

CHAPTER 13
SPACE MANAGEMENT

1. **POLICY OBJECTIVES.**

- A. Whenever possible, the Department will utilize systems furniture in its office as it requires the least amount of square footage, allows for flexibility in reconfigurations, provides for efficient storage capacity, and is more ergonomically correct and adaptable.
- B. Provide an efficient, humane, and decent working environment for Department employees;
- C. Provide efficient workflow;
- D. Promote maximum efficiency and economy through effective space utilization;
- E. Assist management with space layouts which enhance the operations of the work units; and
- F. Ensure accurate cost accounting for Department space under the Federal Buildings Fund.

2. **FUNCTIONAL ORGANIZATIONS.**

- A. **Office of Administration, Office of Administrative and Management Services (OAMS), Space Management Division (SMD).** Develops and disseminates Departmental policy relative to the development, acquisition, and utilization of space, and provides technical assistance to the Field. The Director, SMD, has Departmental project approval for all actions to acquire, replace and/or release space.

1. **The SMD:**

- a. Develops and maintains current space requirements for each office within the Headquarters Building.
- b. Provides and maintains the space budget which includes funding of all space rental, recurring above standard building services, and space alterations related to Headquarters space and to major Headquarters initiated building projects for the Field.
- c. Develops appropriate documentation and requests for additional space, when necessary.

- d. Determines and develops organizational layout plans.
- e. Maintains up-to-date floor plans of all Headquarters space holdings.
- f. Ensures that utilization of space is in compliance with General Services Administration (GSA) guidelines.
- g. Develops and monitors procedures for the maintenance and upkeep of all space holdings, including inspection, reporting and preparation, and review of work requests.
- h. Evaluates the effectiveness of space programs through site visits, reports, and surveys.
- i. Maintains liaison with GSA, other Federal agencies, and private industry.

B. Administrative Service Center (ASC), Administrative Resources Division (ARD). The ASC and ARD develop, manage, and monitor the space management program for the acquisition, utilization, renovation and release of assigned space holdings within each Field (ASC/ARD) jurisdiction.

1. ASC Director:

- a. Ensures the implementation of this handbook within the limitations of each Field Office and the availability of funding and resources.
- b. The supporting ASC Director is responsible for confirming which Field Office positions meet the definition of the private office allocation guidance. ASC Directors will utilize the current organizational DOCS code listing and receive a recommendation from the supporting HRD in determining the functional title of the position from a classification standpoint.

2. The ARD:

- a. Develops and maintains current space requirements for each location within their jurisdiction;
- b. Develops requirements for the acquisition or release of space within their jurisdiction, when necessary;
- c. Ensures efficient and economical space utilization;
- d. Reviews and accepts and/or declines space offerings;

- e. Determines and develops organizational layout plans;
 - f. Maintains up-to-date floor plans of all space holdings;
 - g. Develops and monitors procedures for the maintenance and upkeep of all space holdings, including inspection, reporting, and preparation and review of work requests;
 - h. Evaluates the effectiveness of space programs through site visits, reports, and surveys; and
 - i. Maintains liaison with GSA, other Federal agencies, and private industry.
- C. **Program Organization Heads.** The program organization heads provide input on space projects within their respective organizations and assist SMD in implementing space management policy in Headquarters.
- D. **Field Office Directors.** The Field Office Directors must approve space projects within their respective offices and will be assisted by the ARD in implementing Departmental space management policy as specified herein.
- E. **Regional Directors.** The Regional Directors must approve space projects within their respective jurisdictions and will be assisted by the ARD in implementing space management policy in the Field.
3. **REGULATORY AUTHORITIES.**
- A. **The General Services Administration (GSA)** prescribes the procedures and methods governing the reporting, assigning, reassignment, utilization, pricing, and release of space in Government-owned and leased buildings in the United States. GSA performs all functions, including the execution of the necessary documents for the acquisition of leased space, except as otherwise specified in the Code of Federal Regulations (CFR), Chapter 101 – Federal Management Regulation (FMR), Subchapter D, Subpart 101-18.1, Acquisition of Real Property.
- B. The following directives and regulations are necessary to administer the space management program:
- 1. CFR – Title 41, Subtitle C, FMR, Subchapter D, Public Buildings and Space.
 - 2. Building Owners and managers Association International (BOMA), ANSI Z65.1, Office Space Measurement Standard.

