



U.S. General Services Administration (GSA)

GSA Order: Internal Space Allocation, Design, and Management Policy

OAS 7005.1B

Office of Administrative Services

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Purpose:

This policy outlines updated strategies and guidelines for **workplace design**, including **acoustics and privacy, furnishings, parking, and internal space allocation**, in accordance with federal utilization, efficiency, and reporting standards.

It ensures that the U.S. General Services Administration (GSA) delivers an efficient, effective, and fiscally responsible workplace portfolio that supports mission delivery and the needs of its workforce by creating modern, flexible environments that empower employees, optimize resources, and uphold our responsibility to the American taxpayer.

Background:

This policy establishes clear guidance for the transformation and management of GSA's internal workplaces in alignment **with** OMB Memorandum M-25-25 (issued April 21, 2025), **which implements the Utilizing Space Efficiently and Improving Technologies (USE IT) Act, Section 2302 of the Thomas R. Carper Water Resources Development Act of 2024, Public Law 118-272, enacted January 4, 2025**. By anchoring workplace transformation to these directives, GSA ensures an efficient, effective, and fiscally responsible portfolio—optimizing space, leveraging technology, and acting as robust stewards of taxpayer resources while supporting mission execution and workforce well-being.

Applicability:

This policy applies to all GSA organizations that occupy Government-owned or leased space with the following exceptions:

- Office of the Inspector General;
- Outleases and licenses;
- The Civilian Board of Contract Appeals; and
- Presidential space, including Presidential transition.

Cancellation:

This Order cancels and supersedes GSA Order OAS P 7005.1A.

Summary of Changes:

This updated policy incorporates the requirements outlined in the **OMB Memorandum M-25-25**, which implements the **USE IT Act**. It reflects new federal standards for **space allocation, occupancy measurement, and utilization reporting**, and establishes procedures for **technology-enabled space tracking, portfolio optimization, headquarters consolidation planning, and transparent data submission to oversight bodies**. The policy aligns GSA's internal workplace practices with government-wide mandates for efficiency, accountability, and resource stewardship, ensuring that space decisions support mission delivery, workforce needs, and the interests of the American taxpayer.

Roles and Responsibilities:

The Office of Workplace Management and Services, Office of Administrative Services, manages GSA's internal workspace portfolio. This Policy and Procedure provides implementation guidelines for applicable GSA organizations.

Signature

/S/
Bob Stafford
Chief Administrative Services Officer
Office of Administrative Services

Date _____

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1.Roles and Responsibilities

a. The **Office of Administrative Services (OAS)** will:

- Internal Real Estate
 - Manage and oversee GSA's internal workplace portfolio in accordance with the **USE IT Act** and **OMB Memorandum M-25-25**, ensuring compliance with federal standards for space utilization, reporting, and resource efficiency.
 - Review and approve all Occupancy Agreements.
 - Develop policies, guidance and measures for space allocation, design, and management.
 - Be advised and have the option to participate in project kick-off meetings, market surveys, needs assessment interviews, design charrettes, and space acceptance walkthroughs.
 - Review and approve all requirements packages for space acquisition, relocation or reconfiguration.
 - Review and approve all requests for an exemption to the Design Strategies and Guidelines section of this policy.
 - Review and approve all concept and design intent drawings.
 - Procure change management services.
 - Ensure that funding requests with supporting estimates are provided during the budget process.
 - Develop, implement and manage a governance process for all projects in excess of \$25,000.
- Workplace Services - Central Office and Regional Office Buildings
 - Manage internal customer workspace needs via a service call/ticket system.
 - Draft and share communications on workplace topics.
 - Serve as the first point of contact for audio visual (AV), video teleconferencing equipment, and digital signage (DS) issues in conference/meeting rooms/shared spaces.
 - Purchase all office supplies for GSA employees.

