed me a beautiful farm well outside of town. When I asked how people would get to the site, they added that they needed a new interchange on the highway—an additional expense of tens of millions of dollars for the state.

Subsequently, in conversations with the university’s top leadership and members of the Board of Regents, I asked them if they thought this followed our smart growth policies—promoting the economies of cities and towns, protecting farmland, etc. They politely reminded me of the important role the university had in site selection and that this recommendation was based on other criteria than smart growth. I politely reminded them that I was the one that would make sure it would be approved in the budget.

Shortly after my visit to the site, Hagerstown’s mayor at the time Robert E. Bruchey contacted me about a couple of locations in the city that would work well, including the Baldwin House. He wanted to know if I was serious about smart growth, because this decision would either help revitalize the city or promote a major new round of sprawl for decades to come.

After much debate, publicity and internal and external lobbying we made the decision to build the new campus in town at the Baldwin site. Interestingly, several members of the Board of Regents lobbied me for the farm location as being ‘a pastoral site more

conducive to learning.' There was a certain irony to the Regents' conversations with me since they were all gubernatorial appointees. In the end, the smart growth sub cabinet and the Special Secretary for Smart Growth, Harriet Tregoning, prevailed because they stated the obvious truth: Under the new smart growth laws the state budget must be used to promote investment in existing communities, revitalize neighborhoods, and preserve farm and forest land not to advance sprawl."

Easton, MD

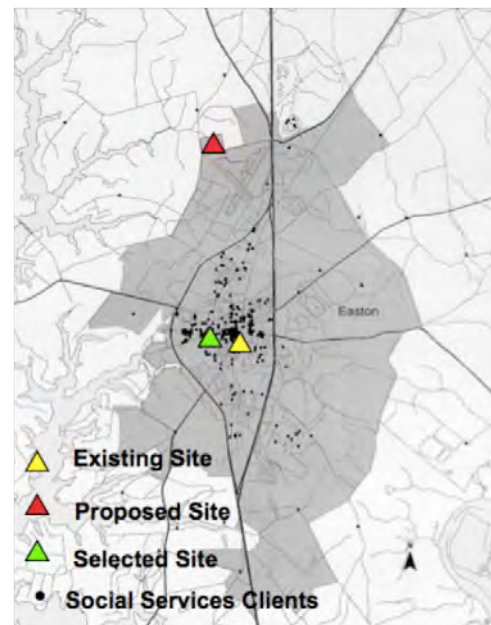
Background

Easton, MD is located along the Chesapeake Bay in the eastern part of the state. Between 1990 and 2000 the city grew from 9,380 residents to 11,700—an increase of nearly 25 percent. By 2001, the city's social services building no longer had the space or resources to meet the community's needs. The facility was located in the heart of downtown and in walking distance for many of its approximately 400 clients per month.³

The Department of Social Services' original proposal for a new facility placed the new building in an office park four miles north. The proposed location added additional commute time for both clients and employees, who mainly lived within a few blocks of downtown. This was not its only downside. The project also failed to meet the standards set by Maryland's 1997 Smart Growth and Neighborhood Revitalization Act. The act was a response to population growth in Easton and other communities and the sprawl that often followed. The act encouraged development in more densely populated areas and established town centers by offering state support for these projects and restricting state support for projects outside of these areas.

Hoping to keep the social services facility downtown and

meet the state's smart growth standards, county officials contacted the state government to support its campaign to keep the facility downtown. The state suggested relocation at the site of the abandoned Easton Gas Manufacturing Plant. The site was only a few blocks away from the previous social services building location. In late 2001, Easton unanimously passed a resolution formalizing plans for the new social services building at the old gas manufacturing plant.⁴



The former site of Easton's social services site in yellow. Red was the proposed site four miles north, and green is the site eventually selected.

3 Nagy, J. (2001, May 8). "Managing Growth: Calm Before A Policy Storm?" The Pew Charitable Trusts. Available at <http://www.pewtrusts.org/en/research-and-analysis/blogs/stateline/2001/05/08/managing-growth-calm-before-a-policy-storm>.

4 Griep, J. (2001, January 21). "Easton officials concerned about move of county offices." The Star-Democrat. Available at <https://www.newspapers.com/newspage/115878139/>.

