

**Forest Service Manual
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**Forest Service Manual 7300 – Buildings and Other Structures
Chapter 7310 - Buildings and Related Facilities**

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Responsible Staff:

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Digest: Following is an explanation of the changes throughout the directive by section.

7310: Incorporates direction into the chapter previously issued as interim directive (ID) 7310-2003-1.

7312.1: Adds direction regarding the use of Engineering Management (EM) publication EM 7310-4 “Facilities Planning” as a guide in Forest Service facilities planning.

7313.1: Changes the cross-reference in enumerated paragraph 1 from “FSH 7309.11, sections 07 and 31” to “FSH 7309.11, sections 06 and 31” because the section 07 code has been removed and the direction on standards has been recoded to section 06.

7313.3: Changes the cross-reference in the first paragraph from “FSH 7309.11, sections 07 and 34” to “FSH 7309.11, sections 06 and 34” because the section 07 has been removed and the direction on standards has been recoded to section 06.

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7310.1 - Authority

In addition to the authorities listed in FSH 7309.11, section 01, several other acts grant the Forest Service authority to erect, alter, and repair buildings and other structures and to expend funds for such purposes. The authority granted and the United States Code citation are as follows:

1. Authority to erect, alter, and repair such buildings and other public improvements as may be necessary to carry out authorized missions (7 U.S.C. 2250).
2. Authority to acquire real property and leased space for Government agency use and program support through the General Services Administration (40 U.S.C. 285). Parts of this authority are delegated to agencies (FSH 6409.31 - FPMR 101-18.103 - 105).
3. Authority to expend Forest Service appropriations for erection of buildings, lookout towers, and other structures on land owned by States, counties, municipalities, and other political subdivisions, corporations, or individuals. Prior to construction, the Federal government must obtain the right to use the land for the estimated life of, or need for, the structure, including the right to remove the structure (16 U.S.C. 571c).

7310.2 - Objective

To provide safe, functionally efficient, aesthetically pleasing, energy-efficient, and cost-effective buildings and related facilities that are owned, operated, occupied, or authorized for use by the Forest Service and which are required to conduct activities authorized by the Forest Service.

7310.3 - Policy

1. Acquire buildings and facilities only after thorough analysis of program needs and after full evaluation of construction, purchase, donation, exchange, and lease alternatives in accordance with FSM 7312.
2. Acquire buildings and facilities for family and other personnel occupancy only:
 - a. When acceptable facilities are not available from the private sector;
 - b. When they are required for protection of government property; or
 - c. When they are needed to provide service to the public (FSH 7309.11, sec. 24).
3. Ensure that such buildings and facilities:
 - a. Are of a quality and condition befitting the agency and reflect a high level of integrity, competent professional resource management, and service to the public.
 - b. Meet the requirements of the needs and functions they are to serve.

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4. Use wood or wood products for construction where suitable and economical. Ensure that integration of wood into the architectural design is consistent with the setting and architectural style in which the building or facility is to be placed. When and where appropriate, use processes, procedures, and materials developed by the Forest Products Laboratory or other Forest Service units or research programs.

5. Ensure that the design, construction, operation, and maintenance of structures and buildings authorized under special-use permits support activities authorized in the permit, ensure the quality of physical improvements, and protect the public welfare and safety.

6. Ensure that designers and managers adhere to the standards in this chapter and in FSH 7309.11; however, designers and managers may use higher standards if factors of economy and permanency are equal to or exceed the standards herein and if they do not exceed administrative limitations.

7310.4 - Responsibility

7310.41 - Washington Office

7310.41a - Deputy Chief for Research and Development

It is the responsibility of the Deputy Chief for Research and Development to:

1. Provide Service-wide guidelines for development of the research-related construction and maintenance program and to coordinate development through the budget process.

2. Review and approve the prospectus for constructing any research facility having a value of \$250,000 or more.

7310.41b - Director, Engineering

It is the responsibility of the Director of Engineering to:

1. Provide overall technical direction for planning, development, design, construction, operation, utilization, maintenance, and management of all buildings and related facilities owned, occupied, or permitted by the Forest Service.

2. Develop Service-wide standards to ensure a safe, cost-effective, efficient physical plant for Forest Service activities.

3. Provide Service-wide facility objectives and recommend program levels to the Chief after coordination with appropriate functional and program staff.

4. Provide Service-wide guidelines for Fire, Administrative, and Other (FA&O) construction and maintenance program activities and coordinate development through facility location (FSM 1241), unit standards (FSM 1243), and the budget process.

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5. Approve engineering reports on all proposals for purchase, exchange, or donation of existing buildings or related facilities with an estimated value of \$250,000 or more, which were specifically acquired for occupancy by the Forest Service.