- Manage receipt and distribution of mail.
- Manage internal space assignments (e.g., organizational hubs, dedicated spaces, etc.).
- Manage locker and file cabinet assignments.
- Make small office purchases (e.g., signage, furniture and IT repairs) as needed.
- Acquire all shared multi-function print devices per applicable policy.
- Manage Government Owned Vehicle (GOV) and employee parking.
- Maintain personal property inventory per applicable policy.
- Coordinate all building maintenance and custodial issues with the Public Buildings Service Building Manager or Leased Facility Building Manager.

b. The **Public Buildings Service (PBS)** will:

- Acquire and maintain all space for internal GSA operations.
- Manage and oversee project execution and implementation.
- Prepare Occupancy Agreements covering GSA-occupied space for review and approval of OAS.
- Develop comprehensive, formal requirements packages for all space acquisition, relocation or reconfiguration projects as requested by OAS (see Appendix A for options).
- Incorporate current Interagency Security Committee standards into all requirements packages.
- Submit all completed requirements packages to OAS for review and approval.
- Provide healthy, safe, and clean workspaces - free of hazards.
- Conduct annual Occupational Safety and Health inspections/evaluations & resolve issues per applicable policy.
- Track and resolve hazards identified by employee reports of unsafe/health working conditions per applicable policy.

c. The **Office of GSA IT** will:

- Manage and implement all information technology (IT) services and infrastructure necessary to support GSA workplaces.
 - Collect, manage, and maintain accurate occupancy data across GSA-controlled spaces, to be securely provided to OAS and the Office of Management and Budget (OMB) via the OMB Collect platform, in compliance with federal reporting requirements.
 - Develop technical requirements and implementation plans for IT systems and services.
 - Acquire and install voice and data services such as Primary Rate Interface (PRI), Digital Subscriber Line (DSL), and T-1 lines.
 - Implement video conferencing solutions.
 - Install structured cabling systems, including Local Area Network (LAN) closet switching and wireless communications infrastructure.
 - Configure and deploy workstation IT, including printers, peripherals, and related property management.
 - Install and set up Regional Information Centers (RICs) and relocating servers and associated systems as needed.
- d. The **Office of the Chief Financial Officer (OCFO)** will:
- Review and assess internal workplace project funding requirements.
 - Partner with OAS, PBS, and other stakeholders to incorporate funding requirements into the budget.
- e. The **Office of Human Resource Management (OHRM)** will:
- Partner with OAS to regularly review duty station assignments and identify updated space needs.
- f. The **Services and Staff Offices (SSO)** will:
- Manage and allocate space and seat assignments within their organizational neighborhood(s) in accordance with this policy.
 - Submit all requests for new GSA occupied space to OAS with a justification and business case for review and approval.
 - Submit all workspace requests (i.e., alterations, new furniture, modifications to existing furniture, and change management services) to OAS for review and approval.

- Be advised and have the option to participate in project kick-off meetings, market surveys, needs assessment interviews, design charrettes, and space acceptance walkthroughs.
- When applicable, design and implement a change management strategy that may include:
 - A communications plan including messages and tactics;
 - Training change agents within the organization to facilitate the transition; and
 - Facilitating groups of agency employees to address new workplace barriers, such as paper storage requirements or information technology capabilities.
- When practical, utilize the Federal Acquisition Service (FAS) for services, products and solutions, particularly in the areas of furniture procurement, move services, personal property disposal, and Information Technology and Telecommunications services.
- Provide workplace services (e.g., mail management, supplies, personal property management, workspace and parking management) in field offices not staffed by the Office of Administrative Services.

2. Labor Relations

- OHRM will coordinate GSA's labor relations strategy and execution.
- OAS and PBS will partner with OHRM to engage the Unions as required regarding workplace projects.

3. Space Utilization & Allocation Requirements

- GSA has established an internal workspace utilization goal of **80%**¹, reflecting a proactive approach to maximizing space efficiency across its portfolio.
- To meet the **60% utilization requirement** mandated by the **USE IT Act** and **OMB Memorandum M-25-25**, and to advance toward the more ambitious 80% internal

¹ USF divided by 150 is the benchmark for occupancy capacity. For example, to achieve the 60% requirement in a 15,000 usf office, an average of 60 people over a 2 month period would need to report to the office daily (15,000/150 = 100 | 100 x .6 = 60).

agency target, GSA will provide **one desk for every 1.2 assigned employees** in locations with more than 50 assigned personnel.