Results

The placement of the social services building in the former gas plant required the redevelopment of a brownfield. Gas manufacturing ceased in 1955, but the Easton Utility Company retained site ownership. After discovering remains of harmful chemicals on the site, the Maryland Department of the Environment concluded it needed to perform a cleanup to prepare for the new building. The Department contributed \$700,000 to the cleanup effort through the state's brownfield redevelopment budget, developing the land for future use beyond the social services building.⁵

Site cleanup enabled continued growth and development in the surrounding area. The new facility was in walking distance to the new district court building, the police station, and the library. The site around the social services building is now home to a movie theater, retail, and restaurants. It has maintained its role as an accessible and essential part of the downtown.

Maryland Smart Growth Initiative

Under the leadership of Governor Parris Glendening, the State of Maryland adopted a robust multipronged smart growth effort to grow the economy, provide new opportunities in distressed communities, strengthen cities and towns, and protect farmland and the Chesapeake Bay. As part of the initiative, the governor created a smart growth sub-cabinet that included key members of the state's governmental leadership and was charged with coordinating actions and aligning programs across agencies to ensure that all the parts of the state government were acting in alignment with the state's overall goals.

The decisions in both Hagerstown and Easton came directly before the sub-cabinet and ultimately the governor's office. A broad group of stakeholders responsible for accomplishing the state's multiple goals exercised considerable influence on the final location for both facilities. Bringing it before this board broadened the frame of the decision from "Where is there adequate, inexpensive space with highway access?" to "How do we achieve our educational programming or social services needs, grow the economy and revitalize a community?" This ultimately changed the decisions to achieve the best value for the taxpayer dollars.

5 Schlotzhauer, K. (2001, October 5). "Easton moving forward with plans to build facility for social services." The Star-Democrat. Available at <https://www.newspapers.com/newspage/115968543/>.

Model Policies

Jefferson County, WA

Jefferson County, WA (population 30,000) has a relatively robust policy designed to ensure that the location of certain types of public facilities—those that are often difficult to locate such as landfills and large-scale transportation facilities—aligns with local goals. While the focus in this example is on these types of facilities, the process and the policies have direct applicability for other types of public facilities as well and is therefore included here as a useful model.

Jefferson County divides their community facilities into two categories: “essential” and the other public facilities as discussed in their comprehensive plan.

Confusion often arises as to the distinction between lands identified for public purposes and those identified for essential public facilities. Essential public facilities can be thought of as a subset of public purpose lands. The table below illustrates this distinction.

**Table 9-1
Distinguishing Public Purpose Lands from Essential Public Facilities**

Public Purpose Lands	Essential Public Facilities
<p><i>FOCUS:</i> Lands needed to accommodate public facilities. Lands needed to provide the full range of services to the public provided by government, substantially funded by government, contracted for by government, or provided by private entities to public service obligations.</p> <p>Examples:</p> <ul style="list-style-type: none"> • Utility Corridors • Transportation Corridors • Sewage Treatment Facilities • Storm water Management Facilities • Recreation Facilities • Schools • Other Public Uses 	<p><i>FOCUS:</i> Facilities needed to provide public services and functions that are typically difficult to site. Those public facilities that are usually unwanted by neighborhoods, have unusual site requirements, or other features that complicate the siting process.</p> <p>Examples:</p> <ul style="list-style-type: none"> • Airports • Large-scale Transportation Facilities • State Educational Facilities • Correctional Facilities • Solid Waste Handling Facilities & Landfills • Inpatient Facilities (Substance Abuse Facilities, Mental Health Facilities & Group Homes).

The county’s comprehensive plan describes two different approaches for locating these facilities providing extensive guidance for each type. The sections below provide summaries of the key elements for siting each of these types of facilities. The full comprehensive plan is linked for reference to more detailed policy goals and implementation strategies.

Essential Public Facilities

For “essential” public facilities, the county’s approach to siting is as follows:

- The County and incorporated Urban Growth Areas (Urban Growth Areas or UGAs are an additional planning jurisdiction designated by Washington State) will jointly develop specific siting criteria for siting essential public facilities. The proposed criteria will be considered in the drafting of comprehensive plan policy addressing this issue. Elements of siting criteria should include, but not be limited to the following:
 - Proximity to major transportation routes and essential infrastructure;
 - Land use compatibility with surrounding area;
 - Potential environmental impacts;
 - Effects on resource and critical areas;
 - Proximity to UGA;
 - Public costs and benefits including operation and maintenance;
 - Current capacity and location of equivalent facilities; and
 - The existence, within the community, of reasonable alternatives to the proposed activity.

- Comprehensive plans and development regulations will not preclude the siting of essential public facilities; however, standards may be generated to insure that reasonable compatibility with other land uses can be achieved.