3. ANSI/ASHRAE 62-1939, Ventilation for Acceptable Indoor Air Quality Standard.
4. Americans with Disabilities Act 1990 (ADA).
5. Section 504, Rehabilitation Act of 1973, as amended. Randolph-Shepard Act.
6. Executive Order 12072, August 16, 1978, Federal Space Management.
7. Public Law 102-393, Section 13, September 1992.
8. Public Law 02-486, Energy Policy Act 1992.
9. Occupational Safety and Health Administration.
10. American Society of Heating, Refrigerating and Air Conditioning Engineers.
11. Uniform Federal Accessibility Standards (UFAS).
12. Reporting fringe benefit for excess parking expenses.

4. **PRIVACY ACT CONSIDERATIONS.** None.

5. **CONTRACT REQUIREMENTS.**

See requirements under Section 2, paragraph 1 of this chapter, Space Acquisitions, Alterations, and Assignment.

6. **RECORDS RETENTION/DISPOSITION REQUIREMENTS.**

See HUD Handbook 2225.06, Records Disposition Schedules, Schedule 3 and HUD Handbook 2228.02, General Records Schedules, Schedule 11.

7. **KEY CROSS REFERENCES.**

- A. HUD Safety and Health Guidelines
- B. HUD Personal Property Management Chapter.

8. **ACRONYMS.**

ADA	- Americans with Disabilities Act
ARD	- Administrative Resources Division
ASC	- Administrative Service Center
BOMA	- Building Owners and Managers Association
CAD	- Computer-Aided Design
CAFM	- Computer-Aided Facilities Management
CBA	- Central Business Area
FMR	- Federal Management Regulations
GSA	- General Services Administration
HVAC	- Heating, Ventilation and Air conditioning
NRC	- Noise Reduction coefficient
OAMS	- Office of Administrative and Management Services
OA	- Occupancy Agreement
ODEEO	- Office of Departmental Equal Employment Opportunity
OIG	- Office of Inspector General
OSHA	- Occupational Safety and Health Administration
RWA	- Reimbursable Work Authorization
SFO	- Solicitation for Offers
SMD	- Space Management Division
SMSA	- Standard Metropolitan Statistical Area

9. **FORMS REFERENCED AND/OR REQUIRED.**

Standard Form 81	- Request for Space
Standard Form 81A	- Space Requirements Worksheet
GSA Form 144	- Net Space Requirements for Future Federal Building Construction
GSA Form 2957	- Reimbursable Work Authorization

10. **REPORTING REQUIREMENTS SUMMARY.**

Annually.

1. Recertification of Parking Spaces.
2. Parking fringe benefits, each December.

11. **LOCATION OF HUD OFFICES.**

It is the Department's policy to locate its offices in the CBA in accordance with Executive Order 12072 and the FMR. HUD offices will be housed in Federal Buildings when available. Field Offices may be situated on any floor of an office building at or above ground level preferably near the passenger elevators. All locations shall meet ADA requirements.

12. **EXCEPTIONS TO SPACE MANAGEMENT POLICY.**

All exceptions to Space Management policies as specified herein shall be addressed by the Assistant Secretary for Administration in concert with the Director, Office of Administrative and Management Services. Requests for exceptions to the Space Management policies shall be provided in writing to the Assistant Secretary for Administration by the lead official of the requesting organization.

SECTION 1
SPACE REQUIREMENTS AND ALLOCATION ALLOWANCES

1. **SPACE REQUIREMENTS AND ALLOCATION ALLOWANCES.**

A. **General.**

The Department shall use current GSA guidelines for establishing a standard average utilization rate in general office space.

B. **Office Environment.**

1. Office environmental standards (office build-out), e.g. HVAC, floor covering, window and acoustical treatment, and lighting, etc., shall be in accordance with applicable FMR, OSHA and BOMA standards.
2. Consideration shall be given to all safety, security, and accessibility requirements.

