



*To enhance mission performance, TSA is committed to promoting a culture founded on its values of Integrity, Innovation and Team Spirit.*

**REVISION:** This revised directive supersedes TSA MD 200.12, *Space and Furniture for Field Locations*, dated December 13, 2006.

**SUMMARY OF CHANGES:** This revised directive clarifies policy and procedures for the allocation and use of furniture in TSA offices as well as formatting and text placement updates.

**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.

**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).

**2. SCOPE:** This directive applies to all TSA field locations housing and/or supporting Federal Security Directors (FSDs) and Transportation Security Officers (TSOs) and other TSA Program Office's requiring field office space, furnishings, and space-related services. Real estate for TSA Headquarters is addressed in [TSA MD 200.3, Headquarters Facilities Management](#).

**3. AUTHORITIES:**

- A. Americans with Disabilities Act (ADA) of 1990, [Pub. L. 101-336](#), July 26, 1990, 104 Stat. 327 (42 U.S.C. 12101 et seq.)
- B. National Environmental Policy Act (NEPA) of 1969, [Pub. L. 91-190](#), Jan. 1, 1970, 83 Stat. 852 (42 U.S.C. 4321 et seq.)
- C. 41 CFR Part 101, Federal Property Management Regulations
- D. 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 Administration (OSHA)

(6) Building Owners and Managers Association (BOMA)

E. [DHS MD 0560, Real Property Management Program](#)

F. [DHS MD 11030.1, Physical Protection of Facilities and Real Property](#)

#### 4. DEFINITIONS:

- A. 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. Construction Drawings: Architectural drawings with keyed notes detailing the work required and types of materials to be used in constructing the improvements. As part of any renovation/construction project, a series of three required levels of drawing sets are prepared: space plans, design intent drawings (DIDs), and CDs.
- C. Design Intent Drawings (DIDs): Preliminary construction plan set that includes all attributes of CDs except engineering design.
- D. 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.
- E. General Services Administration (GSA): Acts as leasing agent and landlord for the Federal government and, as such, provides real estate services to TSA.
- F. GSA Brokers: Private contractors that work under the direction of the GSA and assist GSA in acquiring and negotiating leases in support of TSA field operations.
- G. 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.
- H. Lessor: One who holds title to and conveys the right to use and occupy a property under lease agreement.
- I. Market Survey: A field survey and physical inspection of buildings in the delineated area of consideration.
- J. 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.
- K. Program of Requirements (POR): A TSA document that includes office, office support space, and construction standards, as well as standards for security and telecommunications.

- L. Real Estate Service Request: Method by which TSA offices request space or real estate type services request such as furniture, janitorial services, security services, etc.
- M. 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
- N. Space Allocation Worksheet (SAW): Worksheet used to calculate amount of space authorized for a particular field location, as developed by the Office of Real Estate Services (ORES) in conjunction with OSO based upon authorized staffing level and support space needs.
- O. Space Plans: An initial sketch that shows placement of walls and doors, but that does not have attributes such as electrical, data, and lighting details.
- P. Space Standards: Standards for the allocation of space that have been developed for implementation in all TSA facilities.

**NOTE:** 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.

- Q. Square Footage (sf): Space calculation used to compute the amount of interior building space occupied, as calculated by rentable sf and usable sf.
- R. Support Space: Office space, other than individual workstation space, supporting operational activities within an office (e.g., file rooms, TSO break rooms, conference rooms, and storage space).

**NOTE:** For the purposes of this directive, support spaces do not include checkpoint and baggage screening areas.

- S. Tenant Improvement (TI) Allowance: Also known as Construction Allowance. A sum of money, usually expressed in a dollar-per square foot format, which is provided by the landlord to the tenant for the tenants use in building out the leased space. This money is paid back to the landlord, with interest, over the term of the lease in the form of additional rent,
- T. 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.

## **5. RESPONSIBILITIES:**

- A. ORES is responsible for:
  - (1) Managing TSA's real estate portfolio;

**TSA MANAGEMENT DIRECTIVE No. 200.12**  
**SPACE AND FURNITURE FOR FIELD LOCATIONS**

- (2) Maintaining communications with field location point-of-contact (POC), 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 all TSA requirements in the field.
- (4) Providing final approval authority regarding Real Estate Services 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 and/or the lessor has a copy of the POR, instructing them to adhere to the POR specifications for all construction efforts, and 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) Obtaining signatures on 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 reviews of DIDs and CDs with the Office of Security, Office of Information Technology (OIT) and the Office of Occupational Safety and Health and Environment (OSHE);
- (13) Approving, tracking and managing all requests for furniture acquisition as required, and coordinating installation of new permanent furniture to coincide with move/construction schedule; and
- (14) 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 equipment and furniture as necessary.

C. Occupational Safety, Health and Environment (OSHE) is responsible for:

- (1) Providing advice and 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 ORES for TSA use.