6. Process project requests that exceed Office of Management and Budget and congressional construction limitations on cost and design of new employee housing.

7310.41c - Director, Human Resources Management

It is the responsibility of the Director of Human Resources Management to:

1. Coordinate the acquisition and development of facilities and related structures to meet human resource program requirements.

2. Provide the name of the interagency contact for specific building requirements, planning, programming, and management for human resource program facilities.

7310.41d - Director, Lands

It is the responsibility of the Director of Lands to:

1. Provide technical leadership for the landownership program, including leadership in the purchase, exchange, or donation of lands and buildings.

2. Coordinate reviews and actions pursuant to purchase, exchange, or donation of undeveloped administrative and research sites exceeding \$25,000 and all sites with completed buildings having a value of \$250,000 or more, and forward such proposals to the Assistant Secretary of Agriculture for Administration. The Assistant Secretary for Administration has the authority to approve such purchases or donations (FSM 5404.14). Initiate no action, other than conducting an appraisal where needed, prior to the Assistant Secretary's approval.

3. Review and approve land as excess to Forest Service needs (FSM 5404.13b).

7310.41e – Director, Civil Rights

It is the responsibility of the Director of Civil Rights to ensure that:

1. Mandated and adopted safety and health safeguards for buildings and related facilities are considered in design, occupancy, and inspection;

2. Necessary remedial actions are accomplished; and

3. Service-wide organizational responsibilities and standards are considered in requests for facilities involving organization adjustments and boundary and location changes.

7310.41f - Director, Acquisition Management

It is the responsibility of the Director of Acquisition Management to:

1. Delegate specific authority to named contracting and leasing officers and provide Service-wide leadership in leasing and construction contracting activities.
2. Dispose of, or arrange for the disposal of, excess real property in accordance with Federal Property Management Regulations (FSH 6409.31 - FPMR), after approval by the Director of Lands (FSM 5404.14).

7310.41g - Director, Recreation, Heritage, and Wilderness Resources

It is the responsibility of the Director of Recreation, Heritage, and Wilderness Resources to:

1. Provide Service-wide guidelines for development of the recreation construction and maintenance program and to coordinate development through the budget process.
2. Coordinate Service-wide direction for specialized buildings, structures, interpretive interior design, and program requirements for interpretive services and recreation programs.
3. Review all proposals and preliminary drawings for interpretive service buildings or related facilities with an estimated value of \$250,000 or more and intended for Forest Service occupancy.
4. Provide Service-wide guidelines for site planning and location of all buildings and service facilities, such as driveways, walks, and parking areas.

7310.42 - Regional Foresters, Station Directors, and Area Director

It is the responsibility of the Regional Foresters, Station Directors, and the Area Director to:

1. Alter, repair, construct, and purchase buildings and related facilities within their respective areas of responsibility as follows:
 - a. Review and approve any purchase, exchange, or donation of existing buildings or related facilities intended for Forest Service occupancy, subject to any required approval, review, or concurrence by the Washington Office, Secretary of Agriculture, and Congressional oversight committees.
 - b. Submit acquisition proposals for employee quarters that exceed Office of Management and Budget and congressional limitation on employee housing to Chief and/or Staff to review and process for Appropriations Committee approval.

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2. Acquire space by lease, using qualified leasing officers with appropriate delegated authority, in cases where acquisition of such space meets the objectives of the Forest Service and was considered in preliminary project analysis (FSM 7312.2).

3. Review and approve site development plans, building designs, and construction proposals for all buildings, owned or authorized by the Forest Service and, subject to limitations contained in FSM 5404, approve acquisition of buildings. This responsibility may be redelegated.

4. Manage activities, including planning, programming, design, construction, leasing operation, safety and health, and maintenance associated with government-owned and leased facilities. Station Directors shall maintain facilities inventories for their units (FSM 7312.5, FSH 7309.11, ch. 60).

5. Regional Foresters shall provide needed engineering, architectural, and other staff assistance, such as cultural resources, interpretive services, landscape architecture, and training, to Forest Supervisors in formulating project proposals; preparing designs, working drawings, specifications, and cost estimates; and providing construction administration. Regional Foresters, Station Directors, and the Area Director may collaborate to provide similar services for Area and Station buildings.

6. Provide training to ensure that facilities personnel meet skill requirements as provided in Engineering Management publication EM-7310-6, "Facilities Management Skill Requirements."

7310.43 - Forest Supervisors

It is the responsibility of the Forest Supervisors to:

1. Provide planning and program information for buildings and related facilities to support the unit's mission consistent with forest plans.

2. Conduct preliminary analyses on all facilities to be acquired.

3. Conduct site planning for all administrative sites.

4. Provide construction engineering, landscape construction, and general facilities engineering and management of all Forest Service-owned and -occupied buildings, building equipment, or space used by the unit.

