



**United States  
Environmental Protection Agency**

**FISCAL YEAR 2025**

**Justification of Appropriation  
Estimates for the  
Committee on Appropriations**

**Tab 07: Buildings and Facilities**

**Environmental Protection Agency  
FY 2025 Annual Performance Plan and Congressional Justification**

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**Environmental Protection Agency  
FY 2025 Annual Performance Plan and Congressional Justification**

**APPROPRIATION: Building and Facilities  
Resource Summary Table  
(Dollars in Thousands)**

	<b>FY 2023 Final Actuals</b>	<b>FY 2024 Annualized CR</b>	<b>FY 2025 President's Budget</b>	<b>FY 2025 President's Budget v. FY 2024 Annualized CR</b>
<b>Building and Facilities</b>				
Budget Authority	\$21,446	\$48,752	\$105,569	\$56,817
Total Workyears	0.0	0.0	0.0	0.0

**Bill Language: Buildings and Facilities**

*For construction, repair, improvement, extension, alteration, and purchase of fixed equipment or facilities of, or for use by, the Environmental Protection Agency, \$105,569,000, to remain available until expended.*

**Program Projects in B&F  
(Dollars in Thousands)**

<b>Program Project</b>	<b>FY 2023 Final Actuals</b>	<b>FY 2024 Annualized CR</b>	<b>FY 2025 President's Budget</b>	<b>FY 2025 President's Budget v. FY 2024 Annualized CR</b>
Homeland Security				
Homeland Security: Protection of EPA Personnel and Infrastructure	\$3,944	\$6,676	\$6,676	\$0
Operations and Administration				
Facilities Infrastructure and Operations	\$17,502	\$42,076	\$98,893	\$56,817
<b>TOTAL B&amp;F</b>	<b>\$21,446</b>	<b>\$48,752</b>	<b>\$105,569</b>	<b>\$56,817</b>

## **Homeland Security**

**Homeland Security: Protection of EPA Personnel and Infrastructure**

Program Area: Homeland Security

Goal: Safeguard and Revitalize Communities

Objective(s): Prepare for and Respond to Environmental Emergencies

(Dollars in Thousands)

	<b>FY 2023 Final Actuals</b>	<b>FY 2024 Annualized CR</b>	<b>FY 2025 President's Budget</b>	<b>FY 2025 President's Budget v. FY 2024 Annualized CR</b>
Environmental Programs & Management	\$6,059	\$5,188	\$5,158	-\$30
Science & Technology	\$625	\$625	\$501	-\$124
<b><i>Building and Facilities</i></b>	<b><i>\$3,944</i></b>	<b><i>\$6,676</i></b>	<b><i>\$6,676</i></b>	<b><i>\$0</i></b>
Hazardous Substance Superfund	\$1,167	\$1,029	\$1,530	\$501
Total Budget Authority	\$11,795	\$13,518	\$13,865	\$347
Total Workyears	12.3	13.3	13.3	0.0

Total workyears in FY 2025 include 13.3 FTE to support Homeland Security Working Capital Fund (WCF) services.

**Program Project Description:**

EPA’s Buildings and Facilities resources, in the Homeland Security: Protection of EPA Personnel and Infrastructure Program, support the protection of federal employees, contractors, grantees, and private citizens who work within or visit EPA facilities. EPA’s buildings include headquarters and regional offices, program and research laboratories, and warehouses. These facilities are either owned or leased by EPA or the General Services Administration (GSA). This funding ensures federal mandates related to physical security and local emergency preparedness are met for EPA facilities. These funds support the physical security protection equipment and mechanisms required to protect occupants, facility relocation (*e.g.*, moves, new leases, consolidations, etc.), physical equipment upgrades/modernization, and corrective actions required to address security vulnerabilities identified during physical security assessments.

**FY 2025 Activities and Performance Plan:**

Work in this program directly supports Goal 6/Objective 6.3, Prepare for and Respond to Environmental Emergencies in the *FY 2022 - 2026 EPA Strategic Plan*.

In FY 2025, EPA will continue to partner with GSA on implementing Enterprise Physical Access Control Systems (ePACS). ePACS modernizes EPA’s security infrastructure in compliance with *Homeland Security Presidential Directive-12 (HSPD-12)*<sup>1</sup> and ensures that the Agency is enhancing safety, security, and efficiency with more effective controlled access to EPA physical space and networks.

In FY 2025, EPA will complete security projects to ensure protection of occupants and compliance with federal mandates and Interagency Security Committee (ISC) standards, including:

<sup>1</sup> For additional information, please see: <https://www.dhs.gov/homeland-security-presidential-directive-12>.