- Essential public facilities sited outside of Urban Growth Areas should be self-supporting and not require the extension, construction, or maintenance of urban services and facilities unless no practicable alternative exists. Criteria will be established that address the provision of services when siting an essential public facility. Essential public facilities shall not be located in resource lands or critical areas if incompatible.”

Within this context the county specifies that it will “adopt development regulations for essential public facilities in conjunction with the City of Port Townsend, which consider the following factors:

- A. Specific Facility requirements including, but not limited to, acreage requirements, transportation needs, availability of alternative sites, and infrastructure and services required by the facility.
 1. Minimum acreage
 2. Accessibility
 3. Transportation needs and services
 4. Supporting public facility and public service needs and availability thereof
 5. Health and safety
 6. Site design
 7. Zoning of the site
 8. Availability of alternative sites
 9. Community-wide distribution of facilities
 10. Capacity and location of equivalent facilities
 11. State and federal siting requirements

- B. Impacts of the facility including, but not limited to, compatibility with adjacent land uses, environmental impacts and transportation.
 1. Land use compatibility
 2. Existing land use and development in adjacent and surrounding areas

3. Existing zoning of surrounding areas
4. Existing Comprehensive Plan designation for surrounding areas
5. Present and proposed population density of surrounding area
6. Environmental impacts and opportunities to mitigate environmental impacts
7. Effect on agricultural, forest or mineral lands, critical areas and historic, archaeological, and cultural sites
8. Effect on area outside of Jefferson County
9. Effect on the likelihood of associated development
10. Effect on public costs including operating and maintenance
11. Proximity to Urban Growth Areas
12. Proximity to major transportation routes and essential infrastructure
13. Current capacity and location of equivalent facilities
14. Public costs and benefits including operation and maintenance
15. The existence, within the community, of reasonable alternatives to proposed activity

- C. Impacts of the facility siting on Urban Growth Area designations and policies including, but not limited to, proximity to exiting UGAs, compatibility with existing UGAs and their associated development and the urban characteristics of the proposed facility.
1. Urban nature of facility
 2. Existing urban growth near facility site
 3. Compatibility of urban growth with the facility
 4. Compatibility of facility siting with respect to Urban Growth Area Boundaries

This and other criteria and factors guide Jefferson County’s siting approach to locating “essential public facilities.” The county then goes on to describe their strategies for ensuring that these criteria are in fact applied to siting decisions. These strategies include establishing an Advisory Committee and describing its role in the site selection process and providing guidance to the Committee on implementing its duties. For instance, the county specifies that the committee should be guided in its decisions by asking the following questions:

- Is the facility in the best interest of the citizens of Jefferson County?
- In what regard is such a facility “essential” and is it truly public?
- Which criteria should be applied to best locate such a facility?

In addition, the Committee is instructed to advance planning goals regarding essential public facilities using the following strategies:

- Reduce sprawl development
- Promote economic development and employment opportunities
- Protect the environment
- Provide positive fiscal impact and on-going benefit the host jurisdiction
- Serve population groups needing affordable housing
- Receive financial or other incentives from the State and/or local governments
- Require State and Federal projects to be consistent with this policy

Public Purpose Land Capital Facilities

The Jefferson County comprehensive plan section on Capital Facilities notes, “Traditionally, public capital facilities strategic planning has involved developing “wish lists.” Often there were limited external legal frameworks mandating implementation, and often no accountable link to land use planning.” In contrast, the County’s Capital Facilities section of its strategic plan identifies a fully funded six-year capital plan that supports its land use and development vision. This is accomplished by applying the following framework to capital facilities planning:

1. Determine the level of service desired. For example, the county determined that there ought to be a certain number of square feet of community center space per person.
2. Determine how that level of service is affected by future growth. The county then projected future growth to determine if the added population would reduce the square feet of community centers below the determined level.
3. Determine how to address the effects. If future growth does violate level of service standards then additional space would be needed—adding a new capital project to the capital facilities plan. Or, the county could choose to change the standard settling for a lower level of service, or in some cases (such as roads) the issue might be addressed by changing the land use and development plan thus changing the impact on the public facility.
4. Align development decisions with desired outcomes. Issue development approvals only after a determination has been made that there is sufficient capacity of public facilities to meet the level of service standards for existing and proposed development concurrent with the proposed development.

This approach allows the county to set different levels of service for different parts of the county requiring more urban levels of service to be maintained in town centers and lower levels in more rural parts of the county providing a better match between services and levels of economic activity. It also forces the county to understand the impacts of new growth and to acknowledge the relationship between growth, maintaining level of service, and costs. In places where capital facilities budgets are a “wish list” with no actual money attached to them it’s easy to accommodate future growth by putting new schools, parks, or roads on the list, imagining that those are the projects that will be funded with the limited funds available. By requiring the list to have specific funding sources Jefferson County avoids this trap and identifies when servicing a new area for growth cannot be paid for or where service levels are going to suffer as a result of new growth.