5. Administer all special-use facilities authorized on the unit.

6. Maintain inventories of facilities as directed in FSM 7312.5 and FSH 7309.11, chapter 60.

7310.6 - National Information Requirements [Reserved]

7311 - Facility Management Process

All managers having facilities shall follow a process that:

1. Identifies a facility need based upon the plans in FSM 7312.1.
2. Requests funds for facility acquisition based on the preliminary project analysis (FSM 7312.2).
3. Sequentially provides development and/or management of all facilities owned, occupied, or authorized (FSM 7314 and FSM 7315).

See FSH 7309.11 for the requirements for a facilities master plan and a preliminary project analysis. The process for the planning, development, and management phases is shown in FSH 7309.11, chapter 10, exhibits 01 and 02. See FSM 1220 and FSM 1240 for information on organizational aspects affecting facility planning.

7312 - Planning

Base the determination of facility needs on the plans and processes described in FSM 7312.1, FSM 7312.2, and FSH 7309.11, chapter 20.

7312.1 - Plans

1. Facilities Master Plan. Each National Forest, National Grassland, and Research Station must have a facilities master plan depicting facility locations (FSM 1241), unit standards (FSM 1243), existing and proposed buildings, and related improvements. Detailed requirements are listed in FSH 7309.11, section 22. Use Engineering Management (EM) publication, EM-7310-4, "Facilities Planning," as a guide in facilities planning. This publication is available in electronic format and may be retrieved from the Forest Service National Headquarters, Engineering Staff web page on the FSWeb/Intranet.

2. Site Development Plan. Each Forest Service-owned site identified in the facility master plan must have a site development plan. Do not start new construction and major rehabilitation work without a current site development plan.

3. Multi-year Budget Plan. A multiyear budget plan is required to depict current and planned facility maintenance and capital investment needs likely to be funded and supported by a preliminary project analysis (FSM 7312.2).

7312.2 - Preliminary Project Analysis

Conduct a preliminary project analysis for each facility identified in the facilities master plan for acquisition. Sequentially evaluate alternatives that may be leased, purchased, exchanged, or

constructed and recommend a course of action for acquisition of the facility. Details of the preliminary project analysis process are described in FSH 7309.11, section 23. For detailed discussion, see Engineering Management publication EM-7310-2, "Making Sound Facility Development Decisions." Document the analysis to satisfy National Environmental Policy Act assessment criteria (FSH 1909.15). The analysis may result in a finding of either significant or no significant environmental impact; follow requirements for disclosure of the finding in FSH 1909.15.

7312.3 - Project Funding Priority

Each organizational level must set priorities for all funding requests for purchase, renovation, replacement, and new construction because total needs exceed available funding. Employ a visible, systematic, and analytical process for this ranking. National Forests and Research Stations shall rank maintenance projects for existing facilities.

Generate acquisition projects from selected actions recommended in the preliminary project analysis. Each project phase or stage shall be sufficient to ensure cost-effective occupancy, use, and/or facility operation.

7312.4 - Facility Program Funding

Several functional program areas provide funds for facilities planning, design, construction, and maintenance. Among these are:

1. Fire, Administrative, and Other (FA&O).
2. Recreation.
3. Research.
4. Human Resource Programs.
5. Working Capital Funds.
6. Employee Quarters Deductions.
7. Program and Project Support.
8. CWFS - Other Collection Agreements (GT).

Document the program funding of each project in the project prospectus (FSH 7309.11, sec. 34.21). Specific instructions, limitations, and authorized use of various program funds are in FSM 1930, FSM 6510, FSH 1909.15, and FSH 6509.11g.

7312.41 - Funding Requests

Use the Chief's annual budget advice letter for instructions on making requests for specific funds for various phases of each project. As a general guide:

1. Planning and design funds need not be project-specific but should cover routine activities.
2. Request purchase, renovation, replacement, and new construction funds only after completing the preliminary project analysis and obtaining approvals of the conceptual design and cost estimate for the project.
3. Base the determination of funds for preventative, periodic, and special maintenance on estimates generated from operation and maintenance plans and inspections conducted and documented.

7312.5 - Facilities Inventory

Develop and maintain an inventory of planned improvements and existing facilities for each Government-owned site and facility. Develop the inventory from the facilities master plan, multiyear budget plans, and routine safety, health, or maintenance inspections. Periodically, refine cost estimates and project descriptions to reflect realistic costs (FSH 7309.11, ch. 60).

7313 - Development

Development is a means to improve or acquire facilities through lease, purchase, exchange, or construction of sites and structures.

