



REVISION: This revised directive superseded TSA MD 200.12, *Space and Furniture for Field Locations*, dated April 15, 2005.

SUMMARY OF CHANGES: This directive covers **all** field requests for space and furniture; introduces a revised form in [TSA Form 207, Real Estate Service Field Request \(FSD\)](#), which supersedes use of TSA Form 207, *Real Estate Service Request Form*, April 2005 edition; introduces a new form in [TSA Form 217, Real Estate Services Field Request \(Non-FSD\)](#); and introduces real estate regional contact information for each area.

1. **PURPOSE:** This directive provides TSA policy and procedures for the leasing and renovation of office space, purchase and installation of furniture, parking for official Government vehicles, and related space services.
2. **SCOPE:** This directive applies to all TSA field locations housing and/or supporting Federal Security Directors (FSD) and Transportation Security Officers (TSOs) and other TSA Program Offices requiring field office space, furnishings, and space-related services. Real estate for TSA Headquarters will be addressed under a separate directive.

NOTE: This directive does not apply to checkpoint or baggage screening space. Checkpoint and baggage screening space, furnishings, and related services are managed by the Office of Security Operations (OSO).

3. **AUTHORITIES:**

- A. [DHS MD 0560, Real Property Management Program](#)
- B. [DHS MD 11030.1, Physical Protection of Facilities and Real Property](#)
- C. 41 CFR Part 101, Federal Property Management Regulations
- D. Americans with Disabilities Act (ADA) of 1990, Pub. L. 101-336, July 26, 1990, 104 Stat. 327 (42 U.S.C. 12101 et seq.)
- E. National Environmental Policy Act (NEPA) of 1969, Pub. L. 91-190, Jan. 1, 1970, 83 Stat. 852 (42 U.S.C. 4321 et seq.)
- F. The following building and life safety codes regulating construction and finishes:
 - (1) Building Owners and Contractors Association (BOCA)
 - (2) Uniform Federal Accessibility Standards (UFAS)
 - (3) National Fire Protection Association (NFPA)
 - (4) American National Standards Institute (ANSI)
 - (5) Occupational Safety and Health Association (OSHA)
 - (6) Building Owners and Managers Association (BOMA)

4. DEFINITIONS:

- A. Construction Drawings: As part of any renovation/construction project, a series of three drawing sets are prepared:
- (1) Space Plans: An initial sketch that shows placement of walls and doors, but that does not have attributes such as electrical, data, lighting details.
 - (2) Design Intent Drawings (DIDs): Preliminary construction plan set that includes all attributes of CDs except engineering design.
 - (3) Construction Documents (CDs): Full construction drawing set that includes drywall, electrical, data and lighting configurations, furniture layout, security enhancements, engineering design, and all associated notes, equipment details and schedules.
- B. Federal Property Management Regulations (FPMR): Regulatory guidelines pertaining to acquisition and management of public buildings, utilities, space, furniture, and other programs and activities of the General Services Administration (GSA) which are applicable to other Federal agencies.
- C. GSA: GSA is the landlord for the Federal government and as such provides real estate services to TSA, including leasing agent activities.
- D. GSA Brokers: Private contractors that work under the direction of the GSA. GSA brokers assist GSA in acquiring and negotiating leases in support of TSA field operations.
- E. Lease Agreement: An official document by which the rights of use and occupancy of space are transferred by the owner to another entity for a specific period of time and rental rate. In the case of TSA, the lease agreement is generally executed between GSA and an airport authority or private building owner.
- F. Lessor: One who holds title to and conveys the right to use and occupy a property under lease agreement.
- G. Market Survey: A field survey and physical inspection of buildings in the delineated area of consideration.
- H. Occupancy Agreement (OA): A document executed between TSA and GSA that sets forth the costs and terms of occupancy for a TSA facility leased by GSA on our behalf. The Office of Real Estate Services (ORES) must approve occupancy agreements and the availability of funding must be certified before GSA can enter into a lease agreement on TSA's behalf.
- I. Program of Requirements (POR): A TSA document that includes office, office support space, and construction standards as well as standards for security and telecommunications. A link to the POR can be found on the ORES web page.
- J. Real Estate Service Request: TSA Form 207 (for OSO field space) or TSA Form 217 (for all TSA Program Offices other than OSO) is required for ALL requests from field locations for

new space, expansion space, moves, space reductions, furniture, lockers, renovation/construction work, utilities, etc.

