



Space Allocation Standards

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1. Effective date: August 4, 2022

2. Cancellations

This version of the Space Allocation Standards supersedes the Space Allocation Standards issued on April 2, 2012.

3. Authority

These standards are issued under the authority of the Assistant Deputy Minister (ADM), Real Property Services (RPS), Public Services and Procurement Canada (PSPC).

4. Context

4.1. Federal Accommodation Program

In 1985, PSPC was identified as the obligatory service provider of general-purpose office space for federal government departments and agencies. In 1993, Treasury Board provided PSPC with the authority to develop policies and functional standards concerning the quantity, quality and location of accommodation or accommodation services provided to clients. Together, these Cabinet decisions establish managerial control of the Federal Accommodation Program by the Minister of PSPC as stipulated in the *Department of Public Works and Government Services Act*.

4.2. Accommodation Management Framework

These standards are issued in support of the *Accommodation Management Framework* which establishes the policy direction for the management of accommodation requirements of departments and agencies and the provision of office accommodation and accommodation services by PSPC for federal government organizations.

4.3. Related Policy Documents

These standards must be applied in conjunction with the following PSPC policy documents and tools:

- *Government of Canada Workplace Fit-up Standards* and associated *GCworkplace Design Guide*
- *Standard Terms and Conditions of PSPC-administered Accommodations*
- *Directive on Fit-up*
- Real Property Space Assessment and Planning Application

5. Scope

These standards apply to all RPS accommodation fit-up and tenant service projects carried out by PSPC employees or on behalf of PSPC.

These standards apply to all office accommodation under the administration of PSPC as provided to federal departments and agencies. This includes the following office space

categories: general-purpose administrative, quasi-judicial office space, and call/contact centre space.

6. Purpose

The purpose of these standards is to describe the maximum space allocation for planning, acquiring, and monitoring the use of office accommodation provided by PSPC to clients.

7. Details

7.1. Office Accommodation

PSPC provides office space in accordance with the *Accommodation Management Framework*. PSPC is funded to allocate office accommodation to the minimum level necessary to support the functional requirements of a client. These standards describe the maximum quantity of office space that may be allocated per generic office space type. There are three generic space types for office accommodation:

- **General Administrative** offices accommodate general office functions and activities and represent the majority of PSPC office space occupied by clients;
- **Quasi-judicial** offices accommodate adjudicative or legislative functions; and,
- **Call/Contact Centre** offices accommodate clients with a mandate to respond to a high volume of enquiries regarding their programs and services.

7.1.1. Space Allocation Limits

When acquiring and planning office accommodation for clients, the quantity of space to be allocated is based on the number of Full-Time Equivalent (FTE) employees and non-FTEs for which a client has certified an ongoing requirement to provide accommodation. PSPC will ensure that the mobility level for each client, as determined via the external mobility assessment, is included in the space allocation calculation for each accommodation project.

The space allocation for standard office accommodation by PSPC to clients is described in Table 1. The upper limit does not establish or imply an entitlement. For all fit-up and tenant services accommodation projects, the allocated office space must be calculated using the Real Property Space Assessment and Planning Application (see section 7.2) and must be the minimum necessary to support the functional requirements of clients.

Office accommodation is not allocated to:

- persons who permanently work off-site (e.g. persons working outdoors or remote working on a full-time basis);

- persons who have been included in the FTE count of a workspace at another location (i.e. eligible FTEs may only be included in the space allocation for one workplace).

For offices of 25 or fewer occupants (after the assessment of external mobility), the allocations in Table 1 may be exceeded due to the increased ratio between occupants and standard design elements for support & collaboration space. The Real Property Space Assessment and Planning Application automatically increases the circulation space allocation by 20% for offices with 25 or fewer occupants in order to account for this increased space requirement.

When renewing accommodation already occupied by a client, PSPC, at its discretion, may exceed the allocations in Table 1 if doing so maximizes the long-term economic advantage to the Crown, provides best value to the Canadian taxpayer, and is consistent with the objectives of PSPC's Office Long-term Plan.

Clients requesting space for standard office accommodation exceeding the limits described in this document must obtain approval in accordance with the compliance exemption process delineated in Section A2 of the *Government of Canada Workplace Fit-up Standards*. Additional approved space that does not qualify as Special Purpose Space is referred to as Additional Operational Space (AOS). Space provided to clients in excess of the limits established by their Space Envelope must be fully funded by the client.