The full description of their policy can be found at

[http://www.co.jefferson.wa.us/commdevelopment/complanpdfs/2014 Comp Plan/Chapter 12.pdf](http://www.co.jefferson.wa.us/commdevelopment/complanpdfs/2014%20Comp%20Plan/Chapter%2012.pdf)

State of Wisconsin

The State of Wisconsin Building Commission is charged with the responsibility of overseeing the planning, improvement, and major maintenance and renovation of state facilities and the supervision of all matters relating to the contracting of public debt.

To fulfill this mission, the Commission adopted a policy and procedures manual to improve its management of the building program.⁶ The manual addresses a range of topics. Excerpted below

6 State Of Wisconsin Building Commission. (2011). "Policy And Procedures Manual." p 8. Available at <http://www.doa.state.wi.us/documents/DFD/StateBuildingProgram/BldgCommPolicyProcManual.pdf>.

are the sections from the manual having to do directly with the location of public facilities under its purview. Though the policy in this case has a focus on urban locations it is still a model that can easily be adapted to smaller places by substituting in “Town Center,” “Community Center,” “Main Street,” or other siting criteria appropriate to the adopting jurisdiction.

II. GENERAL POLICIES

A. Projects Requiring Commission Approval

Any construction project having a total project budget which exceeds \$185,000 must be approved by the Commission prior to final design regardless of the source of funding or whether it is to be done by contract or state personnel. This requirement does not apply to transportation projects administered by DOT, environmental repair projects administered by DNR or projects of the University of Wisconsin Hospitals and Clinics. Total project budget is defined to include all costs incidental to construction such as design, construction, supervision, land, contingencies and equipment. The Building Commission may periodically release monies for project categories and may delegate specific project approval to the Commission Secretary. Construction projects to be funded from Building Trust Funds or project design requiring use of Building Trust Funds, regardless of the budgeted amount, must also be approved by the Commission. For program revenue, gift and grant or other non-GPR financed projects, the Secretary may authorize these funds for planning or add these funds to projects in planning. (For related statutory references, sees. 13.48(10), Wis. Stats.)

I. Location of State Office Facilities

1. Except where such selection is incompatible with agency program objectives, the process for the construction, acquisition or rental of office space to meet the needs of state agencies shall be given first consideration to central city locations, including those areas which may be recommended by local officials.
2. Except where client access would be demonstrably restricted or fiscally prohibitive, consolidation and co-location of state offices in a single facility or proximate facilities will be given first consideration.
3. The process for the acquisition and/or construction of state owned office facilities shall include consideration of the impact that alternate locations will have on social, economic, environmental and other conditions in the community. Such consideration shall be made in conformance with the provisions of the Wisconsin Environmental Policy Act (WEPA).
4. Consideration of the advantages and disadvantages of state ownership as opposed to state leasing shall be done on a case-by-case basis.
5. The policies of agency consolidation and central city location will be most actively pursued in those cities where the state uses more than 20,000 square feet of office space. In cities or jurisdictions where there is less than 20,000 square feet of office space, the policies will be considered during the process of review and approval of space requests and lease renewals.
6. The process of meeting state office space needs shall also include consideration of:

- a) Compatibility of the location with local and regional development and environmental objectives.
- b) Recommendations of local officials.
- c) Commitment of local government resources and services.
- d) Availability of adequate public and client access through public transportation and parking.
- e) Cost of alternate sites, including indirect and social costs to the extent that such costs can be determined.
- f) Availability of space in existing state owned facilities.

U.S. General Services Administration

The federal government has a policy of giving preference to urban locations when considering new sites for federal facilities. This policy originated with President Carter through Executive Order 12072.⁷ Though the policy in this case has a focus on urban locations it is still a model that can easily be adapted to smaller places by substituting in "Town Center," "Community Center," "Main Street," or other siting criteria appropriate to the adopting jurisdiction.

Federal Space Management

By the authority vested in me as President of the United States of America by Section 205(a) of the Federal Property and Administrative Services Act of 1949, as amended (40 U.S.C. 486(a)), and in order to prescribe appropriate policies and directives, not inconsistent with that Act and other applicable provisions of law, for the planning, acquisition, utilization, and management of Federal space facilities, it is hereby ordered as follows:

1-1. Space Acquisition.