D. Office of Information Technology (OIT) 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;
- (3) Participating in evaluating Real Estate Services 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 Security is responsible for:

- (1) Defining minimum security requirements for field locations;
- (2) Participating in evaluation of Real Estate Service Requests from field locations and providing input regarding security impact of request;

- (3) 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;
  - (4) Participating in field site visits, as required; and
  - (5) Providing guidance in response to FSD or other field office requests that have been approved by OSO or the relevant 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 6P).
- 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 TSA facility;
  - (2) Providing ORES with accurate 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 Services 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 Real Estate Service Field Request - \(FSD\)](#) or [TSA Form 217 Real Estate Service Request – \(non-FSD\)](#);
  - (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 square footage allocations established by ORES, working with GSA and/or GSA Broker to locate space and participate in market survey with the GSA representative as needed;
  - (4) Supporting GSA efforts to ensure adherence to all space and construction standards outlined in the POR;
  - (5) Participating in design reviews of all drawings (including initial space plans through design intent drawings) and providing comments directly to ORES for review;
  - (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 the 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 agents are 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 such as OSHA, Fire, Safety, ADA, 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;
- (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 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 sign-off prior to proceeding to the next planning level and/or initiation of construction;
- (9) Preparing detailed construction cost estimates based on approved CDs;

**NOTE:** Cost estimates should include line-item construction material/labor costs covered by tenant improvement allowance, as well as line items requiring additional funding and should be submitted to ORES for approval and sign off prior to initiation of construction.

- (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:** 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.

- A. ORES is the only TSA entity that shall direct GSA to proceed with a space, renovation, or construction activity.
- B. ORES shall approve occupancy agreements only after certification of funding before GSA can enter into a lease agreement on TSA's behalf.
- C. Funding and space availability notwithstanding, office space and furniture shall be allocated to TSA programs in accordance with authorized staffing levels and standards established in the POR.
- D. In the event office space, furnishings, and/or related services are requested for TSA components other than OSO, the requesting TSA component shall identify funding.
- E. ALL requests from field locations for new space, expansion space, moves, space reductions, furniture, lockers, renovation/construction work, utilities etc. require TSA Form 207 for OSO field space or TSA Form 217 for all non-OSO field space to be completed in its entirety and submitted to the ORES.
- F. Renovation/construction work, whether funded through tenant improvement allowance included in the lease or by way of funding obtained outside the lease agreement, shall adhere to the standards and specifications spelled out in the POR.
- G. 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 Office of Acquisition [\*Purchase Card Manual\*](#).
- H. TSA Space Standards and Build-Out Specifications:
  - (1) Any non-FSD offices shall follow the general space requirements identified in the POR, but can also identify program-specific requirements not addressed in the POR.
  - (2) To the extent that lack of funding limits the ability to acquire and renovate space that meets the standards of the POR, ORES shall work with OSO or other TSA Program Office to establish priorities.
  - (3) The POR shall provide 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 shall be adhered to. Deviation from the standards on construction drawings submitted to the ORES will result in the need for re-design of the space so that it is in compliance, which may significantly delay the process. See Attachment A at the end of this document.

**NOTE:** When minimum POR requirements are not available, ORES will continue to work with the airport to meet requirements.

- I. **Space Allowances:** Space allowances for field locations shall be determined using the following tools:
- (1) **Staffing Levels for OSO:** Staffing level data is provided by Office of Security Operations (OSO) and includes the full complement of budgeted personnel such as FSD staff, supporting staff such as legal counsel, IT, and public affairs staff, TSOs, TSO managers, and TSOs providing administrative support.
  - (2) **Space Allocation Worksheet (SAW):** This is required in order to justify space requirements based on staffing numbers. When the Space Allocation Worksheet is populated with the staffing figures provided by OSO, it automatically calculates the individual room size requirements and adds “circulation space”. FSD offices may insert approved staffing information onto the form, and the sf will recalculate utilizing the updated staffing numbers.
  - (3) **Space Allowances for Other TSA Program Offices:** Space allowances for other TSA Program Offices requiring field office space shall be determined based on general POR guidelines delineating space requirements by pay bands, but will also include any program-specific additional requirements.
- J. **Parking:** Within available funding, ORES shall provide one parking space for each government vehicle assigned to a field location. These spaces are typically acquired in conjunction with the office lease.
- NOTE:** ORES can provide parking to accommodate office staff as allowable in the lease. ORES will not subsidize for personal vehicles beyond what is included in the lease (at no additional cost).
- K. **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 shall work with the field level POC and the Office of Acquisition to contract for them.
  - (2) Arrangements must 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 [\(DHS MD 11030.1\)](#).
- L. **Real Estate Service Requests:**
- (1) All requests for space (including new, moves, expansion, additional space, renovation or construction), furniture, and facilities shall be based upon application of the criteria set forth in Section 6(E) and 6(F), and accompanied by TSA Form 207 or TSA Form 217. Please see Section 7 for more specific information on submitting these forms.