The total space allocation for standard office accommodation per FTE/non-FTE includes collaborative & support space, individual work space, and circulation elements; however, it excludes Special Purpose Space (see Section 7.4). When FTEs/non-FTEs are assigned to work within Special Purpose Space, an additional 5.4 m²u per SPS FTE/non-FTE is assigned to ensure sufficient support space.

Space allocation is provided on a sliding scale, i.e. the higher the population, the lower the overall allocation per FTE/non-FTE. The following table provides a comprehensive breakdown of these components per office type.

Table 1
Standard Office Accommodation Space Allocation Limits per FTE/non-FTE
(usable m²)

Office Type	Collaborative & Support Space	Individual Work Space	Circulation
General Administrative	First 5 FTEs/non-FTEs at 10 m ² Next 10 FTEs/non-FTEs at 6 m ² Remainder at 4 m ²	4.45 m ²	35% of the total collaborative & support space and individual work space areas combined
Call/Contact Centre and Quasi-judicial	First 5 FTEs/non-FTEs at 15 m ² Next 10 FTEs/non-FTEs at 10 m ² Remainder at 6 m ²		

7.2. Real Property Space Assessment and Planning Application

The allocation of space and external mobility assessment must be carried out using the Real Property Space Assessment and Planning Application. The App supports a hybrid working model by assessing the external mobility (the rate at which a workforce works remotely) to identify a target occupancy for a specific location. The space allocation calculation identified in Table 1 is then applied to the target occupancy to determine the optimal space allocation. Applying a mobility assessment ensures the space is allocated accurately and to the minimum amount required to support the functional requirements of the client.

7.3. Ministerial and Deputy Head Accommodation

Ministerial and deputy head accommodation in departmental headquarters' offices is provided within the maximum space allocation as per Section B2.2 of the *Government of Canada Workplace Fit-up Standards*. This accommodation is not designated as Special Purpose Space.

7.4. Special Purpose Space

Requests for both project and program specific Special Purpose Space (SPS) are subject to approval via the compliance exemption process outlined within the *Government of Canada Workplace Fit-up Standards* Section A2.1. Space is allocated based on the minimum functional space required to meet the operational needs of the users of the facility. Responsibility for approving business cases for SPS to support project-specific requirements rests with PSPC regional offices. Approval for program-specific or national SPS requirements are the responsibility of the ADM, RPS. Clients must undertake an analysis of their Special Purpose Space requirements in consultation with PSPC using the *Guidelines for Special Purpose Space* and the *SPS Assessment Tool* and are encouraged to formalize their requirements in program-specific standards.

7.5. Common Use Areas

PSPC will work with clients to facilitate the sharing of common-use areas to take advantage of economies of scale in multi-tenant occupancies. Such areas may include, but are not limited to, boardrooms, libraries, training and conference rooms, and common services such as waiting/reception areas, common distributor rooms, distributor rooms (also referred to as telecommunication rooms and equipment rooms) and mail and records areas based on the population of the entire complex.

7.6. Monitoring and Reporting

Accurate FTE and utilization data is critical to many aspects of PSPC's business, including assigning space to clients, as well as monitoring, measuring, and reporting on the efficiency of PSPC administered workplaces.

Pursuant to the *Accommodation Management Framework*, PSPC will monitor and report to Treasury Board on office space utilization accountability indicators by client.

Performance measurement will be based on FTEs, mobility, and target occupancy and will be expressed using two Key Performance Indicators (KPIs):

- Space assignment based on total population assigned to the space will be expressed as m²r per FTE
- Space utilization based on actual use and design, taking into account mobility, will be expressed as m²r per target occupant

PSPC will also work with clients to monitor actual on-site space usage through various means (i.e., reservations systems, WIFI usage, etc.).

These measures will ensure the optimal use of space and will provide an indicator as to where further improvements and efficiencies may be realized through intervention.

8. Definitions

Additional Operational Space (AOS) – Space that exceeds the *Space Allocation Standards* and is considered non-typical office space which is not supported as Special Purpose Space, and is not compliant with the *Government of Canada Workplace Fit-up Standards* and associated *GCworkplace Design Guide*. When the additional space requirements exceed the Space Envelope, the Fit-up Cost, ongoing rent, maintenance, and any related additional building services are 100% funded by the client. Additional Operational Requirements must be approved as per the compliance monitoring process identified in section A2 of the *Government of Canada Workplace Fit-up Standards*.