- This allocation standard is designed to optimize space usage, reduce underutilization, and ensure responsible stewardship of taxpayer resources, while supporting workforce needs and mission delivery.
- Exceptions to this requirement must be documented and approved by the Chief Administrative Services Officer (CASO) or their designee.
- For all future internal workplace projects², space allocation shall not **exceed** an “all-in” allocation of 150 usable square feet³ per person (USF/person).
- All-in allocation of space is calculated as follows:
 - Divide Total USF⁴ by the sum of on-board GSA employees and resident contractors.
 - Include resident contractors such as janitors, operations and maintenance contractors, construction contractors, and security guards if assigned to space classified as “usable”. Exclude these contractors if they are assigned to space classified as “building common.”
 - For multi-shift operations, include personnel for the peak shift only.
 - Exclude short-term (i.e., ≤ 3 months) staff, including volunteers, contractors, and interns and visitors.
 - Include employees and resident contractors on a temporary detail in their permanent agency worksite personnel totals.
 - Include outside vendors operating joint use space (e.g., cafeteria) if the space is occupied by a single tenant. Exclude outside vendors if the space is shared in a multi-tenant building. (An agency other than GSA must be present to qualify as a multi-tenant building). The presence of the Department of Homeland Security, Federal Protective Service personnel and/or contract guards does not qualify a building for “multi-tenant” status.

² Per Appendix III of OMB M-25-25: (1) Leased office space that remains in an agency's portfolio under a succeeding or superseding lease agreement, and remains in use without construction to reconfigure the space, does not have to meet the 150 USP per person requirement; and (2) Lease replacements and lease re-competitions are not required to meet the 150 USP per person standard unless an economic analysis demonstrates that the use of the standard for a project has a payback period of less than 15 years and the cost of the project can be accommodated within budget guidance.

³ Usable square footage is defined by ANSI/BOMA Z65.1- 2010 (or 2017).

⁴ Includes all assigned usable square footage and joint-use space internal to GSA only. Joint-use space shared with outside agencies in a multi-tenant building is not included.

4. Design Strategies and Guidelines

- Whenever possible, consider low-cost solutions that reuse and repurpose existing furniture and layouts.
- Strategies to meet the USF/person space allocation standards may include:
 - Right-sizing individual, collaborative, and focus spaces.
 - Increasing the percentage of open-plan workspace.
 - Consolidating underutilized support spaces: Reconfiguring or eliminating underused storage rooms, file areas, and oversized meeting rooms to repurpose space for higher-priority needs or reduce overall square footage.
- Universal Design principles should be applied whenever practical.
- Follow [7000.3 CIO Information Technology Standards for Internal GSA Workplaces](#).
- Private offices⁵ may only be assigned to the following:
 - Administrator;
 - Deputy Administrator;
 - GSA Chief of Staff;
 - Heads of Service and Staff Offices;
 - Attorneys;
 - Individuals whose reasonable accommodation requires an enclosed space; and
 - Individuals who routinely handle National Security Information (NSI).
- In offices with more than 50 people where desks are allocated at a ratio of one desk for every 1.2 people, the following positions may be assigned a dedicated workstation:
 - Deputy HSSOs;
 - Senior executives;
 - Executive assistants (when appropriate);
 - Chiefs of Staff;
 - Senior political advisors;

⁵ Individuals who may be assigned a private office may instead choose to be assigned a workstation.

- Employees with an approved reasonable accommodation; and
- Select staff in restricted operational areas (e.g. Office of Human Resources).
- New individual offices may be no greater than:
 - 300 USF for the Deputy Administrator, GSA Chief of Staff; and
 - 120 USF for all positions not listed above (except the Administrator).
- New individual workstations may be no greater than 36 USF.
 - If specified, panels, privacy or boundary screens may be no taller than 54 inches above the finished floor across a maximum of 50% of the total vertical surface width, and 42 inches above the finished floor or less, across the remaining vertical surface width. These heights are designed to allow for seated privacy, limit distractions, and maximize views and access to daylight.
- A sufficient amount and variety of spaces that support collaborative and focused work in open-plan environments **must** be provided to accommodate a variety of work-patterns and promote employee choice.
- Where enclosed offices are warranted, they **should** be located along a building's core and in areas that ensure windows provide direct-access to natural light for the greatest possible numbers of staff.
- Personal storage for each individual may be provided for personal files, laptop, and other daily-needs items such as a purse or wallet.
- Organizations will be provided lockable file storage as needed.
- Stand-alone suites may be created for groups that have extraordinary privacy, confidentiality, security or public contact requirements that prevent them from sharing space with other employees in a facility (e.g., employees who routinely handle NSI).

