

UNITED STATES DEPARTMENT OF AGRICULTURE      ISSUED: June 23, 2015  
OFFICE OF PROCUREMENT AND PROPERTY MANAGEMENT

# AGPMR ADVISORY

## No. 15-05

**Title:      Implementation of OMB’s Management Procedures  
Memorandum No. 2015-01, Reduce the Footprint**

### 1. BACKGROUND

On May 11, 2012, the Office of Management and Budget (OMB) introduced a “Freeze the Footprint” (FTF) policy in Section 3 of [OMB Memo 12-12](#) (M-12-12). On March 14, 2013, OMB issued implementing guidance in “Management Procedures Memorandum No. 2013-02.” FTF required all civilian Executive Branch agencies to maintain a static balance in their directly leased, owned, and General Services Administration (GSA) assigned building’s inventory of Office and Warehouse space as compared to a specific baseline provided by GSA. This meant any increases to Office and/or Warehouse type space had to be offset with a corresponding square footage (SF) decrease so the U.S. Department of Agriculture (USDA) as a whole did not exceed the baseline in any fiscal year (FY).

The baseline used for FTF measurement and evaluation purposes was a combined total for FY 2012 (FY12) of the domestic Office and Warehouse SF that USDA reports to the [Federal Real Property Profile \(FRPP\)](#), and USDA’s Office and Warehouse SF located in GSA assigned space. This baseline was provided by GSA to the Office of Procurement and Property Management’s (OPPM) Property Management Division (PMD). FTF policy applied to all new leases and owned real property acquisitions and expansions, including space that is under USDA’s direct control and space that is provided by GSA to meet a USDA requirement. FTF prohibited USDA agencies from initiating any action that constituted a net increase in the agency’s Office and Warehouse SF inventory, as compared to its FY12 baseline, without first obtaining Departmental approval.

### 2. REDUCE THE FOOTPRINT

In FY15, OMB issued the “National Strategy for Real Property” and a new “Reduce the Footprint” (RTF) policy, which replaced FTF. This policy is described in OMB’s [Management Procedures Memorandum No. 2015-01](#) (March 25, 2015), which supersedes OMB Management Procedures Memorandum 2013-02 (March 14, 2013).

RFT requires agencies to not only continue to freeze but also to measure and reduce their real property footprint between FY16 and FY20. The new baseline, which uses FRPP data from FY15, will be published when available. Until that time, the FY12 baseline will remain in effect. Complementing the National Strategy, RFT policy requires agencies to:

- a. Set annual SF reduction targets for federal domestic buildings; and
- b. Adopt space design standards to optimize federal domestic office space usage.

With RTF, for the first time, OMB has established a policy to reduce agency portfolios through annual reduction targets.

**This Advisory supersedes AGPMR Advisory No. 13-05, “Implementation of OMB Memorandum M-12-12 Section 3: Freeze the Footprint” dated April 25, 2013, for all Office and Warehouse space inventory changes effective beginning October 1, 2015 (FY16).**

### **3. PROCESS AND PROCEDURES**

#### **A. OVERVIEW**

As with FTF, PMD and agencies will manage RTF using USDA’s Corporate Property Automated Information System (CPAIS) data exclusively. CPAIS data is used to establish an annual SF balance of agencies’ Office and Warehouse SF, manage and track agencies’ Office and Warehouse SF, and ensure a net decrease to the Department’s overall inventory of such space during a given FY compared to the official baseline. FRPP and GSA assignments baseline data is provided by GSA and posted on PMD’s SharePoint site. Agencies are required to enter and maintain current, accurate data in CPAIS as a routine practice regardless of this policy.

Agencies are tasked with managing their Office and Warehouse space increases internally, meaning within their own SF inventory, unless an increase is expected to exceed the baseline and the agency is unable to identify a corresponding SF offset or reduction. When no internal space is available to function as an offset, the agency will notify PMD of the increase using the attached form, and must receive written acknowledgement from PMD prior to initiating the proposed action. Notifications should be submitted only for Office or Warehouse SF increases that are mission critical, required to meet an emergency, or externally required, such as by Presidential, Congressional or Judicial mandate. Appropriate justification must be included.

As with FTF, there is no distinction under RTF between Office and Warehouse SF. The space is tracked and managed interchangeably as a combined total. This means an increase in Office and/or Warehouse space may be offset by a reduction in Office and/or Warehouse space.

Covered Space. This policy applies only to space where the building's Predominate Use in CPAIS is Office or Warehouse, as defined in the FRPP. Warehouse space includes buildings used for storage such as covered sheds, and buildings primarily used for storage of vehicles or materials, as well as underground or earth covered storage bunkers.