- Migrating to ePACS at the Research Triangle Park, NC Laboratory, Gulf Breeze, FL Laboratory, the Newport, OR Environmental Laboratory, the Washington, DC EPA Headquarters facilities, the Edison, NJ Region 2 Laboratory, and the New York City, NY Region 2 Headquarters.
- Upgrading closed-circuit television and physical security in response to vulnerabilities identified in physical security assessments.

The Agency will continue to utilize GSA's Managed Service Office program, USAccess, for Personal Identity Verification card enrollment and issuance. USAccess is a GSA managed, shared services solution that provides EPA with the ability to produce and maintain secure and reliable forms of identification, for all EPA employees and contractors as required by HSPD-12.

**Performance Measure Targets:**

EPA's FY 2025 Annual Performance Plan does not include annual performance goals specific to this program.

**FY 2025 Change from FY 2024 Annualized CR (Dollars in Thousands):**

- There is no change in program funding.

**Statutory Authority:**

Intelligence Reform and Terrorism Prevention Act of 2004; Homeland Security Act of 2002; Reorganization Plan No. 3 of 1970, 84 Stat. 2086, as amended by Pub. L. 98-80, 97 Stat. 485 (codified at Title 5, App.) (EPA's organic statute).

## **Operations and Administration**

## Facilities Infrastructure and Operations

Program Area: Operations and Administration  
Cross-Agency Mission and Science Support

(Dollars in Thousands)

	<b>FY 2023 Final Actuals</b>	<b>FY 2024 Annualized CR</b>	<b>FY 2025 President's Budget</b>	<b>FY 2025 President's Budget v. FY 2024 Annualized CR</b>
Environmental Programs & Management	\$275,614	\$283,330	\$308,134	\$24,804
Science & Technology	\$65,328	\$67,500	\$72,906	\$5,406
<b><i>Building and Facilities</i></b>	<b><i>\$17,502</i></b>	<b><i>\$42,076</i></b>	<b><i>\$98,893</i></b>	<b><i>\$56,817</i></b>
Leaking Underground Storage Tanks	\$803	\$754	\$729	-\$25
Inland Oil Spill Programs	\$692	\$682	\$643	-\$39
Hazardous Substance Superfund	\$74,115	\$65,634	\$72,349	\$6,715
Total Budget Authority	\$434,054	\$459,976	\$553,654	\$93,678
Total Workyears	304.7	321.8	331.1	9.3

Total work years in FY 2025 include 6.1 FTE to support Facilities Infrastructure and Operations Working Capital Fund (WCF) services.

### **Program Project Description:**

EPA's Buildings and Facilities (B&F) appropriation supports the design, construction, repair, and improvement of EPA's federally owned and leased land and structures. B&F funds construction, renovation, and alteration projects costing more than \$300 thousand per statute. B&F resources ensure that the Agency complies with requirements, including the Energy Policy Act of 2005; the Energy Independence and Security Act of 2007 (EISA); the Energy Act of 2020; and regulatory mandates associated with soil and water pesticides testing.

### **FY 2025 Activities and Performance Plan:**

Work in this program provides Cross-Agency Mission and Science Support and is allocated across strategic goals and objectives in the *FY 2022 - 2026 EPA Strategic Plan*.

In FY 2025, the Agency proposes an investment of an additional \$56.8 million in the Facilities and Operations Program. This funding supports critical space consolidation, construction, and the repair and improvement (R&I) of EPA's aging facility and laboratory real estate inventory, including to help reduce over \$100 million in backlogged R&I projects. This funding includes \$6 million to reconfigure and modernize the EPA-owned lab space at the Andrew W. Breidenbach Environmental Research Center (AWBERC) in Cincinnati, Ohio to improve the Agency's per- and polyfluoroalkyl substances (PFAS) research. Currently this work is conducted across several isolated PFAS analytical laboratories in the AWBERC facility, resulting in inefficient processes that limit the timeliness and number of analyses. This reconfiguration would create one contiguous laboratory dedicated to PFAS research with an investment in state-of-the-art equipment to advance PFAS analyses. This also includes investing \$5 million to support the modernization and

enhancement of the National Enforcement Investigations Center (NEIC) and National Forensics Center in Denver, Colorado to keep up with the evolving laboratory and forensics needs.