a. Accessibility

- All workspaces must be designed to comply with the [Architectural Barriers Act Accessibility Standard \(ABAAS\)](#) and in compliance with all applicable state or local accessibility standards.
- The most stringent accessibility requirements are to be applied regardless of whether they are contained in state or local codes and regulations or ABAAS.

b. Acoustics and Privacy

- Particular attention **must** be paid to privacy and acoustics.

- Each location should be configured in zones to accommodate various work patterns throughout the office.
- Where practical, open-plan areas should employ adjustable sound-masking systems, carpeting, and high-performance acoustical ceiling tile or, where ceilings are hard-surface or cannot reasonably be altered within available funding, surface-mounted or suspended sound-absorptive acoustical panels should be used. The use of other hard surfaces such as glass on artwork or metal furniture finishes should be minimized where possible.
- In conference, meeting and training facilities, absorptive panels with a minimum Noise Reduction Coefficient (NRC) of 0.8 should be installed on a minimum of 25% of walls.
- Change-management activities should be employed to address noise generation, preferred conduct in shared open space, and positive collaborative office behaviors.
- Collaborative and focus rooms should be located within close proximity to individual workstations so that impromptu meetings can readily and quickly move from the open-plan area to an enclosed space, to minimize noise transmission.
- The following strategies should be used to promote privacy in an open-plan environment:
 - Availability of monitor privacy screens;
 - Staggering of monitors; and
 - Use of privacy or boundary screens.

c. Furnishings

- GSA **must** aim to support the needs of all employees for a high standard of quality in the work environment, including ergonomic best practices from the National Institute for Occupational Safety and Health (NIOSH) and barrier free accessibility within work area elements.
 - Individual and task chairs should provide for the widest possible range of human dimensions;
 - Where practical, all individual work surfaces should be user adjustable and have ergonomic keyboard trays and monitor arms; and
 - All handles and pulls should be readily operable with prosthetics.

- Furniture should be easily reconfigured without the need for specialized furniture installation crews.
- New furnishings **must** have a Business and Institutional Furniture Manufacturers' Association (BIFMA) e3 - 2024 Level 2 certification, and be composed of long-lasting, cleanable, heavy-duty finishes and materials.
- Designs should seek to integrate IT cabling and power controls in furnishings selections, including schedule timer power strips and/or occupancy sensors for task lights and convenience outlets to maximize energy conservation and sustainable practices.

5. Parking

- Parking must be allocated and assigned according to [41 CFR 102-74.265 to 41 CFR 102-74.310 and negotiated labor agreements](#).
- Parking spaces may only be acquired in leased facilities for:
 - Government owned vehicles; and
 - Employee vehicles when necessary to avoid a significant impairment to the agency's operating efficiency.⁶
- Employee parking must comply with current [GSA Internal Directive](#) policy and procedure.

⁶ GAO has determined that agencies may use appropriated funds to provide parking to its employees when necessary to avoid a "significant impairment to the agency's operating efficiency." [U.S. International Trade Commission--Use of Appropriated Funds to Subsidize Employee Parking Permits. B-322337 \(2012\)](#).

Appendix A: Requirements Development Options

- Basic Requirements Development, includes:
 - Needs assessment interview;
 - Basic space program;
 - Concept drawings (when requested by OAS); and
 - IT needs (telecommunications, conferencing tools, wireless access points, etc).
- Strategic Requirements Development which may include:
 - Soliciting employee and Union input on the workplace;
 - On-site evaluation of the current workplace;
 - Leadership visioning sessions;
 - Time-utilization studies of specific types of workspaces, such as meeting rooms; and
 - Program of Requirements (POR) which may include:
 - Build-out construction specifications;
 - Conceptual drawings;
 - Prototypical design intent drawings that illustrate typical work environment configurations and would be used during space procurement;
 - Generic furniture specifications; and
 - Space programming calculations.