- K. Space Allocation Worksheet (SAW): Worksheet used to calculate amount of space authorized for a particular field location. Developed by ORES, in conjunction with OSO, based upon authorized staffing level and support space needs.
- L. Space Standards: Standards for the allocation of space that have been developed for implementation in all TSA facilities. The standards are set forth in detail in the TSA POR. For example, TSA has space standards in place that define individual employee office sizes based upon pay band and/or function.
- M. Square Footage (sf): Space calculation used to compute the amount of interior building space occupied. Calculations are computed the following ways:
 - (1) Rentable Square Footage (RSF): The sf amount that an occupant pays rent on and may include TSA's pro-rata share of common use areas such as elevator landings, lobbies, bathrooms, electrical closets, etc.
 - (2) Useable Square Footage (USF): The space used for actual working office spaces, support spaces and internal circulation (RSF minus common areas). Useable (not rentable) square footage is used to determine space allocations for field locations.
- N. Support Space: Office space, other than individual workstation space, supporting operational activities within an office. Examples include file rooms, TSO break rooms, conference rooms, and storage space. (For the purposes of this directive, support spaces do not include checkpoint and baggage screening areas.)
- O. Tenant Improvement Allowance (TI or Construction Allowance): Monies, labor, supplies or other consideration given by a landlord, as part of the lease negotiation, to a tenant for construction.

5. RESPONSIBILITIES:

A. ORES is responsible for:

- (1) Managing TSA's real estate portfolio;
- (2) Maintaining communications with field location point-of-contact (POC), the GSA, the relevant TSA Program Office requiring field real estate services, and has overall management responsibility for all projects within the scope of this directive;
- (3) Managing the budget and funding for office space, renovations, furnishings, parking for official Government vehicles, related services, and physical office moves associated with OSO/FSD requirements in the field;

NOTE: In the event office space, furnishings, and/or related services are acquired for TSA components other than OSO, the requesting TSA component must identify funding.

- (4) Providing final approval authority regarding real estate service requests submitted by field locations;
- (5) Directing GSA efforts to acquire on and off airport leased space, official Government vehicle parking facilities, janitorial services, and/or utilities for field locations;
- (6) Ensuring that GSA has a copy of the POR and instructing them to adhere to the POR specifications for all construction efforts; directing GSA to provide a copy of the POR to all lessors/airport authorities and instructing them to adhere to it for all construction projects;
- (7) Managing and obtaining funding approval for authorized lease actions, construction modifications, furnishings, parking for official Government vehicles, related services, and relocation services;
- (8) Managing the signature of Occupancy Agreements;
- (9) Working with field location POC's and the Office of Acquisition to acquire janitorial services, utilities, and parking for official Government vehicles, if not included in the office space lease;
- (10) Auditing preliminary and final space plans, DIDs, and CDs to ensure compliance with TSA authorized staffing allocations, space and construction standards outlined in the POR, and national codes and standards for construction;
- (11) Working with GSA to correct variances detected during audits, and reviewing and approving all related cost proposals;
- (12) Coordinating review of DIDs and CDs with Office of Security, Information Technology Division (ITD), and the Office of Occupational Safety, Health and Environment (OSHE);
- (13) Approving, tracking and managing all requests for rental furniture acquisition or requests to relocate or return rental furniture to the vendor;
- (14) Managing acquisition of new permanent furniture as required, and coordinating installation of new permanent furniture to coincide with move/construction schedule; and
- (15) Providing move-planning assistance for the physical move of an office from one location to another.

B. Office of Property Management is responsible for:

- (1) Providing up-to-date data regarding number of official Government vehicles at each airport location so that the correct number of parking spaces can be acquired/maintained; and

- (2) Working with the field-level POC to remove excess TSA-owned furniture in connection with permanent furniture installation.

