



**ADMINISTRATIVE
COMMUNICATIONS SYSTEM
U.S. DEPARTMENT OF EDUCATION**

DEPARTMENTAL DIRECTIVE

OM: 4-103

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Signed by: Andrew Jackson
Assistant Secretary for Management

Space Management

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Supersedes OM: 4-103, Space Management, dated 04/29/2008

I. Purpose

This Directive establishes the U.S. Department of Education's (ED's) policy and procedures for space planning, design and construction; provides uniform and consistent criteria on space and furniture allocation; and provides guidance on the acquisition, utilization, and assignment of space, in conformance with the Office of Management and Budget's (OMB) policy for Federal agency real estate holdings.

II. Policy

ED policy is to: a) standardize the acquisition, allocation, design, and disposal of space; b) utilize space in an efficient and cost effective manner based on architectural criteria, including design guidelines, federal regulations, building codes, and other appropriate models and codes; and c) standardize space criteria ED-wide, through the Office of Management (OM), to the extent practicable.

ED will comply with Section 3 of the OMB Memorandum M-12-12, "Promoting Efficient Spending to Support Agency Operations" and "Freeze the Footprint". ED will comply with the policy by ensuring no increase in the total square footage of domestic offices and warehouse inventory compared to the FY 2012 baseline. ED will also comply with the Federal Management Regulation issued by the General Services Administration (GSA) under the authority of the Federal Property and Administrative Services Act of 1949, as amended, 40 U.S.C. §121(c), as well as other applicable Federal laws and authorities.

ED will comply with the language of the Collective Bargaining Agreement. This includes pre-decisional involvement to the fullest extent practicable without regard to whether those matters are negotiable subjects of bargaining under 5 U.S.C. § 7106. This Directive does not waive the Agency's bargaining obligations regarding the impact of future space management issues/changes with respect to Bargaining Unit Employees.

III. Authorization

The policy and procedures described in this Directive are established in accordance with the delegation of authority for facilities management issued by the Secretary to the Assistant Secretary for Management through delegation EA/EM/270, certified on June 6, 2002.

IV. Applicability

This Directive is applicable to all new space designs, such as relocations, building modernizations or large-scale space alterations/reconfigurations.

V. Definitions

- A. **Circulation Factor:** Space in a building necessary to allow occupants to circulate. A multiplier applied to each work and support space used to estimate the amount of secondary circulation required to support these spaces.
- B. **Dominant Portion:** The portion of the enclosing inside finished surface that comprises 50% or more of the vertical floor-to-ceiling dimension.
- C. **Freestanding Furniture:** Case goods or other furniture that is structurally self-supporting.
- D. **Lease:** A written agreement between a lessee and GSA to occupy private building space under specific terms and conditions for a specified term and rent.
- E. **Occupancy Agreement (OA):** A written agreement between the GSA and an agency to occupy federally owned or leased building space under specific terms and conditions for a specified term and rent.
- F. **Open Plan:** A space layout of workstations, furniture and/or equipment within a specific area, excluding private offices. The Open Plan will not hinder or adversely impact any work performed within the work unit.
- G. **Office Space:** Space that is designated and/or occupied as private office(s). Offices are enclosed by four walls from floor to ceiling and have a door and provide an environment suitable for work, including adequate lighting, air conditioning, heating, ventilation, sound management where practical, floor covering, wall finish, and accessibility.
- H. **Principal Officer:** An Assistant Secretary and/or equivalent, or designee in Headquarters.
- I. **Program of Requirements (POR):** A summary of overall requirements including staffing figures, user group(s), gross and net assignable square feet, primary, and support and special space requirements (in terms of room/area needs). It is used as a baseline to plan for changes to assigned space, including relocations to new space or facilities. A POR also must have a certification that space can be funded through the rent process.
- J. **Rent:** The cost assessed by GSA for space and related services to agencies with tenancy in GSA controlled space or as the agent in regard to commercially leased space.
- K. **Space:** Includes all space occupied and/or controlled by ED and all appurtenances.

- L. **Space Assignment:** The authorization to occupy and use a specific building and/or designated area.
- M. **Support Space:** All office space not identified for occupancy, generally used as team or conference rooms, and/or for equipment, files, or storage.
- N. **Systems Furniture:** Modular furniture comprised of interchangeable non-load bearing panels, work surfaces, and storage units.
- O. **Usable Square Feet (USF):** Actual occupiable area of a floor or an office area required to house personnel and furniture equipment.
- P. **Utilization Rate:** The total USF divided by the number of staff. Staff consists of full time equivalent employees, interns, on-site contractor support and employees on detail.
- Q. **Workstation:** Assigned workstations may be enclosed by systems furniture partitions or other workstations may be open for 'hoteling', and provide a suitable work environment, including adequate lighting, sound management where practical, air conditioning, heating, ventilation, floor covering, wall finish, adequate storage, and accessibility. Workstations include hoteling and touchdown stations designed to support mobile/alternative work spaces, and may be assigned, unassigned, or shared.

VI. Responsibilities

The OM/Facilities Services (FS), in cooperation with ED's Executive Officers, is responsible for acquisition, disposal, and accountability of space; development of space criteria; planning, design, review, and approval of designs; construction and final acceptance of space; and ensuring the health, safety and welfare of occupants in the performance of their mission. OM/FS also has the responsibility to ensure that sufficient funding is available annually to pay ED's rent bills and that accurate budget submissions are provided to Budget Service, Office of Planning, Evaluation and Policy Development. FS submits annual reports on its real estate holdings and rents, and provides copies to the Union for real estate holdings impacting the bargaining unit employees.

