PARK PLANNING, FACILITIES, AND LANDS

National Park Service
U.S. Department of the Interior

NPS Facility Investment Strategy

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INTRODUCTION

This Facility Investment Strategy (FIS) provides guidance for navigating an Investment Review Board (IRB) review and approval process to ensure that all National Park Service (NPS) Capital Investments are in alignment with applicable laws, policies, and guidance, and to inform NPS leadership decision-making.[1, 2] The strategy describes processes and requirements to follow when considering the development, submission, and execution of Capital Investment proposals and aligns with the US Department of the Interior (DOI) asset management guidance.[3]

The NPS receives funding for Capital Investments through a variety of sources. Long-term lifecycle decision-making must be at the center of the determination to undertake and sustain a particular investment, no matter where the funding originates. Implementing new programs or expanding existing programs or visitor experiences almost always has a direct impact on facilities and must be balanced within funding constraints and the facility maintenance staff necessary to support park operations. Staff and leaders at all levels must find innovative and non-facility solutions to meet park needs and help ensure that future generations can enjoy and be inspired by the parks entrusted to our care. Superintendents must consider decommissioning, consolidating, closing, or removing lower-priority assets to free staff and funds to protect critical resources and proposed investments.

The national park system today includes 425 parks, comprising more than 85 million acres of federally managed land, and the system is continuously growing. Facility investment decisions in a single park's asset portfolio have the potential to impact the long-term financial obligations of the entire bureau and thus operations at all national park units for decades. With that in mind, this document guides the NPS toward a financially sustainable future.

1. Capital Investment is the direction of resources towards a capital improvement, alteration, recapitalization, modernization, or new construction using all fund sources available to the NPS including grants, donations, concessions, Federal Lands Transportation Program funds, and any new appropriations made available to be spent on NPS assets. Capital investment encompasses all review and approval gates throughout the investment lifecycle. The FIS does not pertain to information technology capital investments.

2. Within this document, the terms "Capital Investment" and "Facility Investment" are used interchangeably.

3. Documented in the PPFL Guidance Documents Library, PPFL Policies and Documents, DOI-AAAP Portal (Real Property/Space Management), and the NPS policy website.

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CHAPTER 1. PURPOSE OF THE FACILITY INVESTMENT STRATEGY

The FIS provides a framework for investment planning and decision-making to ensure that facility investments are financially, operationally, and environmentally sustainable long term and aligned with servicewide investment priorities. The FIS identifies management strategies to improve asset sustainability and guide decision-making.

Consistent with the department's 2022–2026 Strategic Plan and the National Park Service System Plan (2017), the FIS provides a forward-thinking approach to responsibly maintaining a park's asset portfolio within available resources through recapitalization, alteration, replacement, new construction, and divestiture activities.[4]

In accordance with the BIRB Charter, the WASO Major Construction Division (MCD) updates the FIS each year, as needed, in advance of the release of the Servicewide Comprehensive Call (SCC).[5] This annual cycle has been established to ensure that the NPS is responsive to changing visitor and employee needs and market environments.

1.1. BUREAU AND REGIONAL INVESTMENT REVIEW BOARDS BACKGROUND

The Bureau Investment Review Board's (BIRB) purpose is to provide leadership, direction, and accountability to the investment decision-making process. The BIRB also provides recommendations to the NPS Director to implement the administration's goals and DOI/NPS strategic plans. The BIRB ensures that investment decisions are aligned with mission priorities; provides documented guidance for investment decisions; oversees development, updates, and implementation of the FIS; and complies with the intent of DOI Capital Planning and Investment Control (CPIC) for Construction and Leased Space guidance.[6] For more information on the BIRB, refer to the BIRB Charter.

Regional Investment Review Boards are responsible for many of the same tasks as the BIRB but at an earlier stage, including the following:

- spreading awareness of the FIS and IRB role to parks;
- ensuring that park planning documents are strategic, implementable, cost-conscious, and based on the park mission and the park's highest needs/priorities;
- ensuring that proposed facility investments are supported by strong business cases and approved park plans;
- providing initial review of park needs in the context of servicewide investment pillars;

4. Recapitalization, alteration, replacement, new construction, and divestiture activities are described in section 3.2.

5. An annual process to submit requests to compete for project funding. The SCC is how parks request project money, set priorities, and propose a sequence of work aligned with park needs and capacity.