7313.03 - Policy

1. However acquired, all facilities must adhere to design standards (FSM 7313.2, 7313.3).
2. Qualified professionals and/or qualified technicians shall accomplish or direct all planning, design, and construction of Forest Service buildings and related facilities.

7313.04 - Responsibility

7313.04a - Approval of Acquisition Method

It is the responsibility of the Regional Foresters, Station Directors, or Area Director to approve the acquisition method based on data contained in the preliminary project analysis (FSM 7312.2).

7313.04b - Approval of Leases

The Director of Acquisition Management has authority to delegate leasing authority to contracting officers. See FSM 6440 and FSH 6309.32, FSH 6409.12, and FSH 7309.11, section 31, for specific authorities and requirements for acquisition by lease.

7313.04c - Technical Approval of New Building Construction for Lease

It is the responsibility of Regional Directors of Engineering or Assistant Station Directors for Administration to provide technical approval of new building construction for lease by the Forest Service.

7313.04d - Approval of Design Drawings

The following individuals are delegated authority, within their units, to approve design drawings:

1. Regional Director of Engineering.
2. Assistant Station Director for Administration.
3. Other Forest Service officers with specifically delegated authority (for example, leasing officers have the authority to approve lease designs).

7313.1 - Lease

Include the following in lease considerations:

1. Leased Facilities. The request for lease action must include a complete leased space prospectus citing program and space requirements, functional arrangements needed, and other location considerations. Inspect existing facilities prior to leasing to ensure that code requirements for the facility and proposed Forest Service use are attainable. In lease negotiations, include facility modifications needed to meet code requirements. See FSH 7309.11, sections 06 and 31, for technical and coordination requirements.

2. Leased Sites. The Forest Service may lease sites for long-term use and may construct Government-owned facilities thereon. Generally, site development is similar to development of a Federally owned site, except for stipulated conditions.

Include a site or facility evaluation report with lease documents. See FSH 7309.11, section 23.51, for lease requirements, FSH 7409.11 for environmental analysis (sec. 12.31) and engineering report requirements (sec. 12.33).

7313.2 - Site and Structure Purchase or Exchange

The Forest Service may purchase or exchange real property for administrative or program support purposes. Include a site or facility evaluation report, the unit's facilities master plan, and

a preliminary project analysis report with administrative site approval requests. See FSH 7309.11, section 23, for purchase or exchange requirements and FSH 7409.11, section 12, for environmental analysis (sec. 12.31) and engineering report requirements (sec. 12.33). Requests must comply with authorities in FSH 7309.11. See FSH 5409.13 for submittal data requirements issued by the Secretary of Agriculture.

7313.3 - Design Standards

All facilities, regardless of how acquired, must meet the design standards listed below and in FSH 7309.11, sections 06 and 34. Design approval shall follow the final design review.

All units shall:

1. Subject all designs to value analysis/cost-effective reviews.
2. Ensure that facility design life is 30 years (50 years for major significant structures). Justify all exceptions.
3. Have a current approved site plan prior to spending facility funds.
4. Ensure that each design is site- and project-specific.
5. Consider previous designs for reuse.
6. Design administrative sites to project the image of an environmentally aware, concerned, professional land management organization.
7. Design interpretive services and recreation sites to identify, interpret, and enhance public opportunity for enjoyment.
8. Follow specific standards in FSH 7309.11, sections 34.13-34.18, for government-furnished quarters, offices, and human resource program facilities, access for persons with disabilities, and gender-related requirements.
9. Follow FSH 7309.11, section 34.26, for design review procedures.

7313.4 - Construction of Forest Service Owned Facilities

Construction may be accomplished by:

1. Force account methods meeting OMB A-76 requirements.
2. Construction contracts.
3. Any method, provided that:
 - a. A certified inspector is assigned to each project (FSM 7115).

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- b. The person authorized to approve designs approves all changes in drawings and specifications (FSM 7313.3).
- c. A final construction inspection determines whether or not the project work is substantially complete and complies with project drawings and specifications. Do not allow occupancy or facility use until code requirements for proposed occupancy are met.
- d. Record drawings of the structure as built are made a part of the facility records (FSM 7316).

7314 - Management

Manage, maintain, and operate facilities in accordance with the standards and procedures set forth in FSH 7309.11, chapter 40. See FSH 7309.11, chapter 40, for procedures related to historic building management, housing, and inspection.

7315 - Special Use Facilities

See FSH 7309.11, chapter 50, for procedures and responsibilities. See also FSM 2700 and Title 36, Code of Federal Regulations, section 251.50 (36 CFR 251.50) for special uses.

7316 - Records and Reports

Refer to FSH 7309.11, chapter 60 for the applicable records and reports required for various types of facilities and structures.