- A **The Office for Civil Rights (OCR), the Office of Inspector General (OIG), Federal Student Aid (FSA), and National Assessment Governing Board (NAGB)** are responsible for budgeting funds to cover costs for any design, construction, furnishings, and rental payment for their current space as well as expansion requirements. The remainder of ED will be budgeted through general appropriations, which will be provided to the OM Executive Officer for appropriate action. The Executive Officer (or equivalent) must certify funding availability before implementing work.

POCs have unique space needs to fulfill their agency role. Accordingly, ED will have the flexibility to coordinate space management between POCs to maximize space utility. This could include transferring underutilized space from one POC to another. As part of coordinating space management, ED will exercise its authority consistent with its labor management responsibilities.

Within the context of the general responsibilities listed above, there are specific responsibilities as follows.

B The Assistant Secretary for Management is responsible for the administration of all space assigned to ED by GSA.

C The Director of Facilities Services is responsible for:

1. Administering ED space programs.
2. Serving as the liaison to the GSA representative regarding acquisition, planning, design, assignment, utilization and release of space.
3. Providing technical assistance for acquisition, planning, design, construction and acceptance of space.
4. Providing oversight and planning to ensure proper utilization of assigned space in conjunction with the POR of the individual ED organizational elements.
5. Providing project and building service management in concert with a space action or disposal, including the coordination of moves and IT services with the Office of the Chief Information Officer (OCIO.)
6. Coordinating the layout, specification, and procurement of all furniture with the Principal Office (PO) that will occupy the space.
7. Coordinating with the Principal Officers to remind POs of their obligation to coordinate with the Union, comply with the Collective Bargaining Agreement, and deliver information about agency space, equipment, real estate holdings, and leasing agreements.
8. Receiving Union requests for changes to be made to agency space occupied by the Union.

D The Principal Officers are responsible for:

1. Requesting and justifying space requirements to OM/FS.

2. Coordinating with the Union at the level of recognition through Office of Human Resources (OHR), Labor Relations or in the case of FSA, through its Workforce Relations office regarding Bargaining Unit Employees.
3. Providing all required notification to the Union in advance concerning the agency's desire or any requirement to change agency space consistent with requirements under negotiated agreement.
4. Assuring the minimum space required to perform the PO's mission is used in an efficient and effective manner with the assistance of OM/FS.
5. Assuring the use of space is justified and is within the standard space criteria.
6. Assuring that all furniture procurement is through, coordinated by and approved by OM/FS in order to ensure the products meet the minimum standards, are interchangeable with existing inventory, and comply with ED contracting policy and procedures.

VII. Requirements

- A. ED's assigned space will be utilized by all personnel to the maximum extent practical. OM will not acquire additional space until space requirements are justified and it has been determined that suitable space is unavailable within the Principal Officer's existing space allocation.
- B. All space designs will utilize the open plan concept to the maximum extent possible. The intent of the open plan concept is to maximize workspace effectiveness and promote a collaborative, fair, safe, transparent work environment, efficiently utilize space, improve air quality and illumination, maximize the occupants' exposure to natural light and promote energy savings.
- C. The maximum utilization rate is 150-180 USF per person, as designed and measured for each respective PO in each building. Any exceptions that exceed 180 USF per person must be justified in writing by the Assistant Secretary for Management, or appropriate designee.
- D. Space Criteria: FS Staff will take each PO's requirements, as stated in their POR, and to the extent possible, meet the requirements within the guidelines established by OMB's policy.

VIII. Procedures

- A. OM/FS staff will request a POR from each affected PO. A Project Manager will assist in determining the space requirements in conjunction with the

requesting office. Contractor support will be available in the development of a POR for large or complex projects.

- B. Each OM/FS staff must complete and submit the POR template to the Project Manager, and provide a copy of the template to the Union regarding space impacting bargaining unit employees.
- C. Each POR must include the following information:
 - 1. Complete names of all impacted staff;
 - 2. Grade of each staff employee and/or contractor (equivalent);
 - 3. Job title and/or function, including specification of a supervisory position;
 - 4. Type of space allocated; e.g., offices and workstations (with corresponding dominant portion measurements); (NOTE: See number 5 below for support space.)
 - 5. Support and special space (e.g. storage, file, mail, team rooms, lactation facility, break room , shelter-in-place, training facility, VTC, copy space, Conference Room, etc.) with corresponding square footage;
 - 6. Any unique requirements of this space request when applicable, including sound management, employee parking, emergency exit, Federal Occupational Health and fitness center;
 - 7. Any special accommodations required for individuals with disabilities;
 - 8. Certification by Executive Officer of funding availability for renovation and/or rent as required (See Section VI for funding responsibilities);
 - 9. Permanent or temporary space requirement and identify provisions of desired temporary swing space; if temporary space, provide anticipated date of release;
 - 10. Designated point of contact within the Principal Office who will serve as liaison to OM/FS; in the case of FSA, this will generally be its Facilities, Security & Emergency Management Services Group;
 - 11. Approval of the Director of Facilities Services or his/her designee, the Executive Officer for each POC associated with the location, and the on-site senior manager designated by each Executive Officer; and
 - 12. Summary of space requirements, including the circulation factor.
- D. Approval of Space Request

Upon approval of the POR, OM/FS will submit to GSA, and OMB if applicable, for subsequent approval and action, and provide a copy to the Union at the level of recognition for pre-decisional information.

E. Release of Space

In most cases, ED may release space to GSA as excess with a 120-day notice. All space to be released must be through OM/FS approval in order to ensure this space can be released to GSA, has been removed from our inventory, and rental payments have been terminated.