6. DOI-AAAP 0167 "Capital Planning and Investment Control for Construction and Leased Space" establishes the DOI *Capital Planning and Investment Control (CPIC) for Construction and Leased Space Guide* as policy.

- conducting timely and appropriate planning before investing significant resources into projects;
- reviewing and bolstering park facility project proposals and certifying that projects requiring BIRB review and approval reflect defensible investments as well as regional priorities; and
- approving investment concepts and projects, as delegated by the BIRB.

1.2. SERVICEWIDE FACILITY INVESTMENT PILLARS

Four servicewide facility investment pillars, reflected in table 2-1, influence NPS investment decisions. These pillars reflect the NPS mission and DOI/NPS priorities and are aligned with annual SCC guidance for project proposals. Within these pillars, the BIRB considers financial, operational, and environmental sustainability, climate resiliency, and equity when considering whether to approve proposed facility investments. Focus areas corresponding to the pillars are in the SCC guidance for each fund source.

Table 1-1. NPS Facility Investment Pillars

Pillar	Description
Invest in Our Future	Through sustainable opportunities, improve facilities or operations while prioritizing conservation and protecting natural and cultural resources.
Invest in Our Visitors	Continue to meet the needs and expectations of visitors by modernizing our critical backbone infrastructure to eliminate health and safety liability risks, leading to safe, accessible, and reliable service for visitors. Enable every visitor to have a great national park experience by improving access and enhancing recreational opportunities.
Invest in Our Workplace	Invest in assets that support and enhance employee accessibility, experience, and well-being to improve effectiveness and retention.
Invest in Our Heritage	Preserve and protect important natural and cultural heritage assets for future generations by properly managing and maintaining natural and cultural heritage assets that are critical to understanding our country's story.

CHAPTER 2. NPS CAPITAL INVESTMENT PROCESS

2.1. NPS CAPITAL INVESTMENT PROCESS OVERVIEW

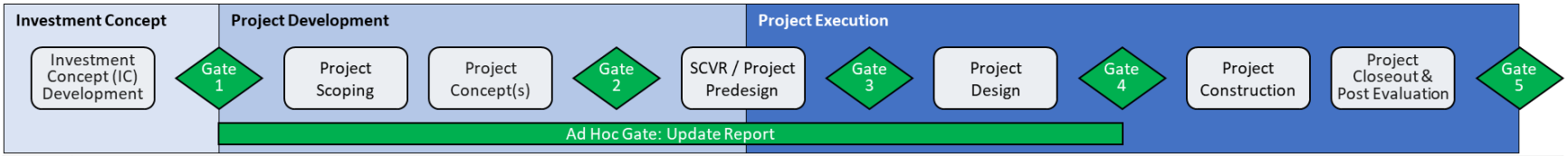
National Park Service leadership has adopted the Capital Investment Process (CIP), depicted in Figure 2-1, to align with the DOI's CPIC process and to guide agency investments. The CIP outlines the requirements for selecting and managing Capital Investments to ensure they are well conceived, cost-effective, and support mission and business goals. Integral to the process are early and regular check-ins (i.e., gates) with RIRBs and the BIRB. This process follows an investment from inception through construction funding and the decision to reinvest in the asset. All Capital Investments must follow this process through every Gate unless they are outside the thresholds as described in chapter 3.

Approval Process of a Submission

Capital Investment submissions follow an approval path from the park to the region to the Washington Support Office (WASO). Every submission to a CIP gate must be initiated by the Park Superintendent as the project sponsor, who is the overall owner with accountability for the outcome of an investment. The next step is regional review and certification. Each region will develop an independent review and certification process culminating in a RIRB decision of whether to approve or disapprove the Capital Investment. Upon RIRB approval, the Capital Investment may be submitted to the BIRB in accordance with the thresholds and facility investment categories described in chapter 3. Each BIRB submission must be preceded by a RIRB approval, with any regional stipulations resolved. This approval process is tracked and recorded in the Automated Investment Review Board (AIRB).[7] Refer to the AIRB SharePoint site for tools, resources, and requirements to prepare and submit for RIRB and BIRB reviews.