C. **Space Allowances.**

Whenever possible, the open-office concept should be used. Space is assigned based on functional needs and special requirements. Private offices are to be kept to a minimum as indicated below in the section entitled "Space Assignment." A private office is defined as a workspace, which is enclosed by ceiling high structures, such as demountable panels or partitions, drywall, etc.

1. The Secretary is the only employee that is entitled to private facilities such as a washroom and kitchen/dining area.
2. Health rooms and snack rooms, when practicable, will be provided in offices where no such rooms are immediately available to staff.

3. Acoustical wall panels will only be done in conference rooms. Acoustical panels should be rated .80NRC or better, and specifically designed for wall-mounted treatment.
4. The standard size for other support areas/rooms within HUD space will be determined on a case by case basis, depending on the number of employees assigned, the layout of the building where the office is to be located, and the availability of existing support space, e.g., eating facilities, health units, conference rooms, etc., for HUD staff. Planning for these support areas/rooms shall be done with the understanding that they will be available to all HUD employees and program areas in the Field Office and not necessarily dedicated to one particular program area.

The dimensions and formulas listed below should be used as benchmarks for these type areas depending on the mission requirements and size of the Field Office. NOTE: The dimensions listed are the maximum permissible and are contingent upon the availability of space:

General Conference Rooms:

Large Size: 400-600 square feet; one room per 100 employees

Small Size: 200 square feet; one room per 50 employees.

Break Rooms: 200 square feet; one per each Regional or Field Office.

Interview Rooms: 120 square feet; quantity is based on the specific requirements of the organization.

Coffee Bars: One per each floor where break room is not available.

Mail Rooms: Size determined by mail volume; one per Field Office with isolated mail opening area; two per Field Office with HOC.

Health Room: 150 square feet; one per Field Office.

Computer/Server Room: Size determined by number of servers; one per Field Office.

Union Office: Allocated only in accordance with national and local union agreements and local precedents.

Supply Room: Size determined by supply volume; not more than one per Field Office.

Computer Training Room: Not larger than 600 square feet, actual size determined by office population; not more than one per Field Office.

General/Broadcast Training Room: Not larger than 2400 square feet; actual size determined by Field Office population and specific requirements; not more than one per Field Office

Field Office Reception Area: Not larger than 300 square feet; not more than one per Field Office

D. Private Office Space Allocation - Headquarters.

1. Space allocation representing the amount of square footage to be provided those Headquarters positions entitled to private offices is indicated below. The suites of the following positions are established in HUD Headquarters at approximately 400 square feet each: the Secretary, Deputy Secretary, Assistant Secretaries, Inspector General, General Counsel, Chief Financial Officer, the Chief Information Officer, the Chief Procurement Officer, and the President, Government National Mortgage Association.

Other positions entitled to private offices:

Position	<i>Maximum</i> Square Feet
General Deputy Assistant Secretary	300
Deputy Assistant Secretary	300
Associate Deputy Assistant Secretary	300
Office Director/Level 1 Director (This position has two or more subordinate supervisory levels of authority)	300
Deputy Office Director/Level 1 Deputy Director	200
Special/Executive Assistant for Office Director or above	150
Division Director/Level 2 Director (This position has one subordinate supervisory level of authority)	150
Administrative Officer	150
Supervisory Attorney Advisor	150
Trial Attorney/Attorney Advisor	150 ¹
Executive Personnel Specialist	150
Employee Relations Specialist	150
Labor Relations Specialist	150
ODEEO Equal Employment Specialist (drafter of equal opportunity decisions, only)	150

2. Non-conventional, “systems and modular furniture” private offices, may have less square footage for those positions listed above.
3. Positions not listed above are **not** entitled to private offices.
4. Private offices that are unoccupied due to temporary position vacancies may be used as conference rooms, interview rooms, or training rooms, until such time the vacancies are filled. They are **not** to be used as temporary private offices for anyone who is not entitled to a private office as described in this chapter.