Call/Contact Centre Office Space – Space that accommodates functions in support of a mandate to respond to a high volume of enquiries regarding an organization's programs and services. Functions and operations may include, but are not limited to:

- face-to-face services to the public;
- telephone contact with members of the public or employees;
- a high degree of specialized technology required for operations;
- extensive training activities, support for shift workers, coaching, and recruitment;
- extended hours of operation to offer services in the evening and on weekends.

Circulation Space – Space allowed for movement of personnel between open workspaces. It includes the space required for access to support space and building services.

Client– An organization considered to be within the meaning of Section 2 of the Financial Administration Act, which is occupying real property that is under the administration of PSPC.

Common-use Area – Area commonly used or shared by clients and/or the public they serve.

External Mobility Assessment – A measure to identify the rate at which the total FTE population assigned to a particular work location is working remotely. The External Mobility is assessed based on six Remote Work Population profiles, each associated with the number of days the population works remotely (e.g. one day per week, two days per week, etc.) The Real Property Space Assessment and Planning Application (see definition) must be used to assess the external mobility.

Full-time Equivalent (FTE) – A measure of labour force based on hours of work, which is used in the federal government to determine the effective number of persons employed. Included in the FTE calculation are:

- indeterminate, term, seasonal and casual employees;
- students engaged under one of the student employment programs in the federal government (e.g., Co-op; FSWEF);
- Minister’s exempt staff; and
- staff of parliamentary agencies (e.g., Auditor General; special operating agencies).

General Administrative Offices – Offices that accommodate general office functions and activities that do not require special security or other special features. General administrative offices do not have high interface with the public. These offices comprise the majority of PSPC administered office space occupied by clients.

Hybrid Working Model – A flexible working arrangement allowing employees to combine working in the office and working remotely.

Individual Work Space – Open and enclosed spaces to support individual work functions. Individual work space may include but is not limited to workpoints such as typical workstations, touchdown stations, focus rooms, and phone booths. The allocation of 4.45 m² per FTE is used to calculate the total Individual Work Space for design and does not represent the size of a particular workpoint. The size of individual workpoints may vary based on design.

Non-Full-time Equivalent (Non-FTE) – A measure of contract services based on hours of work, which is used to determine the effective number of persons hired pursuant to a contract for services, as defined in the Government Contract Regulations, who must work and be accommodated onsite by a department or agency. Included in the non-FTE calculation are consultants and temporary help services.

Note: An individual hired pursuant to a contract for services whose remuneration encompasses overhead expenses is not included in the non-FTE calculation.

Occupancy – Within the context of building construction and building codes, occupancy refers to use or intended use, of a building, or a portion of a building.

Occupants – Persons for which a building or part thereof is designed.

Office Long-term Plan – PSPC's aspirational office long-term plan that contains notional targets designed to right size, recapitalize, and modernize the Government of Canada's Office Portfolio over a long-term planning horizon. The plan will be reviewed annually and endeavours to provide federal employees with office space that is flexible, digital, efficient, green, inclusive, collaborative, healthy, safe, accessible and supports the effective delivery and achievement of government and federal programs priorities and objectives while ensuring sound investment, stewardship and best value for Canadians.

Quasi-judicial Office Space – Space that accommodates adjudicative or legislative functions. It often requires confidentiality or enhanced security and is used by organizations that interpret and administer legislation and regulations, conduct inquiries and hearings and/or perform adjudication functions on complaints, appeals and claims. Functions and operations may include, but are not limited to:

- management: adjudicative body operates separately from the administrative unit which provides service to the adjudicative body;
- meetings: conducted on a scheduled basis with internal staff and members of the public; and
- secure and confidential courtroom/hearing room space: physical protection of staff could be required.

*Note – no department is defined as being entirely quasi-judicial. A department or agency may have space that is considered quasi-judicial, however, this does not qualify the department or agency as a whole to be classified as quasi-judicial. The term is only used to identify a type of space that may exist within a department's or agency's overall space.