1-101. Federal facilities and Federal use of space in urban areas shall serve to strengthen the Nation's cities and to make them attractive places to live and work. Such Federal space shall conserve existing urban resources and encourage the development and redevelopment of cities.

1-102. Procedures for meeting space needs in urban areas shall give serious consideration to the impact a site selection will have on improving the social, economic, environmental, and cultural conditions of the communities in the urban area.

1-103. Except where such selection is otherwise prohibited, the process for meeting Federal space needs in urban areas shall give first consideration to a centralized community business area and adjacent areas of similar character, including other specific areas which may be recommended by local officials.

1-104. The process of meeting Federal space needs in urban areas shall be consistent with the policies of this Order and shall include consideration of the following criteria:

⁷ U.S. General Services Administration. (1978, August 16). "Executive Order 12072." Available at <http://www.gsa.gov/portal/content/101580>.

- a) Compatibility of the site with State, regional, or local development, redevelopment, or conservation objectives.
- b) Conformity with the activities and programs of other Federal agencies.
- c) Impact on economic development and employment opportunities in the urban area, including the utilization of human, natural, cultural, and community resources.
- d) Availability of adequate low and moderate income housing for Federal employees and their families on a nondiscriminatory basis.
- e) Availability of adequate public transportation and parking and accessibility to the public.

1-105. Procedures for meeting space needs in urban areas shall be consistent with the policies of this Order and shall include consideration of the following alternatives:

- a) Availability of existing Federally controlled facilities.
- b) Utilization of buildings of historic, architectural, or cultural significance within the meaning of section 105 of the Public Buildings Cooperative Use Act of 1976 (90 Stat. 2507, 40 U.S.C. 612a).
- c) Acquisition or utilization of existing privately owned facilities.
- d) Construction of new facilities.
- e) Opportunities for locating cultural, educational, recreational, or commercial activities within the proposed facility.

1-106. Site selection and space assignments shall take into account the management needs for consolidation of agencies or activities in common or adjacent space in order to improve administration and management and effect economies.

1-2. Administrator of General Services.

1-201. The Administrator of General Services shall develop programs to implement the policies of this Order through the efficient acquisition and utilization of Federally owned and leased space. In particular, the Administrator shall:

- a) Select, acquire, and manage Federal space in a manner which will foster the policies and programs of the Federal government and improve the management and administration of government activities.
- b) Issue regulations, standards, and criteria for the selection, acquisition, and management of Federally owned and leased space.
- c) Periodically undertake surveys of space requirements and space utilization in the Executive agencies.
- d) Ensure, in cooperation with the heads of Executive agencies, that their essential space requirements are met in a manner that is economically feasible and prudent.
- e) Make maximum use of existing Federally controlled facilities which, in his judgment, are adequate or economically adaptable to meeting the space needs of Executive agencies.
- f) Annually submit long-range plans and programs for the acquisition, modernization, and use of space for approval by the President.

1-202. The Administrator is authorized to request from any Executive agency such information and assistance deemed necessary to carry out his functions under this Order. Each agency shall, to the extent not prohibited by law, furnish such information and assistance to the Administrator.

1-203. In the process of meeting Federal space needs in urban areas and implementing the policies of this Order, the Administrator shall:

- a) Consider the efficient performance of the missions and programs of the agencies, the nature and function of the facilities involved, the convenience of the public served, and the maintenance and improvement of safe and healthful working conditions for employees.
- b) Coordinate proposed programs and plans for facilities and space with the Director of the Office of Management and Budget.
- c) Consult with appropriate Federal, State, regional, and local government officials and consider their recommendations for and objections to a proposed selection site or space acquisition.
- d) Coordinate proposed programs and plans for facilities and space in a manner designed to implement the purposes of this Order.
- e) Prior to making a final determination concerning the location of Federal facilities, notify the concerned Executive agency of an intended course of action and take into account any additional information provided.

1-204. In ascertaining the social, economic, environmental and other impacts which site selection would have on a community, the Administrator shall, when appropriate, obtain the advice of interested agencies.

1-3. General Provisions.

1-301. The heads of Executive agencies shall cooperate with the Administrator in implementing the policies of this Order and shall economize on their use of space. They shall ensure that the Administrator is given early notice of new or changing missions or organizational realignments which affect space requirements.

1-302. Executive agencies which acquire or utilize Federally owned or leased space under authority other than the Federal Property and Administrative Services Act of 1949, as amended, shall conform to the provisions of this Order to the extent they have the authority to do so.

The federal government also developed more specific guidance for determining the location of federal facilities. This guidance can be found at <http://bit.ly/federal-facilities>.