E. Space Assignment – Regional and Field Offices

- Private office space allocation representing the maximum amount of square footage to be provided the Regional and Field Office positions that are entitled to private offices are indicated below. Only the positions described below are entitled to private offices:

Position	<i>Maximum</i> Square Feet
Regional Director (Field Policy & Management)	300
Deputy Regional Director (Field Policy & Mgmt)	225
Regional Supervisory Operations Officer (Field Policy & Management)	150
Field Office Director (Field Policy & Management)	225
Level 1 Director – (This Director has two or more subordinate supervisory levels of authority; or the supervisory program lead with one subordinate supervisory level of authority in a Regional Office)	225
Level 1 Deputy Director	150
Level 2 Director – (One subordinate supervisory level of authority; or the supervisory program lead in a Regional or Field Office and the position is directly supervised by Headquarters or a HUB/Center Director)	150
Special/Executive Assistant to an SES position	150
Administrative Officer (Administration)	150
Attorney Advisor (General/Trial)	150 ¹
ODEEO Equal Employment Specialist	150
Human Resources Specialist in a Regional Office (Employee Relations and Labor Relations)	150

- Non-conventional, “systems and modular furniture” private offices, may have less square footage for those positions listed above.
- Positions not listed above are **not** entitled to private offices.
- Private offices that are unoccupied due to temporary position vacancies may be used as conference rooms, interview rooms, or training rooms, until such time the vacancies are filled. They are **not** to be used as temporary private offices for anyone who is not entitled to a private office as described in this chapter.

¹ If sufficient space is not available, two Trial Attorneys/Attorney Advisors (General/Trial) may be placed in a 225 square foot office.

F. Non-conventional or Systems Furniture Space Allocation – Headquarters and Field Offices.

1. When using non-conventional or systems furniture, the following is a guideline for the approximate square footage allowed for individual workstations:

Category/Classified Position	<i>Approximate</i> Square Feet
Deputy Division Director and Branch Chief	120
Other Supervisory Positions	80
Non-Supervisory Positions	56

NOTE: The above space allocations are approximate amounts and actual allocations will be determined by local circumstances. Limitations of existing space, alteration costs, and the availability of other resources within the office may preclude the availability of these approximate space allocations.

2. The maximum cost for a single systems furniture workstation shall not exceed \$7,000². This rate is in effect through calendar year 2005. Each year thereafter, during the month of January, the maximum cost will be re-evaluated by the Director, Space Management Division, in consultation with the ARD Directors, to determine the current year maximum cost for a single workstation.

² The cost for a single systems furniture workstation is determined by dividing the total number of systems furniture workstations into the total cost for the systems furniture project, which includes installation, common area accessories, and other systems furniture peripherals.

G. Outstationed Headquarters and Program Personnel.

1. When providing space for Headquarters organizational units stationed in the Field, such as the Office of Inspector General (OIG), Enforcement Center, etc., the space housing these activities shall be separated from the Field Office with ceiling-high partitions. When individuals are outstationed from Headquarters or other Field Offices, these individuals will be provided space that is comparable to the rest of the staff in that location, i.e., open space.
2. ARD shall coordinate the requirements for Headquarters activities with SMD who in turn will coordinate with the respective Headquarters counterparts.
3. Relocation and alteration costs for Headquarters OIG personnel outstationed to the Field will be paid by Headquarters OIG.

SECTION 2**SPACE ACQUISITIONS, ALTERATIONS, AND ASSIGNMENT****1. ACQUISITION OF SPACE.**

- A. GSA is responsible for satisfying all space requirements of the Department using one of the following methods, in the order stated:
 1. In existing Government controlled space.
 2. In suitable buildings of historic, architectural or cultural significance, unless use of such space would not provide feasible and prudent compared with available alternatives.
 3. In existing privately-owned facilities or facilities scheduled for construction, dependent upon which alternative is the most cost effective.
 4. The Department is not authorized to negotiate with prospective lessors and/or imply preference for a particular facility that would in any way jeopardize and/or negate GSA's lease negotiations. Space requirements shall be developed in such a way as not to limit or eliminate competitive offers.
 5. Expansion space shall be requested only when it is clearly demonstrated that all personal property, files, storage, private offices and configurations have been thoroughly analyzed to ensure that minimum needs of the office

have been satisfied and failure to provide such space would be detrimental to office operations.