In accordance with the Memorandum on Implementation of agencywide Real Property Capital Planning (M-20-03) and the *Federal Assets Sale and Transfer Act* (FASTA),<sup>2,3</sup> the Agency will continue to review its space needs. B&F resources are essential to help EPA reduce the number of occupied leased facilities, consolidate and optimize space within owned facilities, and reduce square footage. Good stewardship practices demand that the physical conditions, functionality, safety and health, security, and research capabilities of the Agency's facilities are properly maintained to ensure successful completion of EPA's mission requirements and goals.

In FY 2025, EPA proposes an administrative provision to raise the B&F per project threshold from \$300 thousand in FY 2024 to \$350 thousand. The purpose of this proposed increase is to regularly adjust the threshold to keep it in line with construction and labor costs for smaller-scale construction and R&I projects. Economic conditions have created long lead times for services and materials, and higher construction costs are making projects more difficult to fund due budget constraints. The current \$300 thousand project threshold was set in FY 2023 after 10 years at \$150 thousand. Additional information is found in the Proposed FY 2025 Administrative Provisions section.

In accordance with the Memorandum on Advancing Climate Resilience through Climate-Smart Infrastructure Investments and Implementation Guidance for the Disaster Resiliency Planning Act (M-24-03), this program supports EPA's efforts to increase facility resiliency and sustainability to combat the effects of climate change while adapting EPA space to a growing workforce.<sup>4</sup> EPA will continue incorporating natural hazard and climate vulnerability assessments into their real property risk management process. In FY 2025, EPA will continue conducting climate resiliency assessments at EPA-owned facilities and prioritize additional opportunities to reduce climate-related fiscal risks. Assessments will identify potential projects that the Agency can undertake to increase facility resiliency against the impacts of climate change, such as roof stability or seawall construction projects. EPA will initiate all high-priority projects within 24 months of a climate assessment.

Through master planning and nationwide efforts to use space more efficiently, EPA identifies B&F projects which support the long-term conditions and efficiency of EPA facilities. Further, B&F resources are necessary for EPA to comply with GSA leasing practices requiring agencies to fund construction initiatives, including sustainable features as tenant improvements (TI) or up front and ongoing project costs.<sup>5</sup> These requirements significantly increase TI costs for new leases, pulling

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<sup>2</sup> For additional information, please refer to: <https://www.whitehouse.gov/wp-content/uploads/2019/11/M-20-03.pdf>.

<sup>3</sup> For additional information, please refer to: *Federal Assets Sale and Transfer Act of 2016*, <https://www.congress.gov/114/plaws/publ287/PLAW-114publ287.pdf>.

<sup>4</sup> Work in this program takes direction for climate change and sustainability related initiatives from the following: EO 14008: *Tackling the Climate Crisis at Home and Abroad* (<https://www.whitehouse.gov/briefing-room/presidential-actions/2021/01/27/executive-order-on-tackling-the-climate-crisis-at-home-and-abroad/>) EO 14057: *Catalyzing Clean Energy Industries and Jobs Through Federal Sustainability* (<https://www.whitehouse.gov/briefing-room/presidential-actions/2021/12/08/executive-order-on-catalyzing-clean-energy-industries-and-jobs-through-federal-sustainability/>)

<sup>5</sup> Many of these features are required by the Energy Independence and Security Act of 2007 or executive orders.

<sup>5</sup> For additional information, please see: <https://www.whitehouse.gov/wp-content/uploads/2023/11/M-24-03-Advancing-Climate-Resilience-through-Climate-Smart-Infrastructure-Investments.pdf>.

critical funding from ongoing efforts to consolidate space and reduce the Agency's footprint in accordance with *FASTA*.

Space consolidation and reconfiguration enable EPA to reduce its footprint to create a more efficient, collaborative, and technologically sophisticated workplace. In FY 2025, the Agency will continue to reconfigure EPA's workplaces to ensure the space footprint can accommodate a growing and hybrid workforce. EPA will consider all opportunities for supporting organizational health, in line with OMB Memoranda M-23-15 – *Measuring, Monitoring, and Improving Organizational Health and Organizational Performance in the Context of Evolving Agency Work Environments*,<sup>6</sup> and requests an additional \$5 million for this effort. EPA will work to optimize its space footprint to ensure that its facilities remain a critical place to collaborate, maintain connections, including engagement with local stakeholders and the public, and perform specialized work, while also adapting to the hybrid work model to reduce long-term rent costs.