7. AIRB is a SharePoint site that allows users to electronically prepare a submission to the BIRB.

FIGURE 2-1. NPS CAPITAL INVESTMENT PROCESS



Supporting Information			
	Investment Concept (IC) Development: The park and regional interdisciplinary team develops an IC grounded in the park's strategic facility investment planning. The IC is approved by the Superintendent, RIRB, and RD prior to submission to the BIRB.	3	**Gate 3 - Project Planning & Predesign Completion** *(CPIC Planning/Programming Phase)*: The BIRB/delegate reviews and approves the schematic design or program of requirements.
1	**Gate 1 - Approve Investment Concept (IC)** *(CPIC Requirements Phase)*: The BIRB reviews and approves the IC. If approved, the investment is eligible for project scoping funding.		**Project Design:** The project team develops and finalizes the project design. Includes design development and completion of contract documents and the independent government estimate (IGE).
	Ad Hoc Gate - Update Report: The project team submits an Update Report to communicate completion of a stipulation or change in the scope or cost. This is not a gate in and of itself but may involve a return to a previous gate.	4	**Gate 4 - Authorize Construction Funds** *(CPIC Design Phase)*: The Director's Approval Form (DAF) is required to release construction funds and proceed with solicitation. The project team routes it through the Region to MCD for review and approval, then to WASO Budget for certification of funds and finally to the AD PPFL for final review and approval.
	Project Scoping: The park/region develops the IC into one or multiple scoped and costed project concepts suitable for entry in the Project Management Information System (PMIS).		**Project Construction:** The construction contract is awarded and construction takes place.
	Project Concept(s): The park prepares PMIS entries for each project concept. The region confirms and submits to the SCC fund source as part of fund source program development. MCD/the fund source manager validates the concept(s) is/are within scope tolerances of the previously approved IC.		**Project Closeout & Post Evaluation:** The project team closes out the project and prepares a post evaluation report.
2	**Gate 2 - Endorse Single- / Multi-Year Plan:** The fund source manager validates the PMIS entry(ies) meet(s) fund source criteria and prioritizes into the single-/multi-year plan. The BIRB endorses the single-/multi-year plan. Predesign funds are authorized.	5	**Gate 5 - Post Evaluation Review:** The BIRB/delegate conducts a post evaluation review for requested projects.
	SCVR / Project Predesign: A scope and cost validation report (SCVR) is completed. The project team develops project predesign.		

Legend			
	Investment Concept Activity	#	NPS Capital Investment Process Step
	Project Development Activity	#	Bureau Investment Review Board Approval Gate
	Project Execution Activity		Bureau Investment Review Board Ad Hoc Gate

NOTES:

- BIRB gate approvals begin at $2M total project cost.
- If the project stays within tolerances following Gate 1 IC approval, further review/approval may be delegated.
- Investments or projects that are 75% or greater maintenance or divestiture, are not reviewed by the BIRB unless they include $1M or greater of new construction, by cost of work orders.
- Gate 1, 3 & 4 submissions may be delegated to regions on a case-by-case basis.

2.2. NPS CAPITAL INVESTMENT PROCESS WALKTHROUGH

Investment Concept Development and Gate 1 – Approve Investment Concept

Investment concept (IC) planning and approval is the first recorded step in the NPS CIP, depicted as Gate 1 *Approve Investment Concept (IC)*. It is an interdisciplinary, collaborative, and data-informed process to define the problem, explore a range of solutions, and secure RIRB and BIRB approval before significant planning, design, or stakeholder engagement occurs. Investment concepts should include the full scope of investments needed for a concept to function and consider alternative means to solve the problem, including non-facility solutions and a strategic retreat from functions and services that the NPS cannot afford to sustain. In preparing for IRB review, teams must acknowledge that the NPS has more assets than staff and funding to adequately operate and maintain them and in doing so, identifies trade-offs or offsets to ensure the proposed investment and the park's priority resources can be sustained. Additional information on developing financially sustainable ICs is in chapter 4.