C. OSHE is responsible for:

- (1) Providing concurrences or recommendations for architectural design change or modification to ORES when GSA and ORES cannot resolve any OSHE related issues; and
- (2) Participating in field site visits, as required, for evaluating and assessing proposed locations and facilities identified by the ORES for TSA use;

D. ITD is responsible for:

- (1) Managing the budget and funding for information technology (IT) initiatives associated with field operations;
- (2) Providing telecommunication services directly to customer office, to include all data and telephone service and equipment, except for IT cable installation that occurs during major construction, which is provided by ORES;
- (3) Participating in evaluating real estate service requests from field locations and providing input regarding telecommunications impact of request;
- (4) Reviewing DIDs and CDs received from ORES to ensure compliance with applicable sections of the POR, and providing concurrences or recommendations for architectural design change or modification based on review;
- (5) Coordinating with ORES and the field POC to arrange for move of computers and/or additional voice/data/electrical work to support the removal of rental furniture and installation of permanent furniture; and
- (6) Participating in field site visits, as required.

E. Office of Physical Security is responsible for:

- (1) Defining minimum security requirements for field locations;
- (2) Participating in evaluation of real estate service requests from field locations, providing input regarding security impact of request;
- (3) Reviewing DIDs and CDs received from the ORES to ensure compliance with applicable sections of the POR. Providing concurrences or recommendations for architectural design change or modification based on review;
- (4) Participating in field site visits, as required; and
- (5) Providing guidance in response to FSD or other field office requests, which have been approved by OSO or the relevant TSA Program Office, regarding installation of security

variances above the minimum security requirements, and therefore not provided by ORES as part of construction project. (see Section 6L)

F. OSO or other TSA Program Offices requesting real estate services for field locations are responsible for:

- (1) Maintaining documentation on the budgeted staffing level assignments and unique operational space requirements at each of the TSA facilities associated with the airports.
- (2) Providing ORES with accurate airport staffing levels (i.e., FSD staff and TSO support staff) so that the appropriate amount of office and support space can be acquired;
- (3) Working with ORES to prioritize the expenditure of funds on field offices requiring space, renovations, and/or furniture; and
- (4) Providing validation of staffing for real estate service requests when required by ORES.

G. TSA Field Locations are responsible for:

- (1) Requesting new, expansion, additional, or different space, furniture, or facilities services by submission of TSA Form 207 or TSA Form 217 to ORES;
- (2) Identifying a POC to work with ORES and GSA throughout all phases of a space or furniture project and participating in kick-off meetings as well as regularly scheduled meetings to ensure that goals and objectives are presented;
- (3) Staying within authorized sf allocations established by ORES, and working with GSA and/or GSA Broker to locate space on or near airports;

NOTE: May also participate in market survey with the GSA representative.

- (4) Supporting GSA efforts to ensure adherence to all space and construction standards outlined in the POR;
- (5) Working with GSA design professionals to develop initial space layout, and signing off on all space plans before they are routed to ORES for approval;
- (6) Avoiding actions with GSA or lessors that would obligate TSA to an expenditure of funds;
- (7) Avoiding discussions with lessors or otherwise assuming the responsibilities of GSA or ORES outlined in this directive; and
- (8) Keeping ORES informed on all aspects of space and furniture projects.

H. GSA (or GSA Brokers) acting as TSA's real estate leasing agent is responsible for:

- (1) Ensuring construction/renovation projects adhere to all space and construction standards outlined in the POR and reviewing all drawings for POR compliance, as well as

compliance with applicable codes, involving such issues as occupational safety and health, fire, safety, disabilities access, etc.

- (2) Conducting all lease-related activities within authorized square foot allocations established by ORES and coordinating with field location POC and assigned ORES staff member to locate space on or near airports;
- (3) Conducting market surveys and communicating market survey results;
- (4) Preparing the Solicitation for Offers and submitting to ORES for approval prior to soliciting the open market;
- (5) Making space recommendation based on market survey results, and preparing an OA and submitting it to ORES for approval and funding;
- (6) Providing executed copy of lease agreement to assigned ORES staff member;
- (7) Negotiating and signing lease agreements after receiving signed OA from ORES;
- (8) Preparing and submitting all project schedules and all drawings to ORES in the required format for approval and signing-off prior to proceeding to the next planning level and/or initiation of construction;
- (9) Preparing detailed construction cost estimates based on approved CDs and submitting costs to ORES for approval and sign off prior to initiation of construction;

NOTE: Cost estimates should include line-item construction material/labor costs covered by tenant improvement allowance, as well as line items requiring additional funding.