- (2) ORES shall 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) Once approved, ORES shall work with the field level POC and GSA to acquire, expand, modify, or reconfigure the appropriate space.
- (4) GSA is TSA's "leasing agent" and shall take the lead in identifying available space.

**NOTE:** However due to the nature of space availability in the airports, the local FSD staff should alert ORES of available on airport space that meets TSA's requirements outlined in the POR.

**M. 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 shall work with FSDs or relevant TSA Program Office to "right size" their space assignment.

**NOTE:** Office support, and TSO support space comprise one of TSA's largest budget line items and 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 shall submit a Real Estate Service Request, requesting assistance in returning space.
- (3) ORES can initiate right sizing actions and shall work with the FSD or TSA Program Office to select appropriate space to return, and coordinate the return of space to mitigate disruption to operations.

**N. 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 shall submit a Real Estate Service Request.
- (2) Once a space alteration request has been approved, ORES shall work with the local GSA or landlord representative to develop initial space plans. The field POC will be required to review all drawings and will have the opportunity to provide any comments. All comments shall be submitted directly to ORES for review.
- (3) ORES shall 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 that it meets the priorities established in conjunction with OSO or other TSA Program Office.

- O. Furniture: All furniture must be ordered through, or approved by, ORES.
    - (1) Rental Furniture: Rental furniture may be used only in an emergency, and only with approval from ORES and subject to case-by-case procurement action from the TSA Office of Acquisition-
    - (2) Permanent Furniture: ORES, in conjunction with the Office of Acquisition, manages contracts for the purchase, maintenance, repair and reconfiguration of office furniture. The contractors are responsible for managing all aspects of the purchase, delivery, and installation of any new furniture and manage the return of any rental furniture remaining in place. All arrangements relating to furniture must be made through ORES.
    - (3) Lockers, Storage Cabinets and Shelving Units for TSOs
      - (a) The following items are available for purchase in sand, putty, light gray, medium gray, or black painted metal finishes:
        - (i) Two, Five, and Six-Tier Lockers
        - (ii) Wardrobe Cabinets
        - (iii) Storage Cabinets
        - (iv) Closed Shelving Units
        - (v) Open Shelving Units
        - (vi) Jumbo Storage Cabinets
        - (vii) Counter Height Cabinets
      - (a) Contact ORES at the appropriate email address indicated in section 7 for more information on these products.
      - (b) 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 five or six tier locker configurations with separate shared wardrobe cabinets for coats. In colder climates with inclement weather, two tier locker configurations are acceptable.
- P. Physical Security:
    - (1) Minimum security requirements for field locations have been developed and are available in the POR. Requests, with justification, for variances above the minimum security requirements shall be approved by OSO and then submitted to the Office of Security. Funding for approved security variances shall be provided by the requesting office. Further guidance can be obtained by contacting the Office of Security.
    - (2) ORES shall provide 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 the Federal Protective Services (FPS) Mega Center.

**Q. Telecommunications:**

- (1) Minimum telecommunications specifications are provided in the POR. Cable installation (not equipment) to support telecommunications requirements shall be included as part of initial space alterations, pending availability of funding. Further guidance can be obtained by contacting the OIT.
- (2) In connection with major renovation/construction projects only, ORES funds include 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 generally the responsibility of the OIT.

**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 Areas: [RealEstateSupportE@dhs.gov](mailto:RealEstateSupportE@dhs.gov)
- B. For the Central Areas: [RealEstateSupportC@dhs.gov](mailto:RealEstateSupportC@dhs.gov)
- C. For the Western Areas: [RealEstateSupportW@dhs.gov](mailto:RealEstateSupportW@dhs.gov)

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

**APPROVAL**

*Signed*

*7/28/2009*

\_\_\_\_\_  
David R. Nicholson  
Assistant Administrator and Chief Financial Officer  
Office of Finance and Administration

\_\_\_\_\_  
Date

Distribution: Assistant Administrators, Office Directors, All Employees  
Point of Contact: Director, ORES, (571) 227-2097

**ATTACHMENT A**

- (a) Workstation Sizes: The following maximum office/workstation sizes must be adhered to:

*Chart 1: Workstation Sizes*

<b>POSITION</b>	<b>SF</b>	<b>SPACE TYPE</b>
FSD	<b>200</b>	Private Office
DFSD, AFSD, Sr. Legal Counsel (lead attorney)	<b>150</b>	Private Office
Pay Band K, AO, HR, Counsel, Special Agent , J band supervisor	<b>120</b>	Private Office
All Others	<b>36-64</b>	Open Workstation
Hoteling/Teleworking	<b>15-20</b>	Workstation

- (b) Support Space: Support space sizes vary depending upon staffing levels and are calculated using the Space Allocation Worksheet (SAW). Support space standards and build-out specifications may be found in the POR.