While IRB approval at Gate 1 enables park managers to seek funds to develop the IC into one/multiple project concepts, it does not guarantee future construction funding. If the IC is approved with stipulations, funding to advance the IC would be provided after the stipulations are resolved to the BIRB's satisfaction.

Investment concepts, including those developed through management plans, must be approved before initiating National Environmental Policy Act (NEPA) and other public engagement processes. This sequencing is intended to manage stakeholder, partner, and public expectations regarding the proposed facility or level of investment. If the cost and/or scope of an already-approved IC increases before Gate 2 *Endorse Single-/Multi-Year Plan* due to feedback from public scoping or alternative development, RIRB and BIRB approval of the new, revised, or updated concept is required before the plan and associated compliance document(s) can be finalized and released to the public. Parks with a formal planning effort, regardless of fund source, should consult with their region in coordination with WASO Park Planning and Special Studies to determine if/when IC review is needed for the proposed plan. Programmatic planning efforts that do not propose design or construction investment alternatives will likely not require an IC review. Additional resources for developing a quality IC are on the AIRB SharePoint site (Gate 1 Guidance).

Project Scoping and Project Concept(s)

Once the IC is approved, park managers, in conjunction with other resources (region, WASO, other delivery agents), develop the investment scope, cost (at least a Class C estimate), and initial schedule (based on requested funding year) to compete for funding, as one or multiple project concepts.[8] The project concept scope must be defined well enough for the fund source manager to assess the cost and benefit to allow prioritization and inclusion into a fund source's single-/multi-year plan at Gate 2 *Endorse Single-/Multi-Year*

8. A project concept is a project at the earliest stages of development when a problem statement is clear, but the project parameters (i.e., scope, cost, schedule) are fluid and being defined through a process that results in a defined project. This is most generally understood as the Project Management Information System record.

Plan. This task is usually accomplished by entering work orders for each asset, creating projects in the Project Management Information System, and submitting those projects to eligible fund sources in response to the annual SCC.

Gate 2 – Endorse Single-/Multi-Year Plan

Fund source managers select highly competitive projects for inclusion in single- or multi-year plans, which for certain fund sources, are endorsed by the BIRB annually, depicted as Gate 2 in figure 2-1. This process occurs before plans are submitted to the President's Budget (i.e., the Greenbook). For fund sources that are not published in the President's Budget, Gate 2 occurs at the WASO Directorate level (see additional information on the Servicewide Comprehensive Call). For additional information, refer to the AIRB SharePoint site (Gate 2 Guidance).

Scope and Cost Validation Report/Project Predesign

Once a project has been approved or published within an approved single- or multi-year plan (i.e., a funded program), park managers may seek funding from the program for predesign, starting with a Scope and Cost Validation Report (SCVR). The SCVR is used to baseline scope and cost values early in the project before Gate 3 *Project Planning & Predesign Completion* (formerly *Approve Schematic Design*). All Capital Investment project managers must submit a SCVR via the AIRB to be approved by either a fund source manager or an IRB. The program manager may ask for an IRB to review and provide additional guidance, comments, or stipulations.

Gate 3 – Project Planning and Predesign Completion (Formerly Approve Schematic Design)

To pass this gate, a project must be well developed, and all predesign activities should be complete. All predesign activities and investigative reports should be complete, and further design should uncover no new significant findings. A Class B cost estimate has been developed, and a compliance (i.e., NEPA, National Historic Preservation Act) pathway has been determined, if not documented, as complete. All elements of this submission should align with the previously approved SCVR, IC, and Update Reports (see "Ad Hoc Gate – Update Reports" below). A technical review of the submission has been conducted to ensure consistency with previous submittals, as well as to confirm that previous comments or stipulations have been addressed and align with all prior IRB and fund source manager approvals. Any deviations must be clearly articulated, justified, and documented at this gate. Additional resources for developing a quality Gate 3 submission, including required supplemental documentation, are on the AIRB SharePoint site (Gate 3 Guidance).

Project Design

Final design and construction documents are developed during this phase. Bid options and contract schedules must be coordinated with the fund source manager and the WASO Budget Office. For a traditional design-bid-build contract, a Class A estimate is developed based upon 100% construction documents.