The FY 2025 request will support the initiation of, and ongoing projects that provide critical maintenance for aging laboratory facilities and are key to ensuring that the Agency has access to preeminent laboratory science. To accomplish this, EPA must invest in infrastructure (e.g., architectural and design) and mechanical systems (e.g., electrical, water/steam, HVAC). These investments maintain a safe workplace and provide for high quality science that advance the Agency's mission. EPA will focus on critical facility repairs and infrastructure upgrades to maintain an acceptable Facility Condition Index (FCI), which measures the current state of EPA owned facilities.<sup>7</sup> Delaying essential repairs results in the deterioration of EPA's facilities, which increases long-term repair costs and enhances safety risks.

In FY 2025, the Agency will continue the following space optimization projects with the potential for the greatest long-term cost and energy savings:

- **Co-Locating in the Ada, Oklahoma, laboratory.** EPA will continue its work, which began in 2020, to consolidate employees currently in leased laboratory space into owned space. The Agency is co-locating operations for the regional laboratory in Houston, Texas, with the EPA-owned laboratory in Ada, Oklahoma. EPA is currently in the process of awarding contracts for phase two and phase three of the overall eight phase consolidation plan. Phase two entails library consolidation and renovations for a Glassware Prep room, and phase three will convert the Main Building's basement into R6 laboratories. In FY 2025, EPA will complete building infrastructure, electrical and mechanical upgrades.
- **Optimizing space at the Athens, Georgia, laboratory.** In FY 2025, EPA will continue construction in the Region 4 Main Lab Building to combine the facility with Office of Research and Development – Athens, as both of these facilities have not been fully utilized. This consolidation effort will save the Agency several million per year in rent, utilities, operation and maintenance, IT, and support services costs. The Athens space consolidation project started construction in 2020 and consists of six phases, EPA plans on awarding phase four in FY 2025.

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<sup>6</sup> For additional information, please see: <https://www.whitehouse.gov/wp-content/uploads/2023/04/M-23-15.pdf>.

<sup>6</sup> For additional information on the Synthesis Report of the U.S. EPA Laboratory Enterprise Evaluation, please refer to: <https://www.epa.gov/sites/production/files/2015-03/documents/synthesisreportoftheusepalaboratoryenterprise.pdf>.

- **Co-Locating in the Corvallis, Oregon, laboratory.** The Agency is co-locating operations for the Region 9 laboratory in Richmond, California, with the EPA-owned laboratory in Corvallis, Oregon. In FY 2025, the Agency will finalize construction of the Region 9 Facilities Support Services Center, which is designed for Region 9 laboratory support, and will continue renovations to accommodate Region 9 laboratory storage and office space in Corvallis, Oregon. In addition, EPA will perform upgrades to the central utility plant for the main lab building in FY 2025.

**Performance Measure Targets:**

**(PM CAA) Number of EPA-owned facility climate adaptation assessments completed.**

	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Units
Target					2	7	11	14	Assessments
Actual					1	7			

**(PM CRP) Percentage of priority climate resiliency Projects for EPA-owned facilities initiated within 24 months of a completed facility climate assessment and Project prioritization.**

	FY 2018	FY 2019	FY 2020	FY 2021	FY 2022	FY 2023	FY 2024	FY 2025	Units
Target						100	100	100	Percent
Actual						100			
Numerator						1			Projects
Denominator						1			

**FY 2025 Change from FY 2024 Annualized CR (Dollars in Thousands):**

- (+\$39,817.0) This program change supports implementation of EO 14057: *Catalyzing Clean Energy Industries and Jobs Through Federal Sustainability* requirements that will require EPA to increase facility resiliency against the impact of climate change and to advance sustainability of EPA operations.
- (+\$6,000.0) This program change supports OMB Memoranda M-23-15 – *Measuring, Monitoring, and Improving Organizational Health and Organizational Performance in the Context of Evolving Agency Work Environments*. This investment will modernize and enable EPA facilities to support meaningful in-person work and advance organizational health.
- (+\$6,000.0) This program change will reconfigure lab space and invest in state-of-the-art equipment at the Andrew W. Breidenbach Environmental Research Center in Cincinnati, Ohio. This investment will enable EPA to advance and improve the Agency’s PFAS research.
- (+\$5,000.0) This program change is an increase to improve and make repairs at the National Enforcement Investigations Center and upgrade National Forensics Center in Denver, Colorado. This investment will enable EPA to keep up with the evolving laboratory and forensics needs.

**Statutory Authority:**

Federal Property and Administration Services Act; Reorganization Plan No. 3 of 1970, 84 Stat. 2086, as amended by Pub. L. 98-80, 97 Stat. 485 (codified at Title 5, App.) (EPA's organic statute).