Real Property Space Assessment and Planning Application – A mandatory tool developed by Public Services and Procurement Canada and used by the Real Property Services community with PSPC and clients to calculate space allocation and assess external mobility of employees for a particular location. Ensures compliance with the Space Allocation Standards and the Government of Canada Workplace Fit-Up Standards.

Space Envelope – Refers to the total amount of space departments and agencies can occupy based on approved Treasury Board funding that can be accessed by Public Services and Procurement Canada (PSPC) to provide accommodation in accordance with PSPC authorities, policies, standards, and guidelines.

Special Purpose Space – Additional, non-standard areas required by a client to accommodate specific activities that are unique and essential to departmental programs and which are not included in the standard support space allocation. The following types of spaces may be considered special purpose space: laboratories, health units or clinics, meeting or training facilities/complexes, interview rooms, inspection rooms, processing space, departmental libraries that serve a national function or outside groups, gymnasiums, warehouses, storage areas with an extensive amount of file storage, trade shops, mail rooms for national distribution or for multiple regions, kiosks, reception areas, cash offices or similar spaces requiring special service and security features, daycares, telecommunication/emergency preparedness facilities, weather offices, outdoor storage, and hearing rooms. This list is not exhaustive.

Support Space – Open and enclosed spaces for office support functions not included in the individual workspace or circulation space, but necessary for office operation. Support space may include but is not limited to meeting rooms, work rooms, open collaborative spaces, kitchenettes, shared equipment areas, locker areas, printer stations, and reception/waiting areas.

Target Occupancy – Represents the average number of occupants expected to be on site at a specific work place at any given time and for whom the work place is designed. This number may vary from the total FTEs due to the application of external mobility.

Tenant Service – An alteration and/or improvement to existing accommodation, or service in addition to those specified in the occupancy agreement that is requested by a client during the term of occupancy. Tenant service requests are client-funded .

9. Roles and Responsibilities

9.1. Public Services and Procurement Canada

Assistant Deputy Minister, Real Property Services is responsible for approving revisions and exemptions to these standards.

Director General, Accommodation Management and Workplace Solutions, is responsible for:

- ensuring compliance with and consistent application of these standards on a national basis.
- providing national functional direction and guidance on the implementation of these standards for all space based and tenant services projects.

Senior Director, National Accommodation Management, is responsible for:

- providing national advice and guidance on the implementation of these standards; and
- reviewing and updating the standards, as required, to reflect government-wide and PSPC real property policies and initiatives; and ensuring that all requirements of these standards are integrated into national procedures, processes and systems.

Regional Directors General, and Directors General, Service Leads, are responsible for:

- ensuring these standards are implemented and monitored; and
- identifying concerns or issues arising through the implementation of these standards.

Regional Directors, Accommodation and Portfolio Management, Director, NCA Accommodation, Director NCA Accommodation and Innovative Projects are responsible for:

- implementing these standards to existing business procedures, processes and systems and monitoring their application.

Project Directors, Project Leaders, Accommodation Managers, Client Accommodation Services Advisors, Project Managers, and Property and Facility Managers are responsible for:

- applying these standards and the Real Property Space Assessment and Planning Application in all accommodation and tenant service projects.

Client Relationship and Demand Management Account Teams and Regional Client Service Directors are responsible for:

- promoting these standards to clients and facilitating their understanding.

9.2. Clients are responsible for:

- identifying the appropriate mix of resources required based on program objectives and operational requirements;

- assessing their hybrid workforce and working with PSPC to determine external mobility and calculate target occupancy using the Real Property Space Assessment and Planning Application.; and
- complying with these standards and the *Government of Canada Workplace Fit-up Standards*.

9.3. Third-party service providers are responsible for:

- applying these standards in all accommodation and tenant service projects.

10. References

PSPC Publications and tools:

- [Framework for Real Property Services \(GCpedia, PDF\)](#)
- [RPS Directive on Fit-Up](#)
- [Accommodation Management Framework](#)
- [Government of Canada Workplace Fit-up Standards \(GCpedia, PDF\)](#)
- [GCworkplace Design Guide \(GCpedia, PDF\)](#)
- [Guidelines for Special Purpose Space \(GCpedia, PDF\)](#)
- [Special Purpose Space Assessment Tool](#)
- [Accommodation Management Resource Centre \(GCpedia\)](#)
- [GCworkplace Resources \(GCpedia\)](#)
- [Policies for Ministers' Offices](#)