Ad Hoc Gate – Update Reports

An Update Report is required to demonstrate compliance with the resolution of a stipulation placed on a project by an IRB. The Update Report should reference the specific stipulation being resolved and must provide clear information and documentation to resolve the stipulation.

An Update Report may also be required in the event of a scope or cost change. If a project experiences a 10% or greater increase to scope or cost during predesign after a SCVR has been approved, or during project design, a Gate 3 Update Report must be submitted to AIRB within 60 days of receipt of the documented change. The purpose of this Update Report is to document a baseline change and confirm the NPS commitment to the revised investment as presented. The cause of the change will determine if the Update Report requires additional IRB approval, as determined by the fund source manager or the WASO Major Construction Division (MCD). If it is determined that an IRB action is required, the Gate 3 Update Report will be changed to a Gate 1 Update Report for IRB approval. For example, a cost increase due to validated construction market increases without a scope change may not require IRB approval unless significantly above 10%, whereas increase in scope will almost likely require IRB approval.

Gate 4 – Authorize Construction Funds

Director's Approval Form (DAF) review and approval achieves two goals. First, the administrative record of approvals and conformance to all comments and stipulations is reviewed to ensure all outstanding issues have been addressed. Second, the funds are certified as being available for the project. This is a step to ensure that the NPS is not anti-deficient.

Upon completion of a contract package and before solicitation, a review of the final scope, cost, and schedule is conducted to ensure alignment with all previous approvals. This may occur at different stages of project design development, depending on the acquisition strategy. In general, the expectation is that a final contract cost estimate, scope, and schedule is documented and ready for solicitation. A base scope with any bid options that align with the previously approved scope and cost estimates must be submitted. A detailed checklist of required documentation for a Gate 4 approval is on the AIRB SharePoint site (Gate 4 Guidance and Checklist).

A Gate 4 DAF is required to release the construction funds and is submitted via AIRB and routed through the region to the MCD to begin the review process. While Gate 4 is technically an IRB decision, the Associate Director (AD) of the Park Planning, Facilities & Lands Directorate (PPFL), as the Chair of the BIRB, has delegated approval from the Director to approve with concurrence from the WASO Budget Office. Gate 4 DAFs are approved quickly after submission and not on a specified schedule. Fund source managers are consulted during this review and approval.

Project Construction and Project Closeout and Post Evaluation

Once a DAF has been signed by the AD PPFL and construction funding has been allocated to a project, a project team can proceed to solicitation. Project management and contract administration activities begin, and the project is subject to fund source requirements (e.g., regular updates). Contact the appropriate fund source manager to understand specific requirements.

If, after Gate 4 approval, a project experiences a scope or cost increase of 10% or more in the process of project solicitation and submittal of construction proposals, a Gate 3 Update Report must be submitted to AIRB prior to award, if feasible, or within 30 days post-award. The purpose of this Update Report is to document a baseline change and confirm NPS commitment to fund the investment. Various fund source rules govern upper-level approvals required to access funds more than 10% gross, which may include NPS, DOI, and/or congressional notification and formal reprogramming.

If a project is solicited unsuccessfully, a Gate 3 Update Report should be submitted to AIRB to document the approach to receive favorable bids and provide a revised schedule. A new DAF is not required before re-solicitation. If, during construction, the project is terminated, a Gate 3 Update Report should be submitted to AIRB to document the rationale for canceling the contract and document the proposed next steps and schedule to either complete the project or reduce the scope.

Based on applicable thresholds and fund sources, MCD will monitor construction milestones and completions and provide all required project reporting, including CPIC.

Gate 5 – Post Evaluation Review

This gate describes the goals achieved with the project, the funds expended, and any follow-up actions or lessons learned. Currently, this gate is still under development by MCD, and any post construction reviews are by BIRB invitation only.

2.3. CONSIDERATIONS AT ALL GATES

Deputy Directors are briefed for their concurrence of any Gate 1 or Gate 3 approval (i.e., Investment Concept; or Schematic Design or Program of Requirements[9]) anticipated to cost more than $75 million.