Excluded Space. This policy does not apply to assets in CPAIS whose Predominate Use is not Office or Warehouse, such as Laboratory, Land, water reservoirs and petroleum, oil, and lubricant storage tanks. Airplane hangars are also excluded because they are categorized as service buildings.

## **B. ACCOUNT MANAGEMENT**

1. Baseline. USDA's baseline is comprised of both FRPP-reported and GSA assignments data. Agencies are to use the published FY12 baseline data until PMD posts the RTF Departmental baseline for FY15 in early FY16. This will occur after GSA reviews our FRPP data and provides the Department's baseline to PMD. Baseline data and FTF/RTF guidance is posted on PMD's SharePoint site, which users may access using their USDA eAuthentication credentials at: <https://portal.usda.gov/sites/PMD/default.aspx>. Once published, the baseline remains the same for every ensuing FY until it is changed by GSA or OMB. Should the baseline change, PMD will immediately notify the agencies and provide updated baseline data.
2. Balance Maintenance. Agencies are responsible for monitoring cumulative year-to-date SF increases and reductions, notifying PMD of net agency inventory SF increases using PMD Form 15-05 (attached), and decreasing their inventory of Office and Warehouse SF every FY.
3. CPAIS Updates. Agencies must regularly and accurately record all Office and Warehouse SF changes in CPAIS. This includes updating CPAIS within 5 working days after SF increases and reductions occur. This requirement applies to SF changes in USDA leased, owned, and GSA assigned Office and Warehouse space. GSA assigned inventory updates must reflect the latest Occupancy Agreement (OA) information.
4. Offsets. Offsets are reductions in Office and/or Warehouse SF that are used to neutralize the impact of a space increase. Only Office or Warehouse space can be used as an offset, and offsets of each space type can be used interchangeably. Offsets result from recorded Office and/or Warehouse SF reductions in CPAIS related to lease expirations, terminations, building sales, reports of excess, disposals, and any other action that removes the asset from the agency's inventory.

Agencies are reminded that in addition to these measures, the use of flexible workplace strategies such as telework, hoteling, and space management initiatives like co-location and consolidation, can produce offsets.

Space that may not be used as an offset is property that is “mothballed” or temporarily not occupied or utilized. Also excluded are enhanced use leases (EULs) and outleases of properties that are occupied by a non-government entity that remains titled to the Federal government.

5. Net Space Increase Notifications. Agencies that lack internal SF reductions needed to offset a SF increase must submit a notification to PMD prior to initiating the proposed action using the attached “Office and Warehouse Net Space Increase Notification” (PMD Form 15-05). **This Form is effective upon the issuance date of this Advisory and may be used in place of PMD Form 13-05 in AGPMR Advisory 13-05.** The Form must be signed by the submitting agency’s Administrative Services Director (or equivalent). The Chief, PMD, will acknowledge receipt by signing and returning the Form. The requesting agency must receive PMD’s written acknowledgement prior to taking the proposed action (incurring the space increase). **Copies of notices must be retained by the agency for future reporting related to RTF, such as to explain and justify the increase.**

**Note: The RTF notification process does not modify or replace the requirements in the [AGPMR](#) (e.g. Chapter 110-73) related to conducting real property acquisitions and expansions, such as new or expanded direct leases, owned property or GSA assignments. These requirements, some of which require Departmental approval, are completely separate from RTF inventory management.**

## C. STATEMENTS AND REPORTS

1. Balance Statements. At the beginning of every FY, PMD will post each agency’s Office and Warehouse SF balance on the PMD SharePoint site.
2. Annual Departmental Report. On an annual basis, PMD will roll up each agency’s CPAIS data and transactional information into a summary Departmental report. This report will show the net difference between the baseline and the year-end SF balance for each agency. Despite any agency variances, the overall Departmental balance is expected to be less than the Departmental baseline every FY. The report, along with other supporting documentation and data shall be submitted to USDA senior management, GSA and OMB for evaluation. The Department’s progress will be published at [www.performance.gov](http://www.performance.gov).
3. Ad Hoc Reports. PMD may request agencies to provide CPAIS data, screen captures, additional information and/or ad hoc reports at any time in support of managing this policy.

AGPMR Advisories are posted at the following web link: <http://www.dm.usda.gov/pmd/>. If you have questions or comments, please contact Paul Walden, Chief, PMD on (202) 720-7283, or by sending an email to [Paul.Walden@dm.usda.gov](mailto:Paul.Walden@dm.usda.gov).

**EXPIRATION DATE:** Effective upon issue date until canceled.



---

Paul Walden, Chief, PMD

---

AG PMR Advisories are posted on the USDA World Wide Web site at the following URL: <http://www.dm.usda.gov/pmd/>. If you have questions or comments regarding this advisory, please contact Paul Walden, Chief Property Management Division by telephone at (202) 720-7283, via email at [Paul.Walden@dm.usda.gov](mailto:Paul.Walden@dm.usda.gov), or by sending an email message to [propertymanagement@dm.usda.gov](mailto:propertymanagement@dm.usda.gov).