- (10) Providing lease acquisition, lease administration, and project management services in accordance with the “Pricing Desk Guide for GSA Public Building Services”; and
- (11) Keeping ORES informed on all aspects of the space projects by providing biweekly or weekly updates on all projects as required.

6. POLICY:

- A. Background: TSA will promote and enforce efficient space utilization on the basis of policies and standards contained in this directive, with due consideration for mission needs economy and efficiency.
- B. General:
 - (1) ORES is the only TSA entity that has the authority to direct GSA to proceed with a space, renovation, or construction activity.

- (2) Funding and space availability notwithstanding, office space and furniture will be allocated to TSA programs in accordance with authorized staffing levels and standards established in the POR.
 - (3) Renovation/construction work, whether funded through tenant improvement allowance included in the lease or by way of funding obtained outside the lease agreement, must adhere to the standards and specifications spelled out in the POR.
- C. Purchase Cards: In general, purchase cards may not be used to acquire or renovate space, acquire or install furniture (rental or permanent), or other facility services. Exceptions may be found in the Purchase Card Manual Updates, published on line by the Office of Acquisition.
- D. TSA Space Standards and Build-Out Specifications:
- (1) Space standards, furniture layouts, and build-out specifications, for FSD administrative space and TSO support space, have been developed and are published in the POR. Allowances are to be considered maximum allocations. More restrictive space allocations may be imposed due to the lack of available space in a geographical area or a lack of sufficient funding to support a full allocation. Other TSA Program Offices requiring field offices will follow the general space requirements identified in the POR, but can also identify program-specific requirements not addressed in the POR.
 - (2) Funding constraints notwithstanding, the POR space, furniture, and build out standards are applied across the board to ensure consistency in all field location support space. To the extent that lack of funding limits the ability to acquire and renovate space that meets the standards of the POR, ORES will work with the OSO or other TSA Program Office to establish priorities.
 - (3) The POR also provides guidance regarding which space components must be provided on the airport in direct support of the TSO workforce (e.g., TSO break rooms and TSO locker areas) versus which space components may be provided “off site.”
 - (4) In those instances where renovations/construction will be accomplished, the standards published in the POR must be adhered to. Deviation from the standards on construction drawings submitted to ORES will result in the need for re-design of the space so that it is in compliance, which may significantly delay the process.
- (a) Workstation Sizes: The following maximum office/workstation sizes must be adhered to:

Chart: Workstation Sizes

POSITION	SF	SPACE TYPE
FSD	200	Private Office
Deputy FSD, Assistant FSD, Senior Legal Counsel (i.e., the lead attorney)	150	Private Office
All Pay Band Ks, Administrative Officer, Human Resources Specialist, Legal Counsel, Special Agent	120	Private Office
All Others	64	Open Workstation