Further, all submissions should consider the toolkits and guidance associated with specific asset types. Examples include housing, campground, visitor centers, and regional curatorial storage plans.

Additionally, compliance with NPS policy, including policy memos, must be demonstrated in every submission (e.g., Climate Change and Natural Hazards Checklist, Historic Property Project Documentation, Building Code Compliance, Value Methodology).

9. A Program of Requirements is a design-build project delivery approach that takes away risk from the government and puts it on the contractor.

Contact the MCD Program Policy and Guidance Branch for more information on toolkits, guidance, and policy requirements.

2.4. IRB DECISION SHELF LIFE

Investments must move through the gates of the CIP in a timely manner to keep investments relevant, accurate and on target with current priorities and commitments. Therefore, decisions made by RIRBs and the BIRB will have a maximum shelf life of five years between Gates 1 and 2 and between Gates 2 and 3. However the shelf life of an IRB decision between Gate 3 and 4 is three years. For example, if an IC is approved in March 2024 at Gate 1, it must either be included in a fund source single-/multi-year plan at Gate 2, or an Update Report must be submitted to a RIRB or the BIRB by March 2029. Otherwise, the IC must return as a new IC at Gate 1.

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CHAPTER 3. APPROVALS AND THRESHOLDS

3.1. APPROVAL THRESHOLDS AND REQUIREMENTS

Investment Review Board review and approvals are based on facility investment categories and thresholds listed in table 3-1. Approval thresholds determine the accountable IRB with all decisions being recorded in AIRB. The BIRB Chair and RIRB Chairs may delegate reviews as needed in accordance with Charters. Meanwhile, RIRBs with a BIRB Chair-endorsed Charter may request delegation to approve submissions. Most programs have specific instructions or guidance included in the SCC, which are in addition to any IRB reviews expectations.

Table 3-1. Approval Thresholds

Individual Submission Cost Threshold[10, 11]	**Gate 1: Approve Investment Concept** (CPIC Requirements Phase)	**Gate 3: Project Planning and Predesign Completion** (CPIC Planning/Programming Phase)	**Gate 4: Authorize Construction Funds** (CPIC Design Phase)
Greater than $20 M	BIRB	BIRB Subcommittee[12]	BIRB
Between $5 M and $20 M	BIRB	BIRB Subcommittee	BIRB
Between $2 M and $5 M	BIRB	MCD Staff	BIRB
Less than $2 M	RIRB	RIRB or Appropriate Delegate	RIRB

3.2. APPROVAL REQUIREMENTS BY FACILITY INVESTMENT CATEGORY

In addition to the thresholds in table 3-1, projects comprising specific Facility Investment Categories may have different IRB approval expectations. Below is a brief definition of Facility Investment Categories, followed by a description of approval requirements.

Maintenance and Divestiture

Maintenance: Routine and preventative maintenance activities performed on capital assets to help achieve the asset's originally anticipated life. Includes recurring, preventative, deferred, and non-disaster unplanned maintenance activities. Excludes operational activities such as custodial, landscaping, debris removal, and storm cleanup.

Divestiture: Demolition, dismantling and removal, title transfer, or surplus of deteriorated or otherwise unneeded asset, including associated site remediation.

10. Total project cost, which encompasses any money spent on a project from early design to final design, construction management, and contingency. See chapter 5 for the full definition.

11. Per CPIC guidance, bureaus are expected to implement a CPIC program for investments below $5 million, following the DOI Capital Improvement/Deferred Maintenance Planning Guidelines.

12. For more information, refer to the BIRB Charter.

Modernization and Renewal – Recapitalization, Alteration, Replacement/New Construction

Recapitalization: Replacement of a critical component/system that extends the useful life of a capital asset and major renovations without a significant change in function or capacity.

Alteration: Expansion, extension, or update of an existing asset to accommodate new technology or change of function or to accommodate unmet programmatic needs.

Replacement/New Construction: Construction or assembly of a replacement/new asset. Replacement is construction of a new asset that replaces the capacity and function of one or more assets. Demolition of the existing asset(s) must be included in the replacement project. New construction is the construction of a new asset to accommodate a new function or provide additional capacity. New construction at any level of investment will be subject to increased scrutiny from the RIRB and BIRB.