6. The senior officials of the major organizational components and the Union shall be consulted and included in the overall planning process so all relevant space needs can be known.
7. The SF-81, Request for Space, shall include the total square footage required, the number of official parking spaces required, special purpose requirements, and supportive justification.
8. When space is required and no Government-controlled space is available, GSA will prepare and furnish to the SMD in Headquarters and the ARD in the Field, a SFO for review and concurrence. The SFO will form the basis of the entire process of lease negotiation and will become a part of the lease.
9. **Occupancy Agreement (OA).** An OA is a complete, concise statement of the Department's financial terms and conditions for occupying GSA controlled space signed by both parties. The OA will be executed on all space holdings by the SMD in Headquarters and the ARD in the Field. The ARD, prior to signing the OA, shall provide advance written notification to the appropriate Regional or Field Office Director. Headquarters OIG will execute the OA for all OIG space holdings. The document has two parts:
 - a. The signed agreement. This letter records the final agreed-upon terms and conditions.
 - b. The financial summary. This provides a preview of the Department's rent bill and summarizes all the lump sum payments associated with the requirement. It also presents a recapitulation of the financial terms and conditions of the agreement.
10. Prior to occupancy, a pre-occupancy review and inspection of the facility will be conducted jointly by the appropriate GSA and HUD representatives, including Union officials, when appropriate. The purpose is to ensure the contractor has prepared the space in accordance with GSA and HUD requirements.
11. After occupancy, a post-occupancy inspection shall be conducted jointly by the appropriate GSA, HUD and Union representatives. The purpose is to:
 - a. Verify that office build-out and furniture layout is in accord with approved plans;

- b. Ensure that the HVAC, lighting, plumbing and any special purpose requirements meet all codes and function properly;
- c. Ensure that Section 504 guidelines have been met; and
- d. Ensure that fire and safety prevention measures have been taken.

2. **SPACE ALTERATIONS.**

- A. Alterations, improvements, and repairs to HUD assigned space will be made only as necessary to (1) provide for efficient and economical performance of Government activities; and (2) maintain and/or improve a safe, healthful and well-designed working environment for employees. Priority will be given to cost-effective alterations.
- B. Alterations, including the installation/removal of telephone, data and electrical outlets and cable, required by a Field Office may be accomplished by the responsible ARD Director.
- C. Space alteration projects involving the acquisition or release of space shall be coordinated with the SMD for approval.
- D. A post alteration inspection shall be conducted upon completion of the alterations to ensure the space has been prepared in accordance with the construction drawings and terms of the contract.

3. **RELEASE OF SPACE.**

- A. It is the responsibility of the Director, SMD, and the Director, ARD, to continuously study and survey space assignments within his/her jurisdiction to ensure efficient and economical space utilization. It is further their responsibility to report to GSA all space which is excess. The Director, ARD, must obtain project approval from the Director, SMD.
- B. GSA must be given at least 120 calendar days written notice prior to the date on which the space, or portion of it, will no longer be needed. Space must be contiguous and accessible for release/reassignment.