**OFFICE AND WAREHOUSE NET SPACE INCREASE NOTIFICATION**

**June 23, 2015**

**PMD FORM 15-05**

**Applicability:**

Agencies must use this Form to notify the Department of an overall increase in Predominate Use Office and/or Warehouse space for which the agency has no internally available offsetting SF reduction. This will cause the agency to exceed its established baseline for such space under RTF.

Note: Predominate Use is the primary use of the real property asset as noted in the Federal Real Property Profile (FRPP). For example, buildings used primarily for office purposes are classified as “office” even though certain portions of them may be used for storage or research. Buildings with a Predominate Use of Warehouse are used for storage, and include covered sheds and buildings primarily used for storage of vehicles or materials. Also included are underground or earth covered storage bunkers. Excluded are airplane hangars, water reservoirs and petroleum, oil, and lubricant storage tanks.

**Instructions:**

1. Submit notifications using PMD Form 15-05 at least 30 calendar days in advance of the need to take action to incur the planned SF increase, such as to acquire/expand the space, or prior to starting rental payments in the case of leased space. Notifications should be submitted as soon as the need is known, especially in the case of direct leases and GSA Occupancy Agreements that require 18 to 24 months of advanced planning.
2. The submitting agency’s Administrative Services Division Director (or equivalent) must sign the form.
3. Submit the completed form by emailing [Stephen.Rau@dm.usda.gov](mailto:Stephen.Rau@dm.usda.gov), or mail to:

USDA/OPPM  
Property Management Division  
ATTN: Stephen Rau, Asset Manager  
1400 Independence Avenue, SW  
Mail Stop 9304  
Washington, DC 20250

For assistance completing this form please contact Mr. Rau at the above email address or by phone on (202) 690-5613.

**Important Note:** Do not execute any lease or other real property contract that obligates the Government to take possession of or pay for the space identified in this form until it is returned to the submitting agency after being acknowledged (signed) by the PMD Chief.

# Office and Warehouse Net Space Increase Notification - PMD Form 15-05

**Control Number (To be completed by PMD):**

## SECTIONS 1-6 TO BE COMPLETED BY SUBMITTING AGENCY

### SECTION 1: SUBMITTER'S CONTACT INFORMATION

<b>1. Date Submitted:</b>		
<b>2. Agency:</b>	<b>3. Submitter's Title:</b>	
<b>4. Submitter's First Name:</b>	<b>5. Submitter's Last Name:</b>	
<b>6. Submitter's Email:</b>	<b>7. Submitter's Phone Number:</b>	
<b>8. Submitter's Address:</b>		

### SECTION 2: SPACE INCREASE DATA

<b>9. Space Type (Predominant Use):</b>	<b>10. Square Footage (SF) Requested:</b>
<b>11. RPUID 'cf'; G5'C5 Number:</b>	<b>12. Space Category:</b>
<b>13. Property Address:</b>	
<b>14. Comments:</b>	

### SECTION 3: REASON FOR SPACE INCREASE

<b>15. Reason for Space Increase (Please check all that apply):</b>	New Lease	New Acquisition (Owned Buildings Only)	Consolidation
	Co-Location	Expansion (Leased or Owned Buildings)	Other
<b>16. If "Other" selected in Question #15 please explain:</b>			

### SECTION 4: JUSTIFICATION

<b>17. Is the SF increase required to meet a mission critical need?</b>	Yes	No
<b>18. How long will the space needed?</b>	Months or	Years or Indefinite
<b>19. Provide justification to support the need, e.g. to meet an Executive, Legislative, or Judicial requirement to establish a new or expanded program or to respond to an emergency:</b>		

### SECTION 5: ATTACHMENTS

**Attach pertinent information that will help OPPM understand the requirement. Examples include CPAIS screen captures, GSA rent bills, Occupancy Agreements and any other documentation, such as copies of the court order, legislation or an Executive Order that substantiates the need for the SF increase.**

**20. Please list any attachments by name:**

### SECTION 6: ADMINISTRATIVE SERVICES DIVISION DIRECTOR (OR EQUIVALENT) SIGNATURE

**AGENCY COMPLETES PRIOR TO SUBMITTING THIS FORM**

<b>Title:</b>	<b>Name:</b>
<b>Date:</b>	<b>Signature:</b>

### SECTION 7: PROPERTY MANAGEMENT DIVISION - ACKNOWLEDGEMENT OF RECEIPT OF NOTIFICATION

**TO BE COMPLETED BY OPPM**

<b>Title:</b>	<b>Name:</b>
<b>Date:</b>	<b>Signature:</b>