For more information on Investment Categories, refer to these frequently asked questions. There is also a crosswalk for transportation work categories in development and is expected to be in use during this year once final.

Approval Requirements

Refer to fund source guidance in the SCC to determine if BIRB IC approval (Gate 1) is required before competing for funds. (Note: All Legacy Restoration Fund and Line-Item Construction projects require BIRB Gate 1 review and approval.) Investment Review Board approval is required for submissions per the thresholds in table 4-1 with the following exceptions and clarifications:

- Any submission with $1 million or more of New Construction, by work order cost, requires BIRB review and approval.
- Maintenance and Divesture projects that contain less than 25% Modernization and Renewal, by work order cost, may not require IRB review and approval unless specifically requested.
- Gates 1, 3, and 4 submissions may be delegated to regions on a case-by-case basis.
- Projects that are $2 million and below will generally not require AIRB submission unless RIRBs establish more strict regional requirements.

CHAPTER 4. STRATEGIES TO IMPROVE FINANCIAL SUSTAINABILITY

This chapter describes several operations and maintenance (O&M) strategies park managers must consider when preparing ICs and are expected to be implemented as the investment moves through the CIP. When reviewing ICs, the BIRB considers both capital and long-term O&M costs and expects park managers to have carefully considered and addressed them. Since park base funds are rarely sufficient to cover existing lifecycle costs, park managers must identify solutions to help offset future O&M expenditures. Offsetting strategies may be project-specific or benefit the park overall. The examples below describe how some park managers are addressing this issue.

4.1. DIVESTITURE OF LOW PRIORITY ASSETS

Divestiture of excess or low-priority assets help eliminate or reduce long-term maintenance costs to maintain and secure the site. It also helps reduce law enforcement responses to vandalism and fires that may impact public safety and surrounding park resources. Properly decommissioning facilities is appropriate when they are vacant, and a future use has not yet been determined.

4.2. LEASE FACILITIES NOT NEEDED FOR PARK PURPOSES

Develop public and private partnerships through the leasing program. Benefits include the restoration and operation of park facilities by lessees. Leasing revenues may be used by the park to maintain the property, or lease terms may require the lessee to maintain the property. Both scenarios help offset park O&M costs.

4.3. TRANSFER OWNERSHIP

Where authority exists, parks should consider opportunities to transfer ownership of existing but significant assets to partners or local utility providers so that future Capital Investments and O&M responsibilities are no longer a burden on the park.

4.4. MAXIMIZE GRANT PROGRAMS

To address some of the bureau's largest structural challenges, the NPS has taken a proactive, collaborative approach by leveraging internal and partner expertise to find solutions. Over the past few years, the NPS has secured more than $400 million in state/local partner funding, as well as outside federal aid transportation grants. This translates to $4 from outside public sources for every NPS dollar invested.

4.5. CONNECT TO MUNICIPAL UTILITY SYSTEMS

Park managers should explore connecting to the municipal system in situations where the local utility provider offers a viable alternative to park-provided utilities that require specialized resources to operate and maintain them.

4.6. RECOVER COSTS FOR NPS-PROVIDED UTILITIES

Director's Order 35B: *Cost Recovery for National Park Service Provided Utilities*, authorizes parks to recuperate the costs for utilities, including operating expenses, cyclical repair, and Capital Investment costs. Parks are expected to recuperate these costs from users of park utilities, where feasible.

4.7. CREATE CONCESSION OPPORTUNITIES

Decisions to allow private business operations within a park are made with the goal of creating mutual benefit for the park, its resources and visitors, and the concessioner. One benefit is transferring responsibility for facility upkeep to the concessioner. Park managers should explore potential concession opportunities if the following apply:

- The facility is determined suitable for supporting a necessary and appropriate visitor service.
- Analysis of the concession contract determines that the concessioner has a reasonable opportunity to generate profit, and the project has been adequately scoped.
- The projected return on investment, over the term of the contract, is positive.

4.8. CONSOLIDATE AND REPURPOSE SPACE

Identify opportunities to consolidate and repurpose existing space before proposing to expand space or build a new facility.