Appendix B: Authorities

[5440.1 ADM GSA Organization Manual](#). Establishes the Office of Workplace Management and Services within the Office of Administrative Services (OAS). Provides authority for the Chief Administrative Services Officer to manage internal GSA workplace initiatives, including policy and operations, space management, design, and planning.

[Executive Order 13327](#). Federal Real Property Asset Management. Provides for the establishment of performance measures for the management of federal real property and the enhancement of productivity through an improved working environment.

[41 C.F.R. part 102-79](#). Assignment and Utilization of Space. Requires Executive agencies to provide a quality workplace environment that supports program operations, preserves the value of real property assets, meets the needs of tenant agencies, and provides childcare and physical fitness facilities in the workplace when adequately justified.

Appendix C: References

[Thomas R. Carper Water Resources Development Act of 2024, Pub. L. No 118-272, div. B, title III, sec. 2302 \(2025\) \(Utilizing Space Efficiently and Improving Technologies Act\)](#)

[OMB Memorandum M-25-25: Implementation of the Utilizing Space Efficiently and Improving Technologies Act \(Apr. 21, 2025\)](#)

[GSA Internal Directive, 6040.1A, GSA Telework Policy, dated February 12, 2025](#)

[9900.1A OAS Government Furnished Information Technology \(IT\) Equipment for Use Outside GSA Agency Worksites](#)

[1860.1 OAS Print Management Policies and Practices](#)

[7800.13 OAS Management of the General Services Administration's \(GSA\) Internal Personal Property](#)

[7000.3 CIO Information Technology Standards for Internal GSA Workplaces](#)

[ADM 5940.2 GSA Occupational Safety and Health Program](#)

[4240.2 OAS Internal GSA AB Codes and Space Assignment Method](#)

[OAS 7030.2 Management of Parking Assigned to GSA as a Tenant](#)

Appendix D: Definitions

Agency Worksite - The regular worksite associated with the employee's position of record; the physical address or place where the employee would work if not teleworking. The agency worksite is generally considered a centralized location of an employee's assigned organization.

Allocation of Space - A number equal to the amount of usable square feet divided by the sum of the total number of on-board employees and resident contractors.

Change Management - The process, tools and techniques to manage the people-side of change to achieve a required business outcome.

Collaborative Seat - An unassigned seat typically used in collaborative settings such as a conference or training room, cafe, or soft seating area.

Design Charette - An intense period of design or planning activity.

Ergonomics - A science that deals with designing and arranging furniture and desk equipment so that people can use them easily and safely.

Focus Seat - An unassigned seat in a small room or other quiet setting used by an individual while conducting concentrative or focused work.

Individual Seat - A seat associated with an individual workstation.

National Security Information (NSI) - Information classified at one of the following three levels: (1) Confidential; (2) Secret; or (3) Top Secret.

On-Board Employee - An employee who has been hired and who has reported for duty.

Outleasing - GSA leases available vacant space in certain properties at market rates for private businesses as well as for state and local governments. These properties can include retail shops, food service facilities, office space, warehouse space, and parking lots.

Prosthetics - An artificial device that replaces a missing body part.

Resident Contractor - A contractor who regularly works in space classified and assigned as usable.

Restricted/Sequestered Allocations - A restricted allocation is a work area or hub that is sequestered or restricted from the general population.

Telework - A work flexibility arrangement under which an employee performs the duties and responsibilities of their position from an approved worksite (typically their home), rather than the agency worksite.

Universal Design – A term coined by the architect Ronald L. Mace to describe the concept of designing all products and the built environment to be aesthetic and usable to the greatest extent possible by everyone, regardless of their age, ability, or status in life.

Usable Square Feet (USF) - The total usable floor area of a space or building, calculated in accordance with ANSI/BO MA Z65.1- 2010 (or 2017).

Utilization of Space - The percentage of time a space or seat is occupied over a defined period.