SECTION 3
SPACE DESIGN AND FIELD OFFICE RELOCATIONS

1. **SPACE DESIGN.**

- A. Space design plans are required when an office is relocating, expanding, reducing or realigning. The SMD develops plans for the Headquarters space and the ARDs for the Field. When feasible, development of the plans will include coordination and input from program offices and the Unions.
- B. If assistance is required to develop layouts, it can be obtained from GSA, on a reimbursable basis, the SMD or, another ARD.
- C. At the time plans are developed, a telecommunications and data system evaluation shall be made to determine whether the existing telephone and/or data system requires updating or if a new system is required.
- D. Layouts will be prepared to current GSA standard scale and delineate and identify each organizational component. Security of the space, Section 504 accessibility requirements, and fire and safety codes shall also be taken into consideration.
- E. Review and approval of space design plans to ensure compliance with established policy and standards shall be performed by the following:
 - 1. **Headquarters Program Area.** The senior official of the affected program area.
 - 2. **Field.** The Regional Director, or the Field Office Director when delegated by the Regional Director.
 - 3. **Headquarters Office of Inspector General.** The Assistant Inspector General, Office of Management and Policy, or designee.
 - 4. Management approval of the new plans shall be indicated on the plans.
 - 5. In Headquarters, the SMD shall review all space design plans prior to submission to the Union.
 - 6. Prior to final approval, the Union shall be provided a copy of the plans for concurrence.
- F. The number and size of conference rooms required shall be at the discretion of the ARD or designee, after consultation with the appropriate program area officials and may vary according to the needs of the organization. Guidance for the

dimensions and formulas for General Conference Rooms is outlined in Section 1, paragraph 1.C.4.

- G. When eating facilities are not available at a site, equipment for the break areas, e.g. refrigerator, microwave, etc., can be purchased from Departmental funding sources, when these items are for the use of all employees at a particular site.

2. RELOCATION OF FIELD OFFICES.

- A. When HUD's expansion causes another agency to be moved/displaced, GSA funds only initial space alterations for that agency's expansion space. HUD, as the expanding agency, shall fund moving and telephone relocation costs as well as all above standard initial space alterations required to make the displaced agency's new space comparable to the previous assignment.
- B. When the move is forced by GSA, GSA must assume the cost normally funded by expanding agency in the replacement space to ensure that HUD's new space is comparable to the current assignment.
- C. When an office moves from one location to another or has a change in address, the servicing ARD or designee shall advise the local Webmaster and the SMD of the following:
 1. Moving date;
 2. New or revised address;
 3. Name and telephone numbers of key personnel;
 4. Working hours.

SECTION 4 **ORGANIZATIONAL IDENTIFICATION**

1. IDENTIFICATION OF HUD OFFICES.

- A. The following standard nomenclature should be used when identifying HUD Offices on buildings, lobby signs, reception areas or building directories.
 1. The basic organization identification shall include the Department title and the Office designation.

- a. Housing and Urban Development, U.S. Department of, State/Area Office.
 - b. The U.S. may be omitted on signs and building directories in Federally-owned buildings.
2. Building directory boards should include the Department name, organizational names, in alphabetical order, room number, and official duty hours.
 3. Abbreviations such as HUD should be avoided on signs and building directories. If more than one size lettering is used, the larger lettering should always be used for the Department title.
- B. The official seal for the Department will be displayed as follows:
1. Three dimensional seal.
 - a. In the principal reception area of Field Offices.
 - b. In the office of the Senior Official or in his/her immediate reception area.
 2. Paper Seal – Form HUD-77

A decal type, 10-inch paper seal may be displayed in other appropriate areas of the office, normally on glass doors.

2. **DISPLAY OF FLAGS.**

- A. In coordination with the GSA Buildings Manager, it is the policy of the Department to fly the United States flag daily, weather permitting, on the roof or near the entrance of each HUD installation or building.
- B. It is the policy of the Department to display the Department flag outdoors wherever the United States flag is displayed at principal Department installations or buildings. Indoor display of the flag at Headquarters shall be in such places as the Departmental conference room, the hearing rooms for the Administrative Law Judge and the Board of Contract Appeals. Field Offices shall display Department flags indoors in the main reception area and the office of the Regional Administrator.
- C. The Secretary's flag shall be displayed in his/her immediate office and in any indoor area where the Secretary is the principal speaker or attendee of a function. This same policy shall be followed for display of the Deputy Secretary and Assistant Secretaries' flags.

- D. Refer to the personal Property Management Chapter for the procedure for the display, procurement and disposal of flags.

3. **BULLETIN BOARDS.**

Bulletin boards and other display facilities may be provided for the dissemination of materials. In Headquarters, the Facilities Management Division is responsible for ensuring the bulletin boards are properly maintained. The ARD has this responsibility in the Field. Posting materials of a political, sectarian, discriminatory or objectionable nature is prohibited, as well as advertisements of commercial firms and products.