4.9. EXPAND PARTNERSHIP OPPORTUNITIES

Identify philanthropic partners and cooperating associations for the management and long-term maintenance of key assets.

4.10. CONSIDER ENTRANCE AND AMENITY FEES

Entrance and amenity fees provide parks with a source of funding for maintenance projects and visitor services. While legislation may be required, park managers should explore establishing new fees or increasing existing fees to help offset rising O&M costs. Revenue-generating parks should align their revenue streams to address high-priority needs before competing for additional funds at a regional or national level.

CHAPTER 5. GLOSSARY

Automated Investment Review Board (AIRB): A SharePoint site that allows users to electronically prepare a submission to the BIRB.

Bureau Investment Review Board (BIRB): A National Leadership Council authorized by the Director to serve as the executive body that sets the direction for the NPS facility investment portfolio.

Capital Investment: The direction of resources towards a capital improvement, alteration, recapitalization, modernization, or new construction using all fund sources available to the NPS including grants, donations, concessions, Federal Lands Transportation Program funds, and any new appropriations made available to be spent on NPS assets. Capital Investment encompasses all review and approval gates throughout the investment lifecycle. Within this document, the terms "Capital Investment" and "Facility Investment" are used interchangeably.

Capital Planning and Investment Control (CPIC): Department of the Interior (DOI) – Acquisition, Arts, and Asset Policy (AAAP) 0167 "Capital Planning and Investment Control for Construction and Leased Space" establishes the *DOI Capital Planning and Investment Control (CPIC) for Construction and Leased Space* Guide as policy and requires that all bureaus and offices with construction activities, direct commercial leases, and General Services Administration Occupancy Agreements are responsible for adhering to the provisions specified in the Guide.

Facility Investment: See the definition of *Capital Investment*.

Investment: The decision by a DOI organization to expend resources or the actual expenditure of resources on selected initiatives, with the expectation that the benefits from the expenditure meet or exceed the value of the resources expended.

Investment Concept (IC): An interdisciplinary, collaborative process to define a problem, explore a range of options, and seek Investment Review Board (IRB) approval. An approved investment concept becomes the foundation for project development.

Program of Requirements (POR): A design-build project delivery approach that takes away risk from the government and puts it on the contractor.

Project: A proposed solution to a defined problem that has a defined scope, cost, and schedule.

Project Concept: A project at the earliest stages of development, when a problem statement is clear but the parameters of the project (i.e., scope, cost, schedule) are fluid and being defined through a process that results in a defined project.

Regional Investment Review Board (RIRB): A committee comprising senior managers providing a regional policy perspective for and oversight of NPS construction programs and the formulation of individual projects within their respective region. Regional Investment Review Boards are responsible for many of the same tasks as the BIRB but at an earlier stage.

Schematic Design (SD): The process of transforming information from the predesign phase into drawings and other presentation media that illustrate the scale and relationship of project components. The process also captures the essence of the design in plans, elevations, sections, and perspectives. Specific to the NPS, Schematic Design is used to verify and clarify the technical and spatial assumptions made in the project program.

Servicewide Comprehensive Call (SCC): An annual process to submit requests to compete for project funding. The SCC is how park managers request project funds, set priorities, and propose a sequence of work aligned with park needs and capacity.

Total Project Cost (TPC): Encompasses any funds spent on a project from early design to final design, construction management, and contingency. Includes net construction cost and the following markups: Preliminary Design (5%), Compliance (5%), Supplemental Services (2%), Design (10%), Construction Management (8%), and Contingency (10%). This definition should apply regardless of the fund source(s) being used to undertake the project and/or the markups associated with the project. Also see the *NPS Cost Estimating Handbook*.

As the nation's principal conservation agency, the Department of the Interior has responsibility for most of our nationally owned public lands and natural resources. This includes fostering sound use of our land and water resources; protecting our fish, wildlife, and biological diversity; preserving the environmental and cultural values of our national parks and historic places; and providing for the enjoyment of life through outdoor recreation. The department assesses our energy and mineral resources and works to ensure that their development is in the best interests of all our people by encouraging stewardship and citizen participation in their care. The department also has a major responsibility for American Indian reservation communities and for people who live in island territories under U.S. administration.

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