- (b) Support Space: Support space sizes vary depending upon staffing levels and are calculated using the SAW. Support space standards and build-out specifications may be found in the POR.
- E. Determining Space Allowances: Space allowances for field locations are determined using the following tools.
- (1) Staffing Levels for OSO: Staffing level data is provided by OSO and includes the full complement of budgeted personnel (i.e., FSD staff, supporting staff such as Legal Counsel, IT and Public Affairs staff, TSOs, TSO managers, and TSOs providing administrative support).
 - (2) SAW: When the SAW is populated with the staffing figures provided by OSO it automatically calculates the individual room size requirements, adds “circulation space,” and indicates which spaces are most appropriately located on or off the airport. FSD offices may insert approved staffing information onto the form, and the sf “take offs” will automatically be calculated.
 - (3) Space Allowances for Other TSA Program Offices: Space allowances for other TSA Program Offices requiring field office space will be determined based on general POR guidelines delineating space requirements by pay bands, but will also include any program-specific additional requirements.
- F. Parking: Within available funding, ORES provides one parking space for each official Government vehicle assigned to a field location. These spaces are typically acquired in conjunction with the office lease. If not, ORES will work with the field level POC and the Office of Acquisition to contract for them. ORES does not provide parking for privately owned vehicles.
- G. Utilities and Janitorial Services:
- (1) In most cases, utilities and janitorial services are included in the lease. In the event a lease does not include utilities or janitorial services, ORES will work with the field level POC and the Office of Acquisition to contract for them.
 - (2) Arrangements should be made to have facilities cleaned during normal duty hours. In those areas where arrangements cannot be made to have the office cleaned during normal working hours, an authorized TSA employee shall be assigned to escort the cleaning personnel while in the office, pursuant to DHS MD 11030.1.
- H. Real Estate Service Field Requests:
- (1) All requests for space, including new, expansion, additional space, renovation/construction work, or move to different space, as well as furniture and facilities, must be based upon application of the criteria set forth in Section 6D and 6E, herein, and accompanied by TSA Form 207 or TSA Form 217. Please see Section 7 for specific information on submitting the TSA Form 207 and TSA Form 217.

- (2) ORES will evaluate the request, taking into consideration factors such as space currently under lease, availability of funding, telecommunications and security impacts, existing lease constraints, fiscal soundness, and operational implications.
- (3) If a request is approved, ORES will work with the field level POC and GSA to acquire, expand, modify, or reconfigure the appropriate space, or acquire furniture or facility service as requested.
- (4) GSA is TSA's "leasing agent" and traditionally takes the lead in identifying available space. It is important, though (especially in terms of on-airport TSO support space), for the local FSD staff to be ever vigilant in identifying available space that meets TSA's requirements as outlined in the POR.

I. Release/Return of Space:

- (1) As conditions change (i.e., staffing levels, program changes, space availability, change in lease terms), resulting in reduced space requirements, ORES will work with FSDs or relevant TSA Program Office to "right size" their space assignment. Office, office support, and TSO support space comprise one of TSA's largest budget line items; it is incumbent on the FSDs to be mindful of this and to continually and actively support right-sizing opportunities.
- (2) When an FSD or relevant TSA Program Office becomes aware of a right-sizing opportunity, he/she should submit a TSA Form 207 or 217, as appropriate, requesting assistance in returning space.
- (3) ORES can initiate right sizing actions. ORES will work with the FSD or relevant TSA Program Office in these cases to select appropriate space to return, and coordinate the orderly return of the space to mitigate disruption to operations.

J. Construction/Renovation:

- (1) Often, space leased by GSA for use by TSA entities in the field is accepted "as is" or requires only minor improvements such as paint and carpet replacement to be functional. Whether minor improvements or more significant renovation/construction is required, the FSD or other TSA Program Office field office must submit a real estate service field request.
- (2) If the request for space alteration is approved, the field office POC will work with the local GSA or landlord representative to develop initial space plans. It is incumbent upon the field office POC to ensure that space renovation plans comply with the standards set forth in the POR and are sent to the ORES immediately upon receipt. Failure to do so will result in protracted and costly re-design work.
- (3) ORES must review and approve all renovation/construction projects and associated cost proposals, whether or not the project is funded through tenant improvement allowance. The purpose of the review is to ensure compliance with TSA office space standards, that

the work being accomplished is within budgeted funds and meets the priorities established in conjunction with OSO or other TSA Program Office.

K. Furniture: All furniture must be ordered through, or approved by, ORES.

(1) Rental Furniture

- (a) During TSA's rollout, ORES negotiated national rental contracts with *CORT* and *OFRA* rental furniture companies. A permanent furniture contract has been awarded and efforts are underway to replace all field rental furniture with new permanent furniture. Therefore, TSA's *Rental Furniture Program* will be phased out over time.
- (b) In the meantime, it is expected that additional rental furniture may be needed in select locations to support additional staff or added programs until permanent furniture is installed.
- (c) ORES authorizes funding for all rental furniture. The average delivery time is approximately 10-business days once a request has been funded.
 - (i) Approved rental furnishings include the following:
 - Workstations (gray panels and laminate work surfaces)
 - Executive and Jr. Executive Desks (mahogany, wood tone laminate)
 - Desk and Guest Chairs
 - File Cabinets
 - Book Cases
 - Conference Tables and Chairs
 - (ii) The following items are restricted from rental agreements:
 - Sofas/Loveseats
 - Leather Seating
 - Real Wood Furniture
 - Accessories (art work, artificial trees, lamps, whiteboards, etc.)
 - Appliances (refrigerators, microwaves, televisions, water coolers, etc.)
 - Safes

(2) Permanent Furniture

- (a) ORES, in conjunction with the Office of Acquisition, has awarded a contract to USBI/Steelcase to manage the effort to replace existing rental furniture in TSA field locations with new, permanent furniture. The contractor is responsible for managing all aspects of the purchase, delivery, and installation of new furniture and manages the return of rental furniture currently in place.
- (b) A web site has been established to support the *Permanent Furniture Program*. It contains the master schedule for installing permanent furniture in the field, field POC instructions, furniture standards, headquarters contact information, and active airport

project details. TSA employees may access the web site, which is located at <https://usbi.yourensync.com/tsa/login.aspx>. Please contact ORES at the appropriate email address indicated in Section 7 of this directive to obtain the User ID and Password.

(3) Lockers, Storage Cabinets and Shelving Units for TSOs

(a) The following items are available for purchase in gray, beige or black painted metal finishes:

- (i) 2-, 5- and 6-Tier Lockers
- (ii) Storage Cabinets
- (iii) Closed Shelving Units
- (iv) Open Shelving Units

(b) Contact ORES at the appropriate email address indicated in Section 7 of this directive for more information on these products.

(c) Lockers are provided to the TSO work force based on the largest number of TSOs on site for a shift. Lockers are to be shared by shift workers utilizing removable locks. Most locations purchase the 5- or 6-tier locker configurations with separate shared wardrobe cabinets for coats. In colder climates with inclement weather, 2-tier locker configurations are acceptable.

L. Physical Security:

- (1) Minimum security requirements for field locations have been developed. Specific information regarding these standards is available in the POR. Requests, with justification, for variances above the minimum security requirements must be approved by OSO and then submitted to the Office of Security. Funding for approved security variances must be provided by the requesting office. Further guidance can be obtained by contacting the Office of Security.
- (2) ORES provides coordination and funding for the installation of phone lines and hardware associated with perimeter security alarms for FSD support spaces. Facility security for programs not directly associated with FSD operations will also be coordinated by ORES as part of its facility work, but funding for any such security work must be provided by the program office. The phone line for perimeter security alarms will be monitored by Federal Protective Services (FPS) Mega Center.

M. Telecommunications:

- (1) Minimum telecommunications specifications are provided in the POR. Cable installation (not equipment) to support telecommunications requirements will be included as part of

initial space alterations, pending availability of funding. Further guidance can be obtained by contacting ITD.

- (2) In connection with major renovation/construction projects only, ORES funds and includes IT cable installation as part of construction effort. If the FSD or other TSA Program Office accepts the space “as is” or if just minor renovations are needed, IT cabling is the responsibility of ITD.

7. PROCEDURES: All real estate requests including space, furniture or facilities services from any field operations office must be submitted on the TSA Form 207 or TSA Form 217. Specific instructions for completing and submitting the TSA Form 207 or TSA Form 217 are contained within the form. The form should be submitted to the real estate regional request mailboxes as follows:

- A. For the Eastern Area: RealEstateSupportE@dhs.gov
- B. For the Central Area: RealEstateSupportC@dhs.gov
- C. For the Western Area: RealEstateSupportW@dhs.gov

8. EFFECTIVE DATE AND IMPLEMENTATION: This policy is effective immediately upon signature.

APPROVAL



David R. Nicholson
Assistant Administrator for Finance and
Administration/Chief Financial Officer

12/13/2006
Date

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